

**JOINT MEETING
OF THE PLANO CITY COUNCIL AND THE
PLANNING & ZONING COMMISSION**

THE PLANO CITY COUNCIL AND THE PLANNING & ZONING COMMISSION WILL CONVENE INTO A JOINT MEETING AT 6:30 p.m., FEBRUARY 23, 2012, IN THE BUILDING INSPECTIONS TRAINING ROOM IN THE MUNICIPAL CENTER, 1520 K AVENUE.

The purpose of this meeting is to discuss and determine development policy matters as outlined in the agenda. Although several of the topics may relate to pending or future zoning cases, the discussion of these topics is not a substitute for any required public hearings nor shall the discussion be for the purpose of deliberation or determining any future action by either body for any case. The City Council and Planning & Zoning Commission will discuss the following items:

1. Dinner and Viewing of Comprehensive Plan Update Video
2. Discussion and Direction on Remaining Undeveloped Land and Current Comprehensive Plan Policies
3. Discussion and Direction on Policies Related to Residential and Commercial Development and Use of Remaining Undeveloped Land

Municipal Center is wheelchair accessible. A sloped curb entry is available at the main entrance with specially marked parking spaces in the parking lot. Requests for sign interpreters or special services must be received forty-eight (48) hours prior to the meeting time by calling the City Secretary at 972-941-7120.

City Council and Planning & Zoning Commission Joint Meeting
Thursday, February 23, 2012

Packet Materials

PDF Document #1

1. Undeveloped Land Map – February 2012
2. White Paper # 1 – Introduction, Purpose of Study
3. White Paper #2 – Undeveloped Land and Residential Development policies
4. Summary and Staff Recommendations
5. State Highway 121 – 750 and 1,200 foot setback map
6. Dallas North Tollway – 750 and 1,200 foot setback map
7. State Highway 190/President George Bush Turnpike – 750 and 1,200 foot setback map
8. U.S. Highway 75 – 750 and 1,200 foot setback map

MEMORANDUM

DATE: November 17, 2011

TO: Bruce Glasscock, City Manager
Frank Turner, Deputy City Manager

FROM: Steve Sims, Senior Planner

SUBJECT: Undeveloped Land Study

Beginning in November, staff will provide a series of reports and maps to City Council regarding the decreasing undeveloped land in the city along with the relevant policy statements from the Comprehensive Plan. These reports are in response to information presented to Council on February 14, 2011 on this topic. Council requested additional time and information before providing further direction. Specifically, the reports will focus on the Land Use and Economic Development Elements of the Comprehensive Plan, the Housing Density, Infill Housing, Rezoning to Meet Demand, and Mixed Use Policy Statements, as well as provide analysis and information on various geographic areas of the city.

The series will culminate with a meeting in early 2012 to discuss the reports with Council, address any questions, and receive direction on the policies for the update of the Comprehensive Plan. The reports, maps, and policy statements which will be distributed to Council over the next several months were also provided to the Planning & Zoning Commission to assist them in making their recommendations.

Undeveloped land is an important asset for a city in terms of urban development. New growth adds value to the tax rolls, increases municipal revenues, and brings additional people into the city to work and live. When the supply of undeveloped land is low or no longer available for new development, cities must focus on how to keep the community viable and retain the interest of land developers. A study of the location of the remaining undeveloped land in Plano and creating sound policies for its ultimate development are critical for successful economic development activities focused on bringing new businesses to the city and increasing employment opportunities for its residents.

Purpose of Study

The purpose of this study is to estimate the amount of undeveloped land remaining in Plano, identify the location, existing zoning, and recommended future uses, and review current policies concerning undeveloped land. City Council will be asked to examine the appropriateness of the policy recommendations and recommend changes to guide decision makers considering future development proposals for undeveloped land within the city.

Not all remaining undeveloped land has the same development potential or attributes. There is a wide variety in the locations of undeveloped land throughout Plano. Land located along the city's expressway corridors and within major employment areas is

suitable for nonresidential development opportunities, which need high visibility and access to major transportation networks. Undeveloped land situated within the interior areas of the city, adjacent to residential neighborhoods, may be more appropriate for businesses providing services to city residents and for additional housing opportunities. This asset requires multiple policies to guide decision makers when considering potential development opportunities.

Study Methodology and Results

Methodology

The undeveloped land remaining in Plano was identified utilizing the city's Geographic Information System (GIS). All properties with improvements less than \$10,000 in assessed valuation were identified first. This exercise yielded over 41% of the undeveloped land. Review of aerial photos of the city from 2009 was used to identify the remaining undeveloped parcels. All properties for which new building permits were issued from January 1, 2009, through December 31, 2011, were subtracted from the data. Future land use was determined through review of the existing zoning designations and the Comprehensive Plan's Future Land Use Plan Map for properties zoned for agricultural uses. The land uses were generalized and divided into nonresidential and residential categories. Some of this land is adjacent to or divided by the many creeks which flow through Plano. All land within the 100 year floodplain as identified by the Federal Emergency Management Agency (FEMA) was subtracted from the data to provide the amount of land available for development.

Undeveloped Land Statistics

On January 1, 2012, there were 4,324.6 acres of undeveloped land in Plano. The 100 year floodplain claimed 549.4 acres leaving 3,775.2 acres (8.2%) of land available for development. Land zoned for nonresidential uses comprises 83.4% (3,148.5 acres) of the total undeveloped usable land. Residential zoned land and properties currently zoned for agriculture which the Future Land Use Plan recommends for residential use total 626.7 acres (16.6%).

Undeveloped Land Map

The attached map shows the distribution of undeveloped land within Plano. Most of the land zoned for nonresidential uses is located along the expressway corridors including the Dallas North Tollway, President George Bush Turnpike near the Coit Road interchange, and the Sam Rayburn Tollway along the city's northern corporate limits. More land can be found within the Legacy Business Park and in the Research/Technology Crossroads (RT) zoning district in the southeast section of Plano.

A large share of the undeveloped residential land is found at the northeast corner of Park Boulevard at Custer Road (Haggard Farm), the northwest corner of Parker Road and Jupiter Road (Moore Farm), and northeast of the Park Boulevard and Los Rios Boulevard intersection (Merriman Farm). With the exception of the Haggard Farm, most of these properties are zoned for agricultural uses at present; however, the Future Land Use Plan Map recommends residential development at these locations. The Haggard Farm was recently rezoned allowing for residential uses. The rest of the undeveloped land is located throughout Plano in the form of small lots surrounded by existing development.

Development Issues

Demographic and Economic Trends

The City of Plano was one of the fastest growing cities in the United States during the last half of the 20th century. Plano grew from a small agricultural community of 3,695 residents in 1960 to a suburban city of 262,800 residents and an employment center with 140,300 jobs by January 2012.

Since the year 2000, growth and development has slowed in Plano for two reasons - a slowdown in the local and national economy and a decrease in available land within the city. Despite these challenges Plano continues to attract the attention of residential developers who would like to build more housing.

Demand for Additional Housing

The pressure to build more housing in Plano began to increase during the mid 2000s. In 2007, the City Council rezoned 80 acres of land within the Legacy Business Park to allow for single-family residential development. The tough economy has not deterred interest in residential rezoning requests. During the summer of 2010, 70 acres of land within the Research Technology Crossroads were rezoned. Developers are interested in rezoning land to allow for additional multifamily projects as this type of development is the first to recover from the recession.

Development Policies

The Dallas-Fort Worth region is expected to grow in population from 6.5 million to 9 million people in the next 20 years with much of this growth occurring in Collin County. The demand for land for housing and employment will be high. Most of Plano's remaining undeveloped land will likely be absorbed during this period. The city's development policies will determine how this land is used. Residential development could happen quickly and have a greater impact on municipal and school services. Economic development will occur more slowly, but will have less impact on municipal and school services and a greater potential for revenue expansion. Priority should be given to economic development; however, some of Plano's undeveloped land is better suited for housing.

The appropriateness of the type of growth to occur in Plano is the focus of the Undeveloped Land Study. This question is the primary reason for discussions with Council regarding existing land use policies that govern various areas of the city, particularly the expressway corridors and major employment areas. Consideration needs to be given to whether land use policy statements found in the Comprehensive Plan such as "Rezoning to Meet Demand," "Housing Density," "Infill Housing," and "Mixed Use" are still appropriate for particular areas around the city.

The first policies which will be presented for consideration come from the Economic Development Element and the Land Use Element of the Comprehensive Plan, along with the Rezoning to Meet Demand Policy Statement.

Comprehensive Plan Elements

Economic Development Element and Land Use Element (2008)

Policy Summary

- Retain an adequate supply of undeveloped nonresidential land for economic development opportunities
- Discourage rezoning to allow residential uses in prime economic development corridors and employment centers
- Discourage rezoning to accommodate immediate development opportunities

Remarks

A significant portion of Plano's undeveloped land is located within the expressway corridors and the major employment centers. Land in these areas should be reserved for corporate facilities, research and development, hospitals and medical uses, and other generators of high paying jobs and tax base. Additional retail development is a low priority, given the excessive amount of retail zoning and development in the city. Requests to rezone properties in these areas should be carefully considered.

Residential development is generally not appropriate in the major corridors and employment centers. However, the Planning & Zoning Commission believes that there may be a few unique opportunities for residential uses in these areas. Some locations may have superior access, adjacency to existing neighborhoods, sufficient utility capacity and proximity to park land and other services which make them appropriate for residential development. Stand alone apartment complexes and isolated single-family subdivisions which cannot be integrated with surrounding communities should be avoided.

While many zoning requests are promoted as mixed-use developments, careful review of the project is important to ensure the uses are integrated with each other in a pedestrian-oriented environment discouraging automobile dependency. Mixed-use development can be organized vertically or horizontally, but integration of the uses requires close proximity and density. Surface parking lots and on street parking must be minimized to increase the interaction of uses, because surface lots separate uses and increase the walking distance between uses. Residential density above 40 units per acre requires structured parking and leads to more successful mixed-use development; residential densities comprising 60 units per acre provide increased opportunities for successful developments. Additionally, mixed-use developments that have a higher population residing within the development provides customers for retail service businesses located within the development.

However, regardless of housing density within a mixed-use development, it is unlikely to generate enough people to satisfy the market demand for additional retail within a mixed-used setting. Approximately 8,660 people are needed to support 200,000 square feet of retail in a mixed-use development. As was stated in the City of Plano's Urban Centers Study, mixed-use development is not appropriate for all areas of the city. It is a niche product which only works well in select locations and markets. Each project should be reviewed along with the Mixed Use Policy Statement which provides guidelines for mixed-use development to determine if the request is truly a mixed-use

concept, if the proposed uses of the project are supportive and complimentary, and if the location for the proposed project is appropriate.

Rezoning to Meet Demand Policy Statement (2004)

Policy Summary

- Recognizes the city has an excessive amount of land zoned for retail, office, and industrial uses
- Cautions against rezoning to allow residential development, which may reflect immediate market demand but conflict with the city's goals of preserving land for economic development
- Sets forth criteria for the Planning & Zoning Commission and City Council to use when considering zoning request for residential development

Remarks

The city should take a long-term perspective when considering rezoning requests, especially those which deviate from the Comprehensive Plan recommendations. Plano's nonresidential development has created a healthy tax base, allowing the city to provide quality infrastructure, facilities, and services for its residents. As revenues continue to level off and/or decline for the city, it is important that land within the major employment centers and expressway corridors be retained for future nonresidential development. This will help maintain or increase Plano's property tax base and lessen the financial burden on the city's residents for maintaining quality infrastructure, municipal facilities, and services.

However, there are opportunities for additional residential development in Plano. Undeveloped land located near existing residential neighborhoods is preferred, and it is important for the city to offer new housing for residential development. Examples include the patio homes constructed at the northeast corner of Legacy Drive and Custer Road and the townhouses built at the southwest corner of Hedgcoxe Road and Custer Road. Residential development proposals, regardless of whether it is a multifamily or a single-family request, should consider the following issues.

