

## **DART Rail Corridor**

### **Parker Road Station Area**

The Parker Road Station area has been the subject of several past planning efforts. Below is a summary of previous efforts to prepare plans and encourage development in the area bounded by Parker Road, K Avenue, Park Boulevard, and U.S. 75 that would take advantage of opportunities provided by DART's Parker Road Transit Station. The City hoped that advance planning and a willingness to increase the zoning intensity around the station would lead to considerable interest on the part of property owners and developers in creating a transit oriented development focused on the station instead of the surrounding roadways. DART has been involved in the various planning efforts and has been willing to work with developers to consolidate its surface parking into structured facilities and make additional land available within walking distance of the station for development and redevelopment. However, nearly five years since the station opened, development attention has remained focused on the U.S. 75 corridor and DART has found it necessary to continue to expand its surface parking facilities to meet the tremendous demand at the station.

#### **Chronology of Planning Efforts and Outcomes**

- Consultant Study (1998) – This study, prepared by a consultant, recommended a main boulevard extending from U.S. 75 to the station, shared parking, and development focused on the transit station. The expected outcome was a compact, pedestrian oriented mixed-use development.
- Development Activity (1998-present) – The owners of private property between Archerwood Drive and U.S. 75 preferred to focus retail development outward and were not willing to modify their plans to accommodate the proposed boulevard from U.S. 75. Instead, two smaller collector streets, Ozark Drive and Exchange Drive, were extended from Archerwood Drive to the U.S. 75 frontage roads. Three “big box” retail stores have since been developed on the privately owned properties in this area. Enough property remains for the development of additional pad sites and another big box store.
- Parker Road Station Study (2002) – The Planning & Zoning Commission and City staff updated the 1998 station study and devised a zoning plan for the area. The plan established a line approximately 750 feet from U.S. 75, west of which would remain focused on the expressway and retain Corridor Commercial (CC) zoning. The proposed zoning for the area east extending from that line to K Avenue would allow for a concentrated, mixed-use pedestrian oriented development focused on the station area. A new zoning district was proposed combining office, retail, and residential uses into a compact urban environment. Façade standards were also proposed to add articulation and interest to the building exteriors. The development was expected to yield about 1300 housing units.

This proposal would have required the consolidation of DART's surface parking lots into structured facilities to accommodate the station's needs as well as that of new development. Some upgrading of sanitary sewer lines in the area would have also been necessary to accommodate additional residential uses in the area. Concerns about the lack of a specific development proposal and the impact of the additional housing units resulted in the City Council's denial of the zoning proposal.

- Subsequent development interest – Some developers, including one with successful urban center projects in Plano, the Metroplex, and other parts of the country, worked with DART and the City on a joint development proposal. After considerable study and evaluation, the developers concluded that the cost for building structured parking was not justified by the foreseeable demand for development in the area.

**Present Conditions in the Planning Area**

Over the last three to four years, developers have expressed little interest in major development projects in the Parker Road Station area. Continued ridership increases at the Parker Road Station have forced DART to consider converting more of its land for parking facilities. The possibility of “preferred” and/or “pay” parking has also been considered.

The fifty-seven acre area proposed for inclusion in a Transit Oriented Development District in 2002 is largely unchanged. It consists of the following land uses:

<b>General Type of Use</b>	<b>Parcels</b>	<b>Acres</b>
Automotive Related	1	0.68
Mini-Storage	1	3.02
Convenience Retail	3	2.16
Dining/Entertainment	1	4.20
General Retail	3	1.65
Transit Facilities	5	25.73
Undeveloped	5	11.66
<b>Total</b>	<b>19</b>	<b>49.10</b>

The undeveloped land noted above includes five tracts; the largest is five acres and the smallest is less than one acre. The developed properties not owned by DART consist of nine parcels comprising less than twelve acres. Assembling these properties to create a consistent cohesive development is likely to be a long and difficult process.

The City of Plano currently owns four acres on the east side of the DART station fronting on K Avenue. Interim uses that have been considered for this property include a farmer's market, a sustainability demonstration park, and additional DART parking. The City is attempting to hold the property and consolidate with others for future development. This tract is too small to support an urban center project by itself, but

could have a significant impact on the long term development of the area if combined with other properties. The City should continue to identify and consider opportunities for additional acquisitions in the area to facilitate future development when the timing is right.

Other initiatives by the City include constructing a hike and bike trail from the Bush Turnpike Station to the Parker Road Station and a trail connection from the Chisholm Trail across U.S. 75 using the Park Boulevard overpass. Plans for the former are nearly 75% complete and under review by TxDOT. It is hoped that the City's share of the funding can be included in the next bond referendum, currently proposed for May of 2009. The Park Boulevard overpass connection is currently planned for construction in 2010 if passed in the 2009 bond election. Design is also underway to upgrade 15<sup>th</sup> Street from G Avenue to U.S. 75. It includes an improved bicycle/pedestrian connection from Chisholm Trail at Spring Creek at 15<sup>th</sup> Street. It will link up with the current 15<sup>th</sup> Street project and complete the connection between Chisholm Trail and Downtown Plano. This facility will eventually be linked to the north-south bicycle/pedestrian trail from the Bush Turnpike Station to the Parker Road Station.

#### **“End-of-the-Line” Station Factors**

DART's 2030 Service Plan includes the extension of the rail line beyond the Parker Road Station, but provides no timeframe or service specifications. DART expects to construct an east-west rail connection from the Plano/Richardson area to the Dallas-Ft Worth International Airport before proceeding with a northerly extension. The cities of Allen, Fairview, and McKinney have yet to join DART and this impacts the timing and ability of DART to invest in the project. A commuter rail facility will be much less costly than a light rail service, but it will mean fewer trains, a greater distance between stops, and a major transfer facility at the Parker Road Station. At this point in time, the extension is unlikely to occur any sooner than 10 to 15 years.

The eventual extension of the rail line to the north will relieve the Parker Road Station of its “end-of-the-line” distinction and allow DART to reduce its parking facilities and consider opportunities for development around the station. The most successful transit-oriented developments along the DART light rail system occur at Mockingbird Station in Dallas and Downtown Plano. Neither of these are end-of-the-line stations and do not require the level of parking associated with the Parker Road facility. In fact, DART is working with a developer to convert a portion of its existing surface parking to structured parking, more retail space, and additional residential units. Mockingbird Station was a significant destination prior to the construction of the station with a considerable amount of office and residential development.

Downtown Plano was a developed area experiencing public and private revitalization and redevelopment efforts when its station opened. It already had the components of a pedestrian-oriented environment with a grid street pattern and short block lengths. As a “kiss and ride” station without parking for transit riders, redevelopment has been able to occur without relocating major parking areas.

End-of-the-line stations have been historically less likely to produce major Transit Oriented Development (TOD) projects. The East Dublin Transit Village is one the country's few successful end-of-the-line TODs. Located between Oakland and Stockton, California, it is part of the Bay Area Rapid Transit system. The East Dublin-Pleasanton Station includes 3,000 parking spaces. A major portion of the parking is located on the south side of the rail line, while the TOD is developing on the north side. (A description of the East Dublin Transit Village is attached.) Therefore, under the right conditions, an end-of-the-line station may produce favorable investment conditions for an urban center project.

Although prospects could change, the Parker Road Station area does not appear to offer the required components for a TOD in the near future. U.S. 75 and the local thoroughfares like K Avenue and Park Boulevard appear to be greater determinants of development type, intensity, and orientation in this area than the transit facility. This may change with the continued development of the U.S. 75 frontage properties and as prospective users begin to focus on other development opportunities. Whether or not this will be enough to overcome the station's parking issues is difficult to project.

The area located south of Park Boulevard is a greater walking distance from the station, about one-quarter mile, but it does not require the conversion of DART parking for development. A vacant, two acre tract immediately adjacent to Park Boulevard is owned by Collin County. Older industrial development is located between the county's property and the Haggard Addition neighborhood. This area could be developed with residential uses starting with higher densities adjacent to Park Boulevard and graduating to lower densities closer to the Haggard Addition at 22<sup>nd</sup> Street.

