

August 8, 2024

Ms. Destiny Woods - Planner City of Plano 1520 K Avenue, Suite 250 Plano, TX 75074

RE: Zoning Case #ZC2024-012 – Appeal Request

Dear Ms. Woods:

On behalf of the property owner and applicant of the subject zoning case, please accept this letter as a formal request for a public hearing at the September 9, 2024 City Council meeting to appeal the action taken by the Planning & Zoning Commission at its meeting on August 5, 2024 denying the item.

Please contact me should you have any questions or need anything else.

Sincerely,

Kimley-Horn and Associates, Inc.

the

Bryan Moody, P.E.

PLANNING & ZONING COMMISSION

ZONING CASE FINAL REPORT



MB

DATE: August 6, 2024

TO: Petitioners with Items before the Planning & Zoning Commission

FROM: Planning & Zoning Commission

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

Zoning Commission

Christina D. Day, AICP, Director of Planning

SUBJECT: Results of Planning & Zoning Commission Meeting of August 5, 2024

AGENDA ITEM NO. 2 – ZONING CASE 2024-012 PETITIONER: BIG OS PROPERTIES, LP

6 2

Request to rezone from Neighborhood Office to Single-Family Residence-6 and rescind Specific Use Permit No. 585 for Veterinary Clinic and Kennel (Indoor Pens) on 7.7 acres located on the east side of Spring Creek Parkway, 540 feet west of Meadowlands Drive. Project #ZC2024-012.

<u>0-2</u>						
Speaker Card(s) Received:	Support:	4	_ Oppose:	0	_ Neutral:	0
Letters Received Within 200' Notice Area:	Support:	4	Oppose:	0	_ Neutral:	0
Petition Signatures Received:	Support:	0	_ Oppose:	0	Neutral:	0
Other Responses:	Support:	0	Oppose:	0	Neutral:	0

RESULTS:

DENIED.

The Commission denied the item.

To view the hearing, please click on the provided link: https://planotx.new.swagit.com/videos/311541?ts=418

DW/ko

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

PLANNING & ZONING COMMISSION

STAFF PRELIMINARY REPORT: AUGUST 5, 2024



AGENDA ITEM NO. 2

PUBLIC HEARING: Zoning Case 2024-012

PETITIONER: Big OS Properties, LP

CASE PLANNER: Destiny Woods

DESCRIPTION: Request to rezone **from** Neighborhood Office **to** Single-Family Residence-6 and rescind Specific Use Permit No. 585 for Veterinary Clinic and Kennel (Indoor Pens) on 7.7 acres located on the east side of Spring Creek Parkway, 540 feet west of Meadowlands Drive. Project #ZC2024-012.

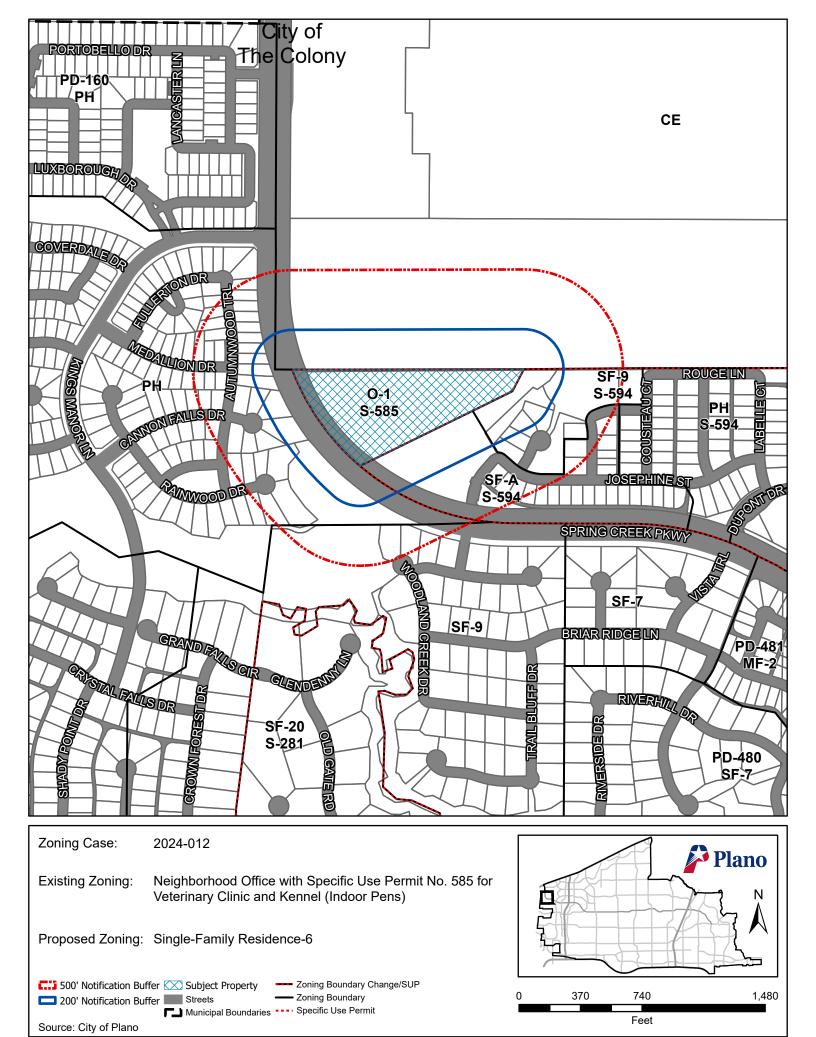
EXECUTIVE SUMMARY:

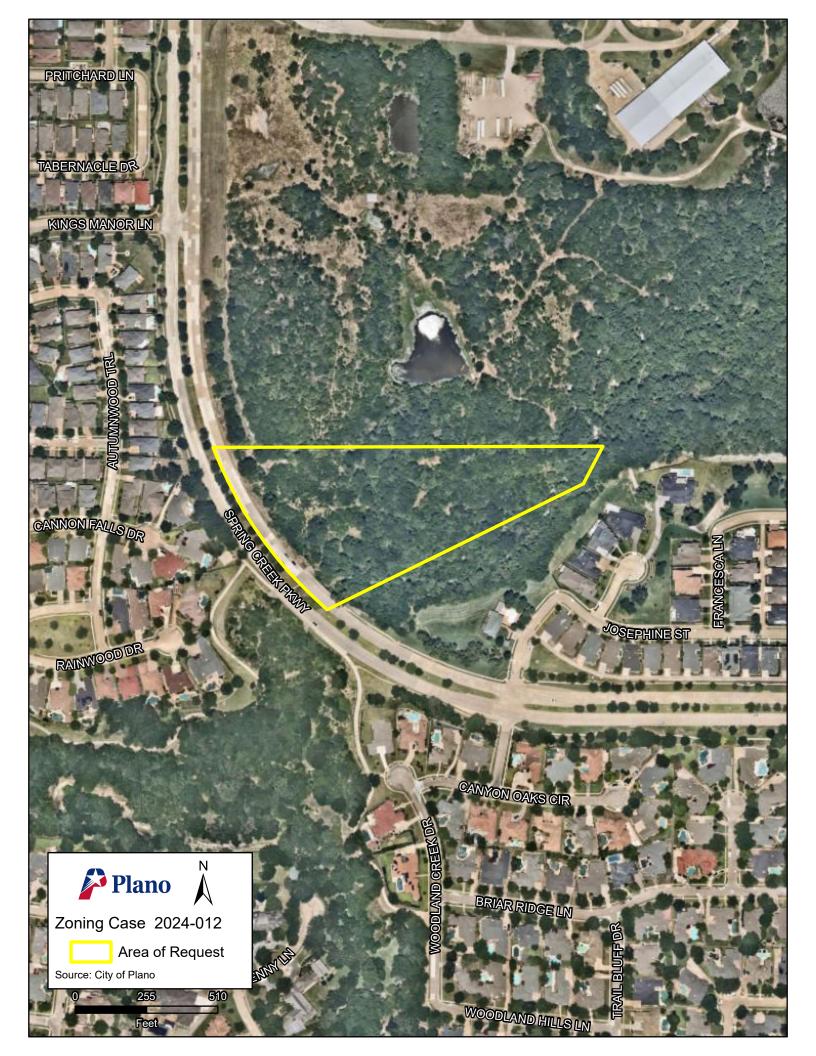
The primary purpose of the request is to rezone the subject property from Neighborhood Office (O-1) to Single-Family Residence-6 (SF-6) to allow for the development of single-family residences. An existing Specific Use Permit No. 585 for Veterinary Clinic and Kennel (Indoor Pens), approved in 2007 for an office and veterinarian development that was never constructed, will also be rescinded as part of the request. Major topics of consideration in this request include:

