PLANNING & ZONING COMMISSION
COMPREHENSIVE PLAN AMENDMENT FINAL REPORT

Plano
City of Excellence

DATE: August 22, 2023

TO: Honorable Mayor & City Council

FROM: Planning & Zoning Commission

VIA: Eric Hill, AICP, Assistant Director of Planning acting as Secretary of the Planning & Zoning Commission
Christina D. Day, AICP, Director of Planning

SUBJECT: Results of Planning & Zoning Commission Meeting of August 21, 2023

AGENDA ITEM NO. 1B – COMPREHENSIVE PLAN AMENDMENT 2023-001
APPLICANT: CITY OF PLANO

Request to update the Thoroughfare Plan Map and Cross Sections of the Comprehensive Plan to align with the Street Design Standards. Tabled on July 17, 2023. Project #CPA2023-001.

APPROVED: 6-1-1

Speaker Card(s) Received:	Support:	0	Oppose:	7	Neutral:	1
Petition Signatures Received:	Support:	0	Oppose:	0	Neutral:	0
Other Responses:	Support:	0	Oppose:	8	Neutral:	19

All responses for Items 1A-E are reported together due to the interrelated nature of the topic.

RESULTS:

The Commission recommends approval of the item as submitted.
Commissioner Lisle recused himself due to a conflict of interest. Commissioner Cary voted in opposition and stated concerns about the future extension of 13th Street shown on the Downtown Streets Plan.

To view the hearing, please click on the provided link:
https://planotx.new.swagit.com/videos/269726?ts=950

JA/kob

cc: Eric Hill, Assistant Director of Planning
Christina Sebastian, Land Records Planning Manager
Mike Bell, Comprehensive Planning Manager
Caleb Thornhill, Director of Engineering
Brian Shewski, Transportation Manager

AGENDA ITEM NO. 1B

DISCUSSION AND ACTION: Comprehensive Plan Amendment 2023-001

APPLICANT: City of Plano

DESCRIPTION: Request to update the Thoroughfare Plan Map and Cross Sections of the Comprehensive Plan to align with the Street Design Standards. Tabled on July 17, 2023. Project #CPA2023-001.

BACKGROUND:

As discussed at November 21, 2022, and February 22, 2023, Planning & Zoning Commission (Commission) meetings, the new, context-sensitive approach to street design in the proposed Street Design Standards (see Agenda Item No. 1A) requires corresponding amendments to the Thoroughfare Plan Map and Cross Sections of the Comprehensive Plan. These amendments include the addition of four land use contexts (Neighborhood, Corner, Commercial, and Mixed-Use) to the Thoroughfare Plan Map, a new Downtown Streets Plan inset map, and relocating the applicable cross-sections to the Street Design Standards.

Date	Topic	Staff Report Link	Presentation Video Link
November 21, 2022	Street Framework	Staff Report	Presentation Video
February 20, 2023	Downtown Streets	Staff Report	Presentation Video

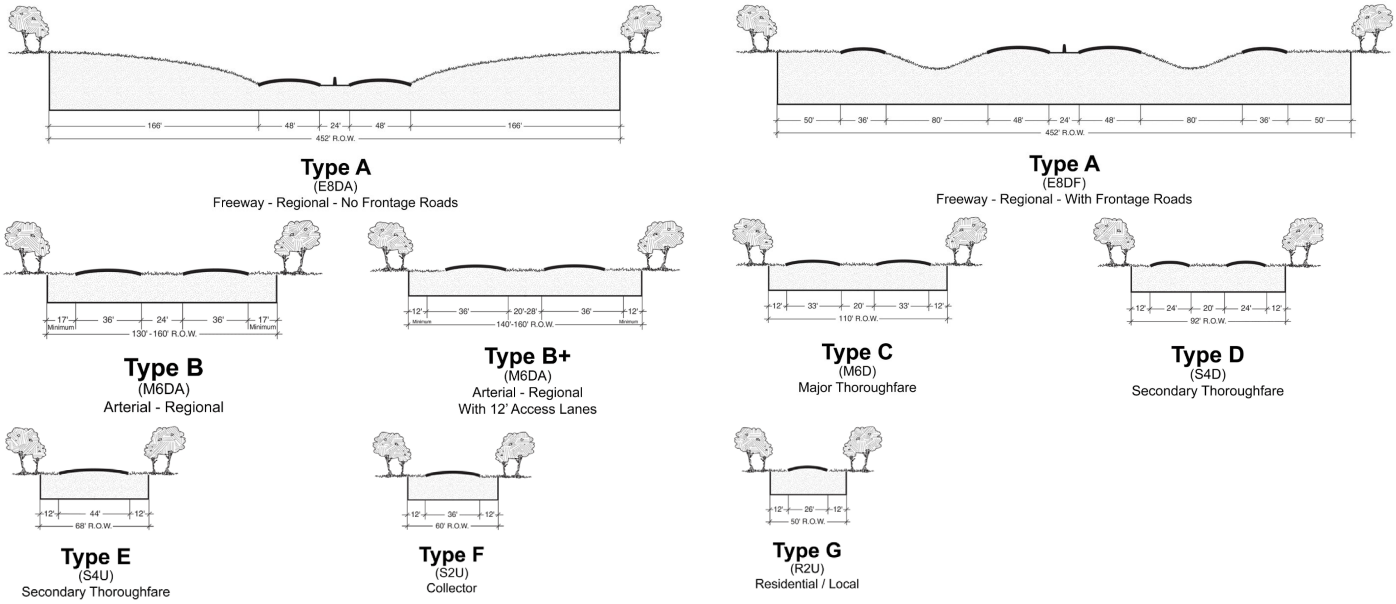
These amendments also include associated updates to the Zoning Ordinance and Subdivision Ordinance, and repeal of two obsolete policy documents, as presented in Agenda Item No. 1C, 1D, and 1E.

REMARKS:

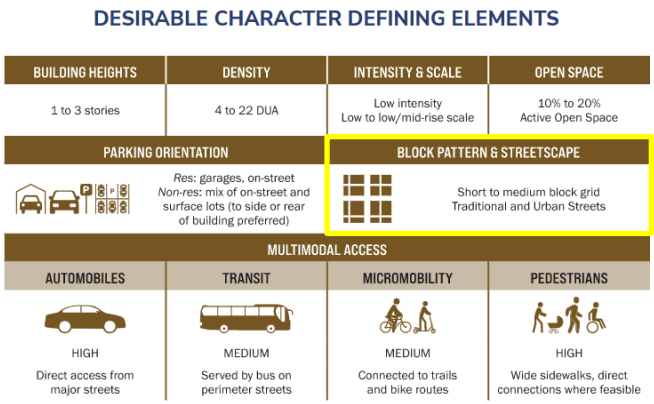
Thoroughfare Plan Map Updates – Land Use Contexts

The Thoroughfare Plan Map shows the locations and alignments of existing and future major roadways. Each roadway classification (Type A-G) includes a corresponding cross-section that outlines the right-of-way widths, number of travel lanes, median and parkway widths, and other associated roadway dimensions. This hierarchical street classification system categorizes streets based on their capacity to facilitate vehicular movement, with only a single typical cross-section applied to all streets. This results in a one size fits all approach that does not currently address designing for surrounding land use types and varying transportation priorities.

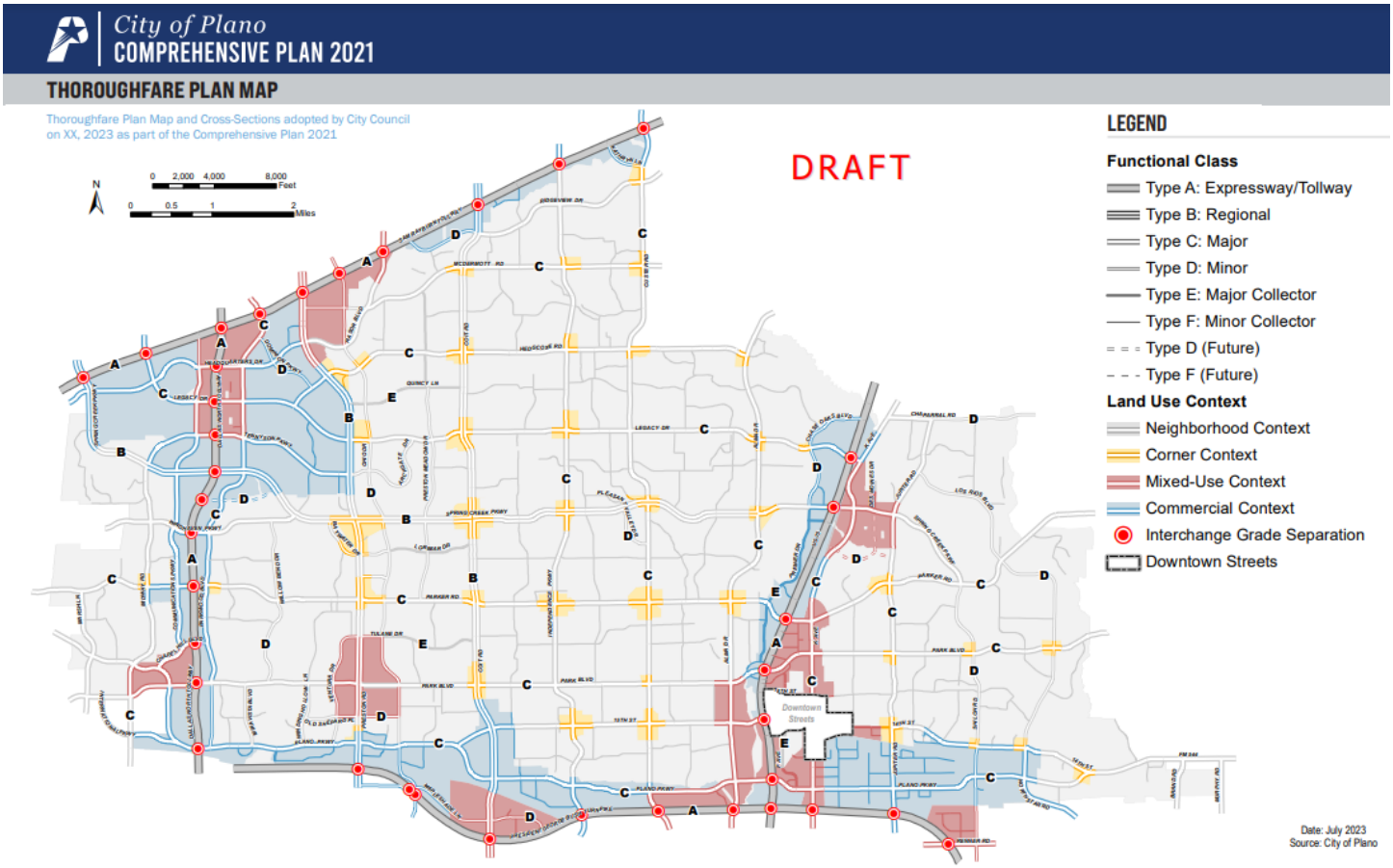
Existing Cross Sections



Rather than a one size fits all approach, the Future Land Use Dashboards of the Comprehensive Plan provide guidance that streets should be designed reflective of the surrounding land uses. Each dashboard includes a recommended Block Pattern and Streetscape and priorities for Multimodal Access, including automobile, transit, micromobility, and pedestrian access.



In accordance with the underlying Character Defining Elements in the future land use categories, staff proposes modifying the Thoroughfare Plan Map to include four land use contexts: Neighborhood, Corner, Commercial, and Mixed-use. These are illustrated geographically on the map and with associated descriptions. Instead of prescribing specific cross-section dimensions, the dashboard illustrates the typical design characteristics that are desirable for each of the Type A-G functional classifications when located in each of the four land use contexts. With this change, detailed cross-sections will be relocated from the Thoroughfare Plan Map to the Street Design Standards.

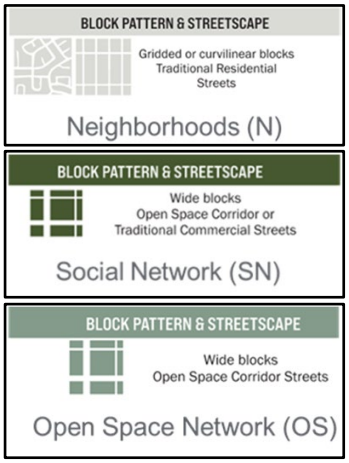


The locations of these contexts are derived from the Future Land Use categories established in the Comprehensive Plan 2021:

Future Land Use Category	Thoroughfare Land Use Context
Neighborhoods (N) Social Network (SN) Open Space Network (OS)	Neighborhood Context
Neighborhood Corners (NC) Community Corners (CC)	Corner Context
Employment Centers (EM) Expressway Corridors (EX)	Commercial Context
Suburban Activity Centers (SA) Urban Activity Centers (UA) Downtown Corridors (DT)	Mixed-Use Context

A. *Neighborhood Context*

The Neighborhood context is a combination of three Future Land Use categories: Neighborhoods (N), Social Network (SN), and Open Space Network (OS). In these areas, the roadways should be context-sensitive to respond to land uses that are predominantly suburban and residential in character, including features such as:

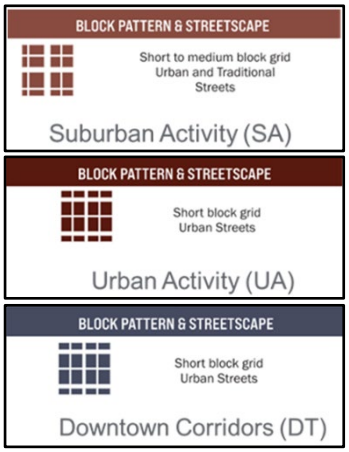


- Traditional streets and medium block lengths
- Curvilinear residential streets
- Landscaped parkways between the curb and the sidewalk
- Standard travel lane widths
- Traffic calming on residential collectors and local streets
- Wider streets and blocks adjacent to parks and schools

This context will largely be implemented through design standards similar to those in the city's existing functional classification system.

