PLANNING & ZONING COMMISSION

ZONING CASE FINAL REPORT



DATE: December 19, 2023

TO: Honorable Mayor & City Council

FROM: Planning & Zoning Commission

VIA: Mike Bell, AICP, Development Review Manager acting as Secretary of the Planning & MB

Zoning Commission

Christina D. Day, AICP, Director of Planning

SUBJECT: Results of Planning & Zoning Commission Meeting of December 18, 2023

AGENDA ITEM NO. 1 - ZONING CASE 2023-020 PETITIONER: CITY OF PLANO

8-0

Request to amend Planned Development-124-Neighborhood Office to modify development standards on 7.1 acres located on the east side of Independence Parkway, 810 feet north of 15th Street. Zoned Planned Development-124-Neighborhood Office. Project #ZC2023-020.

						
Speaker Card(s) Received:	Support:	0	Oppose:	0	Neutral:	0
Letters Received Within 200' Notice Area:	Support:	1	Oppose:	0	Neutral:	1
Petition Signatures Received:	Support:	0	Oppose:	0	Neutral:	0

Support:

RESULTS:

Other Responses:

APPROVED:

The Commission recommends the item for approval subject to the following stipulations (shown in underlined text) to the PD:

0 Oppose: 1 Neutral:

- 1. Maximum Height: One story
- 2. All buildings shall be finished on all sides.
- 3. Construction of a brick design screening wall along the property lines adjacent to residential zoning districts, prior to any construction.
- 4. Directing all exterior lighting away from adjacent residential districts.
- 5. The only uses permitted shall be for bank, savings and loan, credit union, professional and general administrative offices, and scientific and research laboratories, except that the additional use of a church shall be permitted only on Lot 2, Block C of the Royal Center Addition.

6. <u>Maximum Lot Coverage: 30%</u>, or as the building size was constructed prior to [adoption date of this provision], whichever is greater.

To view the hearing, please click on the provided link: https://planotx.new.swagit.com/videos/291663?ts=275

PM/kob

cc: Eric Hill, Assistant Director of Planning
Christina Sebastian, Land Records Planning Manager
Melissa Kleineck, Lead Planner
Justin Cozart, Sr. GIS Technician
Jeanna Scott, Building Inspections Manager
Dorothy Alatorre, Sr. Administrative Assistant - Neighborhood Services