- Is the area under consideration located in a suitable environment free of noise, glare, traffic congestion, and other noxious factors?
- Is there reasonable access to schools, parks, and other community amenities?
- Is the development part of a larger neighborhood where social interaction can occur?

Higher density residential uses might be a good option for consideration to address the issue of underperforming retail corners at the major thoroughfare intersections. An increase of people at these locations could help provide additional customers for the reduced number of retail businesses in the area.

Appropriateness of Policies

As Council evaluates the policy recommendations from the Land Use and the Economic Development Elements, and the Rezoning to Meet Demand Policy Statement, consideration needs to be given to the following:

1. Should the city allow additional multifamily development? If so, where? In what format - only in mixed-use settings as part of an urban center? If designed properly, could lower density multifamily development be appropriate in other settings?
2. Where should the city reserve land for regional retail development, corporate headquarters, and other employment-generating uses?
3. Should some areas, such as Legacy Business Park or along the major expressway corridors, be off-limits for additional residential development?
4. Should the city continue to promote complete neighborhoods with access to schools, parks, and amenities for additional traditional single-family development?

Selected portions of the text from the policy recommendations from the Economic Development and Land Use Elements of the Comprehensive Plan are included at the end this report along with the Rezoning to Meet Demand Policy Statement. If Council desires to read the full text of each element, the information can be accessed at:

<http://plano.gov/Departments/Planning/planningdocuments/Pages/ComprehensivePlan.aspx>

Planning & Zoning Commission's Recommendations

The Planning & Zoning Commission determined the policy recommendations for undeveloped land should be retained; however, they did suggest a few changes to the policies. Below is a summary of their recommendations:

Expressway Corridors and Employment Areas

Land should be preserved for future economic development and employment opportunities. However, the Commission believes higher density multifamily development may be appropriate but only within mixed-use and urban center developments.

There are only a few locations in Plano where mixed-use developments and urban centers are appropriate. Decision makers should consult the Urban Centers Study and Mixed Use Policy Statement to determine if a project proposal is appropriate for a particular location, and if the plans are consistent with the policy criteria for a mixed-use and urban center development. In the next report provided to Council, staff will present the city's Mixed Use Policy Statement.

Additionally, the Commission recommends that the prohibition of residential uses within the 1,200 foot setback from the centerline of State Highway 121 be reduced to 750 feet given the extensive amount of undeveloped land that exists along the State Highway

121 corridor. In the next paper provided to Council, staff will provide further analysis and information regarding the 1,200 foot setback and the Housing Density Policy Statement, as they apply to undeveloped land.

Single-Family Development

The Planning & Zoning Commission also recommends that no single-family development should occur within the expressway corridors and major employment centers. Single-family development should take place in complete neighborhoods with access to schools, parks, and amenities.

Action from City Council

Recommended the City Council consider the policy recommendations and provide direction as to agreement with the Planning & Zoning Commission's recommendations or suggestions of revisions to the existing policies.

Land Use Element Undeveloped Land Policy Text (2008)

Economic Development

In the 1980s Plano began to attract a number of corporate citizens and emerge as an employment center. Today, Plano has a significant amount of office development in the Legacy area, along U.S. Highway 75 and within the Plano Parkway/President George Bush Turnpike (S.H. 190) corridor (including the Research/Technology Crossroads area). There are about 125,000 jobs in Plano and recent employment data indicates that number is expected to grow to approximately 167,000 by 2025.

Plano's economy also has a significant retail and service sector component. New competition from retail development is emerging in outer tier suburbs and Plano is challenged with maintaining its retail market share. The Tri-City Retail study, completed in 2003, explored this issue in-depth and identified challenges such as municipal planning practices which led to retail over-zoning; rapidly changing retail formats (nationally and regionally); and dramatic shifts in demographic characteristics, particularly age and ethnicity. Continued success of the City's retail sector will depend on its ability to address these issues appropriately.

Plano has four regional development corridors running through it or along its boundaries (State Highway 121, U.S. Highway 75, the Bush Turnpike, and the Dallas North Tollway). These are generally comprised of the expressways themselves, two parallel arterial streets, and the land in between. Properties in these corridors tend to be highly visible, readily accessible, and suitable for many types of commercial uses. The resulting land areas are typically adequate to provide flexibility in the design and orientation of development and therefore a variety of uses are appropriate. However, the noise and traffic generated by major expressways are often not conducive to residential uses.

Two other major areas (Legacy and Research/Technology Crossroads) in northwest and southeast Plano combine with the four regional development corridors to comprise Plano's primary bases for economic development. A significant portion of Plano's undeveloped land also lies within these six areas. Because of this and the current demand for residential development, the city has fielded a number of requests to convert properties in these locations to residential use. It is important for the city to retain an adequate supply of undeveloped nonresidential land for future economic development opportunities. Therefore residential rezoning in these prime economic development bases is generally not recommended. Accommodating immediate development opportunities is not an adequate reason alone for rezoning nonresidential properties for residential purposes.

Development Trends

Changes in business operations and marketing approaches often affect development and land use patterns. This is particularly evident in the retail industry where major grocery, appliance, computer, discount department, and home improvement chains are building stores in locations where they can attract business from regional or community-wide service areas. In the past, this type of store typically anchored a small- to medium-sized neighborhood shopping center. Smaller retail stores and shops in these same centers often depend on anchor stores to attract customers. As these stores move to more regionally accessible locations, the resulting vacant spaces can be hard to fill. Creative strategies for filling these vacant “big-box” stores will be important to continued success of smaller retail centers. In some cases, the lack of demand and market saturation may make it necessary to redevelop these properties for different uses that cannot be accommodated by the current building configuration.

Another development trend that warrants discussion is the concept of “new urbanism.” Proponents of new urbanism suggest that a return to more traditional forms of urban development could provide better living environments. Plano, like most suburbs, predominantly consists of a low-density, automobile-oriented development pattern. However, the successes of urban centers in Downtown Plano and the Legacy Town Center have demonstrated that new urbanist concepts can be successfully incorporated into the city.

The Urban Centers Study states that development of additional urban centers may be appropriate in a few additional locations in Plano. These compact, mixed-use environments can not only increase the variety of land uses within the City, but can support additional mass transit service and reduce automobile traffic. However, this style of development should not be used merely as a means of gaining additional density and zoning flexibility. This Study defines the key characteristics and design elements of urban centers and the site attributes that should be used in finding suitable locations for this form of development. True urban centers should provide opportunities for residence, employment, shopping, and entertainment in a pedestrian oriented neighborhood environment. Such centers will typically require fifty acres or more to create a successful, balanced development.

The development community is increasingly interested in mixed-use developments. Plano currently has more retail uses that can be supported in the long-term and some existing retail centers are experiencing difficulties. In recent years, the City has received inquiries and some rezoning applications for mixed-use projects on properties that are currently zoned for nonresidential use. The inclusion of residential and nonresidential uses on the same site does not constitute mixed-use development. A typical in-line shopping center or big box store with parking in front and apartments in the rear connected by a street or driveway is more representative of two separate projects sharing a common property line. The proposed apartments or other forms of residence should be more than just “filler” for the portion of the property that cannot be marketed for retail use. Instead, the vehicular and pedestrian circulation systems, parking configuration, building layout, and architectural design should all be integrated in a manner that creates a single development project.

In some cases, the subject sites may be appropriate for urban center development in accordance with the criteria established in the Urban Centers Study. In other cases, the size, location, and other factors may make such sites appropriate for a condensed mixed-use development that does not result in a fully functional neighborhood like an urban center. Mixed-use development outside the context of an urban center should occur only when there is reasonable evidence to indicate that development of the site for nonresidential uses would not add to current market saturation and the proposed uses are integrated into a cohesive development plan.

Plano is also becoming a major medical center within the Dallas/Fort Worth region. With three major hospitals and another under construction, medical services are becoming a major component of the City's economy. This emerging trend will ensure that Plano's residents have access to excellent health care and expand the City's employment base.

Economic Development Element Undeveloped Land Policy Text (2008)

Land Use and Economic Development Issues

Preservation of Land for Future Economic Development

Over 20% (9,500 acres) of land in Plano is undeveloped. Almost 70% of this land is zoned for commercial uses such as office and retail, and most of the land is located along the major expressway corridors and within the City's employment centers. As mentioned under the Critical Issues subchapter, the demand for housing is still quite strong in Plano, and there is pressure from the development community to rezone land to allow for additional residential development. Some areas zoned for residential uses may be appropriate for housing and should be considered for residential development.

However, rezoning requests must be carefully examined to ensure that proposed locations are suitable for residential development and that Plano's economic viability is not being jeopardized in order to accommodate short-term demand. The availability of undeveloped "greenfield" sites is vital to encourage expansion and relocation of businesses. Therefore, the City should preserve land along the expressway corridors and in the employment centers for future economic development opportunities.

Mixed Use Development

Development projects that include both residential and commercial uses are generally inappropriate for the four major expressway corridors and the two major employment centers in Plano. Exceptions may be appropriate for urban center projects such as Legacy Town Center that fully integrate a variety of uses into a pedestrian-oriented environment. The Urban Centers Study defines urban centers as "a form of development that integrates the components of modern life - housing, workplace, shopping, and recreation - into compact pedestrian-oriented neighborhoods." Structures within urban centers should be flexible to adapt to changing uses over time. The study was adopted by the City Council in 2006 and provides specific recommendations for design and development of major mixed-use projects. It recommends a minimum of 50 acres to adequately incorporate residential, employment, retail, and entertainment uses into a functional neighborhood environment.

It is generally recommended that mixed-use projects proposed for these areas conform to the minimum development size. Smaller projects do not typically include enough households to provide viable support to other uses in the development in some cases, proposed projects may actually be “multi-use” instead of “mixed-use.” They do not integrate residential uses within the same buildings or blocks. In these cases residential and commercial uses may be part of the same site or project areas, but they are physically and functionally separated from each other. Cross access may link the two uses, but the individual parts of the development are largely self reliant entities.

Residential development in major expressway corridors or employment centers would be classified as “Alternative Neighborhood Settings” because they are different from the typical Plano neighborhood. These typical neighborhoods include approximately one square mile bounded by major, local thoroughfares with schools and park sites in the center and consist primarily of low-density residential subdivisions. Part B of the Infill Housing Policy Statement 4.0 provides guidance regarding residential development in alternative neighborhood formats. The policy statement and the Urban Centers Study should be referenced when evaluating request for residential development within locations that are generally reserved for economic development.

Overabundance of Retail Zoning

Most intersections of major thoroughfares have retail zoning and development on all four corners. Developments at these intersections comprise the majority of Plano’s 19 million square feet of retail space (2007 Costar) and amounts to over 76.3 square feet per person, almost three times the regional figure.

The overabundance of retail development and changing market trends are creating difficulties. Some retail centers have empty storefronts and anchors. Some big box users have moved their stores to locations along regional expressways leaving large empty buildings behind. The Weitzman Group estimates that approximately 10% of the City’s retail space is vacant.

The overabundance of Retail zoning and development led to Plano forming a partnership with the cities of Carrollton and Richardson to study underperforming retail sites and develop near- and long-term recommendations. The study was completed in 2003 and named “Tri-City Retail Study.” In response to the study, Plano has broadened the uses allowed in Retail zoning and has been cautious in approving additional retail zoning requests.

MEMORANDUM

DATE: February 17, 2012

TO: Bruce Glasscock, City Manager
Frank Turner, Deputy City Manager

FROM: Steve Sims, Senior Planner

SUBJECT: Undeveloped Land Study

This is the second installment in a series of staff reports regarding the Undeveloped Land Study. The focus of this report is the Housing Density, Infill Housing, and Mixed-Use policy recommendations of the Comprehensive Plan for the use of the remaining undeveloped land in Plano. A brief summary of each policy statement and remarks highlighting the main points of the policies are provided along with the recommendations of the Planning & Zoning Commission, and the action desired from the City Council. Text from the Housing Density, Infill Housing, and Mixed Use policy statements from the Comprehensive Plan are attached to this report.

