

CHAPTER 4: FUTURE LAND USE PLAN



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INTRODUCTION TO THE FUTURE LAND USE PLAN

The significance of the Future Land Use Plan text and map cannot be overstated. Similar to the way in which a map serves as a guide to a particular destination, the Future Land Use Plan should serve Copperas Cove as a guide to its particular, unique vision for the future. Each mile driven that is represented on that map can also be compared to each individual decision that the City makes with regard to land use and zoning; these individual decisions can either lead to or deter from the City attaining its vision.

In order to provide the most complete map possible, the Future Land Use Plan designates various areas within the City for particular land uses, based principally on population growth, locational criteria, compatibility criteria, and a balance of land use types. The Future Land Use Plan establishes an overall framework for the preferred pattern of development within the City of Copperas Cove. Graphically depicted on **Plate 4-1**, the Future Land Use Plan should ultimately be reflected through the City's policy and development decisions.

The Future Land Use Plan is not a zoning map, which deals with specific development requirements on individual parcels; the zoning map and zoning decisions should, however, be based on the Future Land Use Plan.

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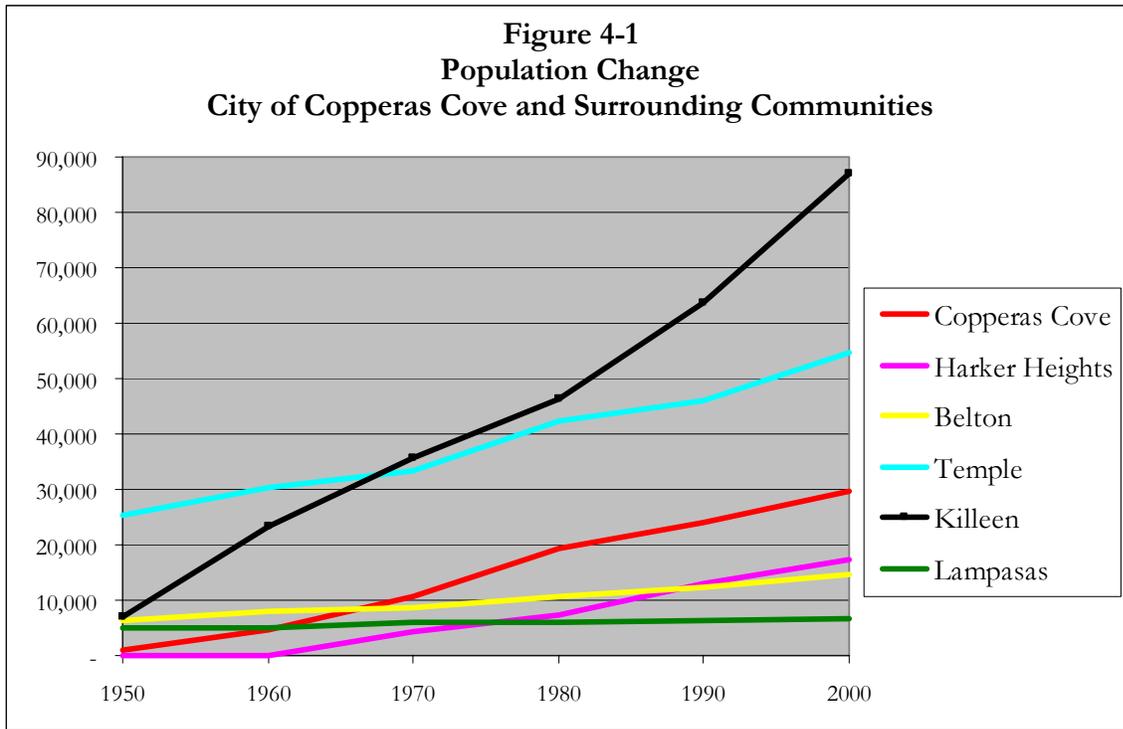
PROJECTED FUTURE POPULATION

Increased demand for all types of land uses must be taken into account when establishing a Future Land Use Plan. Such increased demand is inevitable with population growth. The population projections contained herein form the foundation for establishing how much land should be allocated to particular types of land use. Analyzing past growth trends within the City, as well as the growth trends of surrounding communities, helps to predict what Copperas Cove can expect in terms of future population growth. The following is a discussion of the way in which the population projections for Copperas Cove have been established.