Google Link

PLANNING & ZONING COMMISSION

STAFF PRELIMINARY REPORT: DECEMBER 18, 2023



AGENDA ITEM NO. 1

PUBLIC HEARING: Zoning Case 2023-020

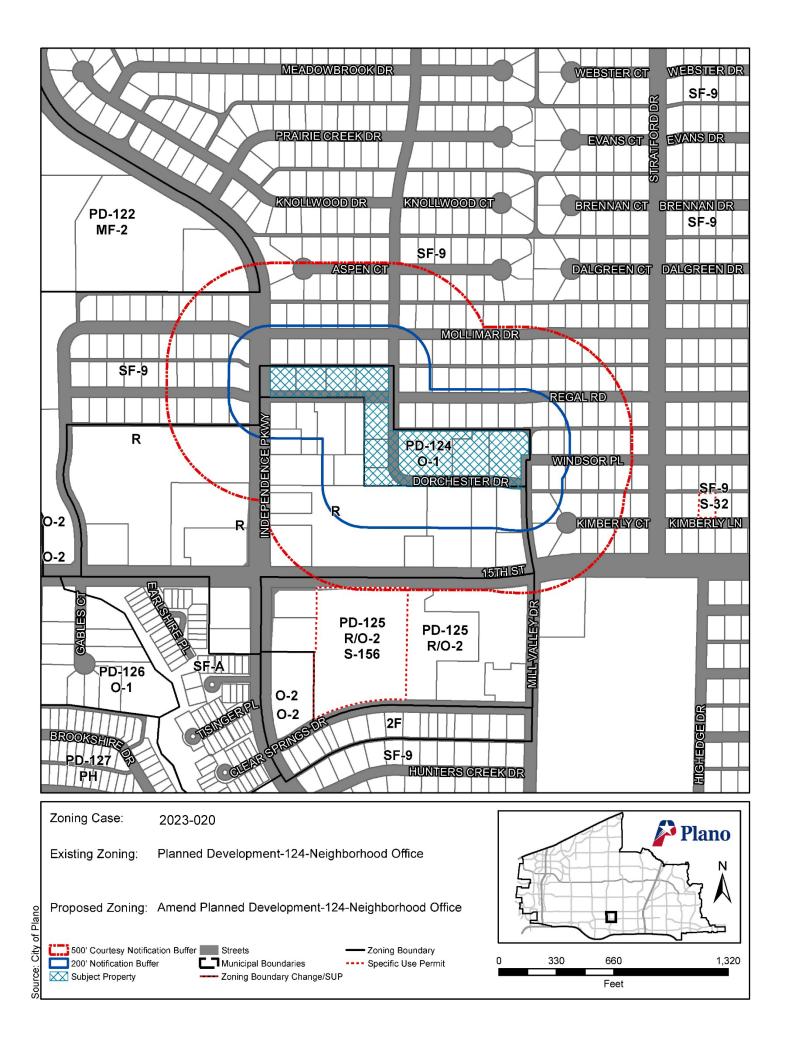
PETITIONER: City of Plano

CASE PLANNER: Parker McDowell

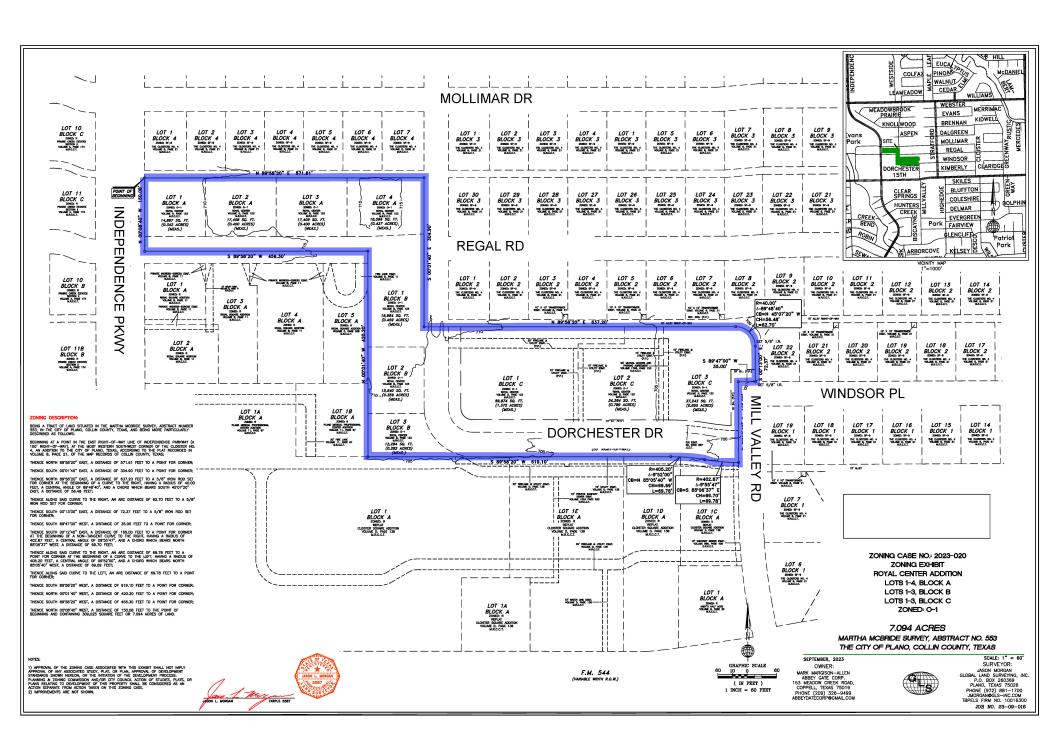
DESCRIPTION: Request to amend Planned Development-124-Neighborhood Office to modify development standards on 7.1 acres located on the east side of Independence Parkway, 810 feet north of 15th Street. Zoned Planned Development-124-Neighborhood Office. Project #ZC2023-020.

SUMMARY:

On August 7, 2023, the Planning & Zoning Commission called a public hearing to amend Planned Development-124-Neighborhood Office (PD-124-O-1) at the request of a property owner in the Planned Development (PD). The original applicant intended to request modifications to allow a Health/Fitness Center use on their property but is no longer pursuing the development and associated zoning. However, during the review of the associated site plan, it was discovered that many of the properties in the PD exceed the 30% maximum lot coverage of the district's base Neighborhood Office (O-1) zoning. To resolve this condition for the existing owners, now that it is known, staff is recommending that the case continue since it was called by the city so these properties may be brought into compliance with zoning standards to avoid unexpected complications for affected property owners.