Staff is seeking direction from the City Council regarding the appropriateness of these policies as they pertain to the city's undeveloped land and areas of the city where the policies should apply. The direction received from the Council will determine how each of the policies should be revised (if necessary) to guide future development as part of the Comprehensive Plan update process. Additionally, the direction received will help provide guidance to the Commission, staff, and development community during the months of updating the Comprehensive Plan.

These policies relate to a key issue that the Commission, Council, and staff continue to wrestle with – should residential uses be allowed within the expressway corridors and employment centers? If yes, what types of residential uses – single-family, multifamily or both, and how much? Should a setback from the expressways be imposed for residential uses?

Housing Density Policy Statement (2005)

Policy Summary

- Limits the concentration of multifamily units to 500 at each location
- Establishes a minimum distance of 1,500 feet between multifamily concentrations of 500 units
- Multifamily communities with building heights of three stories should be separated from single-family residential neighborhoods by a Type D (four lanes divided) thoroughfare or other significant feature

- No residential development should occur within 1,200 feet of the centerline of State Highway 121
- Multifamily developments within mixed-use and urban center settings and senior residential development projects are exempt from the policy

Remarks

The purpose of the Housing Density policy statement is to encourage dispersal of multifamily development around Plano to provide a variety of housing options throughout the city. The Housing Density Policy Statement was the result of policy recommendations from the Multifamily Task Force appointed by the City Council in 1998 to address the perception of too many apartments being built in the city, and determine the appropriate location and concentration for the development of garden apartments during a time of rapid residential development in the late 1990s.

Multifamily developments in mixed-use and urban center settings along with residential development projects for seniors are exempt from the Housing Density policy recommendations. These types of development projects need density in order to support businesses within the mixed-use and urban center environments and to sustain amenities.

The residential setback policy along the State Highway 121 corridor was written before the present toll expressway facility was built. The policy takes into consideration noise and other environmental impacts of living near major expressways and lessens the need for costly sound walls if improvements are made to the expressways. The policy allows for commercial development to serve as a buffer for residential uses beyond the setback area. The residential setback recommendations are consistent with similar development policies adopted by Allen and Frisco for the State Highway 121 corridor.

Infill Housing Policy Statement (2006)

Policy Summary

- Provide more variety of housing options
- Encourage residential development on infill sites adjacent to existing residential neighborhoods
- Establishes minimum land size for infill development at three acres
- Allows for the creation of alternative neighborhoods not within or adjacent to Light Industrial-1 zoning
- Patio home and townhouse projects should have a minimum of 25 units
- A minimum of 50 units should be considered for senior and special needs housing
- Infill housing is not appropriate within expressway corridors or major employment areas

- Consideration may be given to residential development within a mixed-use setting where uses are integrated and in a pedestrian oriented format; buildings should be arranged so as to minimize environmental impacts of the residential uses within 500 feet of the expressway lanes.

Remarks

The Infill Housing Policy Statement recognizes that infill housing and redevelopment are the future residential development opportunities for the city. The policy addresses housing as a possible option for small tracts of land scattered throughout the city, which for various reasons has never been developed. The policy recommendations also serve to increase the variety of housing options in Plano and provide consideration of alternative uses for underperforming retail and office centers. Possible infill housing sites should be adjacent to existing residential neighborhoods with access to schools, and parks, as well as close to existing business services. The new housing could provide additional customers for nearby struggling retail businesses.

Mixed Use Policy Statement (2009)

Policy Summary

- Defines mixed-use development
- Describes appropriate location characteristics for mixed-use developments depending on the size and type of development (i.e. urban center, neighborhood center)
- Lists key components necessary to be considered mixed-use development
- Recommends minimum land area of 10 to 15 acres for neighborhood centers and 50 acres for urban centers
- Provides guidelines for evaluating mixed-use development requests

Remarks

The Mixed Use policy statement provides guidance to developers and decision makers regarding mixed-use development proposals. The recommendations stem from the Urban Centers Study completed by the Transition and Revitalization Commission in 2006. The policy statement contains guidelines or general criteria for evaluating mixed-use development requests. The guidelines address location and context; multiple uses versus integration of uses; density; pedestrian orientation; connectivity; vehicle parking; public spaces; and human scale.

As discussed in the first undeveloped land study report to Council, while many new developments are promoted as mixed-use, few have the characteristics of a successful development of this type. Opportunities for true mixed-use developments are limited due to location characteristics needed for success, including but not limited to access, demographics, and employment uses. Careful

review of a project is important to ensure the uses are well integrated in a pedestrian-oriented environment discouraging automobile dependency. Mixed-use development can be organized vertically or horizontally, but integration of the uses requires close proximity and density. Horizontal integration occurs when uses are placed next to each other such as residential which is adjacent to restaurants, offices and shops, are planned as a unit and connected together with pedestrian and vehicular access. Vertical mixed-use occurs when uses occupy the same building and are usually on different floors. For example, a five story building may contain restaurants, and shops on the first level, followed by offices on the second level, with residential units on the top three floors.

Surface parking lots and off-street parking must be minimized to increase the interaction of uses. Residential density above 40 units per acre, which requires structured parking, is needed and leads to more successful mixed-use development. Additionally, a substantial number of residents provide customers for retail service businesses located within the community. However, regardless of density within a mixed-use development, it is unlikely to house enough people to generate the market demand for retail uses within a mixed-use setting.

Mixed-use development is not appropriate for all areas of the city; it is a niche product which only works well in select locations and markets. Each project should be reviewed in accordance with the Mixed Use Policy Statement and the Urban Centers Study to determine if the request is truly a mixed-use concept, if the proposed uses of the project are supportive and complimentary, and if the location for the proposed project is appropriate.

Appropriateness of Policies

As Council evaluates the policy recommendations from the Housing Density, Infill Housing, and Mixed Use policy statements, consideration needs to be given to the following:

1. Where should additional residential development occur in Plano? Should housing continue to be discouraged within the expressway corridors and employment areas? If no, should housing continue to be limited to an urban center or mixed-use format, or is single-family appropriate also? Does the city want to continue to discourage all residential development within 1,200 feet of the State Highway 121 centerline and preserve land for future economic development opportunities or should this setback differ? Should the residential setback be applied to other corridors such as the Dallas North Tollway, President George Bush Turnpike, and U.S. Highway 75?

2. Does the city want to allow additional garden apartment development? Does the Council believe that the current multifamily unit concentration and minimum separation distance requirements are still appropriate? Do these recommendations warrant further evaluation?
3. Given that recently requested multifamily developments have been in the 30 to 35 unit per acre range, too low for mixed-use development, should the city consider creating a new multifamily zoning district to accommodate these requests?

Planning & Zoning Commission's Recommendations

The Planning & Zoning Commission has recommended that most of the policies for undeveloped land should be retained; however, they did suggest a few changes to the policies. Here is a summary of their recommendations.

Expressway Corridors and Employment Areas

Land should be preserved for future economic development and employment opportunities. However, the Commission stated higher density multifamily development may be appropriate, but only within mixed-use and urban center developments.

Additionally, the Commission recommends that the prohibition of residential uses within the 1,200 foot setback from the centerline of State Highway 121 be reduced to 750 feet given the extensive amount of undeveloped land that exists within this corridor. A map comparing the Commission's recommended 750 foot residential setback along the State Highway 121 centerline and the current policy of 1,200 feet are attached with this report.

The Commission's recommendation of the reduced setback applied to State Highway 121 only, and they did not consider reducing the residential setback for other corridors.

Mixed-Use

The Commission recommended that the location of potential sites for urban centers noted in the Urban Centers Study (Park Boulevard and Preston Road intersection, Collin Creek Mall area, and the Parker Road DART station) be shown on the Future Land Use Plan Map. More potential urban centers and neighborhood centers should be investigated and considered for addition to the map.

Additionally, the Commission believes that mixed-use developments and urban centers are appropriate within expressway corridors and employment areas.

Multifamily Development

The Commission had differing opinions regarding the need for additional lower density multifamily development in Plano. Some commissioners stated that no additional garden apartments are necessary, while other commissioners thought lower density apartments could meet the need for affordable housing in Plano and attract younger people to the city. Also, lower density multifamily development could be a good option for redevelopment of the neighborhood retail corners.

Single-Family Development

No single-family development should occur within the expressway corridors and major employment centers. Single-family development should take place in complete neighborhoods with access to schools, parks, and amenities.

Action from City Council

Recommended the City Council consider the policy recommendations from the Housing Density, Infill Housing, and Mixed Use policy statements as presented in this report and provide direction as to agreement with the Planning & Zoning Commission's recommendations or suggestions of revisions to the these policies.

SUMMARY:

The city's remaining undeveloped land should be viewed as an important strategic resource in achieving economic development goals and providing new housing opportunities. There is room for both new residential and commercial development. However, careful consideration must be given to policies and rezoning requests for these properties. The fact that a tract is still vacant should not be viewed as a deficiency for immediate correction. There may be a variety of reasons why a property has not yet developed—lack of utilities, poor access, pricing, tangled ownership interests, and market demand cycles. The city can only influence some of these factors. Ultimately, the city must decide how the use of land can best support its long term goals and interests. The city's interests may not always coincide with market trends or the property owner's goals.

Regional growth trends will also greatly impact Plano, and presents both challenges and opportunities. The North Central Council of Governments projects that the region will add 4.8 million people and 3 million jobs by 2040. Plano could add another 35,000 people in population and 30,000-40,000 more jobs. This growth adds pressure to wisely manage the supply of undeveloped and underdeveloped land and to look for opportunities for redevelopment.

The discussion related to undeveloped land can be distilled into one basic question: where should additional residential development occur within the city? From this starting point, the issues branch out as outlined below. As we work to address this basic question, it cannot be considered in isolation because at stake is the long term economic growth needs of the city and whether or not the city should continue to reserve land for economic development and employment purposes in areas that have been traditionally reserved for this type of development.

Should there be areas specifically reserved for commercial uses and effectively off-limits for residential development?

Corporations looking to locate a new headquarters or manufacturing facility frequently need large tracts of land. Some prefer business park locations without the potential for perceived conflicts with residential uses. Regional retailers need properties with expressway access, good visibility and sufficient depth to accommodate buildings and parking.

Residential and commercial growth are both important, but a healthy non-residential tax base provides many tangible benefits. It supports the city's regional influence and competitiveness. It affords the opportunity to create special destinations and places that help attract new residents and businesses, and allows the city to develop and afford amenities.

What types of additional residential development should occur within the city and where should it be located?

New housing will help the city continue to attract residents and businesses. As a major employment center, the city should strive to provide diverse and desirable housing choices. Plano's changing demographics require a broader range of housing types. However, additional residential development impacts a variety of community services, and these should be analyzed and considered before rezoning land for additional residential development. New residential subdivisions and multi-family developments should be carefully located to provide a suitable living environment and access to services and amenities.

What role can mixed-use development play in meeting the city's future housing needs?

Proposed developments are frequently touted as "mixed-use" development, and there is no doubt that this new form of development has become popular with both developers and consumers. Plano has two nationally recognized examples of mixed-use development – downtown Plano and Legacy Town Center. Both of these exhibit certain classic characteristics of mixed-use development – high densities, a tight, walkable street grid, a variety of uses, limited surface parking—that are often missing from many proposed projects that are represented as mixed-use development. True mixed-use development is a viable option for urban center redevelopment – Collin Creek Mall, for example---and for providing additional multi-family development.

To address these basic questions, staff offers the following recommendations and requests the City Council's and Commission's direction. Changes to existing policies will be brought back through the public hearing process as amendments to the Comprehensive Plan.