POPULATION ESTIMATES (PAST POPULATION NUMBERS)

Table 4-1 and **Chart 4-1** contain U.S. Census population estimates from 1950 to 2000 for the City of Copperas Cove, Coryell County, Bell County, and several surrounding communities. Copperas Cove has experienced growth every decade since 1950. The 2.12 percent compound annual growth rate experienced by Copperas Cove between 1980 and 2000 ranks as the third highest of the cities and counties listed in **Table 4-1**. Only the cities of Harker Heights and Killeen grew faster than Copperas Cove during this time.

Table 4-1								
Population Change								
Copperas Cove, Coryell and Bell Counties, and Surrounding Communities								
Place	1950	1960	1970	1980	1990	2000	Annual Growth Rate 1980-2000	Percent Change 1980-2000
Copperas Cove	1,052	4,567	10,818	19,469	24,079	29,592	2.12%	52.0%
Harker Heights	N.I.	N.I.	4,216	7,245	12,841	17,308	4.45%	138.9%
Belton	6,246	8,163	8,696	10,660	12,476	14,623	1.59%	37.2%
Temple	25,467	30,419	33,431	42,483	46,109	54,514	1.25%	28.3%
Killeen	7,045	23,377	35,507	46,296	63,535	86,911	3.20%	87.7%
Lampasas	4,869	5,061	5,922	6,165	6,382	8,788	0.48%	10.1%
Bell County	73,824	94,097	124,483	157,889	191,088	237,974	2.07%	50.7%
Coryell County	16,284	23,961	35,311	56,767	64,213	74,978	1.40%	32.1%
N.I. - Not Incorporated								
Source: U.S. Census								



Coryell County’s and Bell County’s compound annual growth rates are significant because they include growth that has occurred outside City limits and inside the counties; therefore, it may be a more reliable indicator of future growth. It should be noted that the compound annual growth rate for Coryell County between 1980 and 2000 was approximately 2.07 percent and 1.4 percent for Bell County; this fact may be more reflective of the growth rate that the overall region can anticipate in the future.

In addition to the compound annual growth rate, the overall percent change in population between 1980 and 2000 was calculated. This calculation reveals that from 1980 to 2000 Copperas Cove increased by approximately 52.0 percent of its 1980 population. Only the cities of Harker Heights and Killeen experienced greater percentage increases than Copperas Cove. The remaining cities (i.e., Belton, Temple, and Lampasas) and both counties experienced smaller percentage increases.

A review of the past growth trends and consideration of other local factors (such as economic factors, school enrollment numbers, etc.) provides a foundation upon which to evaluate the potential for growth. The population projections shown in **Table 4-2** have been calculated based on two principle factors – first, the City’s past growth rates, and second, the growth rates of surrounding communities (refer to **Table 4-1**).

COPPERAS COVE POPULATION ESTIMATE: JANUARY 1, 2005

Based on a housing survey conducted in September 2004, an estimated population for Copperas Cove was developed for January 1, 2005. The housing survey showed that there were 11,973 (see **Table 1-12** in Chapter 1) housing units built or under construction in Copperas Cove. Therefore, assuming that homes under construction in September 2004 were completed by January 1, 2005, the total number of housing units in Copperas Cove on January 1, 2005 was 11,973. Then using the 2000 U.S. Census occupancy rate and persons per household, the following formula calculates the January 1, 2005 population estimate.

- 11,973 (total housing units) * 0.924 (2000 occupancy rate) = 11,063 (households)
- 11,063 (households) * 2.85 (2000 persons per household) = 31,530 or about 31,500 persons

January 1, 2005 Population Estimate: 31,500 Persons

COPPERAS COVE POPULATION ESTIMATE: JANUARY 1, 2007

Using the above 2005 population estimate, combined with the City’s building permit information through 2006, the City’s January 1, 2007 population can be estimated. In October, November, and December of 2004 the City permitted 53 residential units (Note: The City permitted 212 residential units in 2004. For the purpose of this calculation, only 53 units [25 percent] of the 212 units were used. The 53 units represent a proportional approximation of the units permitted during October, November, and December of 2004.) Additionally, the City permitted 494 residential units in 2005 and 414 residential units in 2006. Therefore, since the September 2004 housing survey, 961 new residential units were permitted in the City and can be added to the total housing units to calculate the City’s January 1, 2007 population estimate.

- 12,934 (total housing units) * 0.924 (2000 occupancy rate) = 11,951 (households)
- 11,951 (households) * 2.85 (2000 persons per household) = 34,060 or about 34,000 persons

January 1, 2007 Population Estimate: 34,000 Persons

Using 34,000 as the base year (January 1, 2007) population for Copperas Cove, a series of projections were made for planning purposes. Based on the City's ability to expand the housing inventory, the following population projection scenarios were developed.