- Residential Suitability vs. Demand The site has challenges to single-family development, including dam breach, floodplain, access, and connectivity. Subdivision ordinance requirements for maximum cul-de-sac length will likely require a waiver, due to the shape of the lot and location of street frontage. The resulting residential subdivision would be isolated between commercial zoning and the floodplain with limited connectivity to adjacent neighborhoods. However, this request could help meet the demand for housing in the area, consistent with the conclusions of the Housing Trends Analysis.
- Floodplain and Quisenberry Lake Dam Breach Analysis Approximately 1/3 of the site is located within the floodplain of Indian Creek. No development is permitted in the floodplain without approval from FEMA. Additionally, the site is located 1,100 feet southwest of Quisenberry Lake, a private lake and dam on the PepsiCo Global campus. In 2020, a study of the dam was prepared for PepsiCo Global that found most of the subject property is located within an area that would be inundated with water in the event of a dam failure. There are no FEMA regulations preventing development within a dam breach inundation zone; however, there are different life, health, and safety risks between construction of commercial buildings and construction of residences. The applicant has expressed willingness to require disclosure of the dam location in the property deed or HOA documents.
- <u>Conformance to the Comprehensive Plan</u> The subject property is designated as Proposed Park in the Parks Master Plan Map and Open Space Network (OS) on the Future Land Use Map. Residential development is generally inconsistent with these designations; however, if the city

does not own the property, appropriate development should be allowed. Approval of the request will require findings due to a lack of consistency with the mix of uses in the OS future land use category.

For these reasons, staff recommends denial of the request.





STAFF PRELIMINARY REPORT – INTRODUCTORY REMARKS

The purpose of the request is to rezone from Neighborhood Office (O-1) to Single-Family Residence-6 (SF-6) and rescind Specific Use Permit No. 585 for Veterinary Clinic and Kennel (Indoor Pens).

Zoning

Sections 9.700.1 and 10.200.1 of the Zoning Ordinance state the purpose of the SF-6 and O-1 districts, respectively, as follows:

- <u>Single Family Residence-6 (SF-6):</u> The SF-6 district is intended to provide for small-lot, urban, single-family development protected from excessive noise, illumination, odors, visual clutter, and other objectionable influences to family living.
- <u>Neighborhood Office (O-1):</u> 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 uses.

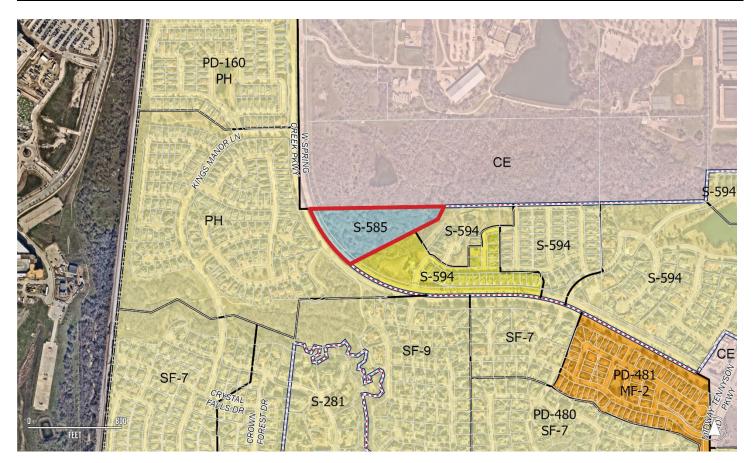
History

In 2007, the subject property was rezoned from Commercial Employment (CE) to O-1 with Specific Use Permit No. 585 for Veterinary Clinic and Kennel (Indoor Pens). This rezoning was intended to facilitate development of office buildings and a veterinary clinic; however, these were never constructed. Since that time, the Planning Department has regularly received inquiries from prospective buyers on how the site could be developed.

In 2023, the Future Land Use Map, Parks Master Plan Map, and Bicycle Transportation Plan Map of the Comprehensive Plan were amended to include the subject property as a Proposed Park with trail connections and shared use paths connecting to residential areas to the west. The floodplain challenges and demand for additional parkland in this area contributed to the perception of this location as a park.

Surrounding Land Use and Zoning

North	The property to the north is zoned Commercial Employment (CE) and is undeveloped.
East	The properties to the east are zoned Single-Family Residence-9 (SF-9) with Specific Use Permit No. 594 (S-594) for Private Street Subdivision and are developed with detached single-family residences.
South	The properties to the south are zoned Single-Family Residence-Attached (SF-A) with S-594 for Private Street Subdivision and are developed with an amenity center for the single-family neighborhood.
West	The properties to the west across Spring Creek Parkway are zoned Patio Home (PH) and developed with patio homes.