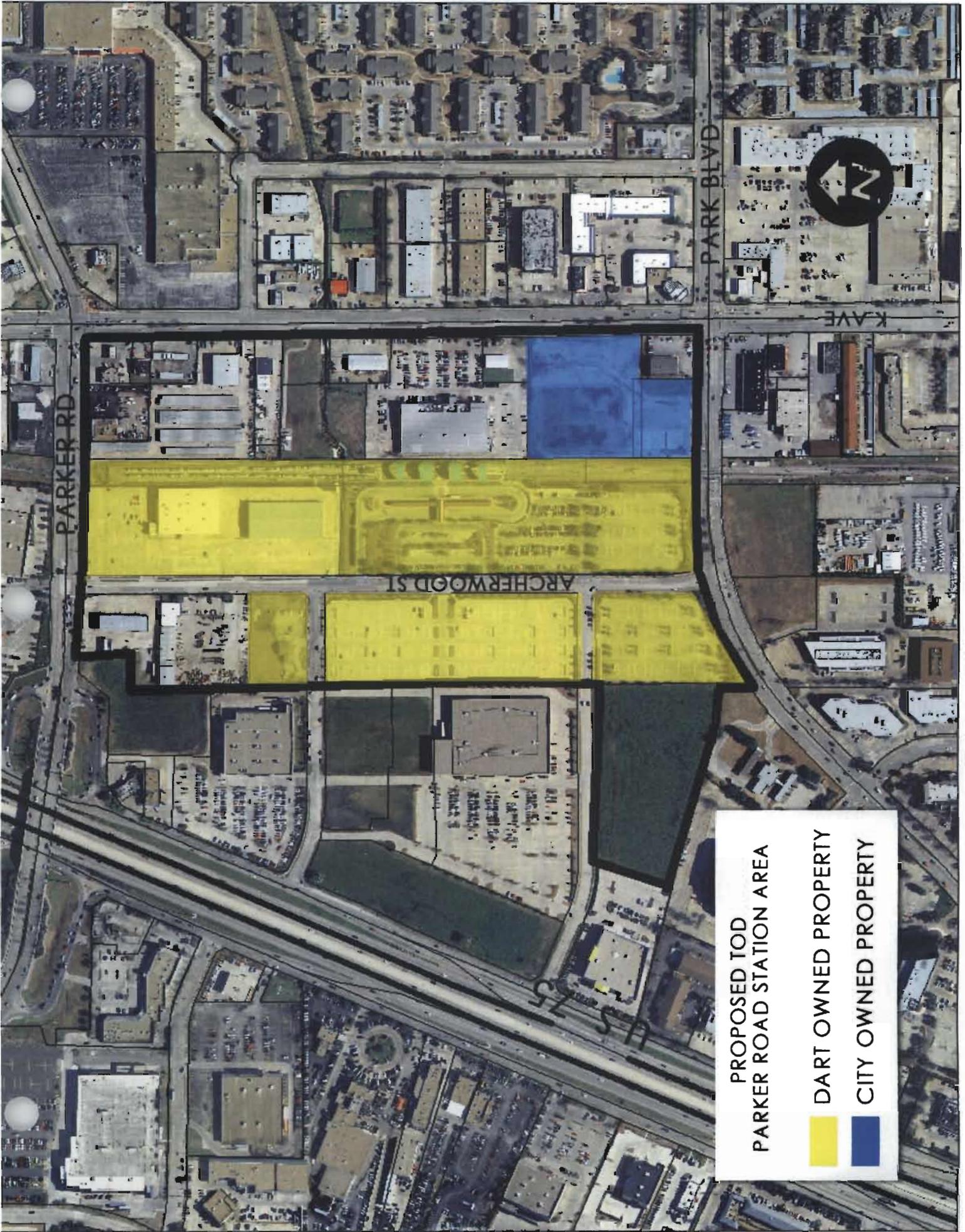
## **Summary**

The Parker Road Station area is well located and well suited for transit oriented development in many ways. It has good regional and local access via U.S. 75, Parker Road, K Avenue, and Park Boulevard. It is close to the Downtown Plano Station, yet far enough away that both locations can have high density core areas graduating downward to lower density residential uses. If DART had definite plans to extend the rail line northward within five years and eliminate its end-of-the-line standing, public and private approaches for the Parker Road Station area would be easy to define. Instead, the cities of Allen, Fairview, and McKinney remain non-members of DART and other priorities rank ahead of the northerly rail extension. As gas prices continue to increase, the prospects for locating businesses and residences near transit stations may increase; however, the Parker Road facility will continue to be an end-of-the-line station for at least ten to fifteen years.

Until DART extends rail service beyond the Parker Road Station, the City of Plano should focus on the following:

- Continue to work with DART to manage parking and accessibility to ensure that the transit facility functions effectively as an end-of-the-line station.

- Continue to identify opportunities to acquire and consolidate properties near the station to facilitate long term development. Where possible, establish interim uses on those sites that can be redeveloped when market conditions warrant.
- Consider rezoning the area surrounding the station to promote the development of uses that would be compatible with long term goals. Development standards should be similar to those proposed in 2002 to ensure that setbacks, building orientation, parking, and other standards would be consistent with an urban development pattern. This zoning may have to be modified over the years to accommodate changing trends and conditions.
- Consider rezoning the area west of the rail line between Park Boulevard and 22<sup>nd</sup> Street to accommodate apartments on the north and townhouses and patio homes on the south. With no need to relocate transit parking, this area could redevelop in advance of the property north of Park Boulevard. On the other hand, the current parcel configuration of this area could result in a fragmented development pattern consisting of both residential and industrial uses. Consolidation of the property under one or two owners and a common development plan would produce better results.



PROPOSED TOD  
PARKER ROAD STATION AREA

DART OWNED PROPERTY

CITY OWNED PROPERTY



Parker Road Station  
Secondary Study Area



Park Blvd

K Ave

Archerwood St

U.S. 75

## East Dublin Transit Village

### East Dublin Transit Village

Of the Bay Area Rapid Transit District's two dozen proposed transit villages, one of the more advanced is rising in dramatic fashion on a set of vacant lots at the Dublin-Pleasanton station—the last stop on a major east-west line. [This village is not to be confused with the West Dublin BART Station that was still in the planning stages in early 2007. The West Dublin station will be built about two miles west of the existing station (that inevitably will come to be known as the 'East Dublin Station.')

The (East) Dublin-Pleasanton station is an elevated platform located in the middle of the I-580 freeway that runs between Oakland and Stockton. The surrounding area is a prime development site, as it includes 90 acres of relatively flat land that is vacant except for surface parking lots that presently contain 3,000 spaces. All of the current planning involves the area north of the station and does not include two parking lots on the south (Pleasanton) side of the station.



By mid-2007, a total of 674 apartments and town houses were under construction, and plans were well along to build another 300 units. The master plan for the village calls for 1800 residential units, 70,000 square feet of retail, a hotel and 1.7 million square feet of office space. All four residential projects under construction front on busy Dublin Blvd—a 100-foot wide, pedestrian-unfriendly thoroughfare with three lanes in both directions.



Avalon Bay Construction is currently building a 1500-space parking garage on the north side of the tracks that will free up the adjacent surface lot



(Site C on map) for the final 800 units of housing. By June of 2007, the seven-story, \$42 million parking structure was about 50 per cent complete. When the parking structure is finished, the next phase of development will include 405 units of housing and about 25,000 square feet of retail.

Development of the transit village is a joint effort involving Alameda County, the City of Dublin, BART, and three independent developers (EAH, D.R. Horton and Avalon Bay).

**Transit Options.** Although the BART line into Oakland and San Francisco is the principal mode of conveyance, the transit center is also home to many bus lines serving Dublin, Pleasanton and surrounding areas. These include the Livermore Amador Valley Transit Authority (LAVTA), the Modesto Ace Express (MAX), the San Joaquin Regional Transit (SMART), and the Central Contra Costa Transit Authority (CCCTA).

The BART trains run every 15 minutes, providing direct service to downtown Oakland (30 minutes), downtown SF (45 minutes) and SFO Airport (1:15).

Bicyclists can use the Iron Horse Regional Trail to reach the BART Station. This 23-mile trail (eventually to be extended to 35 miles) connects East Bay communities all the way from Concord in the north to Dublin. Later the trail will be extended to Pleasanton and Livermore.



North Entrance to East Dublin BART Station



Camellia Place--Affordable housing at East Dublin BART Station

**Residential Projects.** San Rafael non-profit EAH completed the first residential project in 2006 when it opened **Camellia Place**—a 112-unit affordable housing development. This four-story structure contains 24 one-bedroom units, 53 two-bedrooms, and 35 three-bedrooms. Rents range from \$270 to \$1225 per month, depending on the income of the applicant (which can range from \$17,000 to \$50,000/year for a family of four).

Camellia Place tries to use small inset balconies to overcome the fact that the building is essentially a gated fortress. Parking is confined to the bottom level and is partially screened from view with a coarse iron mesh.



Elan at East Dublin Transit Village

**Elan** is an even larger, two-building undertaking on a 3.13 acre parcel just east of Camellia Place. This is ownership housing built by D. R. Horton that includes a total of 257 apartments and town homes. A large five-story building with 231 units overlooks Dublin Blvd, and a smaller 4-floor structure with 26 units fronts on a small lineal park at the rear of the complex. Unlike Camellia Place, the ground level will include units that have direct access to the sidewalks on Dublin and Demarcos Blvds.

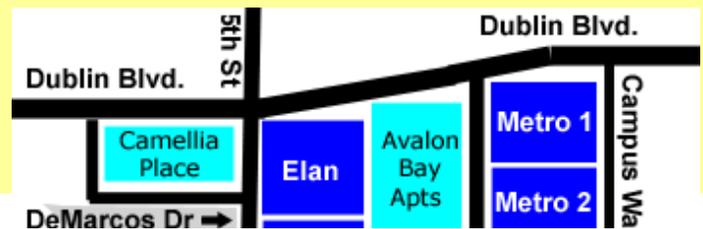
Elan homes range in size from 860 to 1556 square feet and start at about \$450/ft (\$450,000 for 1013 square feet, \$550 for 1200 sq ft, and \$700,000 for 1549 sq ft).



Avalon Bay @ East Dublin Station (u.c. in June 2007)

The third major project is **Avalon Bay@Dublin Station**, a 305-unit apartment complex located on a 3.57 acre parcel just east of Elan. This six-story development is scheduled for completion in 2008 and, unlike the two earlier projects, it will have a retail component in the form of 12,500 square feet of store frontage on Iron Horse Parkway. (See 'Retail and Office' below). Another 2,700 square feet will be utilized for a leasing office. The structure will have 500+ parking spaces.

A final project in the planning stages in 2007 is **The Metropolitan**—a 300-unit residential development that will be located at the SE corner of Dublin Blvd. and the Iron Horse Parkway (just east of Avalon Bay). The Metropolitan will be built on a 4.1 acre parcel between Iron Horse Parkway and Campus Drive. This area was



originally designated for office space, but it was decided to convert 300,000 sq ft of that allotment to residential uses. The housing component will consist of 18 one-bedroom flats, 206 two-bedroom flats, 46 three-bedroom flats and 30 two-bedroom town homes. The structures will contain 734 parking spaces at the rate 1.5 units/dwelling unit plus additional spaces for retail customers.



The Metropolitan will include two buildings:

(1) A 6-story structure (Building #1) with 155 homes and one level of parking that will front on Dublin Blvd. It will have individual entries for units fronting on Iron Horse Parkway and Campus Drive, while the frontage on Dublin Blvd will have underground parking partially screened from public view.

(2) A 7-story building (Building #2) just south of Bldg #1 that will front on Martinelli Blvd. It will have 145 residences on the top six floors and about 15,000 square feet of retail space on ground level. (See 'Retail and Office' below).

The remaining 800 units of housing will be built on Site C--the surface parking lot just south of the Elan and Avalon Bay. No construction will begin in this area until the 1513-unit parking structure is completed (to replace the spaces that will be eliminated by the construction on Site C).



Neighborhood retail in yellow

**Retail and Offices.** Varying amounts of retail have been projected for the transit village, and the current estimate is 70,000 square feet. There was considerable debate over the location of the retail that focused on two competing approaches: (1) A regional center that would front on Dublin Blvd and depend on drive-by automobile traffic for support or (2) Neighborhood retail that would be constructed within the transit village and would depend heavily on transit village residents and commuters.