POPULATION PROJECTIONS

The following scenarios (A through E) depict the types of growth that Copperas Cove may expect to experience in the future:

Scenario A

Scenario A depicts a moderate population decline for Copperas Cove. Using the estimated 2007 population of 34,000 people and a compound annual growth rate of minus 1.0 percent, Scenario A projects Copperas Cove's population through the year 2030. A review of the compound annual growth rates from across Texas reports some cities having a negative growth rate. Therefore, a growth rate of minus 1.0 percent could be an accurate prediction of the future population of the City. With changes to the population of Fort Hood and base closures, a negative growth rate is a possibility, but should be considered unlikely. In this scenario, the City would decline by almost 7,500 people by the year 2030.

Scenario B

Scenario B reflects a low to moderate growth for Copperas Cove, and assumes that the City would grow at approximately the same rate as the city of Lampasas. The 0.5 percent compound annual growth rate used to calculate this scenario is lower than the growth rates of several surrounding cities and both counties. Growth at this rate would translate into an average of 69 residential permits being issued on a yearly basis and only an additional 4,500 residents living in the City by the year 2030.

Scenario C

Scenario C depicts a relatively moderate growth rate for Copperas Cove and assumes that the City would grow at a 1.0 percent compound annual growth rate. This growth rate would be a scenario of steady growth, which is comparable to the growth rate the city of Temple has experienced (Temple has experienced a 1.25 percent compound annual growth rate from 1980 to 2000). Growth at this rate would translate into an average of 146 residential permits being issued on a yearly basis and an additional 9,600 residents living in the City by the year 2030.

Scenario D

Scenario D establishes a moderate to strong growth rate for Copperas Cove and assumes that the City would grow at a 2.0 percent compound annual growth rate. This rate would be a scenario of growth that is similar to the rate the City has experienced over the last 20 years.

Growth at this rate would translate into an average of 331 residential permits being issued on a yearly basis and an additional 21,800 residents living in the City by the year 2030.

Scenario E

Finally, Scenario E establishes the most aggressive growth rate for Copperas Cove and assumes that the City would grow at a 2.5 percent compound annual growth rate. This growth rate would be a scenario of substantial growth, which has been reached and surpassed by several communities of Copperas Cove’s size throughout the State of Texas. Locally, Killeen and Harker Heights have had growth rate of 3.2 and 4.45, respectively. Growth at this rate would translate into an average of 441 residential permits being issued on a yearly basis and an additional 29,000 residents living in the City by the year 2030.

Year	Scenario A	Scenario B	Scenario C	Scenario D*	Scenario E
	-1.0% Growth Rate	0.5% Growth Rate	1.0% Growth Rate	2.0% Growth Rate	2.5% Growth Rate
2007	34,000	34,000	34,000	34,000	34,000
2010	32,990	34,513	35,030	36,081	36,614
2015	30,749	35,739	37,557	41,446	43,523
2020	29,242	36,641	39,473	45,760	49,242
2025	27,809	37,566	41,486	50,522	55,713
2030	26,446	38,515	43,603	55,781	63,034
Building Permits Per Year	-115	69	146	331	441

Note: Scenario D is the anticipated growth rate of the City.
Source: Dunkin, Sefko & Associates, Inc.

Selection of a Population Projection

For planning purposes, the growth rate represented by Scenario D, a compound rate of 2.0 percent, is used herein to project the future population of Copperas Cove. This rate was selected to be the 2007 Comprehensive Plan Update’s official growth rate by both the citizens’ steering committee and the City’s consultants. Factors that led to selecting Scenario D over the alternatives included planning principles, regional relationships, local issues, and economic development factors.

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FUTURE LAND USE ESTIMATES

Another important aspect in planning Copperas Cove's future is the relationship of the projected population to future land use estimates. It can be assumed that in Copperas Cove, future land uses will be approximately the same or of similar intensity as presently exists. Another assumption, which has been valid in other communities throughout the State, is that the ratio or percentage of land use acres consumed relative to the future population will be generally the same as consumed today. For example, if single-family land uses required 8.17 acres per 100 persons today, it could be assumed, given similar housing density objectives, that the relationship would remain relatively the same in the future. This assumption will likely apply to Copperas Cove in many land use categories, with the exception of industrial. Currently, Copperas Cove has very little industrial land area. **Table 4-3** shows the future land use estimates as related to the projected population estimates.