RECOMMENDATIONS:

1. All residential rezoning requests should be evaluated to determine the impact on infrastructure, public safety response, school capacity, and access to and availability of amenities and services.

The development of sound, sustainable neighborhoods has been a cornerstone of Plano's success and attractiveness to families and businesses. Areas being considered for rezoning to residential uses should have an adequate infrastructure system and the amenities and services to support the requested use. Roads, utilities, schools, parks, libraries and fire stations are important to support residential development. Some of this infrastructure is needed immediately such as roads and utilities, and can be provided by the developer. Depending upon the capacity of the infrastructure needed to serve the development, the city may have to participate financially to upgrade the utility system.

For other services, such as schools, fire stations, parks, and libraries, there may be an immediate need but a delay in providing facilities and services. There is a lag time due to capital and operational expenditures incurred by the city and school district. Additionally, there is the potential for increased cost to the city and school district if these facilities and services were not anticipated within certain areas of the city.

The land along the expressway corridors and within the Legacy business park and the Research Technology Crossroads area has been planned for nonresidential development for many years. Therefore, infrastructure and services needed to support residential development have not been planned or programmed into capital and operational budgets. Infrastructure and facilities can be provided for these areas if residential uses are introduced, but at additional cost to the city and school districts

2. Isolated residential development should not be permitted; residential rezoning requests need to establish a complete new neighborhood or expand an existing neighborhood or an urban mixed-use center.

Small, isolated residential developments should not occur if surrounded by commercial development, and with no amenities nor adjacent residential neighborhoods to help sustain the new residential development long term. The proposed residential development needs to have reasonable access to schools, parks, and other community amenities; be located in a suitable environment free of noise, glare, traffic congestion, and other noxious factors; and be part of a larger neighborhood where social interaction can occur.

Plano's traditional residential neighborhood design is a successful model to be emulated. With schools and parks located within or near the neighborhood, a well-designed street system, and retail and service uses conveniently located nearby to support resident needs, these neighborhoods remain vital and desirable. With few large tracts of land left for residential development, it will be increasingly difficult to duplicate this pattern. However, the basic characteristics should not be abandoned, and new residential development, both multifamily and single-family, should:

- Expand an existing neighborhood or mixed-use development where the infrastructure, amenities, and nonresidential uses are in place to support the new housing being created; or
- Create a new complete neighborhood unit where a school and park site could be located to serve the neighborhood as well as have nearby supporting retail/service uses, or
- Create an urban mixed-use development that has all of the key components that make a mixed-use development successful.

3. The 1200-foot setback for residential uses along State Highway 121 should be retained, and applied to the Dallas North Tollway, State Highway 190/President Bush Turnpike and U.S. Highway 75.

The recommended 1200 foot setback for residential uses was adopted at a time when the construction and expansion of State Highway 121 to a major expressway was being considered. Residential development in close proximity to the tollway, especially single-

family subdivisions, could have increased opposition to the widening of the highway and necessitated the construction of costly sound walls. The setback also sought to address the need to reserve adequately sized properties in this corridor for large commercial developments, instead of just a row of pad sites. It also recognizes that land immediately adjacent to a major expressway may not provide the best living environment.

These are worthy goals for development in any major corridor, and staff recommends that the 1200 foot setback be retained for the State Highway 121 corridor and expanded to the Dallas North Tollway, State Highway 190/President Bush Turnpike, and U.S. Highway 75 corridors. The issues are the same when it comes to preserving areas of the city to encourage economic development, employment growth and other commercial uses, as well as providing for viable residential neighborhoods.

Since the 1200 foot setback is measured from the centerline, the actual setback as measured from the right-of-way line could be closer, as listed in the table below (see also attached maps). As property lines and natural features do not always run in a straight line, judicious application of the setback is needed. There will be some instances, as has happened in the State Highway 121 corridor, where it is reasonable for residential development to be located closer to an expressway than 1200 feet. Urban mixed-use centers could also be considered, since they offer the opportunity for residential development to be shielded by taller office buildings.

The chart below illustrates the application of the 1200 foot distance setback in each corridor. The average land depth indicates the land that should be maintained for non-residential development.

Expressway	Average land depth*
SH 121	960 feet
SH 190	1,038 feet
Dallas North Tollway	1,033 feet
U.S. Highway 75	1,035 feet

*As measured from the expressway centerline:
 1200 feet - one-half of the expressway ROW =
 average land depth

4. No new multifamily development should be allowed south of Tennyson Parkway, along the Dallas North Tollway between Communications Parkway and Parkwood Boulevard.

This recommendation reaffirms preserving land for economic development along the Dallas North Tollway. The Tollway, as a major regional corridor and the main entrance to the Legacy business park, continues to be in demand for office and commercial development. Properties located between Communications Parkway and Parkwood Boulevard are in many areas very narrow and do not provide sufficient space to effectively blend multi-family development with other uses.

North of Tennyson Parkway, the mixed-use development of Legacy Town Center could be expanded onto properties in the Central Business-1 zoning district. Of the 3,500 multi-family units allowed within this district, there are several hundred that have not been developed.

5. New multifamily zoning should require a minimum density of 40 dwelling units per acre.

For many years, Plano has promoted a wide mix of housing types and densities. The vast majority of the city's apartments (over 26,000 units) have been built at suburban, garden-style densities of 16-28 units per acre. These developments have provided and will continue to provide much needed housing in the city. But it may be time to consider a new type of multifamily development that addresses the evolution of the city, in which a limited number of areas will be developed or redeveloped in a more urban form. Also, if the city wishes to encourage true mixed-use development, a higher minimum density for multifamily units must be established to facilitate compact development. This is consistent with the minimum density required in Legacy Town Center and Downtown Plano. At this density, parking usually will be provided in structured garages; however, there are a few apartment developments in Legacy Town Center built at this density but with surface parking and enclosed individual garages. Some surface parking may be desirable, especially for commercial tenants and visitors. Parking requirements for multi-family development may also need to be reduced in higher density developments.

Recent zoning requests have featured multifamily developments with a minimum of 30-35 units per acre; however, developers have exempted open spaces and quasi-public streets from the density calculations, resulting in a much lower effective density. While the developments have used reduced setbacks and wider sidewalks as techniques to provide a more "urban" streetscape, they continue the traditional suburban form.

In order to help visualize density, below are examples of existing apartment developments in Plano at various densities. Also provided is the maximum densities permitted in the city's multifamily zoning districts that have resulted traditional garden style apartments, and the densities of recent approved preliminary site plans from recent projects.

- Haggard Square (McDermott Drive and Ohio Drive): 24.7 units per acre
- Legacy Town Center – phases with surface parking: 61.1 units per acre
- Legacy Town Center – phases with structured parking: 90.9 units per acre
- Eastside Village I (west of city hall on K Avenue): 88.6 units per acre
- 15th Street Village (Southeast Corner of 15th Street and G Ave): 84.0 units per acre
- Turnpike Commons (Northwest corner of Renner Road and Shiloh Road)– phase I (25.9 units per acre):
- Coit Crossing – Phase I (Northeast Corner of Mapleshade Drive at Coit Road): 43.1 units per acre

MF-1 zoning district: 12 units per acre

MF-2 zoning district: 18 units per acre

MF-3 zoning district: 21.5 units per acre

6. Establish two new zoning districts – an urban mixed use district and neighborhood mixed use district.

Two new zoning districts should be added to the city’s Zoning Ordinance – an urban mixed use district and a neighborhood mixed use district. There are several benefits to the creation of these districts. The urban mixed use district could be used to expand existing urban centers or applied to Collin Creek Mall and around the DART rail stations. The Urban Centers Study identifies these areas as future urban centers. A neighborhood mixed use district could be applied to certain areas of the city where appropriate to facilitate redevelopment of aging shopping centers and commercial areas. This district could also be used to encourage redevelopment of aging apartments.

The creation of these two districts would provide developers with additional development options in Plano. The districts would formalize the desired development form, and create consistent standards, rather than the method used today through the creation of customized planned development districts. Lastly, it also saves developers time and money. If the development standards have already been predetermined, the zoning discussions then become focused on the appropriateness of the land use being requested.

CITY OF PLANO

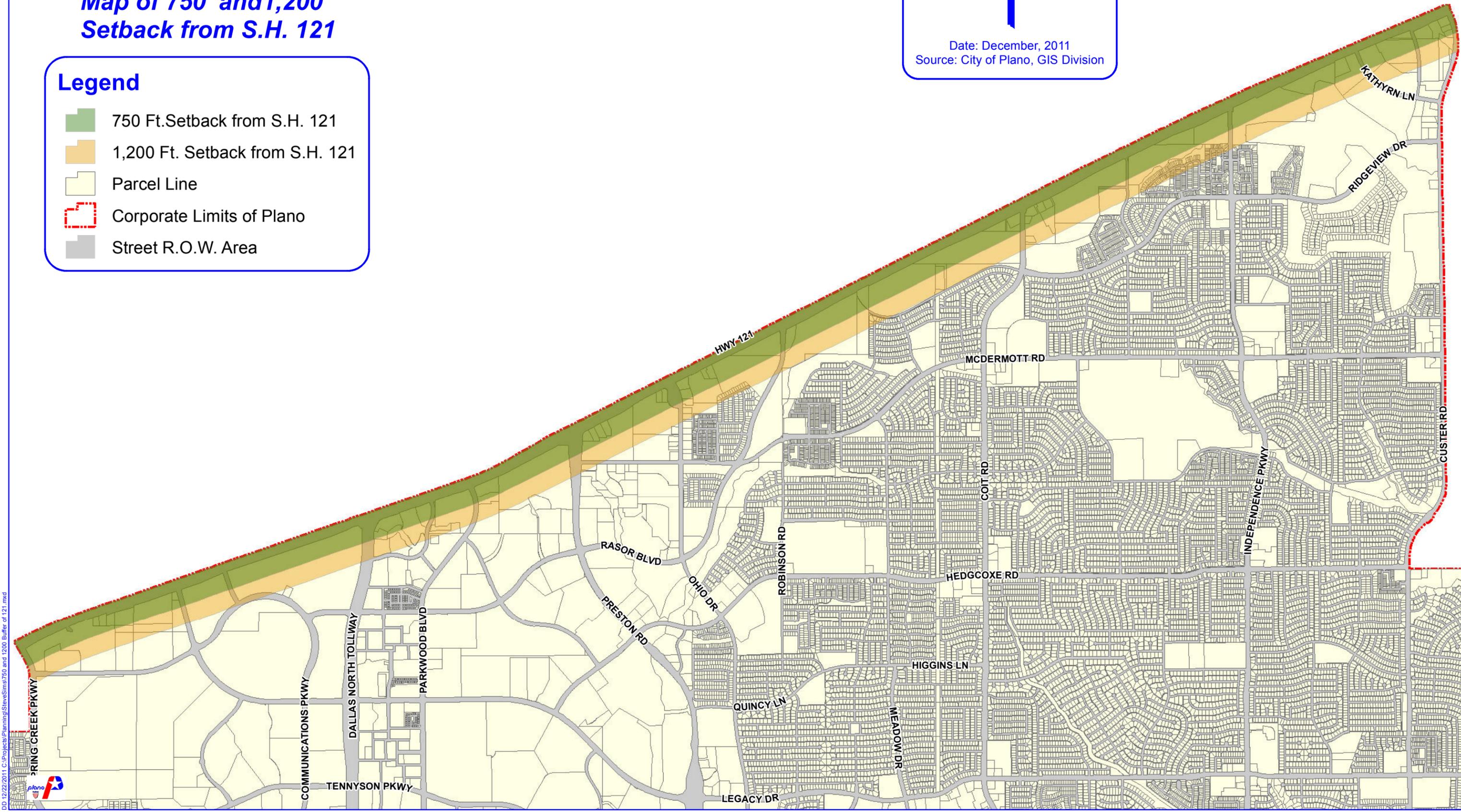
Map of 750' and 1,200' Setback from S.H. 121