Option two prevailed, and all of the retail will be located along that stretch of Iron Horse Parkway between Dublin Blvd and the BART station, as well as on a section of Martinelli Drive (on the ground floor of the Metropolitan). Avalon Bay and the Metropolitan will each contain about 15,000 sq ft, while the balance (a rather ambitious 40,000') will be built on Site C, mostly on the Iron Horse frontage. Early plans also called for a small component of retail on the ground level of the parking structure now under construction just east of the plaza that serves as the North entrance to the BART station. This second alternative would emphasize space for

restaurants and other food-purveyors.

When planning the retail on both sides of Iron Horse Parkway, planners have purposefully kept the retail some distance from Dublin Boulevard. On both the Avalon and Metropolitan buildings, the 200 lineal feet closest to Dublin Blvd will be lined with ground level residential units, while the retail will be located on the southern half of those two projects.

The transit village also contains a projected 1.7 million square feet of office space that will be built on the empty parcels east of Iron Horse Parkway.

**Parks and Green Space.** The area's most notable amenity is the Iron Horse Regional Trail, a 23-mile pedestrian and bicycle trail that connects Concord (in the north), Pleasant Hill, San Ramon, Danville and Dublin. Eventually it will be extended an additional 12 miles--south to Pleasanton and east to Livermore.

As of 2007, only one green space is available to Transit Village residents. This is in the form of a narrow, lineal park that runs east-west behind Elan and the Avalon Park apartments. It includes a small play area on

the east end as well as benches for pedestrians who grow weary from walking the length of the 600' park.

Eventually, the city plans to build a 12-acre park in the area; but it will be located on the north side of busy Dublin Boulevard, and transit villages residents may not be eager to make that trip, particularly if there are children in tow.



The Dublin Transit Station lineal park--Looking east

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# DART Rail Corridor

## K Avenue

### Background

Many longtime residents of Plano and the Plano area still refer to K Avenue as Highway 5, its designation as a regional state highway prior to the creation of U.S. 75 (Central Expressway) to the west. K Avenue continues to function today as a main commercial thoroughfare, and it has the longest length of unbroken commercial development in the city. The DART Rail (Red Line) lies between K Avenue and Central Expressway along the former Southern Pacific railroad corridor.

A variety of uses may be found along K Avenue, including industrial, automotive, retail, office, government, and residential. K Avenue's initial development pattern is a result of its legacy as a regional transportation corridor and its proximity to the former railroad. Industrial, manufacturing, and more intense commercial uses developed along the former railroad corridor. As commercial growth moved westward in Plano, the lower land prices along K Avenue, in conjunction with the existing industrial development, made it the favored location for automotive repair, car sales, service contractor, and other uses requiring outdoor display and storage space.

The construction of the DART Rail and the Bush Turnpike, Downtown Plano, and Parker Road stations has brought increased attention and change in the development patterns along the K Avenue corridor. Between the stations, there have been new construction and redevelopment of existing properties for retail, office, service, and automotive uses. Downtown Plano has also experienced new construction and redevelopment for residential uses and for retail, restaurant, office, and service nonresidential uses.

With redevelopment and revitalization occurring in downtown Plano and around the DART stations, City Council and the Planning & Zoning Commission began reviewing design and land use issues along K Avenue at its retreat in 2003. Concerns have been raised over the years that the K Avenue corridor has not benefited from nor responded to the presence of the rail stations. At the 2003 retreat, discussion centered on the best approach to streetscaping and land use issues.

### Actions Since the 2003 Retreat

Two city funded entry-feature projects have been completed. One entry feature is located at Parker Road and K Avenue; the second is located at the southern couplet where K Avenue and Municipal Avenue (L Avenue) split. The southern end of K Avenue from south of 14<sup>th</sup> Street to the Bush Tollway has been rezoned to the Light Commercial zoning district, eliminating the different industrial zoned districts that applied to that section of the corridor.

## **Issues**

**Commercial Corridor** – K Avenue's primary function is still as a commercial corridor. The corridor remains as one of the few areas within in Plano where automotive, construction, and service uses can still locate. As a result of this, and due in part to the expansion of the more restrictive Downtown Business Government zoning district and the Corridor Commercial zoning district along Central Expressway, the K Avenue corridor has continued to attract these types of uses.

New development activity has been limited on the southern end of K Avenue. The proximity of this segment of K Avenue to the Bush Turnpike station should ultimately increase its development potential. However, the lack of direct access to the Bush Tollway, the change from industrial zoning to Light Commercial zoning, and the distance from residential areas continue to be constraints to development of the southern end of the K Avenue corridor.

**Aesthetics** – Between the west side of K Avenue and the DART Rail right-of-way, properties are comparatively shallow in depth. Expansion of K Avenue in the 1980s further decreased the parcel depths on both sides of the thoroughfare, causing some existing buildings to become within current building setbacks. Much of the development along K Avenue predates landscaping requirements and has minimal or no landscaping. Increased thoroughfare rights-of-way widths have added to the difficulty of redevelopment and new construction to accommodate current landscaping, parking, building setback, and other development standards. Despite these constraints, redevelopment and new construction have occurred within the corridor and have provided an enhanced streetscape aesthetic. An example of this is the remodeling of the former Kmart property at the southeast corner of K Avenue and Parker Road, with its new landscaping that exceeds current landscaping requirements.

## **Summary**

K Avenue's role continues to be as a major commercial corridor. Its development pattern is responsive to the vehicular traffic that passes along the corridor each day, rather than the DART rail corridor. The areas along K Avenue most likely to be influenced by development around the DART stations have been included in the Business Government zoning district and in planning efforts for the area near the Parker Road station. Over time, these zones of influence could expand; however, this may take many years. In the near term, the city's efforts are best directed at improving the streetscaping and appearance of the corridor. As properties redevelop and landscaping is installed to meet today's requirement, the corridor's appearance will improve. If more immediate results are desired, the city could initiate a streetscape improvement program to add wider sidewalks, street trees and special lighting.

## DART Rail Corridor

### **Brownfields Stewardship Fund/10<sup>th</sup> Street Industries Properties**

These two properties, located on 10<sup>th</sup> Street between the Cottonbelt Railroad and the DART rail line (see map), are formerly the home of U. S. Brass/Capital Wire and Cable operations. The Brownfields Stewardship Fund owns the property on the south side of 10<sup>th</sup> Street, which contains about 400,000 square feet of vacant building space, the majority of which was built in 1952. 10<sup>th</sup> Street Industries owns the property on the north side of the street, and operates a metal plating business in an 111,000 square foot facility built in 1977.

The area's proximity to the Downtown Plano DART station, its location at the intersection of the Cottonbelt rail line and the DART light rail line and a lack of manufacturing tenants have generated interest in reuse and redevelopment of the two properties. The Brownfields Stewardship Fund, in particular, is interested in redevelopment of its land. The Fund is a non-profit organization that acquires contaminated industrial properties and remediates them for reuse. Contamination on the property has been cleaned up and the site has received clearance from the Texas Commission on Environmental Quality for use for commercial and residential purposes. The Fund has sought a tenant(s) for the existing buildings, but hopes to eventually redevelop the property for mixed-use development with a residential component.

### **Redevelopment Issues**

DART Rail Access – the properties' location between the two rail lines would appear to make them a natural site for a future rail station. However, the short distance between the Downtown Plano and George Bush Turnpike stations makes it unlikely that DART will wish to add another station at this location. DART staff has also indicated that with the mode of train service (commuter rail with diesel engines, light rail, or a future innovation) on the Cottonbelt line still unknown, it is premature to speculate about future station locations. It is likely that the George Bush station or the Parker Road station will serve as the location for a change in the mode of travel.

Street Access -- 10<sup>th</sup> Street serves as the major point of access from K Avenue to the two properties today. It transitions to become 11<sup>th</sup> Street as it goes through the Douglass community to the U. S. Highway 75 frontage road. Additional access to the east towards K Avenue is blocked by the DART rail line, which is elevated at this location. A single driveway connects the Brownfields Stewardship Fund property to F Avenue to the south. Existing office/warehouse developments are a barrier to the south, and any new streets or drives to F Avenue would have to cross a rail spur property owned by the City of Richardson. If redeveloped, care must be taken to design access points that do not direct additional traffic through the Douglass Community.

Hike and Bike Trail System – The Parks and Recreation Department is presently designing a trail system that will link the Parker Road DART station to the George Bush Turnpike station. Since the DART rail right-of-way is too narrow in this section to accommodate the trail, it will run along the streets through the Douglass community. Although not immediately adjacent to the two properties, the trail system will provide access to the two DART stations for bicyclists and pedestrians.