Land Use Category	Acres Per 100 Persons	Acres Needed for a Population of 31,500 Persons (2005)	Acres Needed for a Population of 41,446 Persons (2015)	Acres Needed for a Population of 55,781 Persons (2030)
Single-Family	8.17	2,574	3,387	4,559
Multi-Family	0.42	133	174	235
Duplex	0.30	95	126	169
Manufactured Home	0.34	106	140	188
Parks	1.34	422	556	748
Public/Semi-Public	1.74	549	722	972
Retail	0.58	182	239	322
Commercial	0.52	164	216	290
Light Industrial	0.01	5	6	8
Office	0.05	14	19	25
Right-of-Way	3.42	1,078	1,419	1,909
TOTAL	16.90	5,323	7,004	9,426
<small>Note: Acres Per 100 Persons is calculated in Table 1-10 of Chapter 1 and is determined by the most recent land use survey (September 2004). Source: Dunkin, Sefko & Associates, Inc.</small>				

Table 4-3 and the comparison it provides facilitates a better understanding of the land use relationships shown on the Future Land Use Plan. One of the objectives adopted by the City is to provide direction and opportunities for a variety of land uses. The future land use relationships set forth in this component of the plan assist in accomplishing this goal by specifying a balanced land use scenario for the City. A community cannot economically function on solely a residential land use base. Most communities rely on nonresidential land uses to subsidize the tax base. Nonresidential land uses are traditionally less intensive users of public services than are residential land uses. Retail, additionally, contributes to the tax base through sales tax revenues in addition to ad valorem taxes.

It should be noted from **Table 4-3** that the total amount of acres needed for a population of 41,446 is approximately 7,004 acres. In September 2004, there were approximately 10,500 acres within the city limits. Of the 10,500 acres, approximately 52 percent remained vacant. To reach a population of 41,446 by 2015, the City will not be required to annex new land to accommodate the 2015 projected population.

LAND USE CHARACTERISTICS

LAND USE INTENSITY

Development intensity measures the level of activity that occurs on a given piece of property or in a given area. This unit of measurement is different in residential and nonresidential areas. In a residential neighborhood, intensity is measured in terms of number of dwelling units per acre and is also referred to as housing density. For nonresidential areas, intensity is measured by the ratio of the total square footage of the building area and the square feet of the site, the building occupies. This is referred to as the floor area ratio (F.A.R.). For example, an F.A.R. of 1 to 1 limits the maximum square footage of floor space in a building on a 40,000 square foot site to 40,000 square feet while an F.A.R. of 0.5 to 1 would permit a construction of 20,000 square feet of building on a similarly sized site. The intensity at which Copperas Cove develops will have an impact on the character of the community as a whole. Both positive and negative impacts can result from higher intensity development.

LAND USE QUANTITY

Not only does the intensity at which land is developed influence the character of the City, the quantity of land use does as well. The Future Land Use Plan has been formulated with the objective of creating a balanced land use pattern. For example, the existing land use analysis shows that 173 acres of retail existed in the City in September 2004. It is estimated that more acres of retail zoning exist in Copperas Cove than are actually used. This condition is called over-zoning. Over-zoning occurs when the available supply of zoned land exceeds the projected demand for the use of land. The amount of vacant zoned property a community should have is difficult to determine. Enough land should be zoned to provide alternative market selection and competitive land pricing. In the case of retail zoning, often the amount is excessive. Over-zoning is found not only in Copperas Cove, but also in most cities throughout Texas. At nearly all existing and planned major intersections, two, three, or even four corners are often zoned retail. The problem is that the residential densities, which now occur in communities such as Copperas Cove, are developing at an intensity that will not support the kind of retail zoning that has been traditionally desired by the development community. As the number of nonresidential parcels increases through the process of zoning, combined with the general inflation of land values, over-zoning contributes to rising land prices. Inflated prices may impede and delay development by making it more expensive, requiring certain developments to be put on hold until they are economically feasible. A number of competing sites for each use may, in time, also lead to a lower quality land use pattern. To some

extent, the market will adjust to over-zoning; however, the results of over-zoning could be: (1) large amounts of vacant or under-utilized land; (2) subdivision of large parcels into smaller parcels to help pay the carrying costs; (3) unnecessary zoning changes to more marketable uses; and (4) incompatible land use arrangements.

The Future Land Use Plan reflects a ratio of nonresidential to residential land, which aims to create a balance between all uses. The primary purpose of the Comprehensive Plan will be to guide future development in a manner consistent with community objectives. It is essential, therefore, to clearly identify where the future land uses are most appropriate and best suited.