B. *Mixed-Use Context*

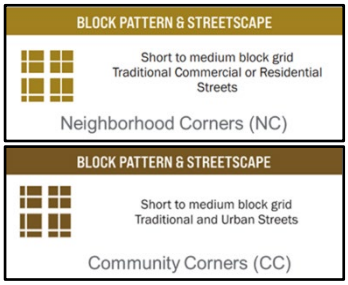
The Mixed-Use context is a combination of three Future Land Use categories: Suburban Activity (SA), Urban Activity (UA), and Downtown Corridors (DT). In these areas, there is a focus on human-scale streets and building design/integrated mix of uses and a highly-walkable form and design, including features such as:



- Urban streets and short block grids in high-intensity areas
- Traditional streets and medium blocks may be appropriate in less intensive mixed-use areas (such as Suburban Activity Centers)
- Narrower travel lanes to encourage slower travel speeds
- On-street parking and curbside management standards
- Bicycle and transit facilities
- Wide sidewalks and pedestrian zones
- Streetscape amenities

The Mixed-Use street design characteristics are largely based on the existing street types currently prescribed by the Urban Mixed-Use (UMU), Neighborhood Business Design (NBD), and Residential Community Design (RCD) zoning districts. These street design standards will be relocated from the Zoning Ordinance to the Street Design Standards. Associated updates to the Subdivision Ordinance include provisions to allow for use of the mixed-use standards in Planned Development Districts (PDs), UMU, NBD, and RCD locations that may fall outside of the geographical boundaries of the Mixed-Use context.

C. *Corner Context*



The Corner context is a combination of two Future Land Use Categories: Neighborhood Corners (NC) and Community Corners (CC). This context focuses on creative design solutions with a focus on attractiveness to create a sense of place." Additionally, there is an increased priority on internal walkability, connectivity to adjacent neighborhoods, and pedestrian safety at major street intersections.

The Corner context street design characteristics generally fall between the Neighborhood context and the Mixed-Use context. The priorities for street design are conditional on how the corners redevelop. In the event the corner develops/redevelops with lower-density residential uses, the development may utilize street designs similar to those provided in the Neighborhood context, including:

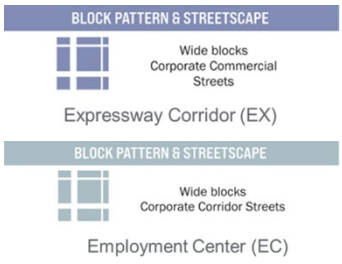
- Traditional streets and medium block lengths
- Curvilinear residential streets with standard travel lanes

Where development/redevelopment introduces moderate-density residential uses interconnected with non-residential uses, development may utilize street designs similar to the Mixed-Use Context, including:

- Urban streets with short to medium block grids
- Narrower travel lanes and on-street parking
- Medium sidewalks separated from the curb by landscaped parkways

Associated updates in Section 2 of the Street Design Standards include Option 1 and Option 2 cross-sections to allow flexibility for meeting this Comprehensive Plan guidance. Subdivision Ordinance updates also include provisions to allow for the use of the mixed-use standards in Planned Development Districts (PDs), NBD, and RCD locations that may fall outside of the geographical boundaries of the Corner context.

D. *Commercial Context*

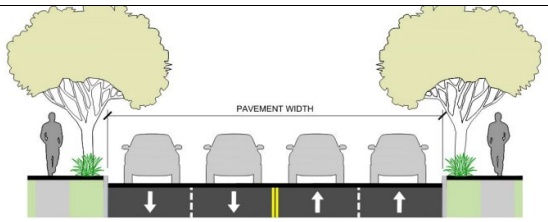
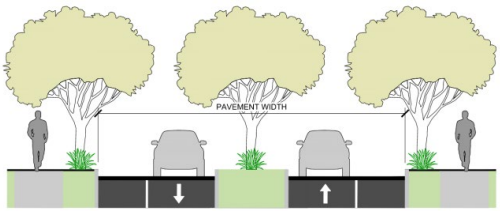
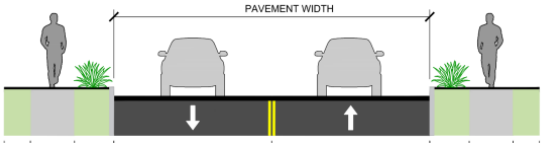
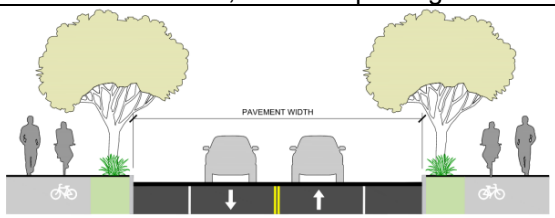
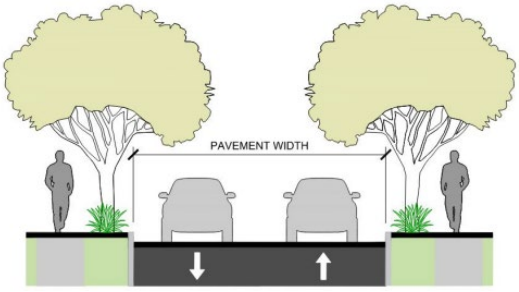
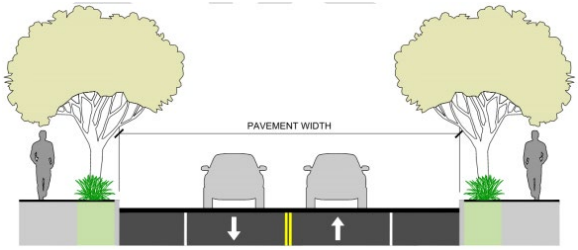


The Commercial Context is a combination of two Future Land Use Categories: Expressway Corridor (EX) and Employment Center (EC). In these areas, there is a focus on creating commuter-oriented streets that serve larger-scale business centers and office campuses, including features such as:

- Standard travel lane widths
- Access control
- Prioritizing turning movements
- Wide block lengths
- Landscaped medians and parkways

Thoroughfare Plan Map Updates – Relationship to Section 2 of Street Design Standards

Most of the functional distinctions between the four land use contexts are apparent at the lower functional classifications (local street, minor collector, major collector). A few examples demonstrating the differences between the standard cross-sections of the Neighborhood and Mixed-use contexts are highlighted below:

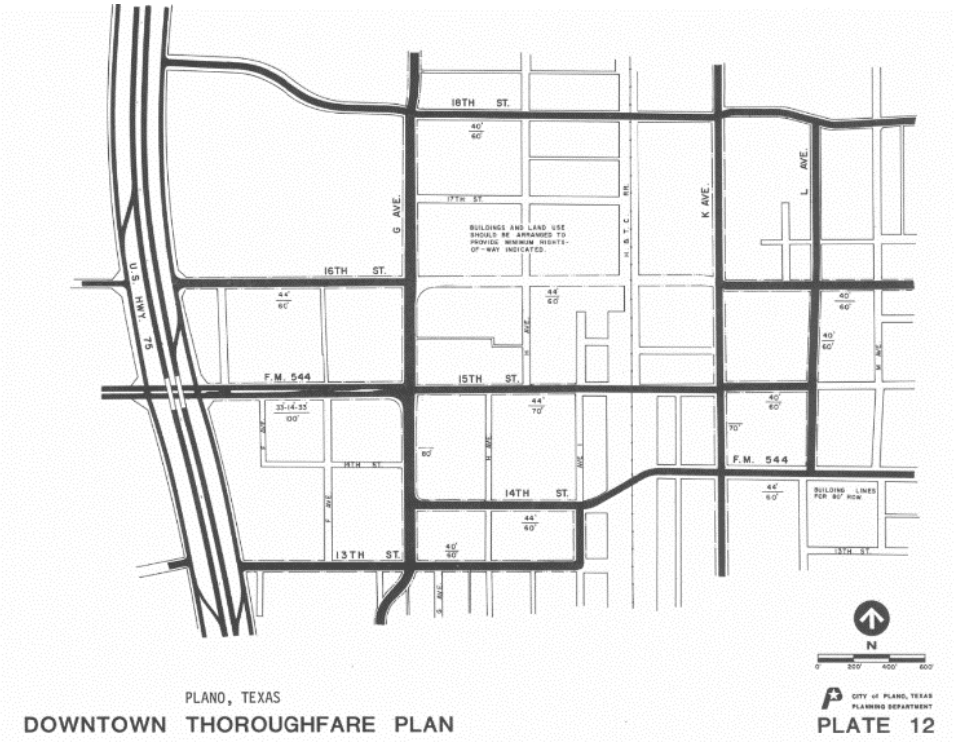
	Neighborhood Context	Mixed-Use Context
Type E Major Collector	 4 lane, 11 ft. travel lanes, 5 ft. sidewalks	 2 lane with median, 11 ft. travel lanes, 7 ft. sidewalks, on-street parking
Type F Minor Collector	 2-lane, 18 ft. travel lanes, 5 ft. sidewalks	 2-lane, 11 ft. travel lanes, 12 ft. sidewalks, delineated on-street parking
Type G Local Street	 2-lane, 13 ft. travel lanes, 5 ft. sidewalks	 2-lane, 11 ft. travel lanes, 7 ft. sidewalks, delineated on-street parking

Downtown Streets Plan – Purpose and Intent

Much of Plano's street network has been constructed in accordance with the Thoroughfare Standards, which are largely based on the functional classification system (Type A-G) originally established in the city's 1959 Thoroughfare Plan. Although the functional classifications have been modified over the decades, this system has provided a fairly uniform and efficient street network across the city over time. However, one of the major exceptions to the Type A-G functional classification system includes streets in the Downtown area.

The Downtown street grid was established in the late 19th and early 20th centuries and included narrower streets and smaller blocks than are typically found in newer parts of the city. This helps promote a more pedestrian-friendly land use pattern in the area but also creates challenges for infill and redevelopment projects subject to street design standards typical of development elsewhere in the city. The result of trying to implement the city-wide functional classification system in the Downtown area has been a patchwork of inconsistent street rights-of-way and paving over the decades. It has also created challenges for implementing traditional front yard setbacks based on the distance from the property lines/edge of right-of-way in the Downtown area, as was discussed at the October 3, 2022, Commission meeting, as part of Zoning Case 2020-014.

During the creation of the Street Design Standards, staff noted that the city's original 1963 Comprehensive Plan included a specialized thoroughfare plan for the Downtown area that did not follow the Type A-G functional classification system planned for elsewhere in the city. Instead, it established specific street right-of-way widths and building setbacks unique to the central business district. This specialized approach was used until the 1986 Comprehensive Plan shifted the entire city to the Type A-G street classification system that continues today.

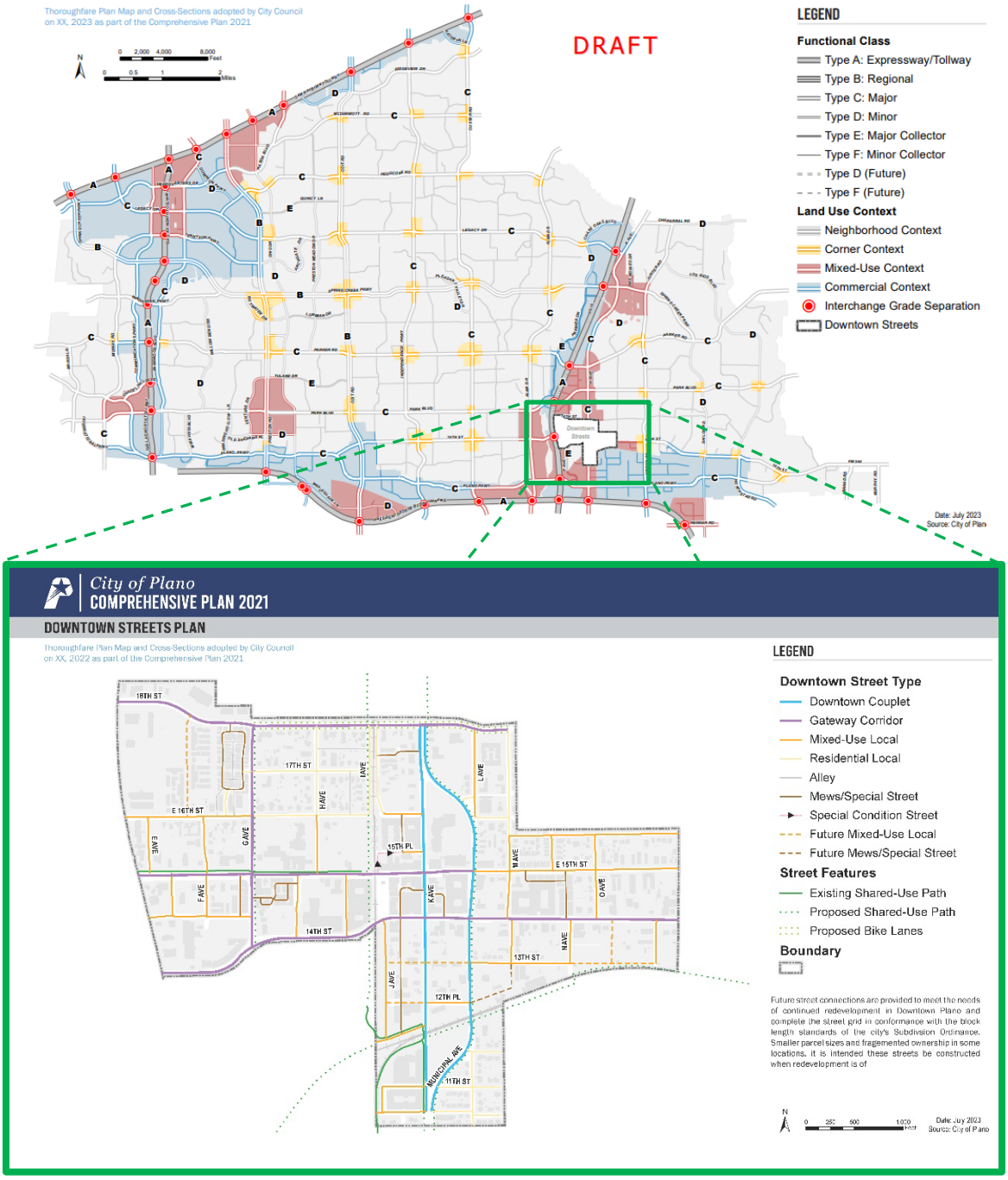


Downtown Streets Plan – Inset Map to Thoroughfare Plan Map

Staff proposed to re-establish a unique Downtown street classification system through the addition of a Downtown Streets Plan as an inset of the Thoroughfare Plan Map. Similar to the functionality of the citywide Type A-G thoroughfare system, streets shown on the Downtown Streets Plan will correspond to design standards located in Section 4 of the Street Design Standards. These include cross sections that outline the right-of-way widths, number of travel lanes, median and parkway widths, and other associated dimensions for all Downtown street types.