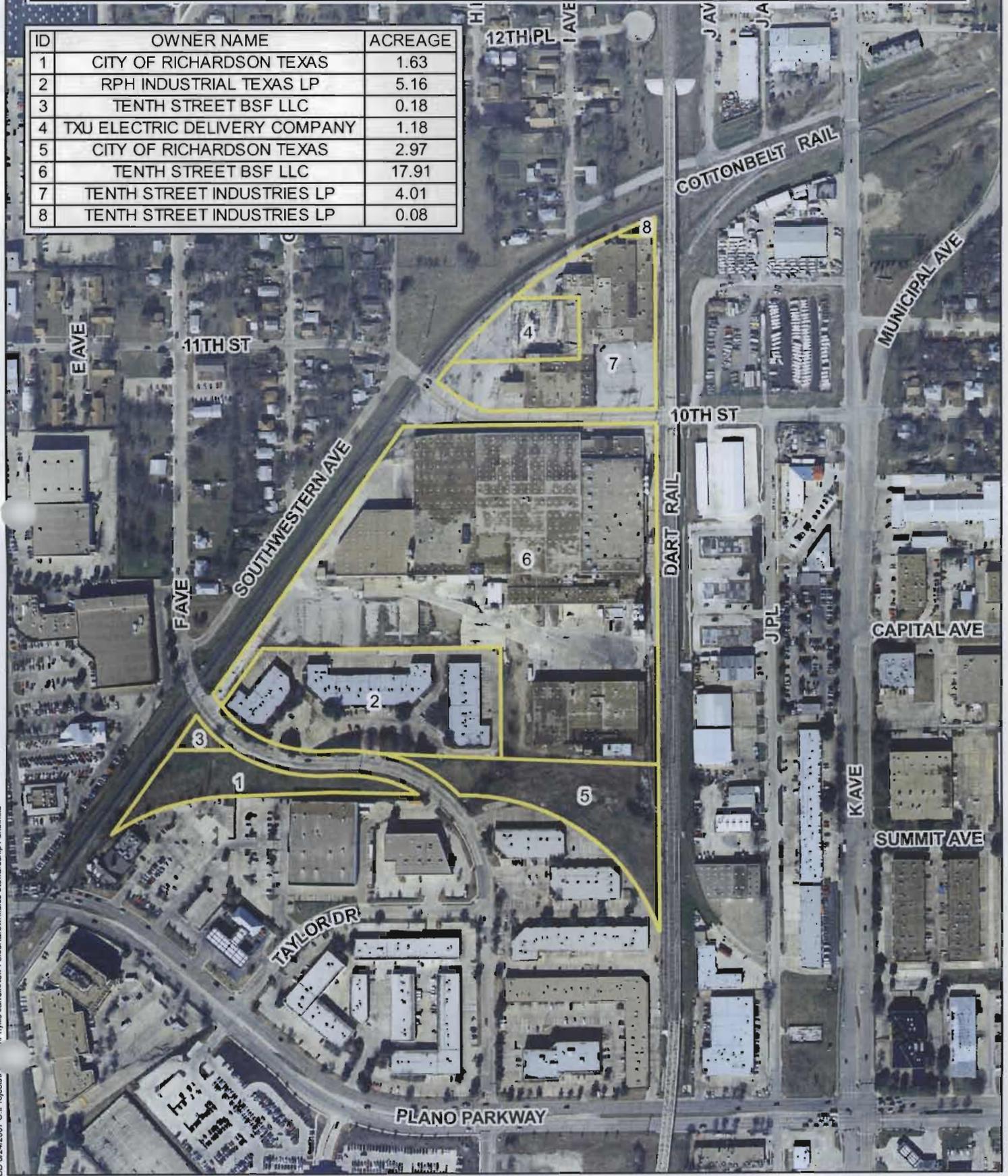
Redevelopment of obsolete industrial properties is a frequent undertaking in older cities with a historic manufacturing sector. Plano has few tracts that fall into this category. The Brownfields Stewardship Fund/10<sup>th</sup> Street Industries properties represent an opportunity for redevelopment of underutilized land as well as capitalizing on the presence of DART rail service to revitalize the K Avenue corridor. Although not serving as the initiator of development on the properties, the City can act as a partner to facilitate the owners' future redevelopment plans.



# Brownfields Stewardship Fund /10th Street Industries Properties



ID	OWNER NAME	ACREAGE
1	CITY OF RICHARDSON TEXAS	1.63
2	RPH INDUSTRIAL TEXAS LP	5.16
3	TENTH STREET BSF LLC	0.18
4	TXU ELECTRIC DELIVERY COMPANY	1.18
5	CITY OF RICHARDSON TEXAS	2.97
6	TENTH STREET BSF LLC	17.91
7	TENTH STREET INDUSTRIES LP	4.01
8	TENTH STREET INDUSTRIES LP	0.08



## Research/Technology District

In May 2007, staff presented an overview and status report on the Research/Technology (RT) District to City Council and, at that time, Council members voiced concerns about the lack of retail and restaurants in the RT and about the appropriateness of the district's boundaries. The City Council requested that the Planning & Zoning Commission explore these issues and develop some options for further discussion. The options the Planning & Zoning Commission recommends for consideration are described below. Additional information about the district and other options that were considered can be found later in the document.

**Issue 1: There is a lack of Retail/Restaurant uses to support employees working in the RT district** – Retail and Restaurant uses are now allowed within the district. The Planning & Zoning Commission suggests that to maintain the integrity of the district these regulations should not be altered. Individual rezoning requests from property owners to allow these uses should be considered. Priority should be given to properties with frontage on George Bush Turnpike or Renner Road because these areas, which are highly visible and accessible, are better suited for successful restaurant and retail uses than other parts of the district. The Commission recommends that criteria be established for evaluating such requests. General concepts around which these criteria could be established are:

- Limiting the types of retail/restaurant uses allowed in the area by excluding superstores, restaurants with drive-through facilities, etc.
- Limiting the location of retail/restaurant uses to an area within a maximum distance from the Bush Turnpike and Renner Road rights-of-way.
- Limiting retail/restaurant uses to a maximum land area or floor area within the area rezoned.
- Not allowing residential or mixed-use development in this area.

Criteria should be clear, concise and objective. They will also need to be general enough to allow property owners flexibility to present proposals that are realistic and consistent with changing market and development trends.

**Issue 2: Are the RT zoning district boundaries still appropriate?** The Planning and Zoning Commission recommends that the area east of Los Rios Boulevard, south of 14<sup>th</sup> Street and north of the Cottonbelt Railroad right-of-way (please see attached map) should be considered for removal from the RT district and rezoned to a more flexible classification such as Light Commercial (LC) or Light Industrial-1 (LI-1). Reasons for considering this action include:

- There has been no interest shown in the last few years for developing this area with RT uses.
- This area is nearly two miles from the Bush Turnpike and the recent realignment of 14<sup>th</sup> Street and Plano Parkway further reduces its accessibility and visibility.

- The railroad right-of-way establishes a clear point of separation between this area and the remainder of the RT district.
- The noise impact of the police firing range is significant for this area and LI-1 and LC zoning would permit uses that may be more accepting of this condition.

Despite developer interest, the Commission does **not** recommend rezoning the area south of Plano Parkway and east of Los Rios Boulevard for residential or other uses. The extension of Plano Parkway occurred only thirteen months ago and it is likely to improve the opportunities for RT uses in this area; it would be prudent to allow more time to assess the impact of the new roadway before considering rezoning. PISD's recent purchase of a site for a future middle school in this area should not impact the city's decision as campus office and light manufacturing uses planned for the RT district are certainly compatible with school facilities.

### **Background Information**

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The Research/Technology Center (RT) District was designated in 1998 to create a low density employment center consisting of office, research and development facilities, and limited assembly operations.

### **Allowed Uses**

Examples of uses allowed in RT zoning are:

- Office – Professional/General Administrative
- Office Center
- Office-Showroom/Warehouse – Warehouse component limited to 70% of floor area (70% limit does not apply to uses existing prior to adoption or with site plan approved prior to adoption.)
- Medical Office
- Hospital
- Church
- School
- Restaurant/Cafeteria – Limited to 10% of built floor area of a development, freestanding restaurant must be at least 5,000 square feet of floor area
- Retail – Allowed as incidental use and limited to 10% of built floor area of a development
- Hotel/Motel
- Manufacturing -Light Intensity & Medium Intensity – Allowed by right
- Manufacturing -Heavy Intensity – Allowed by SUP

### **Uses Not Permitted**

Examples of uses not allowed by RT zoning but permitted under the previous zoning of the properties are:

- Retail and restaurant uses - Allowed by right with no restrictions

- Warehouse/Distribution Center
- Wholesale Storage/Warehouse
- Truck Terminal
- Heavy Truck Sales
- Theater-Neighborhood
- Theater-Regional
- Superstore
- Portable Building Sales

### **Special Standards**

Examples of standards established specifically to address the intent of the RT district are:

- **Landscaped Area (including sidewalks and hardscape treatments)** – minimum of 20% of total land area
- **Maximum Loading Spaces or Berths** – 4 for first 20,000 square feet, 1 for each additional 10,000 square feet, maximum of 12
- **Screening of Loading Spaces or Berths** – must use building orientation, wing walls, and/or landscaping to screen views from streets and other properties
- **Delivery vehicles** – no onsite storage of delivery vehicles
- **Signage** – no pole signs, monument type only
- **Height** – maximum of 20 stories with residential setback slope

### **Previous Actions Involving the District:**

**1997** – Eastern Plano Development Task Force report – “10 Big Ideas for Eastern Plano” – Idea No. 6 proposes the creation of a technology center in southeastern Plano to attract high technology, employment-generating businesses to the area.

**1998** – City Council adopts an amendment to the Zoning Ordinance creating a new district designation –“Research/Technology” (RT) and rezoning 1100 acres in southeastern Plano to RT from various zoning categories, primarily Light Industrial-1 (LI-1). The new zoning was more restrictive and intended to reserve property for manufacturing and office uses and shift development away from warehousing and distribution, automotive repair, and retail uses.

**2000** – Council denies request to rezone northeast corner of President George Bush Turnpike for retail development.

**2002** –Council adopts an amendment increasing the allowance for loading facilities.

**2003** – Council denies request to rezone southwest corner of Los Rios Boulevard and 14<sup>th</sup> Street for retail development. The proposed shopping center is later developed at the northwest corner which is already zoned Retail.

**2004** – Owners of property on the south side of 14<sup>th</sup> Street between Plano Parkway and Rowlett Creek ask P&Z to consider other zoning options for their properties. After considerable evaluation, the Commission decides not to call a public hearing to consider rezoning.

**2005** – Council adopts amendments to the Zoning Ordinance creating three “Manufacturing” use categories and allows two of those categories by right in RT zoning and one by Specific Use Permit (SUP). This reduces confusion related to the types of manufacturing that are appropriate for the district.

**2006** – Owners of property on the south side of 14<sup>th</sup> Street, west of Plano Parkway and north of the Cottonbelt Railroad right-of-way ask P&Z to consider changing the zoning of their properties back to LI-1 or another district category that would permit a broader range of uses. P&Z decides not call a public hearing to consider rezoning.

### **Summary of Options Considered During the Planning and Zoning Commission Work Sessions**

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On May 29, 2007, city staff presented to City Council an overview of the RT district, including current development and occupancy status, and conditions that may relate to its long term success. The City Council then requested that the Planning & Zoning Commission review the RT district and develop recommendations concerning the following issues:

- 1. Retail/Restaurant Uses** – Are there reasonable zoning options for encouraging the addition of retail and restaurant uses in the RT district without negatively impacting the original intent of serving as a major employment center focused on office and light manufacturing uses in a low intensity campus environment?
- 2. RT District Boundaries** – Are the current district boundaries appropriate? Are there areas that should be added to or removed from the district and given another zoning designation(s)?

In response to the City Council's direction, the Planning & Zoning Commission held three work sessions in July and August to review current conditions in the district, discuss the above issues, identify and evaluate options to address these issues, receive input from stakeholders, and develop preliminary approaches for discussion at the annual City Council/P&Z Retreat on September 11, 2007. Those options, the pros and cons relating to each, and preferred approaches are outlined below.