LAND USE COMPATIBILITY

The issue of compatibility between residential and nonresidential uses has become increasingly important because of a trend toward more intense use of retail, office, commercial, and industrial sites. Although many of the recent zoning changes in Copperas Cove have reflected conditions related to individual parcels of land, their cumulative effect has tended to lead to a concentration of land uses in certain areas. An example of this is the location of land uses along U.S. Highway 190. This condition is a result of nonresidential land uses seeking the best visibility along the only continuous major thoroughfare in Copperas Cove. This concentration of land uses, combined with residents seeking to use U.S. Highway 190 as a major ingress/egress route to Copperas Cove, has contributed to the traffic condition that now exists. The Future Land Use Plan has attempted to allocate the various land uses into a pattern that will yield a greater chance for community-wide land use compatibility. Chapter 6 (Community Image and Urban Design Guild lines) further describes techniques that can make land uses more compatible with each other. The treatment of the “edges” of the various land uses, to a large degree, can have a dramatic effect on the compatibility of land use. This buffer or transition treatment between residential and commercial can determine whether the residential area will be a quality neighborhood in which to reside.

THE FUTURE LAND USE PLAN

The recommended Future Land Use Plan for Copperas Cove is shown on **Plate 4-1**. Land use categories have been identified for each land use that may exist within a community. This graphic portrayal of land use objectives within the community has been blended with other components of the Plan, such as parks, open space, and thoroughfares. Proposed land uses have been reflected not only for the existing city limits, but also within the City's Extraterritorial Jurisdiction (ETJ), which extends two miles beyond the City limits. The following outlines important features of Copperas Cove's Future Land Use Plan:

1. **Residential Areas** - The future land use pattern has been designed to protect the existing residential neighborhoods within Copperas Cove. As Copperas Cove expands, it will be important that the expansion respect these existing areas. Future residential areas have been created using the neighborhood concept (Chapter 5/**Illustration 5-2**). The Thoroughfare Plan has been designed to allow the future movement of people in the residential areas to the major arterials and facilitate circulation to and from residential and shopping areas. It is important to realize that the ultimate or "holding capacity" will likely take many years to achieve, and certainly beyond the 20-year planning horizon of this plan. Nevertheless, it is important to make estimates for future populations, as virtually all public facilities rely on population projections for determining the appropriate size of a facility or the number of facilities needed.

An area northeast of Copperas Cove is presently property within the Fort Hood military reservation. Should the opportunity arise to discuss development of this area with Fort Hood, the City should encourage the preponderance of this to develop as residential. This land use approach could accomplish two objectives: (1) provide developable residential land in close proximity to existing infrastructure that is not in another municipal utility district, and (2) meet affordable housing objectives shared by the City and military.

- a. **Low Density Residential Land Use:**

This use is representative of traditional, single-family detached dwelling units. Of the residential categories, it is recommended that low density residential continue to account for the largest percentage of residential uses. The areas designated for low density residential land use are generally not adjacent to major thoroughfares or other incompatible land uses, and are in proximity to existing single-family

residential land use. Although single-family areas have been labeled “low density”, the City should strive for a variety of lot sizes to develop, and should facilitate this by providing a choice of several single-family zoning districts with various lot sizes in the Zoning Ordinance.

b. ***Medium Density Residential Land Use:***

This use is representative of two-family, attached dwelling units, such as duplex units, patio homes, and townhomes. Medium density land uses often provide areas for “empty nesters” who may not want the maintenance of a large-lot single-family home, and for young families who may find a townhome or duplex more affordable than a single-family home. It is anticipated that new areas for medium density land use will be developed in the future.

c. ***High Density Residential Land Uses:***

Traditional multiple-family units in attached living complexes (e.g., apartments) characterize high density residential land use. There are currently some high density residential areas within Copperas Cove. It should be noted that medium density uses should also be permitted in any area designated for high density use.

Several areas have been shown on the plan for multiple-family or higher density residential development. These areas have been shown based on locational criteria that suggest that they be located next to collectors or major arterials. These locations are shown for larger complexes such as those that would contain 200 units or more. Smaller multiple-family complexes would be appropriate in density ranges from 4 to 16 units per acre in some areas along Topsey Road and areas immediately adjacent to the north. Multi-family should be located in future developable areas based on the percentages recommended in Chapter 5 (Housing Strategies).

2. **Retail, Commercial, and Office Space** - Inasmuch as U.S. Highway 190 is the primary nonresidential activity corridor in Copperas Cove, it is expected that this trend will continue. It is expected that very little single-family or low density residential will seek to locate adjacent to this thoroughfare. Presently, only two or three residential areas exist adjacent to U.S. Highway 190 and are there only because they existed long before the roadway was carrying the amount of traffic it now handles. The Plan shows the remainder of vacant area along U.S. Highway 190 will generally, with a few exceptions, develop with nonresidential uses. Based on the calculations shown in **Table 4-3**, the

retail, commercial, and office uses required for a population of 41,446 (2015) will be a total of approximately 474 acres. The amount of acreage required for a population of 55,781 (2030) would be approximately 637 acres. The Plan shows more acreage for these nonresidential land uses than will be consumed by a population of 41,446. Therefore, it is recommended that the City only zone new property for these uses as proposals for actual construction are submitted. If a proposed zoning request is presented without a development proposal, or as it is sometimes referred to as “speculative zoning request,” is submitted to the City that is not consistent with the Comprehensive Plan, then the City should consider not rezoning these parcels.