In accordance with the Desirable Character Defining Elements of the Downtown Corridors (DT) future land use category, Downtown Streets are designed to support access for all modes of travel, enhance bicycle and pedestrian connections, and create attractive gateways. Typical street design features to support these priorities include wider sidewalks, on-street parking, designated space for street trees, hardscaping, and street furnishings (e.g., benches, planters, and pedestrian-scaled lighting). Additionally, some corridors have been identified as candidates for enhanced bicycle connections, either with a shared-use sidepath or on-street bike lanes. These include G Avenue, Municipal Avenue, and 18th Street, and would connect to the existing/planned off-street trail connections in the Downtown area and enhance connectivity to existing/planned transit stations.

As shown in the following image, a Downtown Streets Plan and corresponding table has been added to indicate the planned street types within the Downtown area including the number of lanes, typical right-of-way, and location of bicycle facility street features.



This boundary includes the historic commercial core and the primary corridors into Downtown – 14th Street, 15th Street, 18th Street, and the K Avenue/Municipal Avenue couplet. The extent of this boundary is generally located within the larger Downtown Corridors (DT) future land use category. It also includes some older adjacent neighborhoods located within the Neighborhoods (N) future land use category.

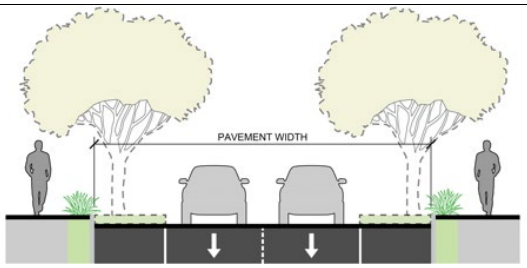
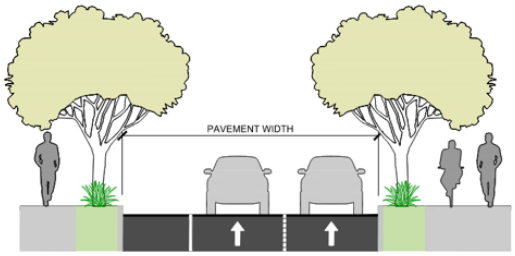
<u>Downtown Streets Plan – Roadway Classifications</u>

The Downtown Streets Map consists of a set of street types that establish a consistent right-of-way for each street and correspond to varying design priorities, such as the number of lanes and multimodal street features. Streets are separated into the following functional classifications:

A. Downtown Couplet

The Downtown Couplet, which includes K Avenue and Municipal Avenue, serves as the primary north-south connection through Downtown. In their current forms, they mostly function as a pair of three-lane roadways with one-way travel in each direction. A portion of K Avenue from 14th Street to 18th Street is a two-lane configuration with on-street parking on both sides.

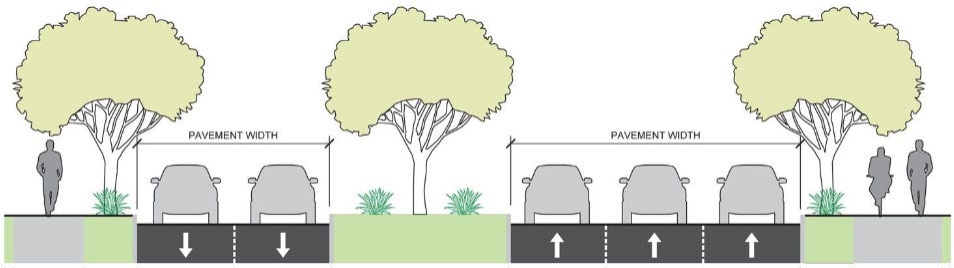
The Downtown Couplet not only facilitates essential vehicle movement but also plays a crucial role in supporting pedestrian activity, as it provides vital access to many Downtown destinations. It is intended to accommodate a shared-use bicycle and pedestrian connection along Municipal Avenue, extending the existing trail network and promoting active transportation options within the Downtown area. Preliminary cross-section designs are included in the Street Design Standards. Final design may vary based on traffic studies and coordination with adjacent properties.

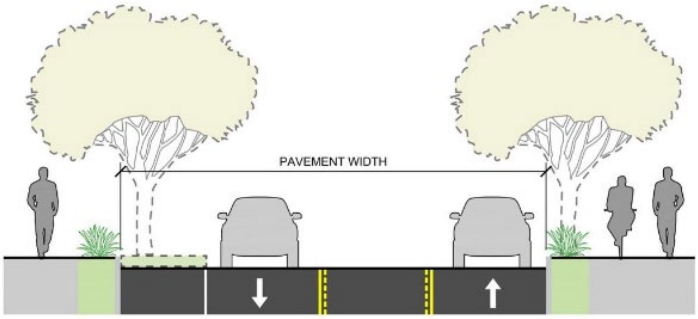
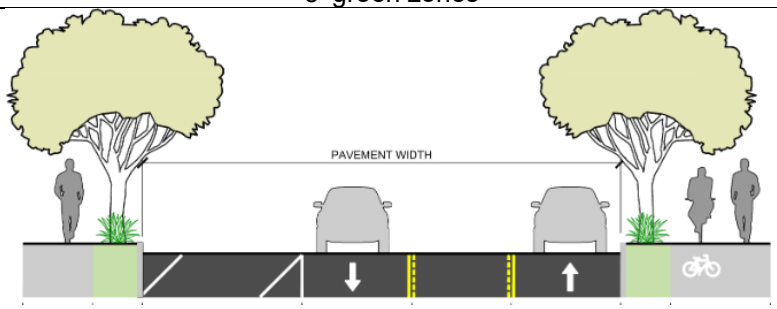
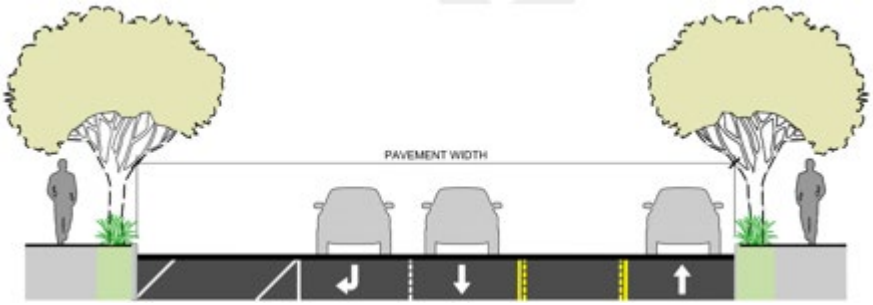
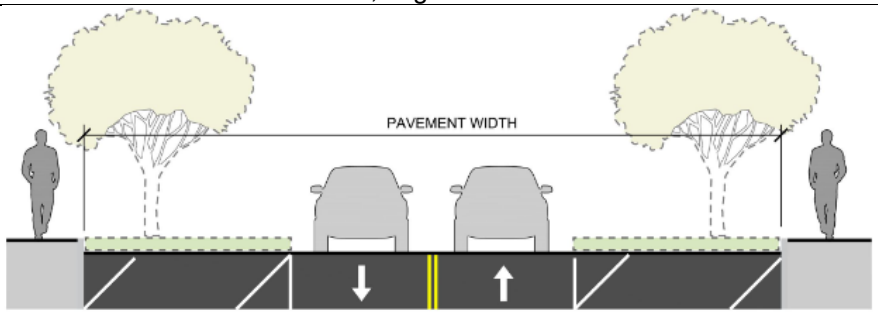
K Avenue	Municipal Avenue
	
Two 11' travel lanes (one way), parallel on-street parking and 7' sidewalks, on both sides of street, 3' green zone and street trees provided in bulb-outs between parking spaces.	Two 11' travel lanes (one way), on-street parking/flex zone on one side of street (to be determined at time of design), 7 ft. sidewalk on west side, 10 ft. shared-use path on east side, 5.5' green zones

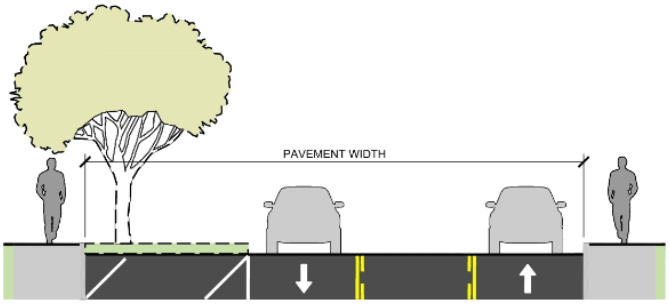
B. Gateway Corridors

The Gateway Corridors are major access points into Downtown Plano, including 14th Street, E. 15th Street (from U.S. Highway 75 to Municipal Avenue), 18th Street, and G Avenue. These streets serve significant functions in moving traffic, while also providing safe and attractive corridors for various modes of transportation. The design of each street varies from segment to segment based on available right-of-way (ROW), number of travel lanes, and ability to accommodate pedestrian and bicycle activity, on-street parking, and enhanced streetscape elements. An example on E. 15th Street is shown below.

E. 15th Street Cross-Sections

US 75 to G Avenue (100' ROW)	 Five 11' travel lanes, 16' median, 7' sidewalk on south side of street, 10' shared-use path on north side of street, 5' green zones

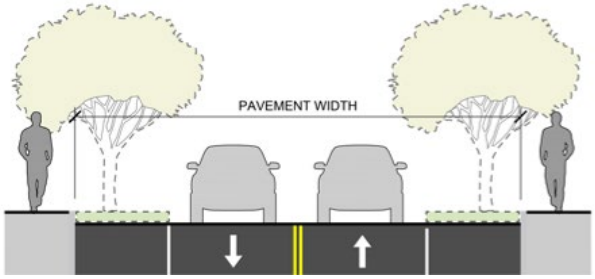
G Avenue to H Avenue (65’ ROW)	 Two 11’ travel lanes, 10’ two-way left turn lane, parallel on-street parking and 7’ sidewalk on south side of street, 10’ shared-use path on north side of street, 5’ green zones
H Avenue to I Avenue (75 ft. ROW)	 Two 11’ travel lanes, 10’ two-way left turn lane, diagonal on-street parking and 7’ sidewalk on south side of street, 10’ shared-use path on north side of street, 5’ green zones
I Avenue to DART Rail (80’ ROW)	 Two 11’ travel lanes, 10’ two-way left turn lane, 11’ turn lane into J Avenue (McCall Plaza), diagonal on-street parking and 7’ sidewalk on north side, 7’ sidewalk on north side, 4’ green zones
DART Rail to K Avenue (68’ ROW)	 Two 11’ travel lanes, diagonal parking on both sides, 7’ sidewalks

K Avenue to Municipal Avenue (65’ ROW)	 Two 11’ travel lanes, 10’ two-way left turn lane, diagonal on-street parking on south side of street, 7 ft. sidewalks

C. Mixed-Use Locals

Mixed-Use Locals are local streets primarily designed to serve non-residential, multifamily, small-lot single-family, and mixed-use developments. This section is provided within a 50 ft. ROW and includes designated on-street parking spaces on both sides of the street. Due to constrained right-of-way in many locations, street trees will be accommodated in the bulb-outs separating on-street parking spaces. The standard sidewalk is 6 feet in width.