STAFF PRELIMINARY REPORT - INTRODUCTORY REMARKS

Overview of Request

The subject property is zoned Planned Development-124-Neighborhood Office (PD-124-O-1). Since the applicant has withdrawn, staff is requesting to amend PD-124-O-1 to increase maximum lot coverage to match the conditions of the existing, original development of the lots, dating back to the 1980s.

<u>Base Zoning</u> – The Planned Development's (PD) base zoning district is Neighborhood Office (O-1). Section 10.200.1 of the Zoning Ordinance states the purpose of the O-1 district is as follows:

The O-1 district is intended to provide for low-rise, garden-type office development providing professional, medical, and other office services to residents in adjacent neighborhoods. O-1 districts shall have principal access to major thoroughfares and may serve as an area of transition between residential and high-intensity nonresidential areas.

<u>Planned Developments</u> – A PD district provides the ability to amend use, height, setback, and other development standards at the time of zoning to promote innovative design and better development controls for both onsite and offsite conditions.

<u>Lot Coverage</u> – Section 8.200 of the Zoning Ordinances defines lot coverage as "the percentage of the total area of a lot occupied by the base (first story or floor) of buildings located on the lot."

Proposed Planned Development Stipulations

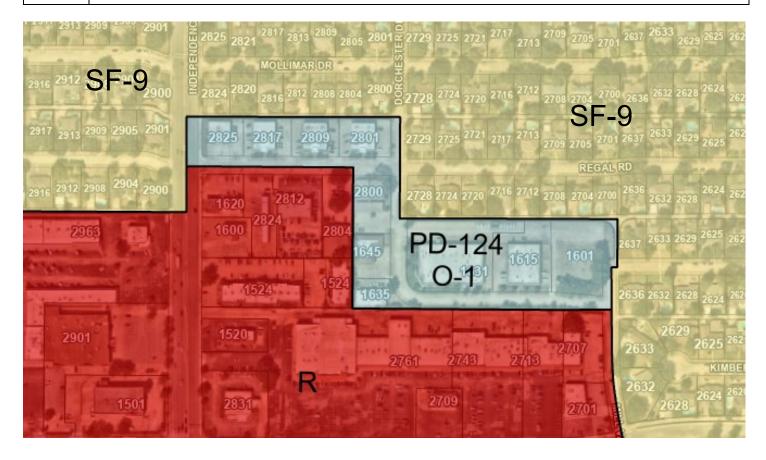
Staff is requesting to add the following stipulation (shown in underlined text) to the PD:

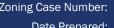
- 1. Maximum Height: One story
- 2. All buildings shall be finished on all sides.
- 3. Construction of a brick design screening wall along the property lines adjacent to residential zoning districts prior to any construction.
- 4. Directing all exterior lighting away from adjacent residential districts.
- 5. The only uses permitted shall be for bank, savings and loan, credit union, professional and general administrative offices, and scientific and research laboratories, except that the additional use of a church shall be permitted only on Lot 2, Block C of the Royal Center Addition.
- 6. <u>Maximum Lot Coverage: 30%, or as the building size was constructed prior to [adoption date of this provision], whichever is greater.</u>

PD-124-O-1 was established in 1977 to create a low-impact office development with strict building height and limited uses to protect the adjacent residential neighborhoods. The site plan for this development was approved in 1978, showing lots and buildings as they exist today, with the exception of Block C, Lot 3, which is currently a vacant lot.

Surrounding Land Use and Zoning

North	Single family-detached neighborhood zoned Single-Family Residence-9 (SF-9).
East	Single family-detached neighborhood zoned SF-9.
South	Retail shopping center zoned Retail (R) south of Dorchester Drive, and commercial, retail, and restaurant zoned R south of Regal Road.
West	Single family-detached neighborhood zoned SF-9 and commercial, retail, and restaurant zoned R.





2023-020

December 6, 2023

Findings Required

✓ Findings Not Required

VISION: "Plano is a global leader, excelling in exceptional education, abounding with world class businesses and vibrant neighborhoods" GUIDING PRINCIPLES: Plano Today. Plano 2050. Plano Together.