Date: December, 2011
Source: City of Plano, GIS Division

Legend

-  750 Ft. Setback from S.H. 121
-  1,200 Ft. Setback from S.H. 121
-  Parcel Line
-  Corporate Limits of Plano
-  Street R.O.W. Area



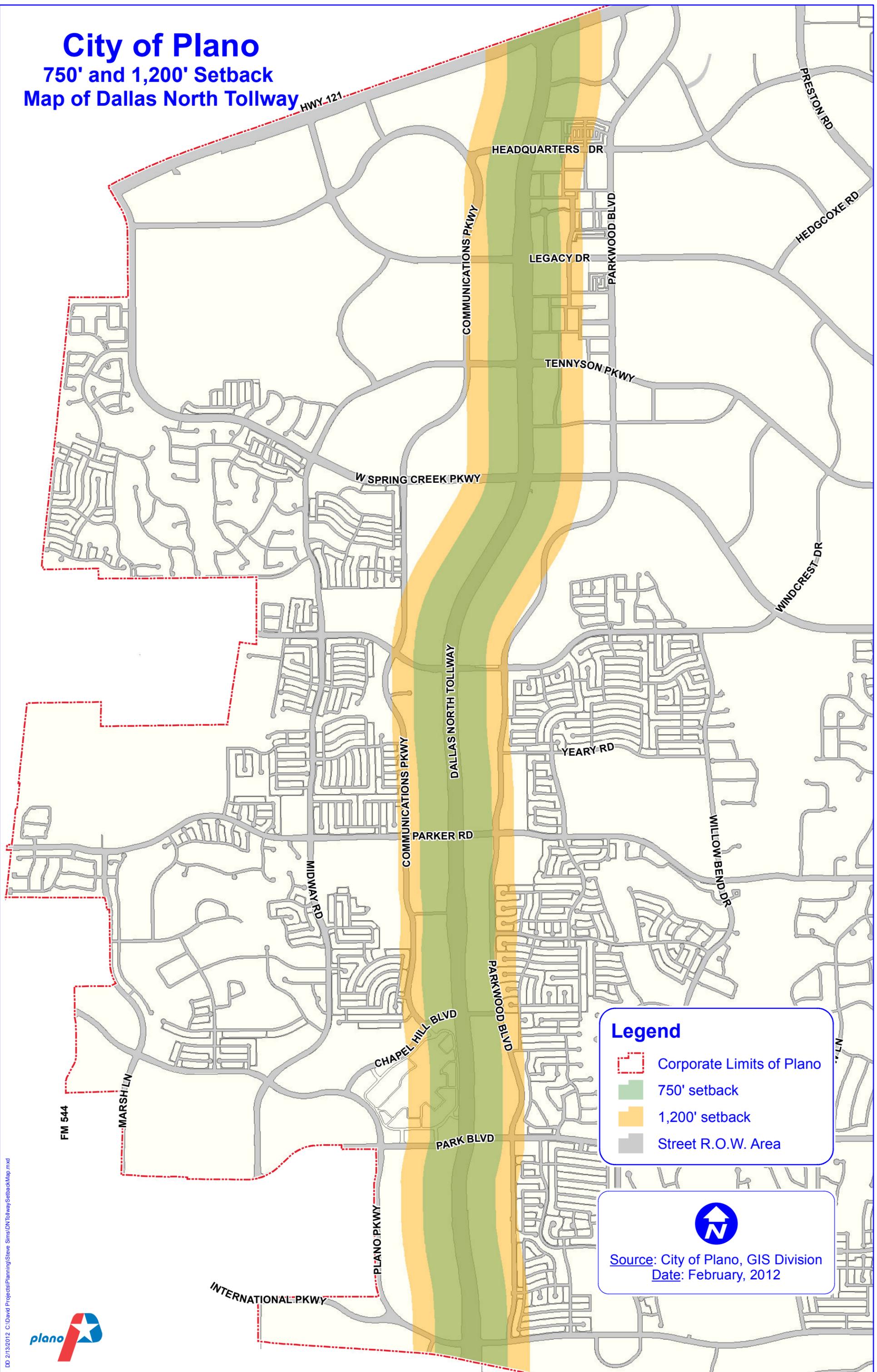
DD 12/22/2011 C:\Projects\Planning\Sleves\750 and 1200 Buffer of 121.mxd



City of Plano

750' and 1,200' Setback

Map of Dallas North Tollway



Legend

- Corporate Limits of Plano
- 750' setback
- 1,200' setback
- Street R.O.W. Area

Source: City of Plano, GIS Division
Date: February, 2012



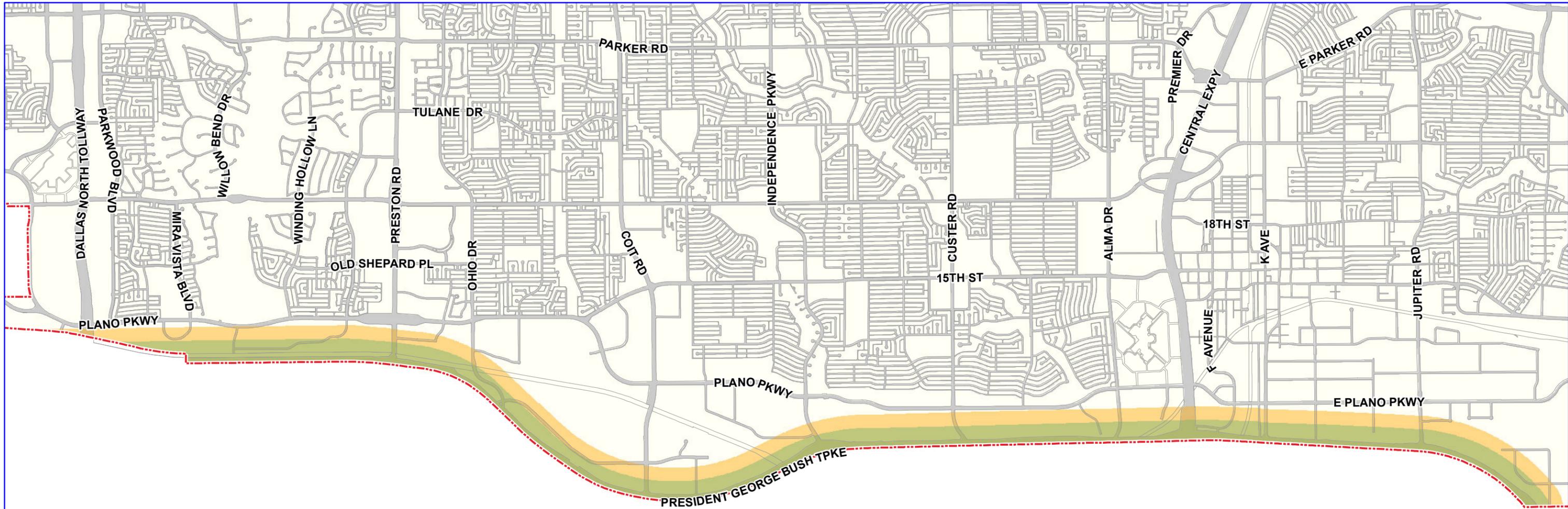
City of Plano

750' and 1,200' Setback

Map of Pres. George Bush Turnpike



Source: City of Plano, GIS Division
Date: February, 2012



Legend

- Corporate Limits of Plano
- 750' setback
- 1,200' setback
- Street R.O.W. Area

**City Council and Planning & Zoning Commission Joint Meeting
Thursday, February 23, 2012**

Packet Materials

PDF Document #2

1. Rezoning to Meet Demand Policy Statement
2. Housing Density Policy Statement
3. Infill Housing Policy Statement
4. Mixed-Use Policy Statement



Rezoning Property to Meet Demand

Policy Statement 2.0

Description

This policy paper provides guidance when considering requests to rezone properties. It addresses the following objectives as stated in the Land Use Element of the Comprehensive Plan:

- ▶ **Objective A.4** Provide for an economic base that generates jobs for current and future residents and revenue sources for public facilities, infrastructure, and services.
- ▶ **Objective B.3** Provide for a balanced and efficient arrangement of Plano's land resources that accommodates residency, employment, shopping, entertainment, and recreation.
- ▶ **Objective B.4** Ensure land use compatibility by grouping complimentary land use activities and creating transitions between conflicting activities.

This topic is particularly significant because of the ongoing imbalance between residential- and non-residential-zoned land in Plano. More land is zoned for retail, office, and industrial uses than is likely to develop. When zoned land exceeds demand, zoning imbalances occur and some owners of non-residential property may seek rezoning for residential uses. As Plano matures and property owners recognize this imbalance, the likelihood of rezoning requests increases. "Down-zoning" property from non-residential categories to residential categories is not always appropriate and criteria are needed to guide this process.

Background

Major factors leading to this zoning imbalance include:

Major Corridors

Major expressways and other heavily traveled regional thoroughfares often present opportunities for a variety of non-residential uses due to their regional accessibility and prominence. Plano currently has four such corridors: Central Expressway (U.S. 75), Preston Road (S.H. 289), the Dallas North Tollway, and President George Bush Turnpike (S.H. 190). S.H. 121 is also planned to become a regional expressway and its zoning reflects that condition. These major corridors are typically zoned for retail, restaurant, entertainment, and office uses. Office developments can often achieve major heights depending on height/setback ratios as measured from nearby residential districts. These major corridors contribute significantly to Plano's economy. They also buffer residential areas from noisy traffic. On the other hand, the existence of these corridors can saturate the market with non-residential properties. This reduces the likelihood of development for many of the non-residential properties away from major corridors.

Major Intersections

Plano's grid system of major thoroughfares provides for effective and efficient traffic circulation. It creates more than 50 major intersections at approximately one-mile intervals. Up until the mid-1980's, it was common to zone as many as four corners at each intersection for future shopping centers. Although these intersections seem to provide "perfect" locations for retail uses, market saturation has led to undeveloped sites, partially developed sites, and vacant or underused retail buildings. It is often difficult to develop traditional single-family subdivisions on these sites because of their size and shape limitations and the inability to incorporate these developments into established residential neighborhoods.

Disjointed Development Patterns

Disjointed development patterns often result when retail or office tracts are partially developed and the market will not support completion of original plans. This process often leaves pockets of land that are inappropriate for typical residential development.

Analysis

The above noted issues must be given serious consideration, but they should not preclude efforts to place residential development in areas previously reserved for non-residential uses. Plano's reputation as an economic center and its accessibility will continue to make the city a desirable place to live. As a result, there may be a greater demand for residential development, while the supply of residentially-zoned property decreases. It is also likely that greater densities will need to be achieved to make the conversion of properties from residential to non-residential zoning categories economically feasible. Otherwise, property owners will continue to hold these properties until a non-residential opportunity occurs. Often, this will mean the newer development will attract tenants away from an existing development and threaten its viability. This process, known as "cannibalization," simply moves businesses around without improving the local economy.

As land supply diminishes, properties once considered undesirable will be given greater consideration for new development. These properties may require rezoning or amendments to existing zoning categories to accommodate changing market conditions. The City of Plano will need to make difficult decisions regarding the long term use of these "left-over" tracts. Without careful consideration many of these properties may remain undeveloped and will be a constant source of apprehension for nearby homeowners, developers, and the city.

Policy Statements

Below is a policy statement with a series of criteria to guide consideration of requests to rezone properties or amend the use charts of the Zoning Ordinance in regard to underperforming retail properties.