Mixed-Use Local

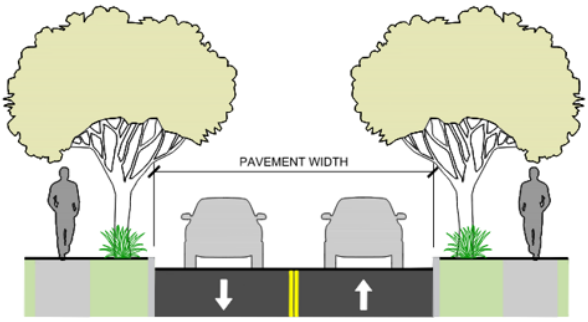


Two 11’ travel lanes, parallel on-street parking, 6’ sidewalks, street trees in curb bulb-outs between parking spaces

D. Residential Locals

Residential Locals are primarily to designed to single-family homes areas designated as Neighborhoods on the Future Land Use Map. This section matches the standard Type G – Neighborhood street design used elsewhere in the city.

Residential Local



Two 13’ travel lanes, 5’ sidewalks, 7’ green zone

Public Outreach Strategies

Due to the quantity and complexity of the changes involved, staff coordinated a varied approach to public outreach in order to allow the public as much opportunity to review the document as possible. These included the following strategies:

- Project Website – A website was provided with an overview of the project, major changes coming to the design standards, links to previous staff reports and Planning and Zoning Commission meetings, drafts of all sections and a summary of changes, helpful resources, and links for members of the public/readers of the document to provide their feedback. A special project page was also created specifically for aspects of the update related to Downtown Streets. The website was continually updated as new drafts became available and with pertinent project updates.

- Social Media – The Communications Department released multiple forms of social media communication regarding the updates, including the following:

    - Four Facebook posts
    - One Twitter post
    - Three Nextdoor posts
    - Two Reddit posts
    - Two LinkedIn posts

    In addition, newsletters were released to at least 33,000 subscribers on March 28, May 23, June 3, and July 11 to notify that the sections were available to review and that the City was seeking comment.

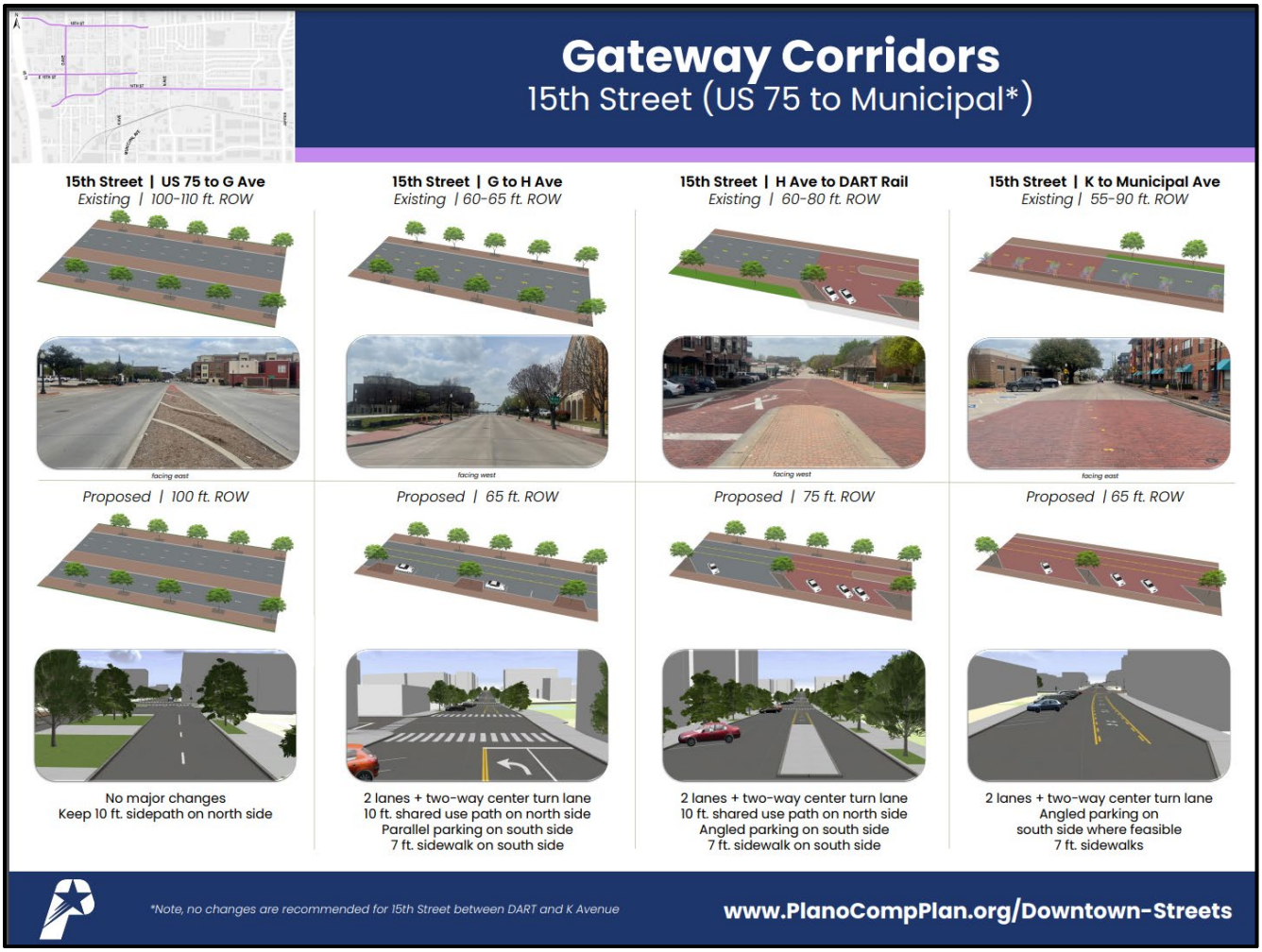
    A Plano City News video was also released on the City's YouTube channel that reported on the Street Design Standards Update.

- Planning & Zoning Commission Presentations – As stated previously in this report, staff presented eight times to the Commission between October 3, 2022, and March 1, 2023. Links to the staff reports and presentations were included on the project website.

- Email Correspondence – The project website and social media posts generated some general public feedback via email. Staff responded to each email that was received and directed to appropriate departments as applicable.

Staff also took a more specialized approach to public outreach for the Downtown Streets:

- Downtown Streets Public Open House – On March 29, 2023, staff held a public open house at the Courtyard Theater to introduce the Downtown Streets design standards as part of the Thoroughfare Standards Update. All proposed cross-sections were presented in 3D formats to help illustrate the proposed changes. An example board is provided below, with all meeting materials available at the project website:



- <u>Historic Downtown Plano Association Meetings</u> –

    - On March 14, 2023, staff presented an overview of the project to the Historic Downtown Plano Association meeting. The presentation primarily focused on the downtown streets inset and updated downtown standards. Staff also encouraged the members to provide feedback and to review the sections on the project website.
    - May 8, 2023 – Staff met with representatives of HPDA and other downtown stakeholders to review the draft standards.
    - June 1, 2023 – Staff met with representatives of HDPA and other downtown stakeholders to present updated details to the proposed changes to the Downtown Streets design standards, including information on traffic considerations provided by the Engineering Department.

- <u>Individual Meetings/Correspondence with Property Owners and Business Owners</u> – Staff met with over 100 individual business owners and property owners to discuss in detail the proposed changes to the Downtown Streets.

Summary of Public Outreach

Most of the feedback received regards aspects of the projects related to the Downtown Streets Plan. Staff has communicated with over 100 stakeholder representatives of the Downtown and received a wide variety of feedback, most of which was supportive or neutral to the proposed changes. Staff has also heard a variety of concerns related to the project, which can be generally categorized as follows:

- Purpose/intent of the project
- Traffic concerns related to 14th Street and 15th Street
- Future street connections
- City v. Property Owner responsibilities in implementation
- Timing of improvements

The following sections summarize the questions/concerns raised and appropriate changes made in response, where applicable.

1. What is the goal of the project?

The goal of the project is to implement the Comprehensive Plan's guidance to create a multimodal, pedestrian-friendly environment in Downtown Plano that supports the continued growth and redevelopment of the area. Short-term benefits include a more practical right-of-way plan and customized cross-sections that are more closely aligned with recent development trends and also preferable to outdated standards. Long-term benefits include:

- Reducing congestion and improving traffic circulation through intersection improvements and signal timing;
- Enhancing walkability through narrower intersection crossings, on-street parking buffers, and wider sidewalks; and
- Beautification of the streetscape through street trees, lighting, and other design elements that contribute the distinct character and attractiveness of the area.

These goals are not new. The city's planning efforts since the 1990s recommended similar urban design and streetscape principles to help kick-start Downtown Plano's revitalization in the original core and then expand that success to redevelopment in the blocks beyond. These include the Downtown Development Plan (1991), Downtown Plano – A Vision and Strategy for Creating a Transit Village (1999), and finally the Downtown Vision and Strategy Update (2013). These plans recommended similar design principles and actions that we are recommending today. Below are a few excerpts from these plans (*emphasis added*):

- **"15th Street:** 15th Street is downtown's Main Street. It is also the major entry to downtown from U.S. 75. The streetscape quality of 15th Street is uneven and in need of improvement. Reconstruction of 15th between Avenue I and Avenue G is scheduled to begin in early 2006. The project will include brick sidewalks, ornamental streetlights and landscaping. *The width of the traffic lanes should remain narrow to discourage speeding*."

- "**Street as a Place:** A street is more than a means of travel, it is also an outdoor room framed by buildings. A street is a common shared environment. It is a place where people meet, conduct business and play. The appearance of the street (including pavement, curbs, walks and fixtures) sets the quality of the place. *Streets should be designed to discourage high speed traffic, thereby making it safer for walking and biking***.** Building should be brought close to the street (generally a maximum of 15' behind the curb) to frame the street and connect the public and private environments."

- "**Shared Parking:** Like open space, parking must be managed to maintain a compact development form conducive to pedestrian travel. The amount of code required parking should be reduced below standard suburban requirements and organized in shared lots and garages, generally located on the perimeter of the village. *On-street parking is encouraged to reduce the need for parking lots and reduce the speed of vehicular traffic. On-street parking also provides a separation between pedestrians and traffic.*"

- "**Avenue G:** Avenue G is the major connection between the Douglass and Haggard Park neighborhoods. The section of Avenue G between 14th and 16th Streets carries moderate traffic volume requiring the existing 4-lane design. North and south of this section, Avenue G runs through residential areas and traffic volumes drop. *Streetscape improvements are planned for portions of Avenue G south of 15th. This work needs to be extended north to 18th Street, and consideration should be given to incorporating traffic calming measures into the section between 16th Street and 18th Street.*"

- "**Avenue K:** Avenue K is a major arterial street. In the immediate downtown area, Avenue K is paired with Municipal Drive to create a one-way couplet system. *Avenue K carries large volumes of southbound traffic during the morning peak hours, but during other periods volumes are well below its capacity. Plans are being prepared to narrow the section of Avenue K to two lanes from 18th Street to 14th Street. Additional on-street parking and landscaping will be installed with the narrowing project.*"

- "**Grid Streets:** *A transit village should have a tight grid pattern of streets to ease circulation and intersection. Small blocks make walking easier, and frequent intersections discourage speeding vehicular traffic.* The street grid should create a rectangular pattern, but occasional offsets and irregularities create visual interest and unique development sites. Street width should vary (22' – 36'). Large thoroughfares should be avoided as they detract from the pedestrian environment of a village."

- "**Pedestrian-Friendly Streets:** A combination of public infrastructure projects and private development has reshaped the streetscape of Downtown Plano. The signature brick sidewalks and street trees provide not only an improved pedestrian experience but serve to connect the area visually. On-street parking calms traffic and provides a safe buffer for pedestrian comfort. *Opportunities exist to extend this theme as the downtown area expands westward to U.S. 75 and along J and K Avenues.*"

- "**J Avenue:** J Avenue parallels the couplet between K Avenue and the DART Red Line. Between 12th and 18th Street, J Avenue presents a special opportunity to create a pedestrian-oriented environment well suited for small-scale mixed-use. *Public parking and streetscape improvements are essential in this area as well. The grid pattern could be improved by adding new mews streets between J and K Avenues, including 12th Place, 13th Street and 17th Street.*"

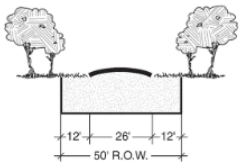
2. Why are changes needed? The street work fine as-is.

City staff, property owners, and developers have worked together to improve streets in Downtown Plano and negotiate improvements that work well on the ground. While the end result may be functional street designs that appear to work based on what can be seen from the surface, it is not always so functional on paper. The final outcomes mask mismatches between existing standards and practical design challenges that create unnecessary confusion for city staff, property owners, and the development community. It has been asserted that, "*obtaining answers [from staff] can take months as private redevelopment plans work through the approval process*." Any delay in providing clear answers is likely due, in large part, to the lack of a customized street plan and the impracticalities of applying the citywide street design standards in the Downtown area. The situation is inefficient and costly for both property owners/developers and the community.

This mismatch requires staff to evaluate the needs of each project on a case-by-case basis, which is problematic for the city to provide effective customer service to development and redevelopment project in the Downtown area. Although time and speed are often cited as the most important factors of a successful development review process, there are other critical factors to creating a user-friendly experience that, if done well, lead to a quicker overall timeline as a natural outcome. These include: (1) establishing clear expectations upfront about what code requirements must be met to get project approval, and (2) being fair and consistent in the implementation of the code requirements through the course of the project and from one project to the next. Neither of these can be provided under existing circumstances due to the lack of a right-of-way plan and customized street sections that meet the unique constraints of the Downtown area.