1 | Future Land Use Map

| City of Plano COMPREHENSIVE PLAN 2021



Community Corners (CC)

The Community Corners future land use category applies to retail sites on the corners of major arterial roadways that traditionally serve the general retail, service, office, and institutional needs of surrounding neighborhoods. These areas are often anchored by uses such as a large grocery store, hardware store, department store, fitness center, or other big box retailer.

Criteria For Community Corners - A Community Corner is typically 25 acres or more, but may be as small as 10 acres if it meets two of the three following criteria

- does not directly abut single-family neighborhoods
- at least 250,000 sq. ft. of commercial floor area is located within 1/4 mile
- at least two 50,000 sq. ft. or larger anchor stores are located within 1/4 mile

Redevelopment & Innovative Concepts - Due to the abundance of retail zoning in Plano's development history and changes in retail consumer trends, these areas are increasingly susceptible to decline. Redevelopment is encouraged where appropriate to reduce excess retail square footage, increase green space, integrate new uses, improve walkability, limit visual impacts of parking, and enhance community form. Furthermore, innovative solutions that introduce useable open space and repurpose existing structures are desired to create unique community gathering spaces in these corners. Adequate transitions in building setback and height must be considered when development is proposed near surrounding neighborhoods

Residential Uses - The introduction of residential uses are encouraged where buffered from adjacent neighborhoods, or when necessary to further the goals of the Redevelopment and Innovative Concepts section above and are provided in a context-sensitive manner. New housing should be thoughtfully integrated into the street network of the corner and, where feasible, safe and convenient connections from existing neighborhoods should be provided. In many cases, the layout of existing neighborhoods may preclude direct walking connections to these corners. Low-rise, single-family housing types are desired for compatibility with existing adjacent neighborhoods. Existing multifamily developments, which function as transitions from moderate-to-high intensity commercial areas, should be well maintained to preserve neighborhood character.

PRIORITIES

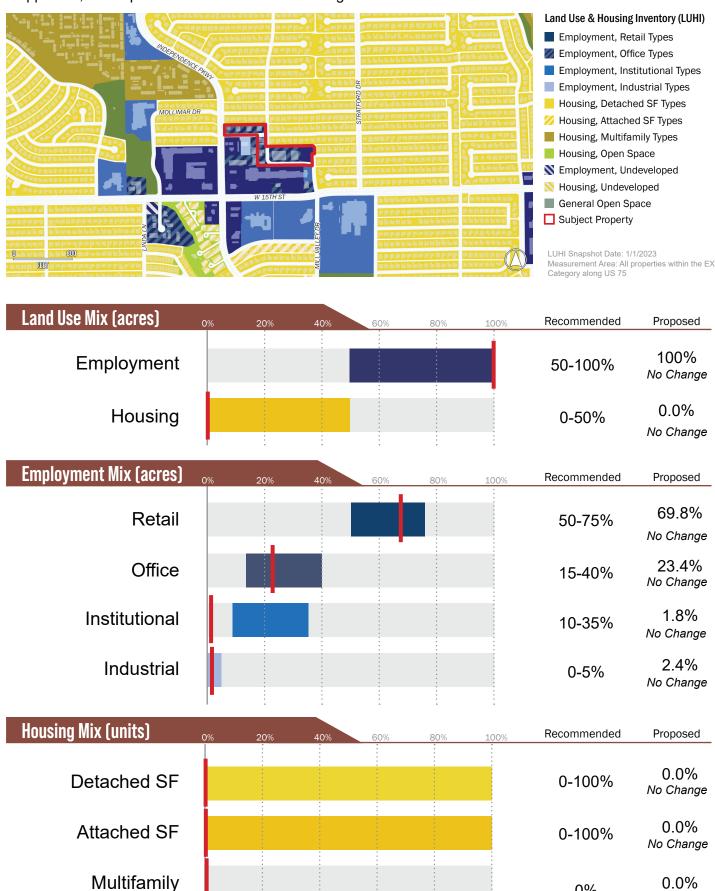
- Reducing excess retail zoning and square footage
- 2. Innovative redevelopment concepts
- 3. Green space & amenities

2 Mix of Uses

Zoning Case Fact Sheet



If approved, the request would result in the following Mix of Uses:



No Change

0%

3 | Desirable Character Defining Elements



•		The Dashboards
DESIRABLE CHARACTER DEFINING ELEMENT	RECOMMENDED BY COMPREHENSIVE PLAN	APPLICANT PROPOSAL
Building Heights	1 to 3 stories	No changes proposed
Density	4 to 22 DUA	No changes proposed
Intensity	Low (0 to 50% Lot Coverage)	An increase to the maximum lot coverage to 40% is proposed to match existing conditions.
Open Space	10% to 20% Passive Open Space	No changes proposed
Parking Orientation	Res: garages, on-street Non-res: mix of on-street and surface lots (to side or rear of building preferred)	No changes proposed
Block Pattern & Streetscape	Short to Medium Block Grid Traditional and Urban Streets	No changes proposed
Multimodal Access		·
1. Automobiles	HIGH: Direct access from major streets	No changes proposed
2. Transit	MEDIUM: Served by bus on perimeter streets	No changes proposed
3. Micromobility	MEDIUM: Connected to trails and bike routes	No changes proposed
4. Pedestrians	HIGH: Wide sidewalks, direct connections where feasible	No changes proposed

4 | Other Comprehensive Plan Maps

Thoroughfare Plan Map WPARKEBLYD WHETHINGT WHENCHERAPDR ROBIN-RD ROBIN-

West 15th Street, Independence Parkway, and West Park Boulevard to the south, west, and north of the property are designated as Type C - Major Arterial (Corner Context). No improvements are required as a part of this request.

Bicycle Transportation Plan Map W PARK BLVD W 15TH ST W 15TH ST

On-Street Bike Route 57 is located approximately 700-feet to the east of the site along Stratford Drive. Additionally, On-Street Bike Route 18 is located to 0.9 miles to the south of the site along Robin Road and Glencliff Drive. No improvements are required as a part of this request.

Expressway Corridor Environmental Health Map WPARK BLVD WPARK BLVD W 15TH ST W 15TH ST GLENCLIFF DR GRAMEL ROBIN RD CARMEL DR GLENCLIFF DR CARMEL DR AT AT AT AT AT AT Site Analysis is not required.

EHA-2

✓ Not Applicable

Parks Master Plan Map

W PARK BLVD

W PARK BLVD

W 15TH ST

W 15TH ST

GLENCLIFF DR

CARMEL DR

GLENCLIFF DR

Evans Park is located approximately 1,000 feet to the west and Liberty Park is located approximately 0.25 miles to the south. No improvements are required as part of this request.

EHA-1

5 | Comprehensive Plan Policies & Actions

CORE POLICIES: The following policies are applicable to all zoning cases. No specific analysis of these policies are provided in the staff report as these serve as the fundamental basis for all staff recommendations.



Land Use: Plano will support a system of organized land use to provide housing and employment choices aligned with the market, where new and redevelopment areas respect the viability and quality of life for existing neighborhoods, businesses, and institutions.



Redevelopment & Growth Management: Plano will protect and preserve the well-established built environment of Plano and prevent overcrowding by requiring new growth and redevelopment to respect the unique development patterns, suburban character, housing needs, infrastructure capacity considerations, and fiscal constraints of our community.

	and fiscal constraints of our community.	naracter, housing needs, infrastructure capaci	ty considerations
location, and g		e applicable on a case-by-case basis depend taff report for analysis of these policies with	
	reinvestment and redevelopment of idea create cohesive developments that incorp	ortation Corridors: Plano will encourage ntified regional transportation corridors to orate well-designed commercial, retail, and re appropriate according to the Future Land e Plan standards.	Applicable Not Applicable
	revitalization, and redevelopment of unde accommodate a viable combination of lo	enters: Plano will encourage reinvestment, experforming neighborhood retail corners to ocal commercial, retail, and entertainment be maintained, redevelopment may present and improve access.	Applicable Not Applicable
	including seniors, people with disabilities, through inclusive regulations and prograr	oport the special housing needs or residents and low- to moderate-income households ms and actions furthering the goals stated ations for special housing needs should be derations as other housing.	Applicable Not Applicable
		o will proactively encourage development nned transit stations to create an integrated lent, retail, and civic spaces.	Applicable Not Applicable
	quality development with distinctive chara employment. New housing in these areas	e its remaining undeveloped land for high acter, prioritizing businesses offering skilled s will only be considered appropriate where Map and other related Comprehensive Plan	Applicable Not Applicable
OTHER POLIC	IES/DOCUMENTS: Additional policies may	apply where applicable:	
	ther policies applicable to this request.	Envision Oak Point (2018) Downtown Vision & Strategy Update Spring Creekwalk Master Plan (199	