Evaluate requests for text amendments or for rezoning non-residential properties for residential uses based on the following:

1. *A property must be physically appropriate (in terms of size, dimensions and shape) for residential use;*
2. *The area to be rezoned is an extension of a residential neighborhood and is not separated from the neighborhood by a thoroughfare of Type "C" or larger;*
3. *The area is not affected by adverse environmental conditions such as noise, light fumes, or related nuisances;*
4. *The proposed rezoning or text amendment conforms to the objectives and strategies of the Land Use and Housing Elements of the Comprehensive Plan;*
5. *The rezoning would not result in a shortage of land required for neighborhood retail or service uses;*
6. *The rezoning or text amendments would not jeopardize the land areas considered prime for future economic expansion;*
7. *The rezoning or text amendments would not result in residual tracts that are inconsistent with the Comprehensive Plan;*
8. *The resulting conversion to residential use would provide for an appropriate transition between residential and non-residential uses; and*
9. *The rezoning or text amendment is clearly consistent with the intent of reducing the overall impact of zoning imbalance on the city's Land Use System.*
10. *Consider the impact that the proposed rezoning would have on existing public service facilities (schools, parks, streets, etc.).*

City of Plano COMPREHENSIVE PLAN

HOUSING DENSITY POLICY STATEMENT 3.0

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Housing Density

Policy Statement 3.0

Description

This policy statement provides guidance regarding the density of housing in Plano. It addresses the following objective and strategy statements as found in the Housing Element of the Comprehensive Plan:

- 4 Objective B.3 - Disperse high-density housing across the city in small concentrations except for retirement housing and urban centers.
- 4 Strategy B.4 - Continue to apply the housing density policies in Policy Statement 3.0 - Housing Density when considering the appropriate concentrations of high-density housing.

Plano has developed housing policies that promote predominantly low-density residential neighborhoods while encouraging a mixture of housing

types. Current policies focus on limiting the concentration and proximity of apartment complexes to each other within neighborhoods and between contiguous neighborhoods, as found in the Multi-Family Task Force Study recommendations. These policies do not apply to denser pedestrian-oriented settings such as retirement housing, mixed use developments, and urban centers.

Background

Historical Perspective

The City of Plano has had policies regulating the distribution of high-density housing for many years. The goal is to distribute multifamily developments throughout the city to provide housing options in all residential neighborhoods. The first policy developed in 1981 allowed for ratios of different types of residential development within neighborhoods and along major development corridors. The ratio policy was ineffective because

developers inflated the density of single-family residential projects so that they could qualify for more apartments. The ratio policy regarding the distribution of high density housing was abandoned in 1986 for a new policy based on distance and numerical concentration and was included in the Comprehensive Plan.

Multi-Family Task Force Study

The Multi-Family Task Force was appointed by the City Council in February 1998. The mission of the task force was to study existing and projected multifamily housing in the city and the Metroplex region. The task force members were given the charge to evaluate the city's development policies as they affect the citywide balance of housing types, including the location and amount of multifamily housing in specific areas. This evaluation was to further the city's goals of developing sound neighborhoods and ensuring variety and affordability of housing types consistent with the needs of a diverse population.

Study Findings and Recommendations

The results of the task force study did reveal some interesting facts about multifamily developments. The number of school children generated per acre of multifamily development was about the same as that of single-family residential neighborhoods. Apartments tended to compare favorably with single-family development in terms of tax revenues and cost recovery fees during the first 10 to 15 years of the life of the complex. Apartment developments require fewer infrastructure improvements because the city is only responsible for maintaining water lines that connect to fire hydrants as opposed to the provision of miles of water and sewer lines along with street pavement to serve single-family neighborhoods. Since apartment complexes contain more units per acre, there is a likely increase in the demand of emergency services at one location. Apartment complexes also generate more vehicular trips per acre than single-family

developments. Therefore, major concentrations of multifamily units should be avoided by dispersing apartment complexes throughout the city.

The Multi-Family Task Force Study recommended that the distance and numerical concentration in the Comprehensive Plan be revised. The revised policy increased the distance requirements from 1,000 to 1,500 feet and reduced the number of apartment units from 750 to 500 that could be located within proximity of each other. A 1,200 foot setback was established for all residential development along the State Highway 121 corridor. The task force recommended that the city not increase the amount of land zoned for multifamily uses. The city should consider initiatives to increase the potential for less expensive owner-occupied housing such as patio homes and townhouses.

Analysis

The late 1990s was a time of tremendous growth of all types of residential development in Plano. The high demand for housing was a result of a strong economy adding many jobs to the Metroplex region. Since that time, there has been a significant drop in the construction of new homes and apartments within Plano. The decrease is due to changing economic conditions and the limited amount of land available for residential development. The Multi-Family Task Force Study has remained the primary driver of housing density policies.

The purpose of the high-density housing policy is to avoid large concentrations of garden apartments in one location. Garden apartments should be included within residential neighborhoods along with low-density single-family and medium-density housing such as townhouses and patio homes. This provides a variety of housing opportunities available in the residential neighborhoods throughout the city. The apartment residents would have access to needed goods and services found at the neighborhood centers located at the intersections of major thoroughfares.

Different options of housing choices will be important to accommodate the needs of the changing demographics of Plano's population.

Multifamily housing for the elderly and urban centers should be excluded from the high-density housing policy. Multifamily housing for the elderly is necessary to meet the needs of the aging population of Plano. This type of housing can range from independent living facilities to household care institutions. These facilities usually have less impact on surrounding residential development. They have reduced parking standards and generate less traffic as compared with traditional multifamily developments.

Urban centers are defined as a variety of land uses in a compact location that encourage pedestrian activity. Urban centers can be developed around transit stations and/or near major employment centers. Urban centers have high-density housing to allow for a large number of people to live within the development. This is important as a large population is required to support the businesses located within the development. Urban centers serve as gathering places and activity centers for the community. The household size and pedestrian orientation of urban centers tend to reduce the per-unit vehicular trips. This should in turn reduce the impact on local streets. Urban centers and multifamily housing for the elderly do not require much land. They are also good projects to consider for infill and redevelopment opportunities. However, it is important that service businesses for the residents be provided within these communities or within walking distance to the development.

Policy Statement

Below is a policy statement with a series of criteria to guide the development of high-density housing.

Develop new neighborhoods which are predominantly low- to medium-density housing, yet allow for a mixture of housing types and densities

based on the following policies:

1. Maintain low-density housing as the predominant land use in most neighborhoods;

2. Locate medium- and high-density housing throughout the community based on access to major thoroughfares and mass transit opportunities;

3. Distribute high-density housing on the periphery of a neighborhood so that no more than 500 units are located in any one complex or group of complexes with a recommended minimum 1,500 foot separation between developments. High-density housing policies are intended to ensure that minimum separations are maintained between multifamily developments. The dispersion policies should be considered, along with location policies and specific site conditions, in evaluating zoning and development requests;

4. Consider concentrations in excess of 500 high-density units in the periphery of a single neighborhood, when a site's configuration and size limits its use. If a site's boundaries are established by floodplain, thoroughfare alignment, utility lines, or other barriers to development, it may be appropriate to identify a single use for the site. In such cases, it should be demonstrated that adherence to the maximum concentration size would create a residual tract that would be inappropriate for medium- or low-density residential development;

5. Separate multifamily developments of three or more stories from single-family areas by a Type D thoroughfare (four lanes, divided) or greater or other significant physical feature;

6. Policy Statements No. 3 and No. 5 do not apply to urban centers and multifamily housing developments for the elderly.

City of Plano

COMPREHENSIVE PLAN

INFILL HOUSING

POLICY STATEMENT 4.0

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Village at Legacy – Example of Infill Housing Development

Infill Housing Policy Statement 4.0

The Housing Element of the Comprehensive plan states that infill housing will be the primary source for residential development in Plano in future years. This policy statement provides guidance for decision makers, developers, the public and staff.

The Infill Housing Policy Statement is divided into two sections. Part A includes a set of general guidelines that will apply to all infill housing projects under consideration in any area of the city. Part B includes additional considerations for residential development that falls outside of Plano's typical residential neighborhood format.

Part A – General Guidelines for Infill Housing

Description:

Part A of the policy statement establishes policies to guide decision makers determining when zoning

or rezoning of land for infill sites in general is appropriate. This section of the policy statement addresses the following objective and strategy statements found in the Housing Element of the Comprehensive Plan:

- ▶ **Objective A.1** Provide a variety of housing options for prospective Plano residents.
- ▶ **Objective C.1** Continue to expand Plano's housing stock even as the availability of land decreases.
- ▶ **Objective C.2** Create new housing opportunities that complement and support existing residential development.
- ▶ **Strategy C.2** Evaluate policies and ordinances to ensure that they do not discourage appropriate opportunities for infill housing and redevelopment.

Background:***Definition of Infill Housing***

Infill is defined as development that occurs on a vacant tract or redevelopment of an existing site surrounded by other improved properties. The development can be for non-residential or residential land uses. Infill housing is an example of a residential use that could be developed on an infill tract of land and the subject of this policy statement.

Historical Perspective

There are a variety of housing options available in Plano, ranging from traditional single-family detached homes to townhouses to garden apartments to denser townhouses and apartments found in the city's two urban centers: Eastside Village in downtown Plano and the Legacy Town Center. Despite the choices available to residents of the city, single-family detached units and garden apartments far outnumber other options. They have been the primary components of residential development and residential neighborhoods in Plano over the years.

Changing Demographics

Plano's population is changing. The median age of Plano residents increased from 31 to over 34 years between the 1990 and 2000 Censuses. The percentage of people age 45 years and over increased from 20 percent to 28 percent during that same time period. It is expected that some long time residents of Plano are or will be seeking smaller homes that require less maintenance. Yet, they do not want to leave their social network and places of familiarity.

Plano's population is also becoming more diverse. The percentage of people who identified themselves as a minority race or ethnicity increased from almost 15 percent to over 27 percent between 1990 and 2000. The minority population itself is much more diverse with strong representation of people who are African American or Black, Asian and Hispanic.

The Dallas Fort Worth Metroplex region is expected to add another 4.1 million people in the next 25 years. Plano's proximity to the new growth areas along with educational and employment opportunities and cultural amenities make the city an attractive place to live in the Metroplex.

More varieties of housing options in Plano's typical residential neighborhoods are needed to meet the housing demands of an aging and more diverse population along with the region's increased growth. Infill housing could help meet these housing needs.

Analysis:***Lack of Guidance for Infill Housing***

Some zoning requests for infill housing projects have met with success while others have failed. The city does not have any guidelines or policies to assist with the review of infill housing zoning requests. This policy statement attempts to address that.

Land Available for Residential Development

The amount of land available in Plano for new residential development is decreasing. The Land Use Absorption Table on page 2-7 in the Land Use Element of the Comprehensive Plan notes that less than five percent of vacant land zoned for residential development remains. Most of the vacant tracts of land that remain tend to be small (under 20 acres) and that for one reason or another have not been developed. Some tracts are zoned for non-residential uses while others have zoning that allows for residential development. This is the reason that infill housing is the primary component of future residential development in Plano.

Tri-City Retail Study Recommendations and Infill Housing

The Tri-City Retail Study completed by the cities of Carrollton, Plano and Richardson in 2002 noted that excessive retail zoning was a contributing factor to vacant and underproductive retail centers and the lack of development of many retail zoned properties. Some tracts zoned for non-residential

uses have remained undeveloped for many years. Plano has three times the retail per capita for the nation and it is unlikely that many of these tracts will be developed for commercial purposes. As part of its implementation of the recommendations of the study, the City of Plano amended the Zoning Ordinance to allow residential development within Retail zoning districts by Specific Use Permits (SUPs). This amendment has met with some success and has allowed for residential development to take place on vacant infill tracts.

Benefits of Infill Housing

Infill Housing could provide several benefits for people who live and work in Plano. The city is an employment center in the North Dallas region and a net importer of workers. Infill housing could provide residential opportunities for workers with jobs in the city, thus reducing commuting distances and time.