### **Considerations - Restaurant and Retail Uses**

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While the development of both restaurant and retail uses is going to be highly dependent on market conditions, from a regulatory standpoint some options the city can consider are:

**Option 1: The City could initiate rezoning for specific locations.**

**Pros**

- This option would allow locations to be established in response to specific objectives for the RT area.
- This option provides more standardized requirements than just responding to property owner requests would (see below).

**Cons**

- This option could place the city in the position of selecting one property owner over another.
- If the criteria are based on proximity to regional roadways or major intersections (the most obvious characteristic to look for), the choices would be very limited and those property owners may not be interested in restaurants/retail.

**Option 2: The City could rezone land based on appropriate requests from property owners.**

**Pros**

- Property owners could make the decision to request rezoning in order to develop additional uses on their properties.
- The city would not be in the position of determining the approach that individual property owners should take.

**Cons**

- The city would need to develop sound criteria for considering requests in advance or face being caught in a “first come, first served” situation.
- Developers could present a proposed plan with intended users. However, the zoning is property-based and the tenants, site layout, and building design could change before the property is actually developed.

**Option 3: Allow 10% for restaurant and/or retail uses to occur in advance of the development of the remaining 90% of the property.**

**Pros**

- The property owner would still have to establish a plan for the entire site and eventually build the remaining square footage (for primary uses allowed in the district).
- The change could be addressed by a text change to the ordinance and not a series of individual rezoning cases.
- Property owners could present proposals when they have an actual user in mind.
- Most light manufacturing/office buildings/projects are in the range of 50,000 - 100,000 square feet and this would allow for maximum of 5,000 -10,000 square feet of restaurant or retail space in the same building or adjacent to it.

## Cons

- This approach could encourage the submittal of unrealistic development plans for a site. Applicants may maximize the square footage for other uses in order to increase the 10% allowance for restaurant/retail uses. When the time comes for development of the remainder of the property, it will be difficult to force the development to occur at the square footage necessary to obtain the 10%:90% ratio. (It may be appropriate to establish a maximum square footage for restaurant/retail on any one development in addition to the 10% allowance.)
- This could result in property owners trying to “swap” square footage to locate several restaurants at a single location.

**Option 4: Permit restaurants by right or by Specific Use Permit without applying the 10% rule. (Continue to apply 10% to retail.) Freestanding restaurants could also be limited to a minimum square footage, with no drive-through facilities.**

## Pros

- This option assumes that restaurants are the most critical missing component in the RT district and that that employees can find grocery stores and other retailers in proximity to the district when traveling to or from work.
- It is unlikely that many more restaurants will be built in this area of the city, except perhaps along the George Bush Turnpike frontage. Other locations in the district simply do not have the visibility or regional/local access to accommodate both daytime and evening clientele.
- Requiring SUPs would allow City Council and the Planning & Zoning Commission to review projects on an individual basis.

## Cons

- Lifting the 10% requirement could allow a particular site to be developed entirely for restaurant and/or pad sites. There would be more control with the SUP process, but the city would need to establish some guidelines or standards based on the size of the property or the distance between restaurants.

## **Considerations - District Boundaries**

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In the past few years there have been a number of institutional and religious uses built in the RT district. In addition, several properties have been purchased for development with an institutional use (a new Plano Independent School District middle school and several religious uses – please see attached map). Questions have also been raised about accessibility, visibility, and site conditions of certain properties relative to low intensity office and manufacturing uses. Another factor is the noise impact of the Police Academy’s outdoor firing range on properties near its location at the southeast corner of 14<sup>th</sup> Street and Plano Parkway on many types of uses. These issues have prompted an inquiry about the appropriateness of district boundaries. The main consideration is whether these areas still meet the purpose for which the district was created or if it would be more appropriate to retain the core area of the RT district and to rezone these areas.

Based on the current availability of undeveloped tracts of land in the district, the Planning & Zoning Commission does not recommend expanding the boundaries of the RT district. It did consider removing two areas from the district as noted below:

**Option 1: Remove the properties north of the railroad right-of-way (RR ROW), east of Los Rios Boulevard and rezone to Light Commercial (LC) or Light Industrial-1 (LI-1).**

**Pros**

- These properties are approximately 1¾ to 2½ miles from the George Bush Turnpike and separated from the rest of RT by the RR ROW.
- The landscaping and setback requirements associated with LC or LI-1 would be more accommodating to development of the smaller tracts of land in this area.
- The properties would not be facing single-family residentially zoned land like those RT properties located north of the RR, west of Los Rios Boulevard.
- LC and LI-1 would provide for a broader range of uses, some of which would be less dependent on regional access and visibility than those in RT zoning.
- Some LC and LI-1 uses are less likely to be affected by noise conditions in the area.

**Cons**

- The properties east of Plano Parkway on the south side of 14th Street would be very visible to traffic heading west on 14th Street to Plano Parkway and through the center of the RT district.
- This would remove 104± acres of land from potential RT development. (It should be noted that a significant portion of the property on the south side of 14th Street, east of Plano Parkway has significant topographical conditions that will affect its development capacity.)

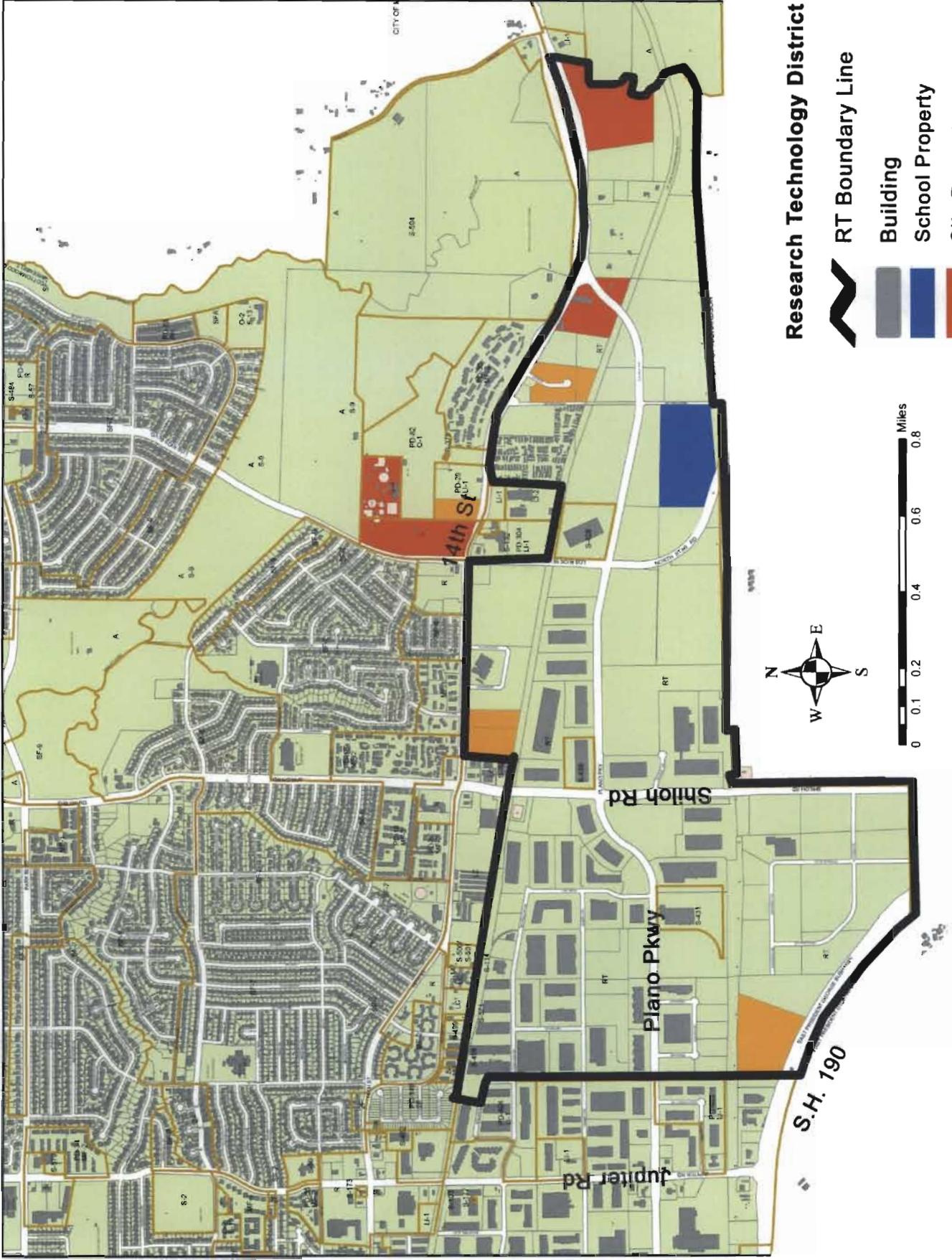
**Option 2: Remove the properties located on the south of Plano Parkway, east of Los Rios Boulevard and rezone them to Single-Family Residence Attached (SF-A), Patio Home, or another single-family category.**

**Pros**

- PISD has recently purchased a middle school site on the west side of Bradshaw Road, south of Plano Parkway.
- The property to the south in Richardson is zoned and developed as single-family.
- Placing residential development in proximity to RT development with its strict standards should not be a negative factor.
- There appears to be an immediate demand for residential development in the area.

## Cons

- The middle school property and the residential development to the south In Richardson would not be negatively impacted by nearby RT development with its strict standards and should not be considered as a reason to change the zoning for residential use.
- The extension of Plano Parkway to 14th Street and the realignment of 14th Street increases access and visibility to this property making it a better candidate for RT uses. RT development may take longer to materialize than residential, but it would be consistent with the Comprehensive Plan and the city's intent to preserve suitable, well-located sites for future economic development.
- This approach would remove 177 acres of land from potential RT development.
- The City has no plans for additional facilities such as parks, libraries, fire stations, and other public facilities to serve residential development in this area.