Zoning Case Fact Sheet

Growth Management (RGM) Policy are applicable to requests for mixed-use developments:
RGM5: Ensure that any rezoning requests for multiuse development include:
A) No more than 50% square footage for residential uses. Requests should also conform with other identifying elements (density, building heights, etc.) in the applicable Dashboard descriptions.
B) Phasing requirements that prevent the disproportionate completion of residential uses prior to nonresidential uses within the development. Nonresidential square footage must constitue a minimum of 33% of all square footage approved for occupancy during development (e.g., every 2 square feet of residential development requires at least 1 square foot of nonresidential development; and
C) Key design features provided prior to, or concurrent with, the construction of any residential uses. These include elements of the development supporting the long-term value to the overall community, and specificially any new residents, such as open/green space, amenities, street enhancements, and trails.
RGM8: Limit new residential development to areas that are appropriate based on individual site considerations and consistency with the Future Land Use Map and Dashboards. Multifamily developments should also meet a housing diversification or economic development need of the city, including transitoriented development, special housing needs (as defined by the city's Considated Plan), or be constructed as part of a high-rise 10 stories or greater.
6 Findings Policy
RGM1: Mix of Uses, Density, & Building Height
In accordance with the Redevelopment and Growth Management (RGM) Policy Action 1, zoning change requests that do not conform to the mix of uses, density, and building heights as described in the Dashboards are disfavored . Requests that do not conform to these criteria may be occasionally allowed when found:
Consistent with the Guiding Principles of the Comprehensive Plan; and
Substantially beneficial to the immediate neighbors, surrounding community, and general public interest.
RGM5: Mixed-Use Developments
In addition, the Redevelopment and Growth Management (RGM) Policy Action 2 requires findings when approving a mixed-use development that exceeds 50% square footage for residential uses and/or does not conform to other identifying elements (density, height, etc.) in the applicable Dashboard.
Are Findings Required?
Yes, because the request does not comply with the Mix of Uses of the associated Dashboard. Yes, because the request does not comply with the Building Heights of the associated Dashboard. Yes, because the request does not comply with the Maximum Density of the associated Dashboard.

Yes, because the request dis inconsistent with Action RGM5 (for mixed-use developments).

FOR RESIDENTIAL AND MIXED-USE DEVELOPMENTS ONLY: The following actions from the Redevelopment &

No, findings are not required.

STAFF PRELIMINARY REPORT – CONFORMANCE TO THE COMPREHENSIVE PLAN

The proposed request has been reviewed for conformance with the Comprehensive Plan. Major factors included in the analysis are provided below, but the Comprehensive Plan Fact Sheet has more specific details about the request.

<u>Guiding Principles</u> – This set of Guiding Principles to the Comprehensive Plan establishes overarching themes that apply to all policies and actions and express values for Plano Today, Plano 2050, and Plano Together. Since the principles do not stand alone but are used in concert with one another and carry across the Plan as a whole, each principle must be judged through a lens that incorporates all other principles to be fully and accurately understood. As such, the Commission is encouraged to review the full list of Guiding Principles and judge zoning requests through the lens of all principles.

Future Land Use Map Category & Dashboard

Future Land Use Category – The subject property is located in the <u>Community Corners (CC)</u> category of the Future Land Use Map (FLUM). The CC future land use category applies to retail sites on the corners of major arterial roadways that traditionally serve the general retail, service, office, and institutional needs of surrounding neighborhoods. These areas are often anchored by uses such as a large grocery store, hardware store, department store, fitness center, or other big box retailer.

The request to amend Planned Development-124-Neighborhood Office (PD-124-O-1) to allow for an increase to the maximum lot coverage to match existing conditions does not impact the previously approved existing land use types, mix of uses, or any other comprehensive plan policies. Staff finds the request consistent with the description and priorities of the CC category.

	FLUM – CC Description and Priorities	
Description		Meets
Priorities	Reducing excess retail zoning and square footage	N/A
	Innovative redevelopment concepts	N/A
	Green space and amenities	N/A

<u>Mix of Uses</u> – The subject property is currently an undeveloped lot. Approval of the request for an amendment to PD-124-O-1 to allow for an increase to the maximum lot coverage would result in no changes to the Mix of Uses.

FLUM – CC Mix of Uses	
No Change	

<u>Desirable Character Defining Elements</u> – The proposed PD-124-O-1 amendment would not result in significant changes to the site. Although the request would increase the allowable lot coverage to match existing conditions, this meets the low intensity (0 to 50% lot coverage) recommendation of the CC dashboard's Desirable Character Defining Elements section.