Infill housing could serve the new residents to the region who want to live close to employment and cultural opportunities. Additional housing will lead to more potential customers for the existing retail and office space, thus increasing sales tax revenues.

There are many Plano residents who desire a smaller home with less maintenance, yet want to remain in proximity to family, friends and familiar places. Independent living facilities for adults age 55 years and older are in great demand in Plano along with long term care housing. Infill housing could be used to meet these market demands for additional housing options in the city.

Policy Statements

The guidelines offered below are intended to assist with the consideration of rezoning proposals for residential infill projects. These guidelines cannot address all of the issues relating to a particular site and should not be considered the sole determinants of zoning decisions. However, they do provide a framework for evaluating infill proposals.

1. Adjacent or in close proximity to existing residential development.

The best tracts of land for infill housing are located next to existing residential developments. The residents of the new development would be able to take advantage of the amenities found in many of the neighborhoods in the city. They would be close to parks and schools on the interior areas of the neighborhood and to the service businesses located at the intersections of the major thoroughfares. Infill housing projects should add to the variety of housing options found in the existing residential neighborhoods throughout the city.

2. Site and configuration to support housing.

Infill housing areas need to be large enough to make a project viable. A site should have a minimum of 3.0 acres and generally be free of factors that could make development difficult such as steep grades and location within a floodplain.

3. Access to existing utilities.

One of the benefits of infill development is the use of existing infrastructure surrounding the property rather than the extension of expensive new lines into undeveloped areas. Some sites may have public utilities in place sized to serve only non-residential uses and may require some upgrades to accommodate residential development. The most common deficiency is sanitary sewer capacity.

4. Positive impact on future economic development.

The reduction of non-residential uses could have a positive impact on a larger scale. There will be one less shopping center or office complex that could be left vacant due to lack of market demand for such uses. Owner occupied housing units will contribute to the city's tax base and provide potential customers for existing retail centers.

Land located along Plano's major transportation corridors such as U.S. 75, the President George Bush Turnpike, the Dallas North Tollway and State

Highway 121 are the city's last prime locations for economic development and should be reserved for non-residential uses. Major employment centers such as Legacy in northwest Plano and the Research/Technology Crossroads in southeast Plano are also considered to be prime components of the city's economic development program.

5. Proximity to Parks.

Additional preference should be given to those locations that have a neighborhood park within a half mile of the proposed development.

Part B – Guidelines for Reviewing Alternative Neighborhood Proposals

Description:

Part B of the policy statement provides additional considerations for requests for rezoning or specific use permits (SUP's) for infill housing in locations that would not be part of Plano's typical neighborhood format. It addresses the following objective and strategy statements:

- ▶ **Objective B.2** Ensure that alternative neighborhood formats provide functional and appropriate environments for residential uses and activities.
- ▶ **Strategy B.2** Establish criteria for housing developed in alternative neighborhood formats. Use these criteria when evaluating rezoning requests.

Background:

Typical Neighborhood Format

The Housing Element of the Comprehensive Plan addresses the fact that not all of Plano's residential development can occur in a typical neighborhood setting. This neighborhood setting is characterized by a land area of approximately one square mile bounded by six-lane divided thoroughfares with school and parks site near the center, low-density housing on the interior, medium- and high-density

housing along the edges, and office and retail operations at the intersections of the major thoroughfares where they serve other neighborhoods, as well. (Table 1 of the Housing Element details the typical neighborhood concept.) So far, most of Plano's infill housing has occurred within its existing neighborhoods. For example, a 15 acre retail tract at the northeast corner of Custer Road and Legacy Drive was recently rezoned for patio homes. Since this development is occurring within a defined neighborhood bounded by four major thoroughfares, it will become part of a typical neighborhood environment.

Alternative Neighborhood Format

When residential development occurs in a location outside of a typical Plano neighborhood, the Housing Element indicates that it becomes part of an "alternative neighborhood format." As noted on Page 5-5 of the Housing Element of the Comprehensive Plan, much of the land needed for future residential development is unlikely to be found within Plano's typical neighborhoods. Sites outside of these settings should not be automatically accepted or excluded. An analysis follows which reviews issues and concerns relating to the creation of alternative neighborhoods, along with a set of guidelines to employ when evaluating requests for residential uses in locations outside of typical neighborhood settings. The guidelines are intended to ensure that residential developments occurring outside of the typical neighborhood format can still provide high quality living environments.

Analysis:

The following factors were used to develop guidelines evaluating rezoning or specific use permit requests for residential uses in alternative neighborhood formats:

Unit Count

Alternative neighborhood projects should have enough units to create a viable living environment. A small isolated group of homes or apartment units does not create a sense of belonging for its

residents nor does it facilitate the efficient provision of city services. An example would be varying a typical residential solid waste route to pick up trash at two residences within a commercial corridor. A small unit count is also unlikely to generate enough return on investment to make the project economically viable. Infill projects will typically need to be medium-(5-12 units per acre) or higher-(12+ units per acre) density housing to create enough units on these smaller leftover sites. Typical low-density housing developments (1-5 units per acre), built on small infill tracts, will not be economically viable. Any single-family developments, attached or detached, with common areas, recreational facilities, and special landscaping will require homeowners associations to maintain these amenities. These associations must have enough members for financial support over time. It is important that zoning changes for infill development result in successful projects.

Relationship to Surrounding Land Uses

An alternative neighborhood should be considered as an option for some but not all properties that have been previously planned or zoned for non-residential uses. Such developments should not be construed as mere afterthoughts. For example, it would be inappropriate to use a left-over tract of land in the middle of an industrial park for a housing project; however, housing incorporated into a well-planned mixed use development could be viewed differently. Pedestrian friendly environments which combine opportunities to live, work, and play in the same location are more appropriate than other types of residential development when located outside of the typical neighborhood environment.

Accessibility/Visibility

Alternative neighborhoods should have access to a major or secondary thoroughfare as do typical Plano neighborhoods. Residential neighborhoods may not require the same level of exposure that some commercial uses do, but they should not be isolated from a city's major travel routes.

Potential for Development of a Property as Currently Zoned

A property should not be rezoned to provide for residential development simply because a developer may be interested in it for that purpose. There should be strong evidence that non-residential development is unlikely to occur or would be unsuccessful due to market saturation and related conditions. An examination of recent development activity such as requests for building permits and occupancy in the area and the relative success of other developments should provide insight into the potential success of utilizing a property as it is currently zoned.

Major concerns should be raised when considering requests to convert properties in major economic development corridors to residential use. These corridors include U.S. 75, the Dallas North Tollway, the President George Bush Turnpike and State Highway 121, three of which currently operate as regional expressways while the fourth is planned to become an expressway. Perhaps State Highway 121 should be considered less of a near term candidate for residential use than the other corridors as it has not had the opportunity to function as an operational expressway. The traffic noise generated by these expressways may also make properties along them bad candidates for residential development.

Mixed use developments that include residential and non-residential uses in a pedestrian oriented environment may be appropriate for these major corridors. Also, undeveloped properties within these corridors lacking access to frontage roads may be candidates for residential development as well.

Special Needs Housing

Alternative neighborhoods may be appropriate for providing housing for those with special needs such as the elderly and persons with disabilities. The elderly component of Plano's population continues to increase and opportunities for providing housing in typical neighborhoods that meets its

needs are becoming more limited. A well designed retirement housing complex with special facilities and services can create a very suitable environment for its residents. The Housing Element of the Comprehensive Plan highlights the importance of continuing to find ways to increase the supply of housing for those with special needs and the use of alternative neighborhood formats is consistent with that intent. It also notes that special needs housing can benefit from having medical offices, pharmacies, shopping centers, and other service providers within walking distance. Therefore, certain non-residential districts may be well suited for special needs housing.

Policy Statements

The guidelines offered below should not be used as exact determinants of the appropriateness for creating alternative neighborhood settings in specific locations. Instead, they should be used as a starting point for considering individual requests.

Specific locations may sometimes present a unique set of issues and opportunities for residential development that cannot be fully addressed by these guidelines. In such cases, those special conditions should be clearly identified and evaluated.

The individual guidelines are as follows:

1. Townhouse (SF-A) and Patio Home (PH) projects or combination of projects should be able to provide a minimum of 25 units to create a substantial development as opposed to an isolated project with a few homes surrounded by non-residential uses. Housing for retirees or other persons with special needs should include a minimum of 50 units which could be built in phases to provide necessary services to accommodate the need of elderly tenants.
2. Alternative neighborhood development should not be within or immediately adjacent to a Light Industrial district (LI-1 or LI-2)

unless separated by a Type “E” or larger thoroughfare (as defined in the Transportation Element of the Comprehensive Plan).

3. Alternative neighborhood development should be adjacent to a Type “E” or larger thoroughfare (as defined in the Transportation Element of the Comprehensive Plan.)
4. There should be evidence of market saturation in the area that a non-residential property is located. This does not necessarily require an actual market analysis. Instead, evidence can include review of recent permit and occupancy data along with existing vacant or under utilized commercial buildings and/or an ample supply of undeveloped properties with similar zoning in the area. The area of consideration may vary depending on whether the property is part of a neighborhood-, community-, or region-serving development.
5. Alternative neighborhood development is generally inappropriate along expressways and in the major development corridors (U.S. 75, the Dallas North Tollway, the President George Bush Turnpike, and State Highway 121). Consideration may be given to mixed use proposals that will integrate residential and non-residential uses into a pedestrian oriented environment. Additional consideration may be given to sites that cannot be accessed from frontage roads. Residential development within 500 feet of the main lanes of an expressway should be arranged as carefully as possible to reduce the effects of traffic noise. Until State Highway 121 has been constructed as an expressway and there has been an opportunity to observe its potential to develop as currently zoned, zoning changes for residential development should be avoided.

Preference should be given to residential development that can be integrated into existing pedestrian oriented urban centers such as Downtown Plano or Legacy Town Center or other appropriate locations. Urban centers are more than just mixed use developments. They are typically 50 acres or more and provide opportunities for residence, work, shopping, and entertainment in a pedestrian setting. Urban centers are probably not going to develop within a typical neighborhood setting. They are more appropriate for alternative neighborhood formats.

6. Additional preference may be given to residential developments for persons with special needs as highlighted in the Housing Element of the Comprehensive Plan. Even greater preference should be given when such developments are within walking distance of medical offices, pharmacies, and/or grocery stores.

City of Plano COMPREHENSIVE PLAN

MIXED-USE POLICY STATEMENT 5.0

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Legacy Town Center

Mixed-Use Policy Statement

Policy Statement 5.0

Description

The intent of this policy statement is to define mixed-use development and its role in Plano. This includes both how this development form can be used to create large scale projects like urban centers and smaller scale mixed-use projects. The policy statement defines what is meant by the term “mixed-use” and describes the characteristics of appropriate locations. It also expounds upon the expected benefits of mixed-use projects and describes the key components necessary for creating those benefits. This information is intended to provide guidance to developers and decisions makers considering mixed-use projects.

This policy statement also addresses the following objectives and strategies already in the Comprehensive Plan:

Objective B.3 Ensure land use compatibility by grouping complementary land use activities, especially those that are mutually supportive, and continuing to implement policies that minimize the impact of potentially incompatible activities.

Strategy C.2 Consider the use of creative and alternative suburban land use concepts, including mixed-use development in appropriate infill and redevelopment areas of the City. Review requests to rezone properties for mixed-use development in accordance with the following:

- Finding that the conversion of nonresidential property for residential or another nonresidential use would not adversely impact the planned land use pattern for the surrounding area.
- A plan that provides for the integration of vehicular and pedestrian circulation systems, parking, building location, and architectural design into a cohesive development.

Strategy C.5 Work with developers to ensure that infill and redevelopment occur in appropriate locations. In particular, the location and design of urban centers should be consistent with the guidelines established by the Urban Centers Study.

Strategy A.3 Continue to facilitate the development of Transit Oriented Developments (TODS) such as those recommended in the Urban Centers Study.