**Research Technology District**

 RT Boundary Line

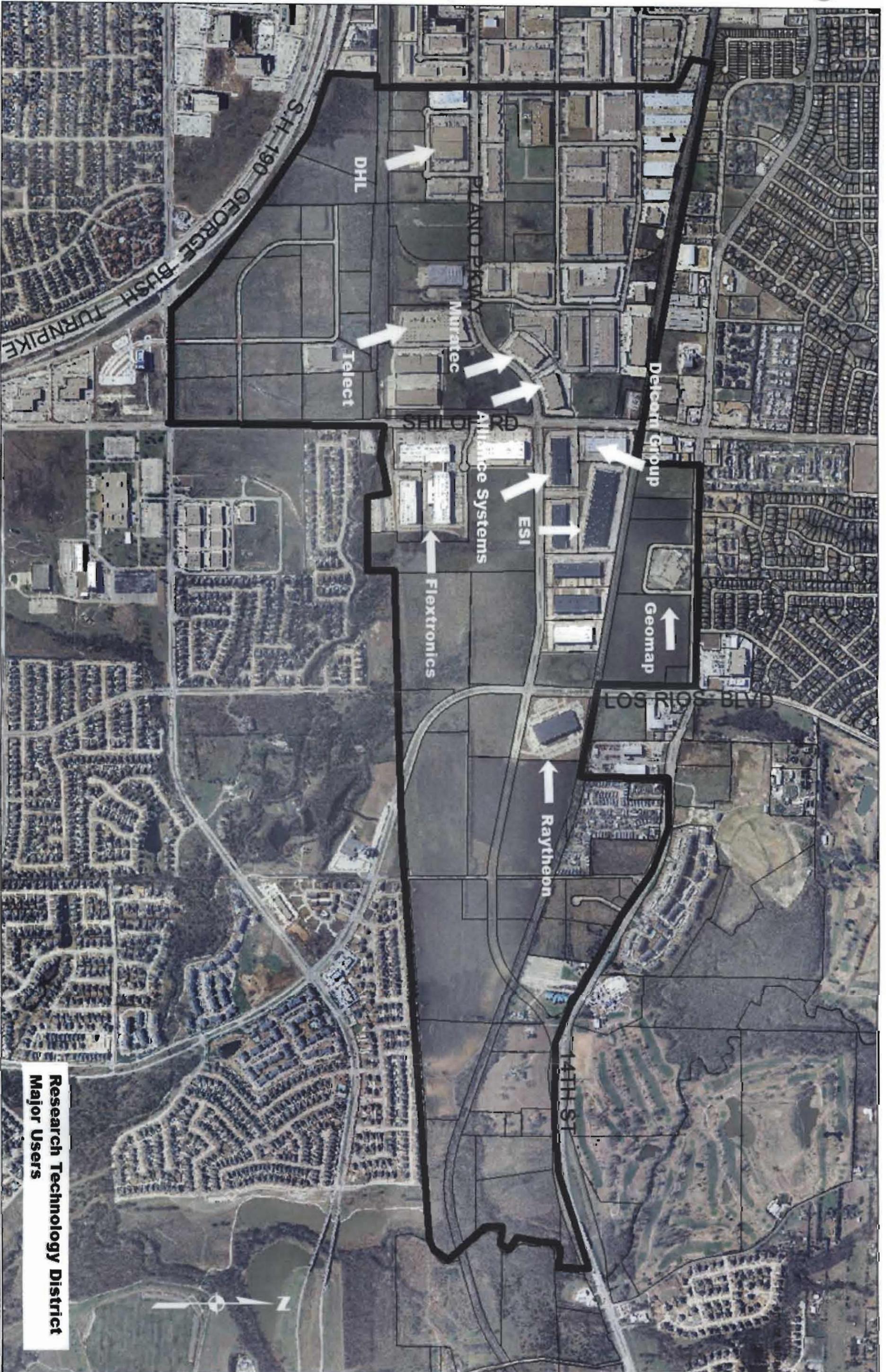
 Building

 School Property

 City Property

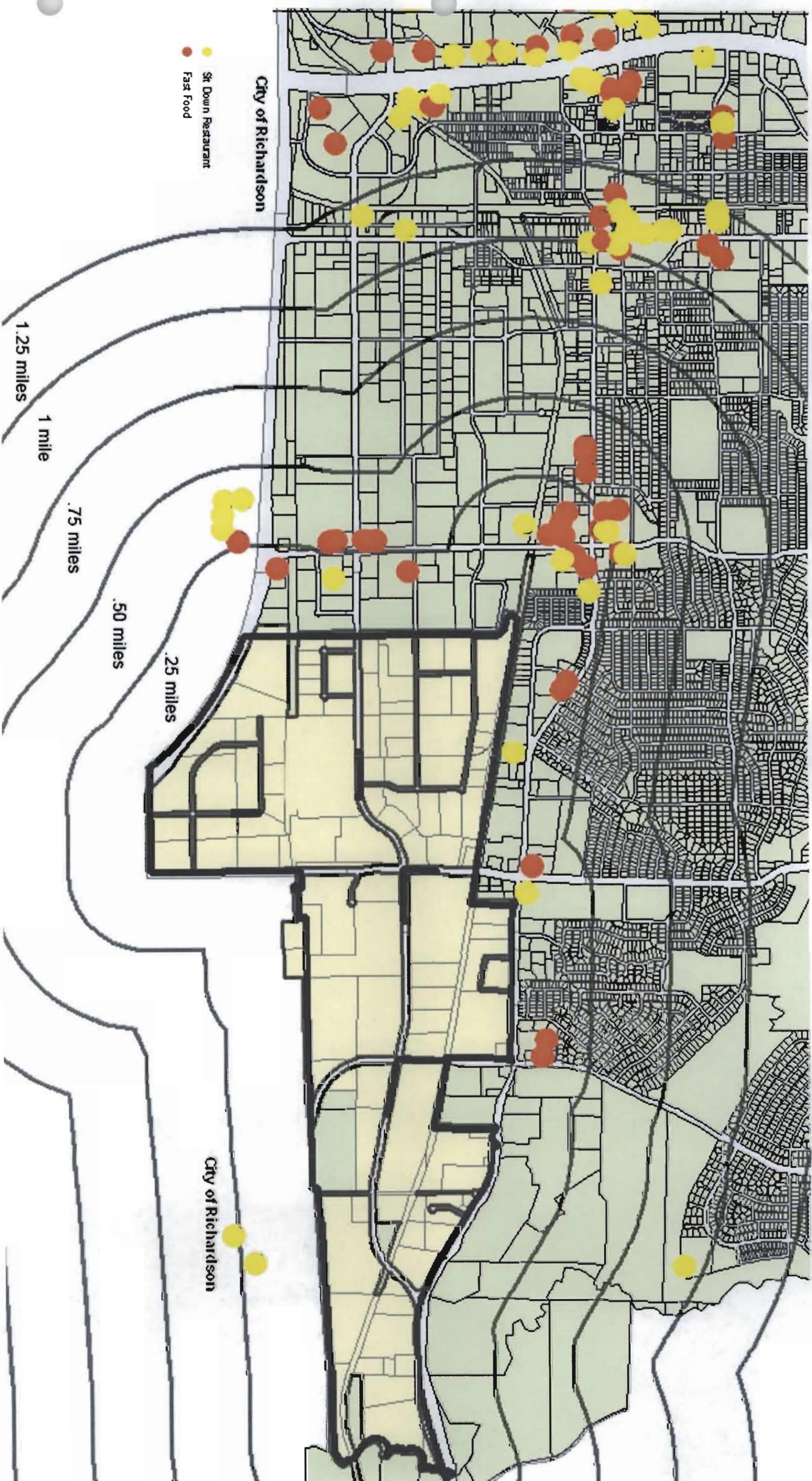
 Religious Institution Property



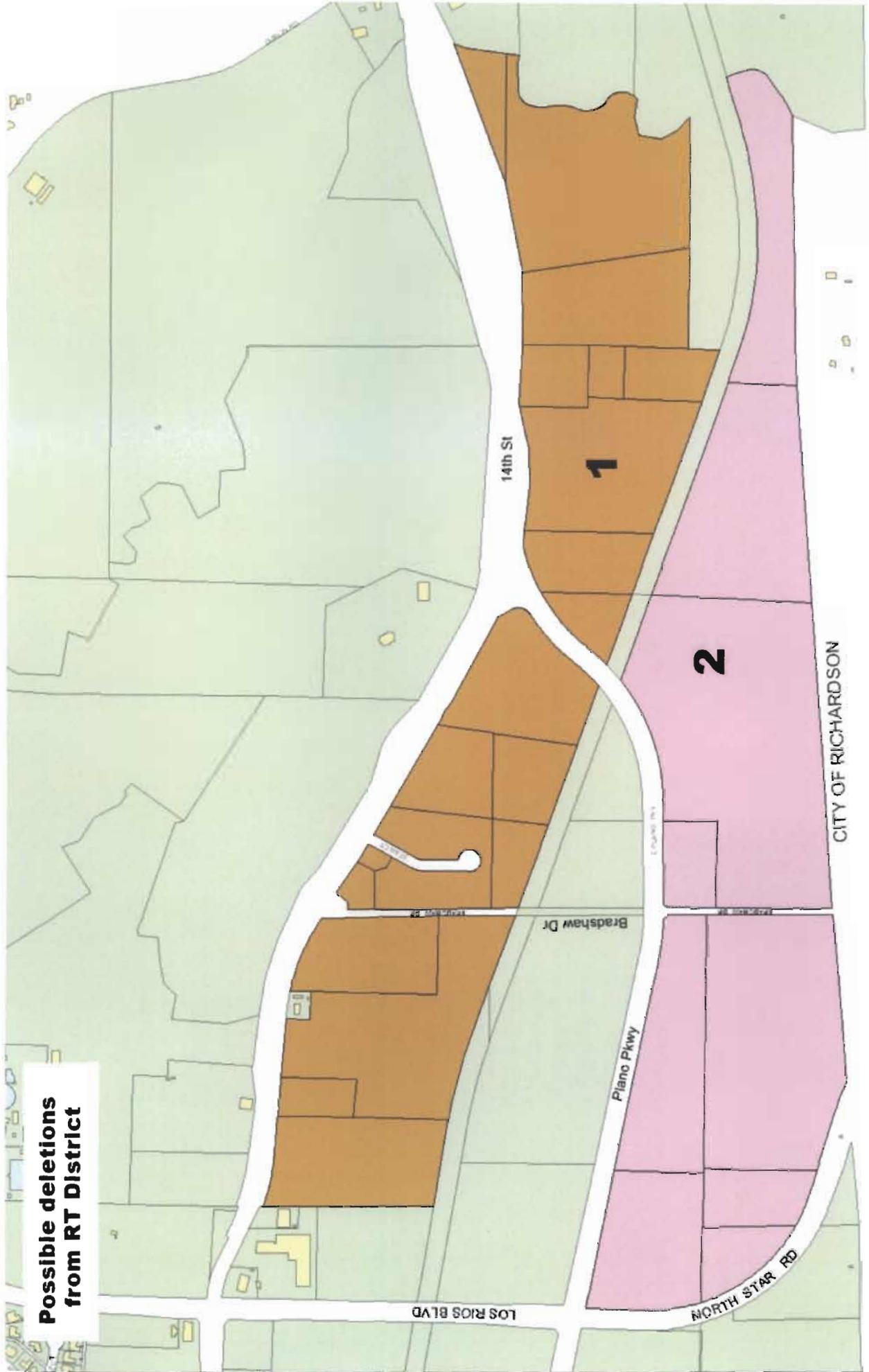


**Research Technology District  
Major Users**

# RESEARCH/TECHNOLOGY CROSSROADS AREA RESTAURANTS



**Possible deletions  
from RT District**

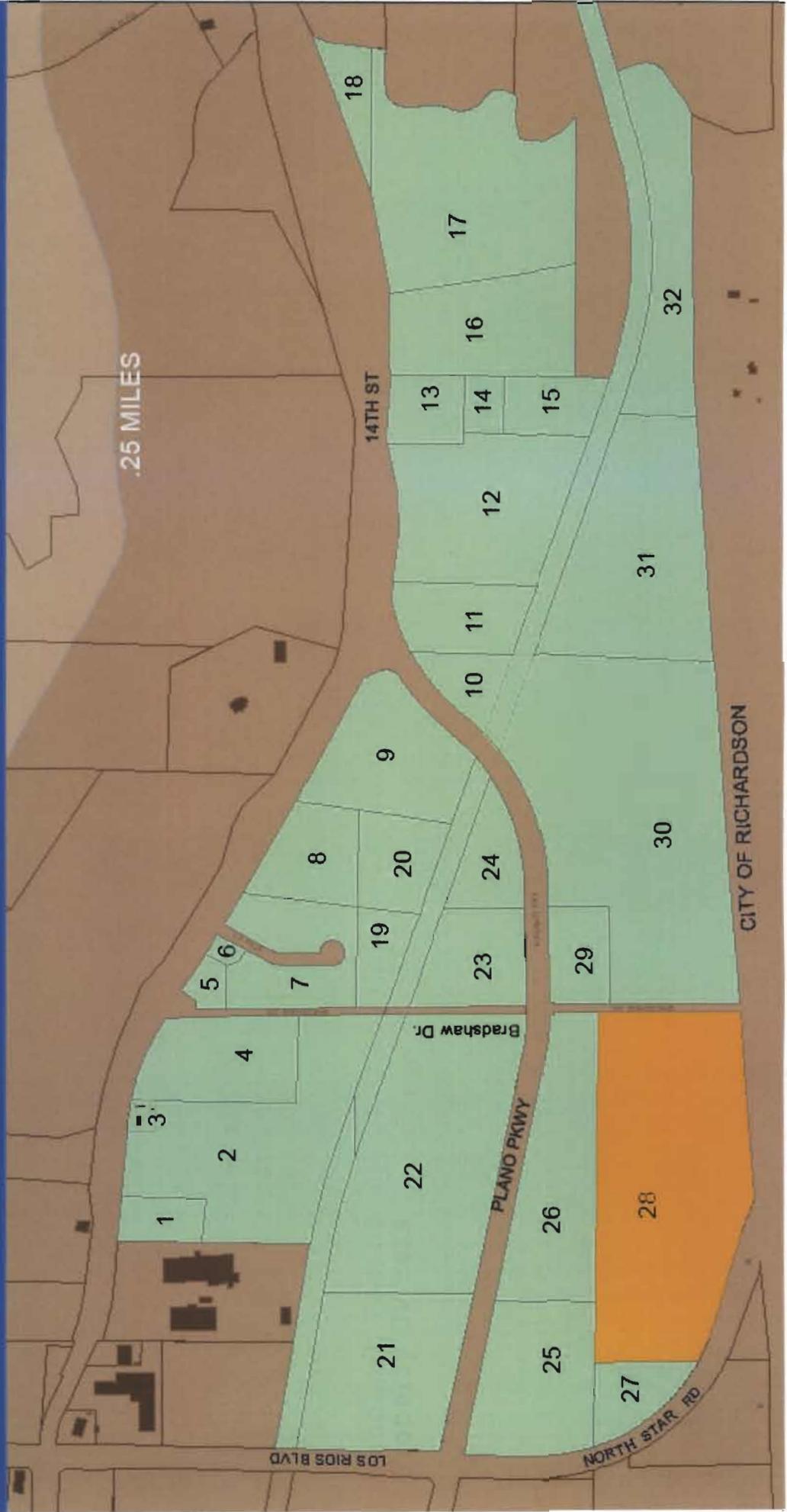


# Research Technology District - East of Los Rios Blvd Property Owners

- 1. NELSON DIANE REVOC LIV TRUST
- 2. COTTONWOOD GROVE MANUFACTURED HOME COMMUNITY
- 3. COTTONWOOD GROVE MANUFACTURED HOME COMMUNITY
- 4. ROGER LAWLER
- 5. 544 JOINT VENTURE
- 6. SUNSET CORP
- 7. EAST PLANO ISLAMIC CENTER
- 8. MAJESTIC CAST INC
- 9. CITY OF PLANO
- 10. CITY OF PLANO
- 11. CITY OF PLANO
- 12. MELODY BURTON

- 13. DALE BURTON
- 14. HAROLD WARNICK
- 15. RONNIE RUSHING
- 16. THOMAS JETER
- 17. CITY OF PLANO
- 18. CITY OF PLANO
- 19. EAST PLANO ISLAMIC CENTER
- 20. MAJESTIC CAST INC
- 21. GLENDALE HTS LLC
- 22. ST LOUIS SW RAILROAD
- 23. INDUSTRIAL DEVELOPMENT INTERN
- 24. INDUSTRIAL DEVELOPMENT INTERN
- 25. DISTRIBUTION CENTER LTD
- 26. ST LOUIS SW RAILROAD

- 27. CATELLUS LAND & DEV CORP
- 28. CATELLUS LAND & DEV CORP
- 29. INDUSTRIAL DEVELOPMENT INTERN
- 30. INDUSTRIAL DEVELOPMENT INTERN
- 31. INDUSTRIAL DEVELOPMENT INTERN
- 32. TXU ELECTRIC



# **PLANNING AND DEVELOPMENT ISSUES**

## **UPDATE OF THE LAND USE AND TRANSPORTATION ELEMENT**

### **Introduction**

The Land Use and Transportation Elements of the Comprehensive Plan are updated every two to three years. These are the most important elements of the document as they guide decision makers in regarding development of the City.

Several important issues have surfaced in formulating the first drafts of the two elements. However, there are two topics that serve as a carry over from the Lego land use planning exercise conducted at the 2006 retreat that serve as a starting strategy point for additional discussion. These two issues are regional population growth and preservation of land for future economic development opportunities.

### **Population Growth**

Plano's present zoning designations and long range land use assumptions yield a population of 269,900 people that could be achieved by the year 2020. However, the North Central Texas Council of Governments (NCTCOG) estimates that the region will add another 3 million people by the year 2030. Where will they live and work? The cost of new infrastructure to support the additional population growth is mind boggling. Not all of the growth can occur on undeveloped land located around the periphery of the Metroplex. Some of it will need to take place within existing urban development of the region. What if Plano were to accommodate 1% of the anticipated population growth, an additional 30,000 people? Is there enough land to accommodate them? Where is it located? What are the benefits of doing so?