Residents of a community should be able to live, work and recreate all within the community itself; the existence of nonresidential uses allows this. There are several areas of the City that have been recommended for various types of nonresidential use, primarily depending on the area’s location and proximity to other types of land use. The following sections discuss specific aspects of the various types of nonresidential land uses recommended for Copperas Cove.

a. Retail Uses:

Retail land use areas are intended to provide for a variety of retail trade, personal, and business services and establishments. Retail establishments generally require greater visibility than do other types of nonresidential land use (e.g., office, commercial). In response to this need, retail land uses have been designated in the higher traffic areas of Copperas Cove.



**Illustration 4-1
Retail Use**

b. Commercial Land Uses:

Areas designated for commercial land use are intended for a variety of commercial uses and establishments with outside storage, display and sales. Examples of such uses include automobile-related services manufactured home sales, self-storage units, welding shops, and pawn shops. Commercial uses often locate along major thoroughfares not because they need the *visibility*,



**Illustration 4-2
Commercial Uses**

as retail uses generally do, but because they need the *accessibility*. The challenge lies in the fact that commercial uses generally have a greater need for outside storage areas, and these areas tend to lessen the visual quality of major thoroughfares.

3. **Industrial** - Much of the industry that usually locates within this region is non-polluting. Consequently, the overall objective should be to attract non-polluting industries to Copperas Cove. Although the Environmental Protection Agency (EPA) and the State generally regulate polluting industries, it will be difficult for Copperas Cove to manage and control the required remote locations needed for these types of industries. It is perceived that the need, at least for the near future, will be for light industrial uses.

Another complicating factor is that there are virtually no areas within the existing city limits of Copperas Cove suitable for truly light industrial land uses. The lack of a viable site for industrial land uses has complicated the objective of diversifying employment within Copperas Cove. An area of approximately 750 acres has been identified for industrial land use along the north side of U.S. Highway 190 in the western area of Copperas Cove's ETJ. This area is suitable for industrial land use for the following reasons:

- Access to an existing or proposed major arterial;
- Access to a railroad;
- Relatively flat or gently sloping site
- The site will not negatively impact the existing or proposed residential areas;
- A relatively large amount of land can be assembled in one area; and
- Although the site presently does not have adequate water and sewer utilities, these utilities can more easily be extended to this site than other possible areas.

General planning criteria for industrial uses suggests that the minimum size requirements for preplanned industrial parks area about 200 to 300 acres. Approximately three to five percent of a city's land (0.2 to 0.3 acres per 100 persons) is often allocated to industrial uses.