Objective A.3 Provide Plano residents with a variety of transportation options.

Housing Density Policy Statement 3.0 which provides guidance regarding the density of housing in Plano.

Background

Although not specifically called mixed-use, a mix of uses - work, home, and commerce - has been commonplace in communities throughout the United States and Europe. Prior to World

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War II, towns were, out of necessity, designed on a pedestrian scale. In many ways, the combination of uses all within walking distance of each other provided natural synergies that enhanced daily life. In fact, it wasn't until the "modern" zoning code, also referred to as Euclidian zoning, came into common use that land uses were so strictly separated. In doing so, many of the great synergies that come from mixing uses were lost. Mixed-use development can contribute to a variety of objectives, including housing provision, revitalized town centers and more sustainable urban environments. The benefits of mixed-use include:

- **Creating a local sense of place.** Although difficult to quantify, mixed-use areas can create a vibrant sense of place and community. This can be not just on a city-wide scale, but it can also be a tool that helps to differentiate neighborhoods. And, as mentioned above, by supporting pedestrian movement, these areas provide increased opportunities for neighbors to meet and interact. They also provide a wider variety in the types of environments to be found in the city, adding interest and diversity.
- **Creating areas that are active throughout the day.** A mix of uses eliminates the problems of residential areas that are largely unpopulated during the day, and commercial areas that are desolate after business hours. Mixed-use areas have populations and activities that take place throughout the day, making them more vibrant and safe.
- **Increasing housing options for diverse household types.** Mixed-use areas often have higher density housing types, such as apartments and townhouses, close to amenities and add to the variety of housing options available within the city which is especially important to meet the needs of an increasingly diverse population.
- **Reducing auto dependence.** Mixed-use areas provide a variety of services and activities within a walkable distance of

housing, allowing residents to conduct more of their daily activities without depending on automobiles. Reduced auto dependence especially provides greater independence for seniors and children who can often be marginalized simply because they cannot drive.

- **Increasing travel options.** Mixed-use areas, if well designed, can comfortably support pedestrian, bicycle, transit, and automobile traffic.

Analysis

As Plano begins to incorporate mixed-use into what historically has been a suburban land use pattern, it is important to define how and where this type of development fits within the city. Successful mixed-use projects can be created on many scales and in many locations - in an individual building, a series of buildings grouped together, or as a predominant characteristic across an urban area (urban center). Whatever the scale, there must be a readily identifiable mix of functions which jointly activate the urban form. The effect must be more than just an aesthetic one.

Policy Statements

The following guidelines are intended to assist with the evaluation of proposals for mixed-use projects. These guidelines cannot address all of the issues relating to a particular site and therefore are not the sole determinants of zoning decisions. However, they do provide a framework for evaluating mixed-use proposals. Also, within the City, there are a variety of environments where mixed-use projects can be successful from a neighborhood from a corner store serving a neighborhood to a large urban center. This checklist addresses characteristics that generally are achievable in both small - and large-scale mixed-use projects and some specific considerations based on location. It may be possible to fulfill the intent of this policy statement without meeting every guideline.

Mixed-Use Guidelines Checklist

Location and Context Sensitivity - *The project must be sensitive to surrounding developments with regard to height, density, scale and character. Mixing land uses often means developing commercial uses next to or within residential areas. It can also mean developing housing at relatively high densities outside of a traditional neighborhood setting. This can raise concerns about traffic, parking, noise, building design, and other compatibility issues. The site layout and building design should mitigate these issues wherever possible.*

Mixed-use projects can work in a variety of settings throughout the city. However, careful consideration must be given to the character of the area and surrounding land uses. The following areas of Plano (as described in the Land Use Element and corresponding Land Use Map) are the most likely locations for mixed-use development. Considerations specific to these areas are noted below, followed by more general city-wide guidelines.

Neighborhood Centers

Designated on the Land Use Map as Neighborhood Commercial, Community Commercial, General Commercial and Major Commercial these areas are adjacent to the residential districts that they are intended to serve. They are typically located at major intersections, contain roughly 10-15 acres on each corner and include businesses such as grocery stores, drugstores and small retail and service uses. The center should be oriented to existing or planned pedestrian amenities, such as wide sidewalks, street tree cutouts, pedestrian-scale lighting, and street furnishings. These locations should also support transit stops, where applicable.

Urban Centers

These are large districts (50 or more acres) of mixed-use development provided at urban densities. They serve both a local and regional population and may include a wide-range of uses from office and commercial to residential. These areas generally have strong internal circulation (transportation networks) and contain

a variety of mutually supportive uses (such as restaurants, residential and office). Because these areas are large enough to form a distinct district, they can generally support higher density and higher intensity uses.

Major Corridors

Designated on the Land Use Map as Major Corridor Development and Freeway Commercial these areas are located along major highways. Uses in these areas can vary but will tend to be more auto-dependant than either neighborhood centers or urban centers. The character of these districts is focused on allowing office, commercial, and residential uses to be combined in a single development.

Location and Context

General Guidelines:

- If they were to be considered alone, outside of a mixed-use setting, would each use (residential, office, retail etc.) be appropriate in this location? (Also, see residential development guidelines below.)
- Is the development a natural fit with the larger surrounding area? Is the project designed in such a way that it is well-integrated with adjacent land uses?
- Does the project connect to surrounding developments?
- How does the project relate to/impact surrounding development?
- Is the juxtaposition of uses complementary? For example, are lower density residential areas buffered from more intensive uses?
- Are transitions in building heights (setbacks) provided, especially when adjacent to residential development?

Note: In many locations, mixed-use development will be a departure from the existing development form. It is advised that early in the project development, proposals are

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discussed with neighborhood groups and other stakeholders. Where appropriate, the Planning Department can facilitate these efforts.

Multiple Uses/Integration of Uses - *Land uses are mixed on-site or are mixed in combination with adjacent uses (existing or planned). The combining of land uses promotes easy access among services, stores and other amenities especially by pedestrians.*

General Guidelines:

- Is there a variety of uses? Are the uses complementary/synergistic? For example, do the non-residential activities in the development enhance the livability of the residential parts?
- Are the uses in a fine grain either vertically and/or horizontally so that the complement of buildings and uses is well integrated?
- Are buildings tightly connected or grouped?
- If the development is phased, is the first phase sufficient to stand on its own as a mixed-use development?
- Are residential uses integrated within the development and not isolated, so that the range of amenities such as shops, restaurants and public spaces are available and easily accessible to residents?

Density - *Mixed-use development generally requires increased density, which allows for more compact development. Higher densities increase land-use efficiency and housing variety while reducing energy consumption and transportation costs. The mixed-use buildings that result can help strengthen or establish neighborhood character and encourage walking and bicycling.*

General Guidelines:

- Is the site developed at an urban density rather than suburban?

- Are the majority of buildings two to three stories or higher?
- Do the second story and higher floors contain useable space, instead of being included just for aesthetic effect?
- Does the site layout create clusters of buildings to promote a variety of transportation options (pedestrian, bike, automobile, mass transit etc)?
- Is the majority of the land area within each block used for buildings and not for surface parking, open space or landscaping?

Pedestrian Orientation - *All portions of the development are accessible by a direct, convenient, attractive, safe, and comfortable system of pedestrian facilities, and the development provides appropriate pedestrian amenities. The design of buildings supports a safe and attractive pedestrian environment.*

General Guidelines:

- Is the development sufficiently compact? Can people comfortably walk between major uses without being tempted to move their car?
- Do the physical arrangement and design of the buildings support the pedestrian environment?
- Are there pedestrian walkways through sites, connecting entrances, buildings, and the public sidewalk? Do they form a comprehensive network?
- Are the street crossings, drives, and parking areas clearly marked?
- Are the sidewalks wide enough to accommodate pedestrians as well as street life (for example a sidewalk café)?
- Is landscaping or other buffering provided between parking lots and adjacent sidewalks or streets?

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- Are the buildings close to the street? Do the buildings help define the street edge?
- Do the sidewalks include street furnishings such as street trees, space for outdoor seating, bus waiting areas, trash cans, newspaper vending machines, mail boxes, sidewalk displays, etc.?

Connectivity - *An interconnected street system provides linkages to local shopping, services, housing, and amenities, as well as linkages between adjacent developments. Streets that are disconnected isolate land uses and force all trips, whether by car, foot or bicycle, onto the arterial street system without regard for their ultimate destination.*

General Guidelines:

- *Is there a grid of streets with relatively short blocks and lots of intersections?*
- *Is the development part of a connected street system that serves not just vehicles but pedestrians and bicycles as well?*
- *Is the development connected to the surrounding areas?*
- *Is the project served by mass transit?*

Parking - *Surface parking lots often cover more ground than the buildings they are intended to serve, particularly in suburban centers and commercial corridors. This unfortunate reality is often a barrier to building compact, pedestrian friendly places.*

General Guidelines:

- *Is parking designed in an urban form? Is more than 50% of the parking in garages with the remaining surface parking located behind buildings and/or on land scheduled for future development as structured parking or for future buildings?*
- *Is on-street parking available on the majority of internal streets?*

- *Are the parking and vehicle drives located away from building entrances, and not between a building entrance and the street?*
- *Is surface parking, where proposed, located behind or to the side of a building when possible? Are good pedestrian connections provided?*
- *Are street trees or landscaping provided between surface parking lots and the adjacent sidewalks?*
- *Does the project appear to take advantage of opportunities for shared parking? ("Shared parking" means that multiple uses share one or more parking facilities).*

Public Spaces - *Public social contact shapes our personal identity, fosters learning and influences our social behavior. Creating public spaces where people have the opportunity to formally organize, such as for a public outdoor market or festival, or informally gather, such as to pursue leisure or social activity, are both necessary and desirable. For example, social greetings, conversations and passive contacts, where people simply see and hear other people, are those social activities that shape our personal identity. This type of activity is dependent on the presence of people in the same physical environment, whether it is a sidewalk or a public plaza. For this to be a positive experience, public spaces need to be safe, attractive, and comfortable. With growth and new development, public spaces must be protected and new spaces created to support the social and cultural fabric of our communities.*

General Guidelines:

- *Does the arrangement of buildings, streets, and open space create public spaces?*
- *Does the development contain "place making" qualities that distinguish it from traditional development?*

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- Does the project provide public space that will realistically be used? For example, the “function” of a public space may include transportation, in the case of the sidewalk; or recreation and socialization, in the case of a plaza or park.
- Does the site design enhance and support the public space?
- Do the public spaces provide social and leisure activities similar to those provided by parks, schools and libraries in a traditional, suburban Plano neighborhood?

Human Scale - *Although the world is large, we perceive it piece by piece. In urban design, details count. Things look different close up walking at 2 mph than they do from behind a windshield at 30 mph. Everything seen and experienced from the sidewalk - building fronts, signs, lighting, open space should be designed for human interaction at a pedestrian's perspective.*

Note: While much of this information is not typically required for a zoning petition to be filed, these items are especially important to the success of mixed-use projects, and additional information and details should be provided for the evaluation of mixed-use projects.

General Guidelines:

- *Do the buildings contain windows and doors on all or most sides?*
- *Does the design of the street space include trees, light standards, benches and other amenities to give the development a human scale?*
- *Are the building façades designed to a human-scale, for aesthetic appeal, pedestrian comfort, and compatibility with the design character of the district or neighborhood?*
- *Does the design reflect the context of its surroundings or create its own distinct look and identity? This does not mean that it*

needs to copy or mirror the architectural style of the surrounding buildings (unless that is critical to the historic character of an area).

Elements to look at:

- *Existing architectural character of the neighborhood/district*
- *Continuity of the building sizes*
- *How the street-level and upper-level architectural detailing is treated*
- *Roof forms*
- *Rhythm of windows and doors*
- *General relationship of buildings to public spaces such as streets, plazas, other open space, and public parking*
- *Signage*