### **Benefits and Drawbacks to Additional 30,000 Residents**

There are several advantages for Plano to consider accommodating an additional 30,000 people. First, many people would like to live in the City due to quality educational opportunities found here along with a convenient location to employment and cultural opportunities within the Dallas-Fort Worth region. Second, more people living in Plano would help the viability of the retail centers in the City. Additional households will require more service businesses. This could mean additional tenants to occupy space at underperforming retail centers. Finally, having more people who work in Plano live in the City would help to address the jobs/housing imbalance we currently face and mitigate traffic congestion on the region's expressway system.

There are some drawbacks to consider as well. One is increased traffic on the major thoroughfares with more people living Plano. However, this situation is going to occur regardless of population increase due to continued growth in neighboring cities. Another issue to consider would be water and sewer infrastructure. Water and Sewer lines are mostly in place to accommodate potential future land uses on undeveloped

property. Changing from non-residential uses to housing would require existing sanitary sewer lines to be replaced with larger facilities to serve more people. Another issue would be land for school sites. Schools may be needed are primarily young families with children or young couples.

### **Land Use Intensity**

Residential development to accommodate an additional 30,000 people would require higher densities. This could mean increasing the density of single-family detached units from what is on the ground today, an average of four units per acre to six units per acre. Single-family attached (townhouses) may need to be built at 10 units per acre as compared to the nine units per acre developed today. Multifamily housing at the three potential urban centers (Park and Preston, Collin Creekwalk and the Parker Road DART Station) would have to develop at urban density standards as used at the Legacy Town Center and the Eastside Village.

### **Potential Location of Growth**

The City Council, Planning & Zoning Commission, and the Transition & Revitalization Commission provided ideas for areas that would accommodate additional housing to staff at the 2006 retreat. Attached to this report are two maps. The first shows the extent of existing residential development highlighted in yellow. The second map displays where residential development is underway (270k proposal) and the possible location for potential housing to accommodate the projected population growth at locations identified at the 2006 retreat (300k proposal).

#### ***270k Proposal***

The properties displayed showing the 270k proposal on the second map are represented by green polygons. In most cases, residential development is already underway at these locations. Some have undeveloped land zoned for residential uses while others are not zoned to allow housing, yet the long range land use assumption calls for residential development.

#### ***300k Proposal***

Also included on the second map are land areas currently zoned and identified on the long range land use plan for non-residential development. Most of these properties were identified at the 2006 retreat as a location for housing to accommodate an additional 30,000 people and are represented by orange polygons. The orange circles show the location of retail centers at the major intersections that could be partially or fully redeveloped to include a residential component.