The following are examples of these mismatches:

- **Residential Streets:** The current Thoroughfare Plan, Thoroughfare Standards, and Subdivision Ordinance utilize the *Type G Residential/Local Street* as the smallest street section for residential neighborhoods. This includes a 50-foot total right-of-way (ROW) with 26 feet of pavement. However, most streets in the Downtown area were originally platted with 40-foot ROW. Staff explored 40-foot ROW options for downtown streets, but none were feasible due to inadequate space outside of the curbs for both sidewalks and franchise utilities, especially at the densities found with redevelopment. Narrowing the travel lanes to gain more room was not an option unless dedicated on-street parking is provided outside of the travel lanes (thus, widening total pavement) or parking is completely prohibited on both sides of the street (not desirable in most locations). With very few exceptions, the city has required ROW dedication, or street easement in lieu of ROW, to widen the available space for streets, sidewalks, and utilities. As a result, there are not many streets with 40-foot ROW remaining in the Downtown area. Where still present, these streets are typically adjacent to properties that have not been redeveloped since the turn of the century.



Type G
(R2U)
Residential / Local

  The issue is further complicated by the Subdivision Ordinance, which requires a minimum 60-foot ROW and 36 feet of pavement (*Type F Collector Streets*) for local streets adjacent to retail, commercial, industrial, schools, parks, apartments, or similar uses. Therefore, the original 40 feet ROWs should technically be widened to 60 feet when adjacent to multifamily and non-residential uses in the Downtown area. Over the decades, the application of this standard has been inconsistent, with some plats dedicating the necessary portions for a full 60-foot ROW,

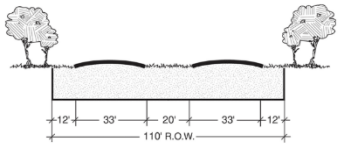
some only up to 50 feet of ROW, and even some keeping the original 40-foot ROW from the original street. Additionally, for all types of streets, these areas of land have been dedicated by various means, including by official ROW or through street/sidewalk easements.

There is no discernable pattern or logic behind why such a variety of ROW widths exists. No doubt there were good reasons and site-specific constraints affecting the decisions made; but the fact that the inconsistency spans decades (and is even inconsistent in most recent years), suggests there may be a lack of equity, clarity and/or practicality with the standards. These situations could have been negotiated based on reasonable design constraints, but in the present, it is very difficult to go back and try to uncover what led to those decisions being made. That is especially true as staff changes and institutional knowledge is lost. The perception that results today is that the city is unfairly and unevenly applying the standards when that is not the intent.

The proposed changes resolve these issues by establishing two sets of local streets (Residential Locals and Mixed-use Locals), both with a 50-foot ROW. The requirement for 60-foot ROW adjacent to apartments and non-residential uses will no longer apply in the Downtown area. Additionally, the Street Design Standards formalizes the use of street easements in lieu of ROW dedication to fulfill these needs, allowing the city the space it needs to provide public infrastructure and also allowing more use of the property towards setbacks and lot coverage.

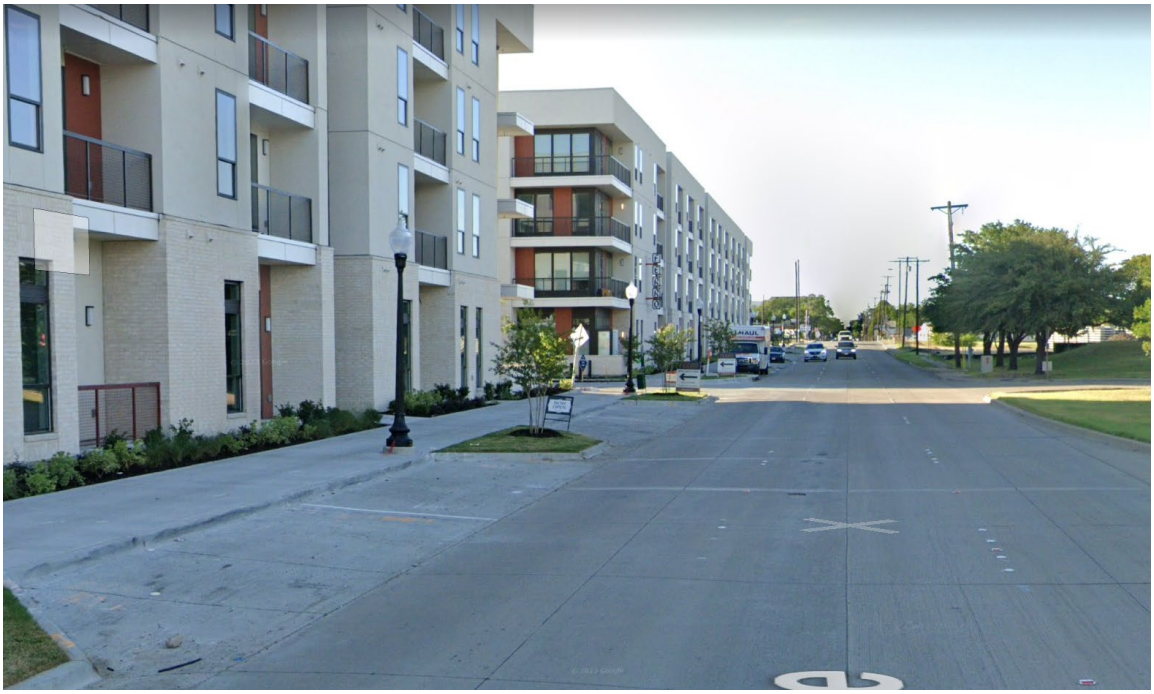
For Mixed-Use Locals, it allows for on-street parking, street trees, and wider sidewalks all within the ROW boundaries. These designs are more closely aligned with the street sections that are requested by developers to create a pedestrian-friendly streetscape for their project and take advantage of on-street parking credit. Some deviations and variations will likely still be needed due to the unique design challenges downtown; however, the proposed sections provide a better starting place for those discussions than the current citywide standards. The Street Design Standards allow those deviations to be worked out on a case-by-case basis at a staff level.

- **Downtown Couplet:** The sections of K Avenue and Municipal Avenue from 10th Street to 18th Street form the Downtown Couplet. Constructed in the 1990s, the couplet changed K Avenue to a one-way southbound street and Municipal Avenue to a one-way northbound street, three lanes in each direction. In the early 2000s, K Avenue north of 14th Street was reduced to two lanes, and on-street parking was added to both sides of the street.



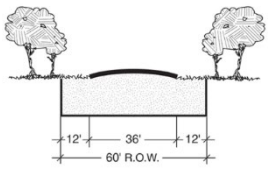
Type C
(M6D)
Major Thoroughfare

These streets are shown as *Type C Major Thoroughfares* on the Thoroughfare Plan Map, which are six-lane, divided roadways with 110-feet ROW. It is obvious the typical Type C cross-section cannot apply to the Couplet, but there are no existing standards for how to treat this unique condition. What ROW is needed for the one-way portions? Are sidewalks needed on both sides? Is a typical four-foot walk adequate? How are shared-use paths incorporated? Is two-lane or three-lane the final goal? Is on-street parking preferable, or even allowed? Unfortunately, the answers are not clear. When developers recently asked for on-street parking at a project on K Avenue, it was provided adjacent to the existing three-lane section:

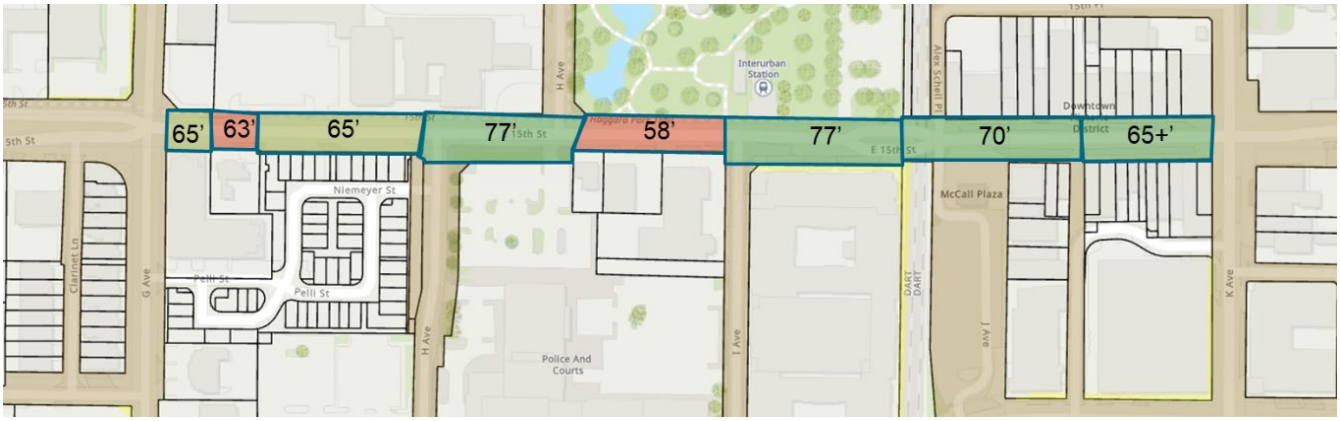


There is developer interest to provide on-street parking to support redevelopment, but is this now the city's long-term policy for accommodating on-street parking on the couplet? Again, the answer is not clear. The proposed changes resolve this issue by creating customized cross-sections for K Avenue and Municipal Avenue. These sections largely use available ROW.

- **15th Street:** The segment from G Avenue to the DART rail is shown as a *Type F Collector Street* on the Thoroughfare Plan Map. Type F streets are two-lane, undivided roadways with 60-foot ROW and 36 feet of pavement. Its existing condition is currently four lanes with approximately 40 feet of pavement. The ROW available varies significantly and in almost all locations is greater than 60 feet:



Type F
(S2U)
Collector



The city has required ROW dedication along this street over the years to accommodate wider sidewalks, a shared-use path, and on-street parking. The intent is not to provide the standard Type F street here, but what is the final goal? There are no existing plans or standards to show what the full width of the street would ideally be. Without an adopted policy, how does staff know where to hold the line on ROW dedication when redevelopment is proposed along this roadway?

It could be left to practical negotiation, but that could lead to uncertainty and time delays, which are concerns of the development community. The proposed changes help rectify this by creating a customized street design for this section of 15th Street, and other major streets with similar issues.

- **Setbacks in the Downtown Business/Government (BG) District**

  Unlike in most other districts where the setback is measured from the property line, in BG the setback is measured from the curb. The amount of setback varies by use of the property, street type, and whether on street parking is provided or not. Considering the challenges of street design (due to the lack of practical and consistent standards discussed earlier), determining where the new curbline and corresponding setback will ultimately be for a proposed redevelopment can be quite challenging. There are so many variables involved beyond what is listed in the BG regulations that fast and simple answers are nearly impossible to provide. Instead, the only practical approach is to review proposed site plans, which is not convenient for those in the due diligence phase or not yet ready for the expense of employing design professionals.

  Creating the customized right-of-way plan for Downtown streets and the corresponding changes to the Zoning Ordinance help rectify these issues by allowing the setbacks to be measured from the planned right-of-way edge. For example, if a street is planned to be 50 feet in total right-of-way, the setbacks apply from the outside edge of the 50 feet (even if the existing right-of-way is only 40 feet and no ROW dedication is required). This is much easier to calculate and due diligence will be much easier. Setbacks have been lowered in the BG district to accommodate these changes.

3. Redesigns of 14th Street and 15th Street

The Downtown Streets Plan includes redesigns on certain sections of 14th and 15th Streets. These designs are intended to accommodate vehicular traffic while also providing benefits to the character of the area including:

- Wider sidewalks for bicyclists and pedestrians
- Street trees to provide shade and buffer pedestrians from vehicular traffic
- On-street parking to increase parking options, buffer pedestrians, and calm traffic
- Narrower intersections that are safer and more comfortable for pedestrians to cross
- Intersection improvements and signal timing opportunities to improve traffic flow and efficiency

Staff has received feedback from some stakeholders concerned that reducing the number of travel lanes in these sections will result in increased traffic congestion in the Downtown area. Staff has analyzed these roadways and finds that traffic operations will either improve or maintain existing conditions while providing a safer and more pedestrian-friendly experience, as discussed below:

- **15th Street (G Avenue to DART Rail)** – This section of 15th Street is currently a four-lane roadway from G Avenue to I Avenue, reducing to two lanes between I Avenue and the DART Railroad. In the eastbound direction, the right (outside) lane becomes a dedicated right-turn lane into the J Avenue/McCall Plaza parking lot as it approaches the rail line (see right-hand image in the following).

Facing west from I Avenue towards US 75

Facing east from I Avenue towards K Avenue

The proposed design includes two main travel lanes with a continuous Two-Way Left Turn Lane (center turn lane). A combination of parallel and diagonal on-street parking would be provided on the south side of the street.