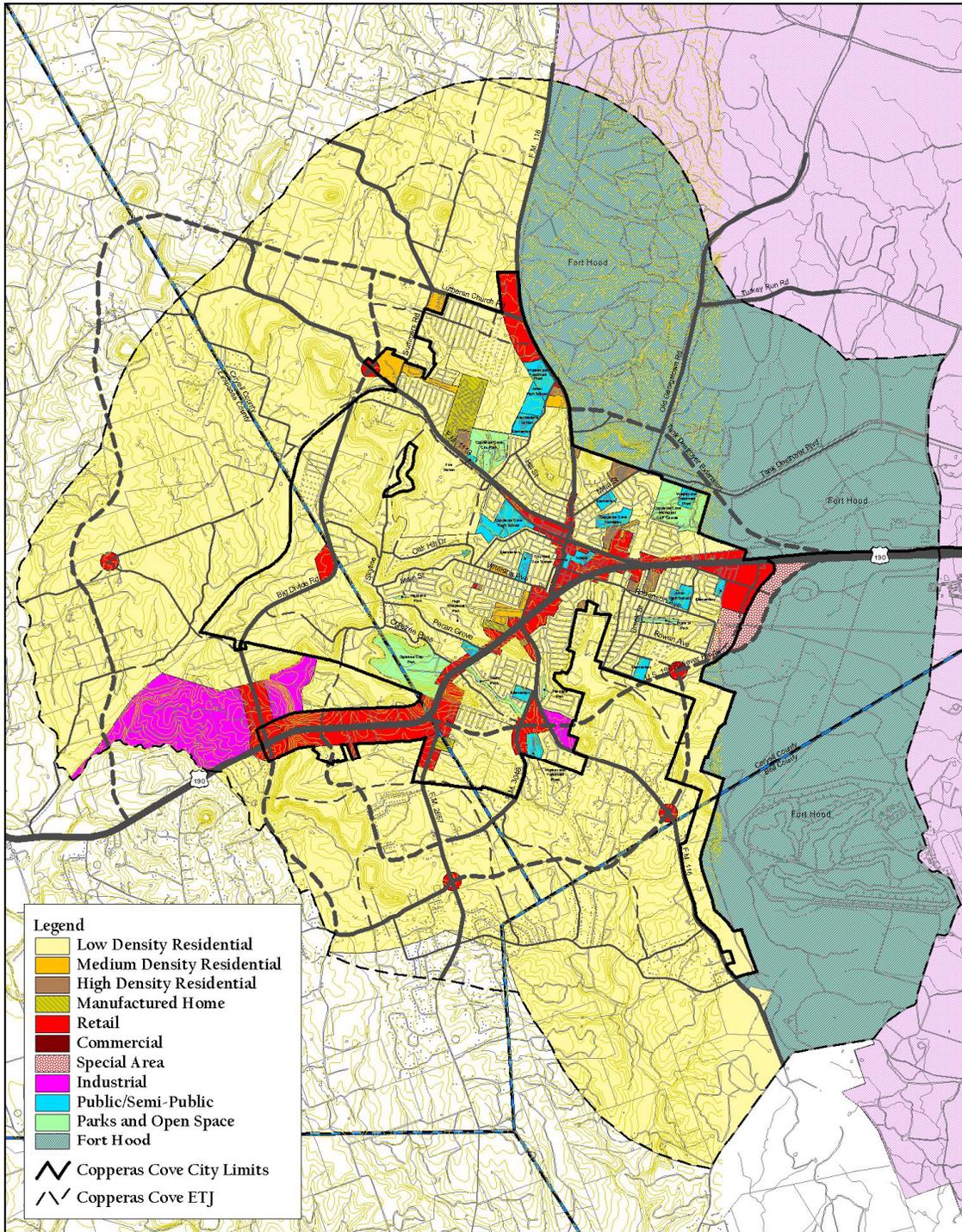


Plate 4-1



Future Land Use Plan

Dunkin Sefko & Associates, Inc.
 Urban Planning Consultants, Dallas Texas
 Date: May 2007

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ADMINISTRATION OF THE FUTURE LAND USE PLAN & MAP

INTERPRETATION POLICIES

DEVELOPMENT PROPOSALS & THE FUTURE LAND USE PLAN

At times, the City will likely encounter development proposals that do not directly reflect the purpose and intent of the land use pattern shown on the Future Land Use Plan (**Plate 4-1**). Review of such development proposals should include the following considerations:

- Will the proposed change enhance the site and the surrounding area?
- Is the proposed change a better use than that recommended by the Future Land Use Plan?
- Will the proposed use impact adjacent residential areas in a negative manner? Alternatively, will the proposed use be compatible with, and/or enhance, adjacent residential areas?
- Are uses adjacent to the proposed use similar in nature in terms of appearance, hours of operation, and other general aspects of compatibility?
- Does the proposed use present a significant benefit to the public health, safety, and welfare of the community? Would it contribute to the City's long-term economic well-being?

Development proposals that are inconsistent with the Future Land Use Plan (or that do not meet its general intent) should be reviewed based upon the above questions and should be evaluated on their own merit. It should be incumbent upon the applicant to provide evidence that the proposal meets the aforementioned considerations and supports community goals and objectives as set forth within this Comprehensive Plan.

It is important to recognize that proposals contrary to the Plan could be an improvement over the uses shown on the Plan for a particular area. This may be due to changing markets, the quality of proposed developments and/or economic trends that occur at some point in the future after the Plan is adopted. If such changes occur, and especially if there is a significant benefit to the City of Copperas Cove, then these proposals should be approved, and the Future Land Use Plan should be amended accordingly.

ZONING & THE FUTURE LAND USE PLAN

A zoning map should reflect the Future Land Use Plan to the fullest extent possible.

Reactive Use of Zoning & the Plan

Approval of development proposals that are inconsistent with the Future Land Use Plan will often result in inconsistency between the Future Land Use Plan and zoning regulations. It is recommended that Copperas Cove amend the Future Land Use Plan prior to rezoning land that would result in such inconsistency, if the proposed zoning were appropriate. In order to expedite the process of amending the Future Land Use Plan to ensure zoning regulations correspond, the related amendment recommendation(s) should be forwarded simultaneously with the rezoning request(s).