FLUM – CC Desirable Character Defining Elements			
Building Height	N/A	Multimodal Access	
Maximum Density	N/A	Automobiles	N/A
Intensity	Meets	Transit	N/A
Open Space	N/A	Micromobility	N/A
Parking Orientation	N/A	Pedestrians	N/A
Block Pattern & Streetscape	N/A		

Other Comprehensive Plan Maps

The scope of the request would not require improvements applicable to the Thoroughfare Plan Map, Bicycle Transportation Plan Map, Parks Master Plan Map, or Expressway Corridor Environmental Health Map.

Other Comprehensive Plan Maps	
Thoroughfare Plan Map	N/A
Bicycle Transportation Plan Map	N/A
Parks Master Plan Map	N/A
Expressway Corridor Environmental Health Map	N/A

Comprehensive Plan Summary

As the request does not impact the previously approved existing land use types, mix of uses, or any other policies, staff finds the proposed amendments to PD-124-O-1 consistent with the Comprehensive Plan.

Comprehensive Plan Policy Summary

Policy or Study	Analysis
Future Land Use Map and Dashboards:	
Description & Priorities	Meets
Mix of Uses	No Change
Character Defining Elements	N/A
Thoroughfare Plan Map	N/A
Bicycle Transportation Plan Map	N/A
Parks Master Plan Map	N/A
Expressway Corridor Environmental Health Map	N/A

Adequacy of Public Facilities - N/A

Traffic Impact Analysis (TIA) - N/A

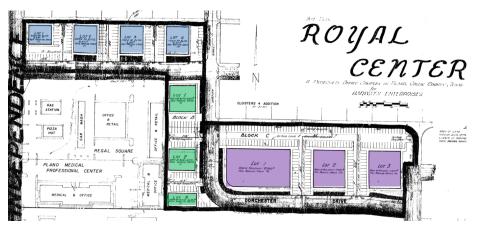
School Capacity - N/A

Public Safety Response Time - N/A

Access to and Availability of Amenities and Services – N/A

Lot Coverage

The PD's base Neighborhood Office (O-1) district allows for a 30% maximum lot coverage, which is calculated based on the building footprint and lot size. At the time of approval, all but one lot within the 10-lot development exceeded the maximum lot coverage, as shown below on the 1977 site plan of the Royal Center Addition and corresponding table:



Royal Center Subdivision	Lot Coverage
Block A, Lot 1	26%
Block A, Lot 2	33%
Block A, Lot 3	33%
Block A, Lot 4	31%
Block B, Lot 1	33%
Block B, Lot 2	33%
Block B, Lot 3	31%
Block C, Lot 1	38%
Block C, Lot 2	34%
Block C, Lot 3	31%

Collin Central Appraisal District data from 2023 is generally consistent with these calculations, suggesting that the buildings remain largely in their original configuration. Block C, Lot 3 is the exception, as the original building has been demolished, and only the parking and concrete building pad remain. The change to the maximum lot coverage will allow the current buildings to be brought into compliance and a building to be constructed on Lot 3 at its original size.

SUMMARY:

On August 7, 2023, the Planning & Zoning Commission called a public hearing to amend Planned Development-124-Neighborhood Office (PD-124-O-1) at the request of one of the property owners in the Planned Development (PD). That original applicant is no longer pursuing the intended development requiring the PD amendment; however, many of the properties in the PD exceed the 30% maximum lot coverage of the district's base Neighborhood Office (O-1) zoning. In order to resolve this condition for the existing owners, staff is recommending amendments to the maximum lot coverage to bring properties into compliance with zoning standards and avoid unexpected complications for affected property owners.

RECOMMENDATION:

Recommended for approval subject to the following stipulations (shown in underlined text) to the PD:

- 1. Maximum Height: One story
- 2. All buildings shall be finished on all sides.
- 3. Construction of a brick design screening wall along the property lines adjacent to residential zoning districts, prior to any construction.
- 4. Directing all exterior lighting away from adjacent residential districts.
- 5. The only uses permitted shall be for bank, savings and loan, credit union, professional and general administrative offices, and scientific and research laboratories, except that the additional use of a church shall be permitted only on Lot 2, Block C of the Royal Center Addition.
- 6. <u>Maximum Lot Coverage: 30%, or as the building size was constructed prior to [adoption date of this provision]</u>, whichever is greater.