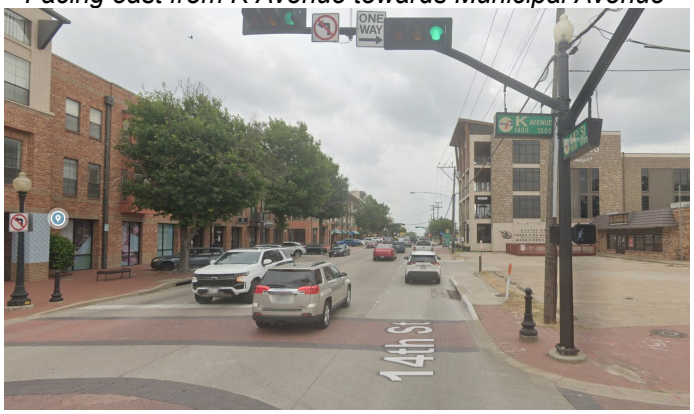
Proposed E. 15th Street Design (For Conceptual Purposes Only)

This design is beneficial for many reasons:

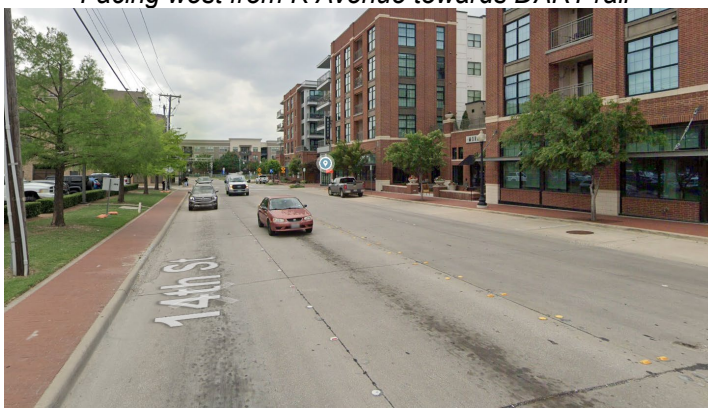
- Repurposing underutilized space to enhance the streetscape: Traffic volumes do not warrant four travel lanes in this section of 15th Street. In its current design, the street can handle approximately 1,000 trips per hour in each direction and yet only experiences approximately 375 trips per hour at its peak demand. As proposed, this underutilized space is repurposed for other street features, including on-street parking, street trees, and wider sidewalks.
- Improving safety at the intersection with the DART rail: In its current condition, eastbound traffic must merge into a single lane to continue straight past the DART rail towards K Avenue. Despite additional striping and signage alerting drivers to this condition, staff has observed that inattentive drivers often fail to heed these alerts. As a result, unsafe merging movements sometimes occur over the railroad tracks. In the proposed design, traffic approaching the railroad tracks will have already merged into a single lane farther to the west, allowing a more traditional right-turn lane in this location. This design mitigates the merging issue by making it more intuitive to drivers that the outside lane is for right turns only.
- Signal timing at intersection with G Avenue: The current configuration of this intersection requires signal timing that is inefficient and inconvenient for drivers. At certain points in the sequence, only one direction of traffic is given a green light at a time so that vehicles can make a protected left turn using a green arrow. This is necessary even if no vehicles are intending to turn left. The proposed design includes dedicated left turn lanes for the east and westbound lanes of 15th Street, allowing turning traffic to queue outside of the main lanes. As a result, signals can be more efficiently timed so that wait times are significantly shortened. Traffic modeling by the Engineering Department suggests overall wait times could be reduced as much as 30% over the current configuration.

- **14th Street –** 14th Street is currently a four-lane, undivided roadway. From J Avenue to Municipal Avenue, the street also includes on-street parking on the north side of the street and narrow sidewalks against the back of curb on the south side of the street.

Facing east from K Avenue towards Municipal Avenue

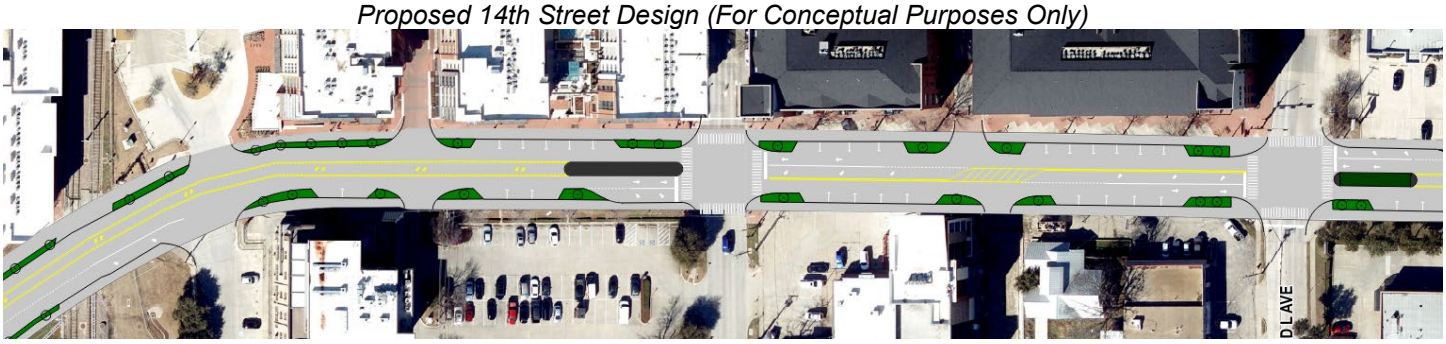


Facing west from K Avenue towards DART rail



The proposed design includes two main travel lanes with a continuous Two-Way Left Turn Lane (center turn lane). On-street parking will be provided on both sides of the street. At intersections with major roadways, such as K Avenue and Municipal Avenue, the center turn lane or on-street parking aisles can be converted to turn lanes for traffic efficiency (as shown).

Proposed 14th Street Design (For Conceptual Purposes Only)



This design is beneficial for many reasons:

- Repurposing underutilized space to enhance the streetscape: In its current design, the street can handle approximately 1,000 trips per hour in each direction and yet only experiences approximately 600 trips per hour at its peak demand. As proposed, this underutilized space is repurposed for other street features, including on-street parking, street trees, and wider sidewalks.
- Improving or maintaining traffic flow: In its current design, the inside lanes of 14th Street at the intersections of K Avenue and Municipal Avenue allow both straight (through) and left turning movements. When both east and westbound lanes have a green light, vehicles making left turns must yield to oncoming traffic. Other vehicles behind them must wait or change lanes in order to continue straight through the intersection. As a result, drivers who are familiar with the area tend to use the outside lanes when continuing straight through K Avenue or Municipal Avenue to avoid getting stuck behind turning traffic. This practice results in the inside lanes functioning similarly to dedicated left turn lanes.

The proposed design utilizes the center turn lane area as dedicated left turn lanes onto northbound Municipal Avenue and southbound K Avenue. This allows turning vehicles to queue outside of the main lanes, making traffic more efficient and allowing improvements to signal timing. Traffic modeling by the Engineering Department suggests that the proposed design has no negative impact on traffic capacity, congestion, or wait times, as there will be adequate depth in the turn lanes to queue all turning vehicles without backing up into the main travel lanes. The net result is that the intersection performs similar in function to the existing design, while providing additional benefits such as signal timing improvements, a shorter crosswalk (via less lanes) for pedestrian connectivity, and additional space for sidewalks, street trees, on-street parking, and other amenities.

4. Future street connections in the Downtown area

The proposed Downtown Streets Plan includes future extensions of F Avenue, 12th Place, 13th Street, O Avenue, and P Avenue. These are intended to reinforce the street grid by enhancing connectivity, increasing walkability, and creating new street frontage opportunities to support Downtown's growth and redevelopment. They are generally aligned with existing streets where possible and are consistent with shorter block length requirements for pedestrian-oriented areas in the city's Subdivision Ordinance. It is also consistent with past planning policies that recommended adding connectivity to the Downtown street grid.

Some property owners have expressed concerns about the potential impacts of showing these future connections on the Thoroughfare Plan Map. The need and benefit of the connections are not widely disputed, but implementation-related questions have been raised about impacts on long-term leasing and financing of affected properties, the timing of the improvements, and the public vs. private responsibility for funding and constructing the roadways. It has been suggested that the city should commit now to acquiring the necessary right-of-way and fully funding and constructing the streets. Without such commitment, the future streets should be removed as they would raise too many unanswered questions about how future redevelopment will be impacted.

While valid questions have been raised about the challenges the future streets may pose to short-term private property interests, the city has a responsibility to plan for the overall community's long-term interests. Removing the streets would not necessarily remove the obligation for future street connections, as maximum block length requirements in the Subdivision Ordinance would still need to be met for large-scale redevelopment. If the greater public interest is served by increasing connectivity Downtown, the city should be transparent about its future plans by including these new street connections on the map and equitable in relying upon established city procedures and protections under the law to protect private property interests.

5. City vs. Property Owner Responsibilities/Timing of Improvements

Funding and timing of street construction have never been part of the Thoroughfare Plan Map or the Thoroughfare Standards, as this is the role of the Community Investment Program (CIP) for city-initiated street projects and the Subdivision Ordinance for private development. The city's policies have long been designed so that development pays its own way, with provisions in the Subdivision Ordinance that allow for relief from unrelated or disproportional public improvements in accordance with the law. However, in response to concerns from property owners, staff is proposing amendments to the

Subdivision Ordinance that commits the city to fully funding street improvements and reimbursing property owners for right-of-way dedication (see Agenda Item 1D).

- **Downtown Couplet and Gateway Corridors:** The Street Design Standards commits to constructing the long-term street improvements to the Downtown Couplet and Gateway Corridors through the Community Investment Program (CIP). Long-term improvements include narrowing street widths, reducing/restriping lanes, improving intersections, and constructing on-street parking and bike lanes, where applicable. It is most practical to construct these improvements as a single CIP project rather than relying on redevelopment to construct the improvements in a piecemeal approach. The timing of long-term street improvements through the CIP will be determined at a later date.

  Short-term improvements will be required for redevelopment, including the necessary right-of-way dedication/street easements to accommodate the ultimate design, along with sidewalks, street trees, and shared-use paths that serve the development on a temporary basis until the CIP project is complete. Proposed changes to the Subdivision Ordinance will now commit the city to fully reimburse the developer for right-of-way dedication and 100% fund the short-term improvements constructed within the city right-of-way.

- **Residential Locals/Mixed-Use Locals:** Construction of Residential Locals and Mixed-Use Locals will generally occur through the redevelopment process. Developers will be responsible for improving existing streets to updated standards as part of a redevelopment project. Proposed changes to the Subdivision Ordinance will now commit the city to fully reimburse the developer for right-of-way dedication and 100% fund the short-term improvements constructed within the city right-of-way.

- **Future Streets:** For future streets shown on the map, the developer will be required to dedicate the right-of-way and construct the street as part of a redevelopment project. Proposed changes to the Subdivision Ordinance will now commit the city to fully reimburse the developer for right-of-way dedication and 100% fund the short-term improvements constructed within the city right-of-way. The city may also purchase the necessary property and construct future roadways on its own; however, there is no intent to do so at this time. These roadways are included on the map in the event that land assembly and redevelopment warrant improved connectivity through this area.

Summary

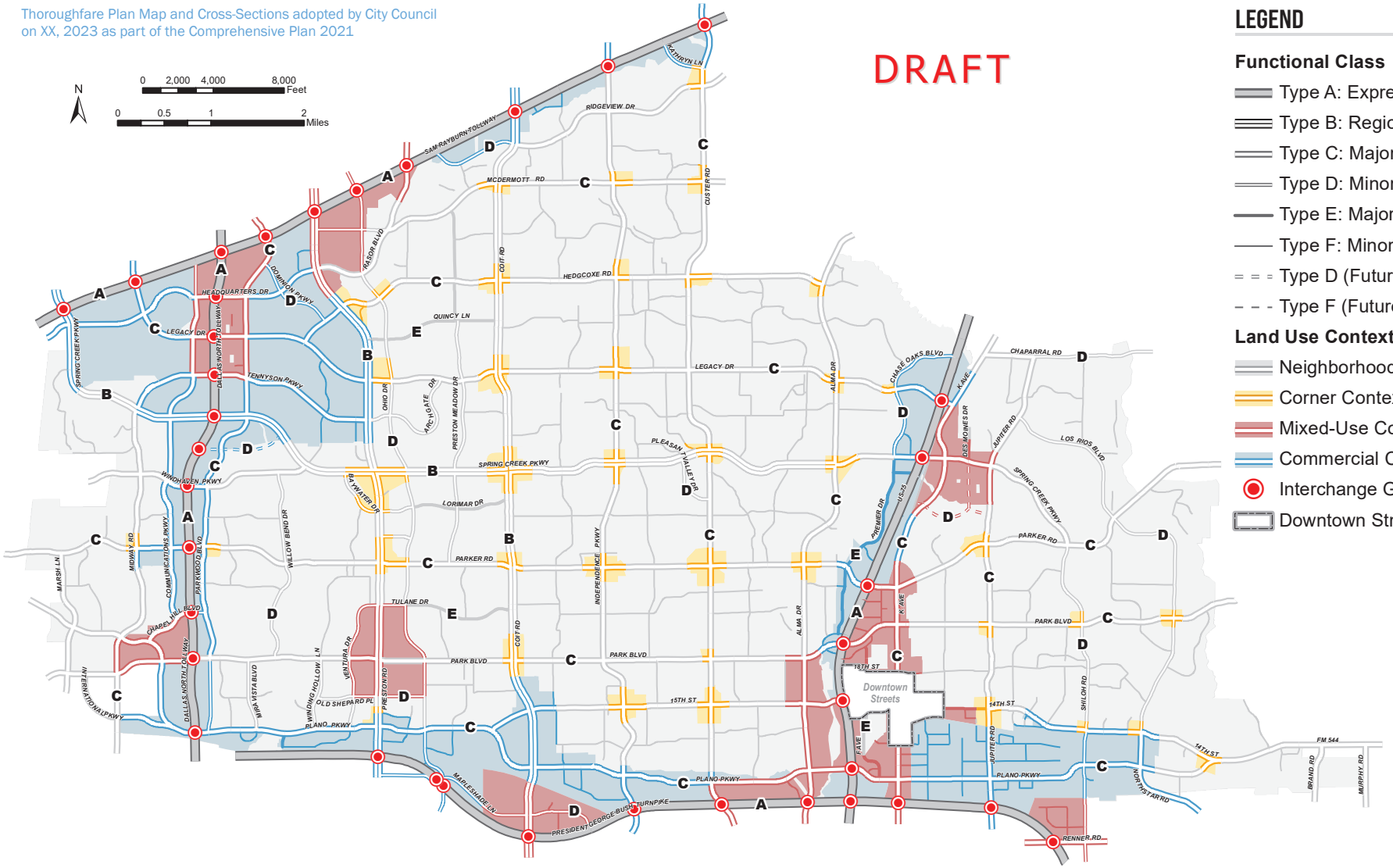
Adoption of the Street Design Standards requires corresponding amendments to the Thoroughfare Plan Map of the Comprehensive Plan. The amendments encompass several key aspects. Four distinct land use contexts – Neighborhood, Corner, Commercial, and Mixed-Use – will be introduced to the Thoroughfare Plan Map. Additionally, a new Downtown Streets Plan inset map will be included, accounting for the unique character of the Downtown area's streets. The introduction of the four land use contexts and a Downtown Streets Plan allows for a more adaptable and contextually appropriate street design approach that is complementary of the character of adjacent land uses. Correspondingly, cross-section details will be transferred from the Thoroughfare Plan Map to the Street Design Standards.