Proactive Use of Zoning & the Plan

A proactive approach is the reverse of a reactive approach. In a reactive approach, the landowner or developer applies for a zoning change and the Future Land Use Plan Map is updated, if appropriate. In a proactive approach, the City initiates the effort to rezone land according to the Future Land Use Plan Map. A proactive approach would be the City leading an effort to rezone properties for a new land use from a current zoning district. This approach may be necessary in some situations within the City.

FUTURE LAND USE POLICIES

The following are recommended policies to guide Copperas Cove's future land use planning efforts:

1. Copperas Cove should maintain its Future Land Use Plan to provide areas for different types of land uses and intensities, and should plan for public services and facilities appropriate for the planned land uses.
2. Copperas Cove should identify sufficient locations for residential and nonresidential development to accommodate projected growth with provision of additional land use capacity for market choice and flexibility.
3. Copperas Cove should plan areas for a variety of residential housing types and density as described in Chapter 5 (Housing Strategies).
4. Planned commercial and industrial areas should be of sufficient size and located appropriately to support the community's economic development goals and strategies.
5. Copperas Cove should use its planning and development regulations to protect residential neighborhoods from encroachment of incompatible activities or land uses that may have a negative impact on residential living.
6. Design of residential developments adjacent to major rail lines should provide for buffers between these activities and residential uses.
7. Residential development adjacent to a park or public open space link should be designed to facilitate public access to and use of the park, while minimizing potential conflicts between park users and residents of the development.
8. In reviewing development proposals, the City should consider issues of community character, compatibility of land use, resident's security and safety, and efficient service provision, as these are important qualities of any community.
9. The City should encourage future patterns of development and land use that would reduce infrastructure construction costs and make efficient use of existing and planned public facilities.

10. The Copperas Cove Future Land Use Plan (**Plate 4-1**) depicts planned land uses for the community. The map establishes the general pattern of future land use as appropriate to achieve the community's goals and objectives.
11. The official copy of the Future Land Use Plan Map is on file at the City. The boundaries of land use categories as depicted on the official map should be used to determine the appropriate land use category for areas that are not clearly delineated on the Future Land Use Map contained in the Comprehensive Plan document.
12. Copperas Cove should use the Future Land Use Plan and the policies to establish the general pattern of development in the community. This pattern of development is implemented through the community's development regulations. An individual development proposal is consistent with the Comprehensive Plan if it is consistent with the conforming zoning, subdivision, and other development regulations.
13. **Plate 4-1** provides the general description of land use categories and the text in this chapter provides explanation of key components of the Plan.
14. A rezoning proposal's density should be consistent with the Future Land Use Plan and surrounding development. The actual density approved should take into consideration the parcel zoning, adjacent land uses, the nature of the proposed development, and other policies of the Comprehensive Plan.
15. Nonresidential development proposals should be evaluated according to the types of uses proposed, their compatibility with surrounding uses, and the ability of existing or planned infrastructure to provide adequate service to these uses.
16. In instances where land uses or densities have been established or approved under prior plans or development regulations, but which are not consistent with the land use categories shown on the Future Land Use Plan, the plan should not be interpreted to prevent development or continuation of such uses, except as may be authorized under the community's development regulations.
17. Copperas Cove should establish design standards and guidelines for development in areas planned for commercial and industrial uses to ensure that these areas develop with high quality, compatible design. Standards and guidelines should address elements

including, but not limited to, minimum lot size, building scale, setbacks, lighting, landscaping, screening and fencing, signage, internal circulation, and building materials.

18. Copperas Cove should develop a design review process for nonresidential development to ensure compatibility with adjacent land uses and the community character as a whole.
19. Copperas Cove should periodically evaluate its development review and approval process and revise as needed to ensure adequate opportunity for public input in appropriate development phases.
20. Copperas Cove should ensure that adequate public notice is provided at appropriate phases of the development process, and that hearings provide the public with the opportunity for meaningful input on public decisions.
21. Rezoning or other development approvals for land uses not consistent with the Future Land Use Plan, except previously established and approved land uses, should not be considered until the Comprehensive Plan has been amended as necessary to provide for such land uses.
22. Copperas Cove should investigate ways to protect areas with steep slopes.

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

The Future Land Use Plan shown on Plate 4-1 is intended to provide an overall framework for guiding the actions of the different entities responsible for determining Copperas Cove's future. It will be important that the Plan be used on a daily basis for the City to enjoy the benefits of coordinated development over a long period of time.