### **RESIDENTIAL VERSUS COMMERCIAL DEVELOPMENT**

The first decade of the 21<sup>st</sup> Century has brought about interesting changes in land use in Plano. Land zoned and planned for non-residential development is increasingly being considered for housing. There are two reasons for this.

First, Plano has an abundance of land zoned for office and retail uses. Currently, the city has over two times the national per capita in retail square footage. If all of the land zoned for retail uses were developed the ratio would exceed more than three times. The problem is that there are not enough people in the city to support it. For years, people who lived in the surrounding cities of Allen, Frisco, McKinney and other areas of Collin County would come to Plano to shop. Retail service businesses have been developed in these cities and people no longer need to come to Plano.

The Tri-City Retail Study completed by the Cities of Carrollton, Plano and Richardson recommended that Plano consider allowing residential development within the Retail zoning district. The City Council approved this recommendation allowing for residential uses in Retail zoning districts with an approved specific use permit.

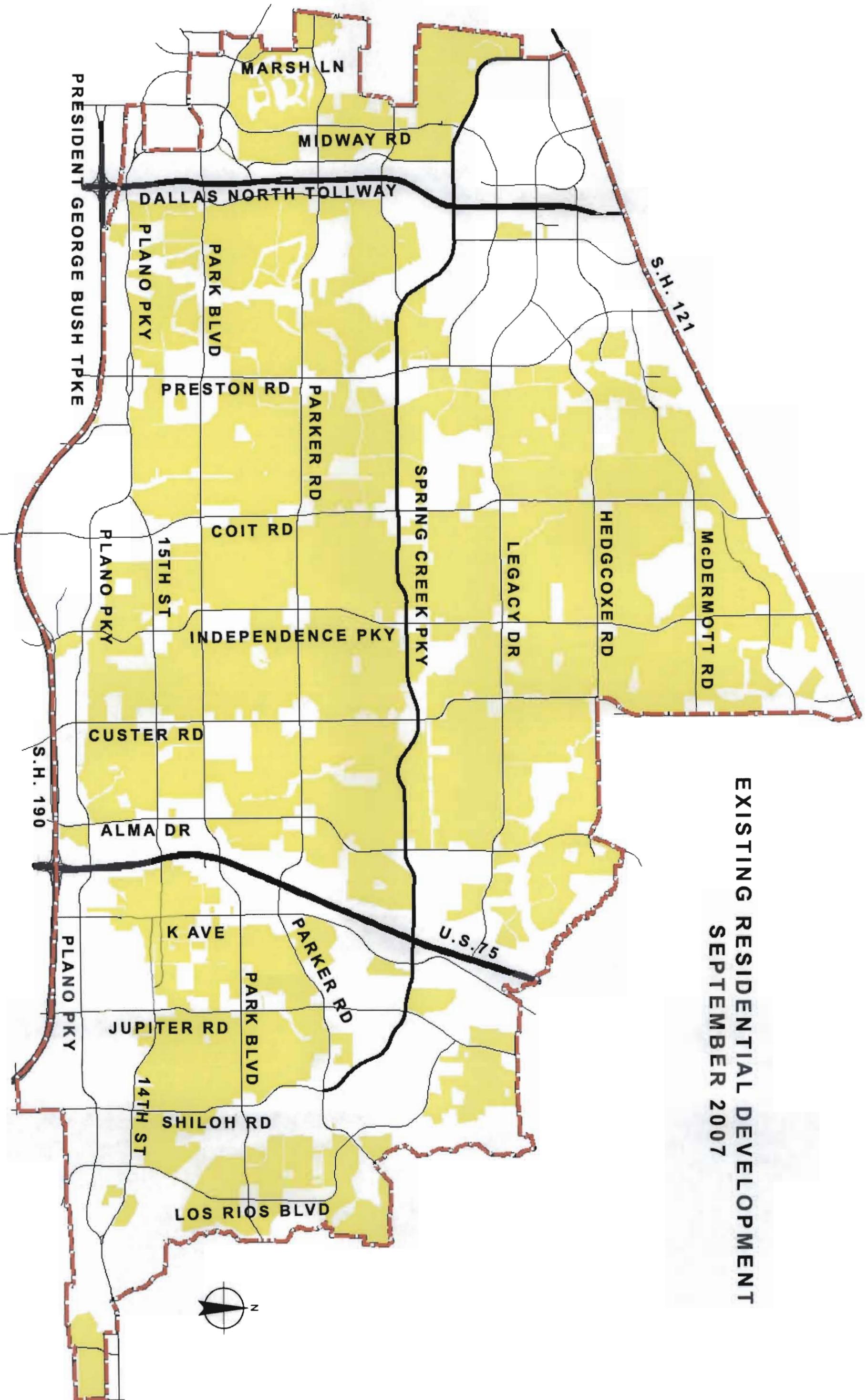
Second, the demand for new single-family housing is still strong in Plano. Developers have been approaching the city to consider the possibility of rezoning land for non-residential uses to allow for housing. Some retail-zoned properties have remained undeveloped for many years. However, developers have used the amendment to the Retail zoning district to develop housing at some of these locations.

It is important for Plano to have more land available for new housing. Additional residential land uses allow people to seek new housing opportunities within the city. More people who work in Plano and live somewhere else may relocate to the city. This could greatly reduce commute time and fuel costs for these new residents and decrease the number of commuters on the region's expressway system.

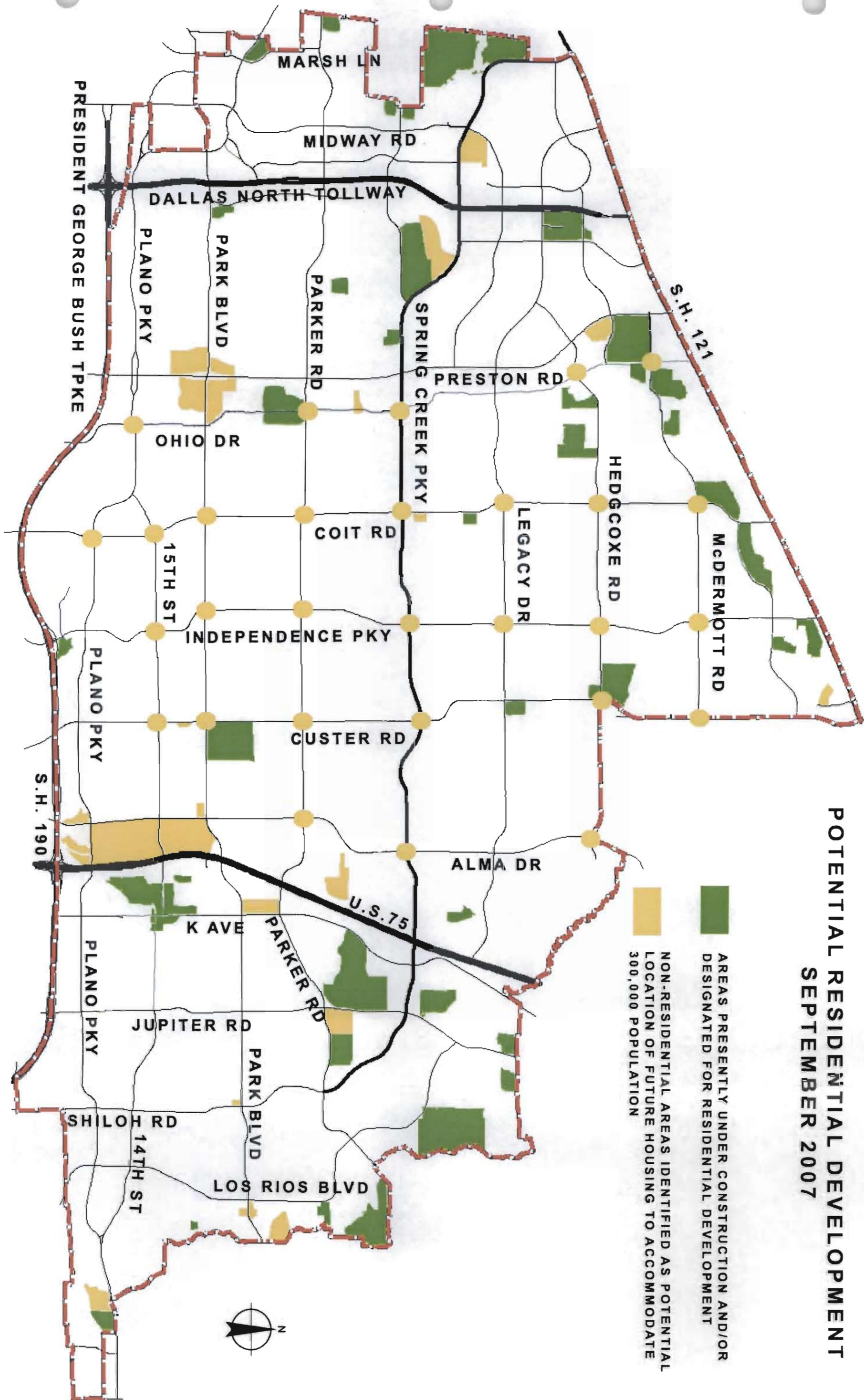
However, as more properties are rezoned to allow for housing, another issue has surfaced: reserving land for future economic development opportunities. A total of 23.6% (10,913 acres) of the land within Plano remains undeveloped. Out of that total, 72.1% is zoned for non-residential uses. The undeveloped land is dispersed throughout the city. However, most of the land is located along Plano's major transportation corridors such as the Dallas North Tollway, President George Bush Turnpike, State Highway 121, and U.S. Highway 75 along with the Legacy area. Some questions to consider for discussion at the retreat include:

- How much of the non-residential zoned land should be reserved for economic development?
- Where should this land be located?
- What locations along the major transportation corridors and in Legacy would be appropriate for residential development?
- How would this be accomplished? By whom? When?
- Has the time come to reconsider the recommended 1,200 foot for limitation of residential uses along State Highway 121? If yes, what changes should be considered?

**EXISTING RESIDENTIAL DEVELOPMENT  
SEPTEMBER 2007**



# POTENTIAL RESIDENTIAL DEVELOPMENT SEPTEMBER 2007



AREAS PRESENTLY UNDER CONSTRUCTION AND/OR DESIGNATED FOR RESIDENTIAL DEVELOPMENT

NON-RESIDENTIAL AREAS IDENTIFIED AS POTENTIAL LOCATION OF FUTURE HOUSING TO ACCOMMODATE 300,000 POPULATION