RECOMMENDATION:

Staff recommends approval as submitted.

THOROUGHFARE PLAN MAP

Thoroughfare Plan Map and Cross-Sections adopted by City Council on XX, 2023 as part of the Comprehensive Plan 2021



LEGEND

Functional Class

- Type A: Expressway/Tollway
- Type B: Regional
- Type C: Major
- Type D: Minor
- Type E: Major Collector
- Type F: Minor Collector
- Type D (Future)
- Type F (Future)

Land Use Context

- Neighborhood Context
- Corner Context
- Mixed-Use Context
- Commercial Context
- Interchange Grade Separation
- Downtown Streets

Date: July 2023
Source: City of Plano

Thoroughfare Plan Map

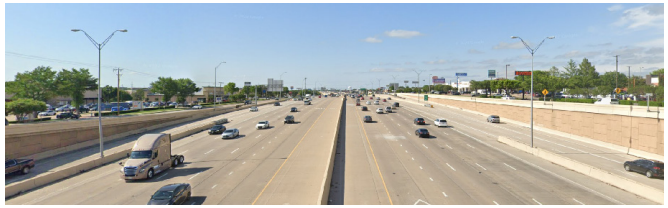
The Thoroughfare Plan Map identifies the major roadway transportation facilities necessary to support the city's mobility needs based on existing and anticipated development patterns. The map reflects a context-sensitive approach to thoroughfare planning and design that takes into consideration the connection between street functions and the adjacent land uses they serve. Thoroughfare types and their design priorities are based on a combination of Functional Classification and Land Use Context. **Functional Classification** defines the hierarchy of streets according to their ability to move traffic throughout the thoroughfare network and provide access to adjacent properties. These classifications establish the basic physical dimensions of a thoroughfare, including the number of lanes and right-of-way width. **Land Use Contexts** are based on the typical intensity, scale, and mix of land uses established by the Future Land Use Map, and define the various street design considerations and multimodal priorities, such as on-street parking, landscaping, bicycle facilties, and pedestrian enhancements.

FUNCTIONAL CLASSIFICATIONS

FUNCTIONAL CLASS CHARACTERISTICS

FUNCTIONAL CLASSIFICATION		MINIMUM ROW (FT)	MEDIAN WIDTH (FT)	NUMBER OF LANES
A	Freeways/ Tollways	TXDOT/NTTA	2-24	8-10
B	Regional Arterials	130-160	20-24	6-8
C	Major Arterials	110	16-20	4-6
D	Minor Arterials	92-98	16-20	4
E	Major Collectors	68-73	11-20	2-4
F	Minor Collectors	60-62	N/A	2-4
G	Local/Residential Streets	50-63	N/A	2
DOWNTOWN STREETS	Downtown Couplet, Gateway Corridors, Mixed Use Locals, Residential Locals (see Downtown Streets Plan)			
SPECIAL STREETS	Alley, Mews, Paseos, and Shared Streets Functional design characteristics vary			

TYPE A: EXPRESSWAYS



Type A Thoroughfares include U.S. Highway 75, the Dallas North Tollway (DNT), the President George Bush Turnpike (PGBT), and the Sam Rayburn Tollway (SRT). These roadways are intended to carry the highest proportion of regional traffic through the city and are designed to accommodate high traffic capacity and longer trip lengths. The standard right-of-way width varies depending on the number of lanes, need for grade separation, and inclusion of service roads. These roadways are managed by external agencies such as the Texas Department of Transportation (TxDOT) and the North Texas Tollway Authority (NTTA); however, the City manages driveway access from the service roads. Intersections with arterial roadways are typically grade separated.

TYPE B: REGIONAL ARTERIALS

Type B Thoroughfares are the major north-south and east-west roadways that are designed to accommodate very high traffic volumes, including regional commuter traffic. Examples of Type B Thoroughfares include Preston Road, Spring Creek Parkway, and Coit Road. Spring Creek Parkway and Preston Road include special design regulations in the city's Street Design Standards. Traffic and access management are prioritized in these corridors through signal timing coordination, deceleration lanes for turning movements, sharing of driveways, and median openings.

TYPE C: MAJOR ARTERIALS

Type C Thoroughfares are the city's major "cross-town" roadways. While citywide connectivity is the primary function, these arterials typically serve lower traffic volumes and less regional pass-through traffic than their Type B counterparts. These roadways are typically six lanes separated by a landscaped median. Traffic and access management are still prioritized in these corridors, but also include a greater emphasis on modal integration through shared-use paths, bus transit facilities, and pedestrian enhancements near major intersections.

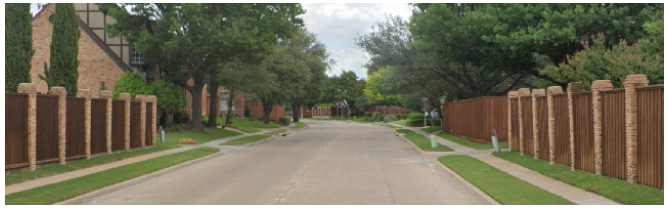
TYPE D: SECONDARY ARTERIALS

Type D Thoroughfares are intended to support and feed the regional/major arterial system and are intended for moderate-volume, moderate-speed traffic movement. These arterials typically serve trips of shorter lengths compared to Type C Major Arterials. Access to adjacent property is partially controlled with medians. Within mixed-use areas, these streets may serve as a Major Median Divided boulevard with on-street parking and active parkways.

TYPE E: MAJOR COLLECTORS

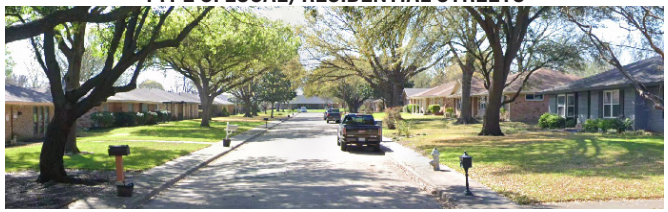
Type E Thoroughfares are intended to collect and distribute traffic between arterial streets and minor collectors or local streets. They are intended for short length trips while also providing access to abutting properties. Major Collectors are designed to provide a greater balance between mobility and land access, and the number of lanes may vary depending on mobility and land use context priorities. Due to typical lower traffic speeds and volumes, these roadways may also be appropriate enhanced multimodal connections for bicyclists and pedestrians.

TYPE F: MINOR COLLECTORS



Type F Thoroughfares typically serve as minor collector streets that accumulate traffic from local streets for distribution to the arterial street network. Minor Collectors are intended for low-speed, low-volume traffic movement and for short length trips, and are appropriate in residential, commercial, and industrial areas. Minor Collectors in mixed-use areas or adjacent to multifamily housing are often designed with on-street parking. Not all Type F streets are not shown on the Thoroughfare Plan Map, but may be required in special circumstances under the Subdvision Ordinance (adjacnt to parks, for examples) or for new developments based on a Traffic Impact Analysis (TIA).

TYPE G: LOCAL/RESIDENTIAL STREETS



The Type G Local/Residential Street is Plano's most common street type and provides direct access to abutting properties and individual residential lots. In most cases, they are designed to allow two-way traffic with parking against the curb. Where heavy on-street parking is present, traffic may be limited to one travel lane with automobiles required to yield. Type G also serve as "Minor Streets" in mixed-use areas, having wider sidewalks, street tree buffers, and on-street parking. Note that Type G streets are not shown on the Thoroughfare Plan Map, but are required in accordance with the Subdivision Ordinance.

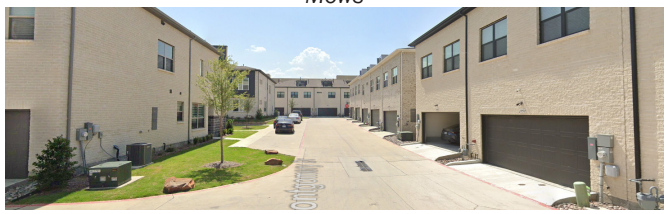
DOWNTOWN STREETS

Historic Downtown Plano includes many older streets that were originally constructed prior to modern roadway standards. The design of these streets requires special consideration to create a walkable environment despite many constraints, including limited right-of-way widths, overhead and underground utilities, and on-street parking needs. To addres these needs, the Downtown Streets Plan inset of the Thoroughfare Plan Map inlcudes a special set of functional classifications which are flexible and customized to individual street segments. Their cross-sections are subject to the special design standards of the Street Design Standards rather than the standard Type A-G functional classification system.

SPECIAL STREETS

This category of streets includes Mews, Paseos, and Shared Streets that serve specialized purposes in mixed-use areas. Placement of these streets are appropriate in accordance with the Subdivision Ordinance and Street Design Standards.

Mews

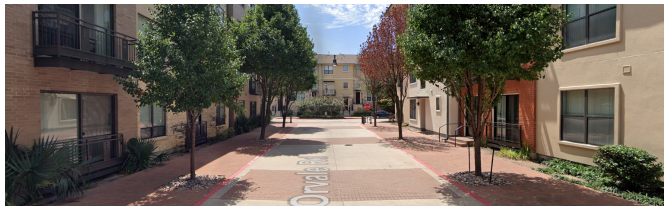


A mews is a narrow street (typically wider than an alley) that often serves as the only vehicular and emergency access for residential lots in small-lot subdivisions. Mews are most approptriate where lots are designed with secondary frontage on common courtyards, open space, a paseo, or other landscape feature.

Paseo

A paseo is a pedestrian-only right-of-way not adjacent to streets, most typically used in small lot residential development and other mixed-use settings. Dwelling units abutting a paseo front onto the paseo.

Shared Street



A shared street is an alternative local street designed to be shared among various modes of travel in a commercial or residential setting. Shared streets are typically curbless and blend the borders, surfaces, or zones used by drivers, pedestrians, bicyclists, and other road users. They require traffic calming, very low speed limits, and signage.

LAND USE CONTEXTS

Land Use Contexts are serve as an overlay on the Thoroughfare Plan Map functional classification system, providing design and modal priority guidance to complement the surrounding area. Four land use contexts are identified that allow context-sensitive street design to be flexible for differing priorities: **Neighborhood**, **Commercial**, **Corner**, and **Mixed-Use**. These contexts influence differences in street design in terms of multimodal mobility, safety, access, and place-making functions of the public right-of-way.

NEIGHBORHOOD

Streets in the Neighborhood Context are those located within the Neighborhood, Open Space Network, and Social Network future land use designation. As the most common context in Plano, it is highly suburban in nature, with wider standard travel lanes widths, landscaped medians, green parkways, and sidewalks. On major arterial roadways, the street is often framed by the masonry subdivision walls that surround many Plano neighborhoods. Collectors and local residential streets are characterized by their medium block length, safe pedestrian connections to trails, parks, and schools, and attractively landscaped parkways and medians.

- Medium Block Length
- Curvilinear residential streets
- Standard travel lanes
- Traffic calming on residential collectors and streets

CORNER

Streets in the Corner Context are those located within the Neighborhood Corner and Community Corner future land use designations. The design of major arterials through these areas are similar to Neighborhood and Commercial contexts, but incorporate enhancements at major intersections to improve connectivity and pedestrian safety. The design of collectors and local streets may vary depending upon the application:

- Where contemporary residential subdivisions are introduced as an extension of the Typical Neighborhood Design (see Neighborhoods Dashboard) for an entire corner, use of the Neighborhood context is most appropriate.
- Where small-lot subdivisions are introduced as part of a corner redevelopment or revitalization, the use of on-street parking, street trees, wider sidewalks, and attractive parkways are encouraged to create a more pedestrian-friendly environment that complements a low-rise, suburban scale.

COMMERCIAL

Streets in the Commercial Context are those located within the Expressway Corridor and Employment Center future land use designations. These streets share similar characteristics to those in the Neighborhood contexts, but often have buildings set back further from the road, do not feature on-street parking in most areas, and often serve higher traffic volumes and speeds. These streets should be designed to maintain efficient traffic flow with appropriate driveway access and intersection design, while also accommodating pedestrians with generous parkways to provide a buffer between sidewalks and vehicular travel lanes.

- Wide Block Lengths
- Wider Landscaped Medians and Parkways
- Limited Access
- Prioritize turning movements
- Straight or curvilinear streets

MIXED-USE

Streets in the Mixed-Use Context include those within the Suburban Activity Centers, Urban Activity Centers, and Downtown Corridors future land use designations. They may also be used in other locations where mixed-use development is deemed appropriate through the zoning process. They are intended to promote a highly walkable form that complement the integrated mix of uses in these areas. The design of these streets promote slower traffic speeds and support multiple modes of transportation, including pedestrians, bicycles, cars, and transit. Curbside management is also important in these areas given the multipurpose use of street space.

- Urban Streets and Short Block Lengths are typical, however Traditional Streets with Short to Medium Block Lengths may also be appropriate in SA areas
- On-street Parking and Curbside Management
- Bicycle and Transit Facilities
- Wider pedestrian zones for higher pedestrian activity
- Trees and landscaping for aesthetics and shade

THOROUGHFARE DESIGN CHARACTERISTICS

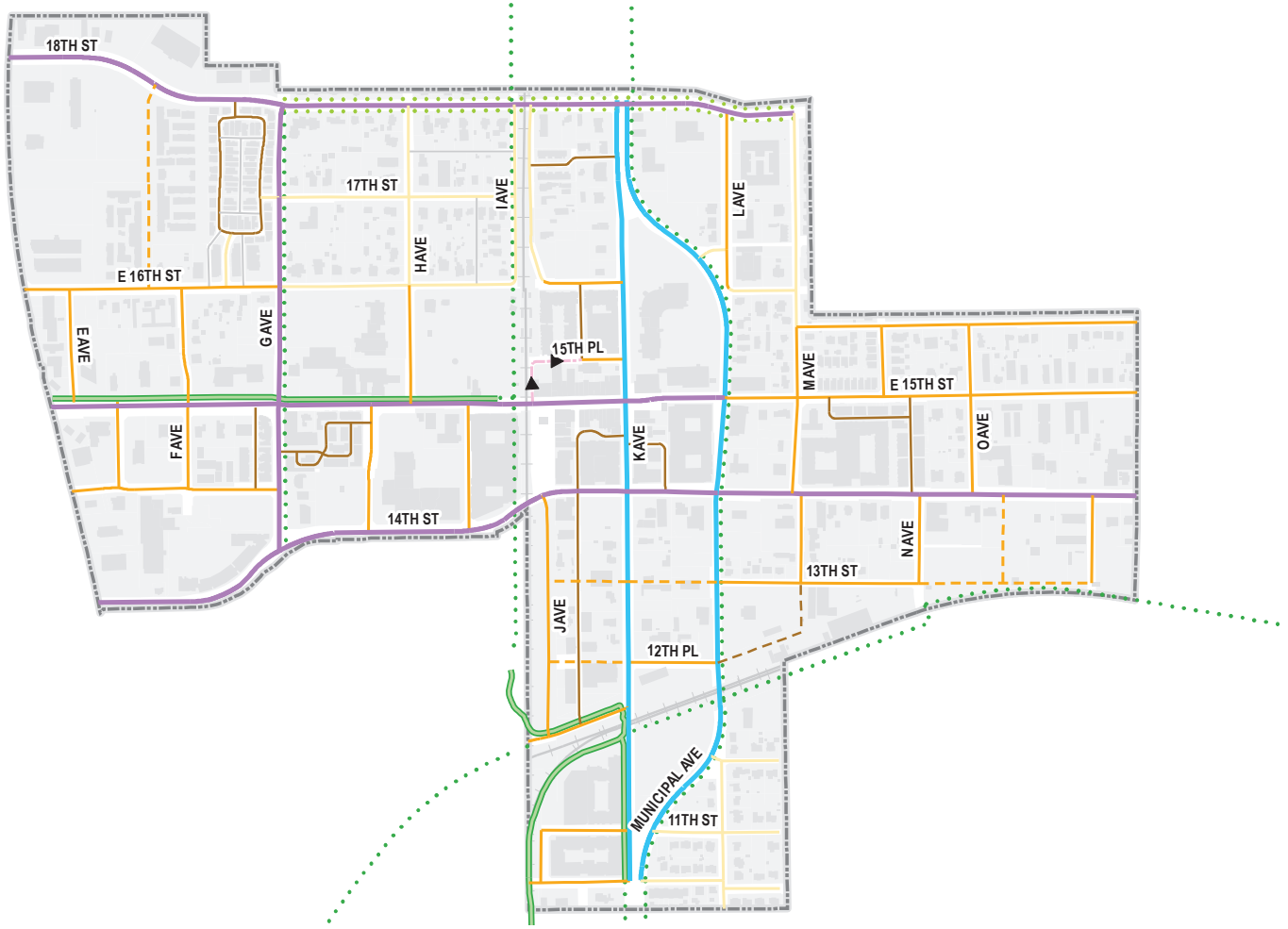
This table identifies the general street design characteristics that are typical or appropriate on various street types. This information is intended as a reference to inform choices for individual streets; however, final design decisions will be context specific. More detailed guidance on these street elements is provided in the Street Design Standards.

LEGEND
■ Typical
▲ Recommended
O Optional
✖ Not Applicable

		ARTERIALS (TYPE B-D)				COLLECTORS (TYPE E-F)				LOCAL STREETS (TYPE G)			
	LAND USE CONTEXT DESIGN ELEMENTS	NEIGHBORHOOD	COMMERCIAL	CORNER	MIXED-USE	NEIGHBORHOOD	COMMERCIAL	CORNER	MIXED-USE	NEIGHBORHOOD	COMMERCIAL	CORNER	MIXED-USE
TRAVELWAY ZONE	Travel Lanes	■ 11-12' Width	■ 11-12' Width	■ 11-12' Width	■ 11-12' Width	■ 11' Width	■ 11' Width	■ 11' Width	■ 11' Width	■ 11' Width	■ 11' Width	■ 11' Width	■ 11' Width
	Median	■	■	■	■	O	O	O	▲	✖	✖	✖	✖
	Traffic Calming	✖	✖	✖	✖	O	O	O	▲	O	O	O	▲
CURBSIDE/FLEX ZONE	On-Street Parking	O Type C/D only	✖	✖	O Type C/D only	O	O	O	■	■	■	■	■
	Loading/Pick-up/Drop-off Zones	✖	✖	✖	✖	✖	O	O	O	✖	O	O	O
	Enhanced Transit Stops	O	O	O	▲	O	O	O	▲	✖	✖	✖	✖
	Shared-Use Path/ Off-Street Bicycle Facility	O	O	O	▲	O	O	O	▲	✖	✖	✖	✖
	On-Street Bicycle Facility	O Type C/D only	O Type C/D only	O Type C/D only	▲ Type C/D only	O	O	O	▲	O	O	O	O
PEDESTRIAN ZONE	Sidewalks	■ 5' Width	■ 6' Width	■ 6' Width	■ 7'+ Width	■ 5' Width	■ 6' Width	■ 6' Width	■ 7'+ Width	■ 5' Width	■ 6' Width	■ 6' Width	■ 7'+ Width
	Seating/Street Furniture	✖	✖	✖	O	✖	✖	✖	▲	✖	✖	O	▲
	Buffer from Travelway	■	■	■	■	O	O	O	O	O	O	O	O
GREEN ZONE	Landscaped Edge	■	■ Wide Edge	■	■	▲	▲	▲	▲	O	O	O	▲
	Street Trees	▲	▲	▲	▲	O	O	O	▲	O	O	O	▲
	Enhanced Landscaping/ Streetscaping	✖	O	O	▲	✖	O	O	■	✖	O	O	▲
	Pedestrian-Scale Lighting	✖	✖	✖	▲	✖	✖	O	■	O	O	O	■

DOWNTOWN STREETS PLAN

Thoroughfare Plan Map and Cross-Sections adopted by City Council on XX, 2023 as part of the Comprehensive Plan 2021



LEGEND

Downtown Street Type

- Downtown Couplet
- Gateway Corridor
- Mixed-Use Local
- Residential Local
- Alley
- Mews/Special Street
- Special Condition Street
- Future Mixed-Use Local
- Future Mews/Special Street

Street Features

- Existing Shared-Use Path
- Proposed Shared-Use Path
- Proposed Bike Lanes

Boundary

N

0 250 500 1,000 Feet

Date: July 2023
Source: City of Plano

Downtown Streets Plan

The Downtown Streets Plan addresses the unique challenges and opportunities presented by the historical street grid and development patterns in Downtown Plano. The plan emphasizes enhanced accessibility, bicycle and pedestrian connections, and attractive gateways in accordance with the Character Defining Elements of the Downtown Corridors future land use category. Key features include wider sidewalks, on-street parking, designated space for streetscaping and other streetside amenities, and opportunities for new bicycle connections. A unique street classification system provides practical mobility solutions, tailored to the needs of individual street segments. These include the **Downtown Couplet**, **Gateway Corridors**, **Mixed-Use Locals**, **Residential Locals**, and other **Special Streets**. Implementation of the streets is expected to occur over time through redevelopment and the city's Community Investment Program (CIP). To prevent piecemeal improvements and inconsistent design application, major improvements to the Downtown Couplet and Gateway Corridors should be programmed into the CIP. Improvements to local streets will mostly occur as properties redevelop.

DOWNTOWN STREET CLASSIFICIATIONS

DOWNTOWN STREET CHARACTERISTICS

DOWNTOWN STREET TYPE	STREETS	TYPICAL RIGHT-OF-WAY	# OF LANES
Downtown Couplet	K Ave/ Municipal Ave	58' (each direction)	2 (each direction)
Gateway Corridor	18th Street	60-80'	2-3
	15th Street (West of G Ave)	100'	5
	15th Street (East of G Ave)	65-82'	3-4
	14th Street	65-80'	3-4
	G Ave	61-65'	2-3
Mixed-Use Local	Multiple	50'	2
Residential Local	Multiple	50'	2
Special Streets: Mews/Paseos/ Shared Streets	Multiple	ROW Varies	Two-way Travelway

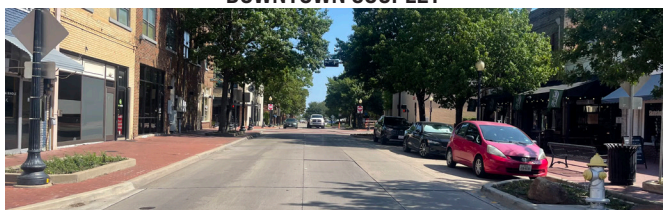
GATEWAY CORRIDORS

The Gateway Corridors are major access points to Downtown. They play a significant function in creating welcoming entrances for Downtown, while also providing safe and attractive corridors for various modes of transportation. These streets have varying right-of-way (ROW) widths, and each street's planned design takes into consideration the ability to accommodate pedestrian and bicycle activity, on-street parking, and enhanced streetscaping elements. Preliminary cross-section designs are included in the Street Design Standards. Final design may vary based on traffic studies and coordination with adjacent properties.

RESIDENTIAL LOCAL

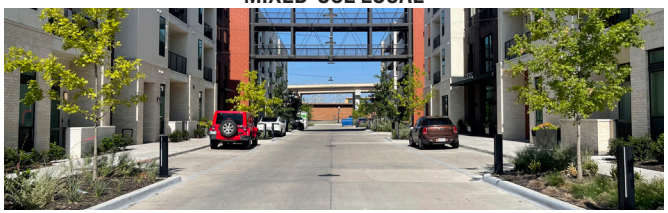
Residential Local Streets provide direct access to abutting residential properties within Downtown. These streets primarily serve residential areas in the Neighborhoods Future Land Use category and, therefore, are expected to have lower pedestrian activity compared to Mixed-Use Local Streets. The design of these streets follows a more conventional residential street and pedestrian area approach, focusing on creating safe and comfortable spaces for resident access. These streets maintain a residential character while still contributing to the overall fabric of Downtown.

DOWNTOWN COUPLET



The Downtown Couplet serves as the primary north-south connection through Downtown. It consists of one-way travel with two lanes in each direction. This street type not only facilitates essential vehicle movement but also plays a crucial role in supporting pedestrian activity, as it provides vital access to many Downtown destinations. The Downtown Couplet is intended to accommodate a shared-use bicycle and pedestrian connection, extending the existing trail network and promoting active transportation options within the Downtown area. Preliminary cross-section designs are included in the Street Design Standards. Final design may vary based on traffic studies and coordination with adjacent properties.

MIXED-USE LOCAL



Mixed-Use Local Streets are characterized by their direct access to abutting properties with mixed-use activities. These streets experience a higher level of pedestrian and curbside activity compared to other local streets in Downtown. To ensure pedestrian safety and enhance the streetscape, designated parking lanes are incorporated through the use of curb extensions. These curb extensions serve a dual purpose by calming traffic speeds and creating additional space for landscaping or pedestrian amenities. Mixed-Use Local Streets aim to foster vibrant and pedestrian-friendly environments that encourage people to explore and engage with the surrounding mixed-use developments.

SPECIAL STREETS - MEWS/PASEOS/SHARED STREETS

This category of streets includes Mews, Paseos, and Shared Streets that serve specialized purposes in the Downtown area. Design and placement of these streets are appropriate in accordance with the Subdivision Ordinance and Street Design Standards.