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





The Future Land Use Map shall not constitute zoning regulations or establish zoning district

Open Space Network (OS)

The Open Space Network future land use category includes major public open space preserves, community parks, neighborhood parks, linear parks, and trails. These areas are intended to retain their character to provide regional recreation and leisure opportunities

PRIORITIES

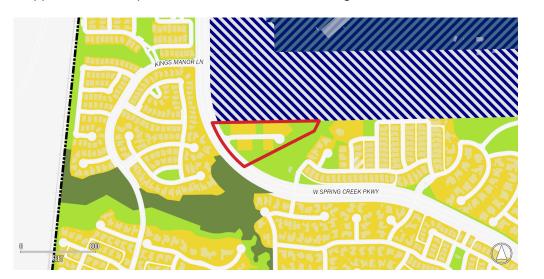
- Maintain and upgrade parks and open 1. spaces as needed to serve the health and recreational needs of the diverse community.
- 2. Improve access to these areas through transit and micromobility options.



2 Mix of Uses



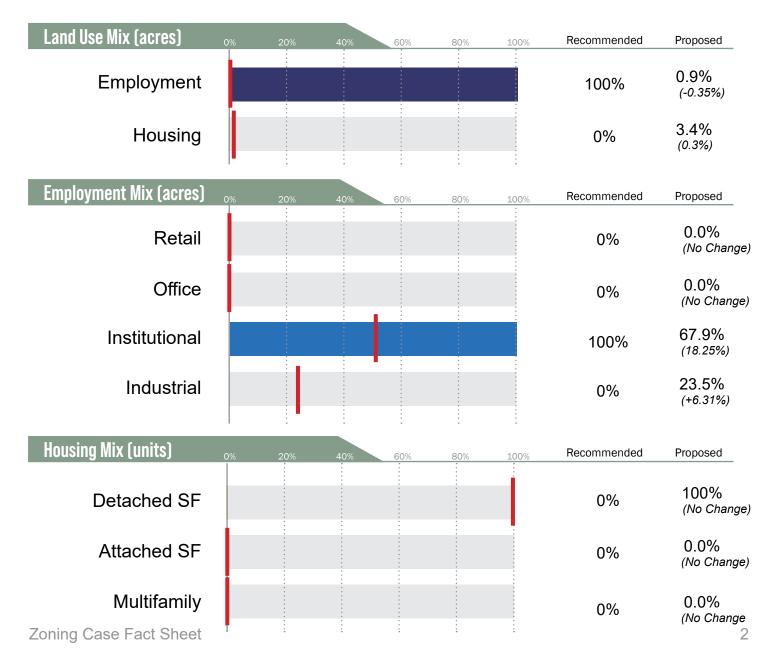
If approved, the request would result in the following Mix of Uses:



Land Use & Housing Inventory (LUHI)

- Employment, Retail Types
- Employment, Office Types
- Employment, Institutional Types
- Employment, Industrial Types
- Housing, Detached SF Types
- Housing, Attached SF Types
- Housing, Multifamily TypesHousing, Open Space
- N Employment, Undeveloped
- N Housing, Undeveloped
- General Open Space
- Subject Property

LUHI Snapshot Date: 1/1/2023 Measurement Area: All properties within the EX Category along US 75

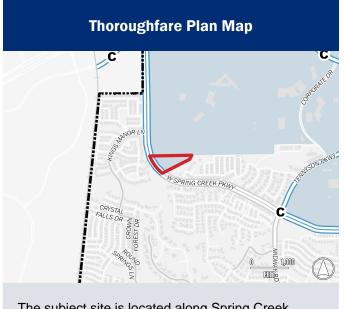


3 | Desirable Character Defining Elements



DESIRABLE CHARACTER DEFINING ELEMENT	RECOMMENDED BY COMPREHENSIVE PLAN	APPLICANT PROPOSAL
Building Heights	1 to 2 stories	1 to 2 stories
Density	N/A	2.8 DUA
Intensity	Low (0 to 50% Lot Coverage)	Not Applicable
Open Space	100% Active & Recreational Open Space	No site plan provided.
Parking Orientation	Surface lots	Garages with Driveways
Block Pattern & Streetscape	Wide Blocks Open Space Corridor Streets	Curvilinear Blocks and Traditional Residential Streetscape
Multimodal Access		
1. Automobiles	MEDIUM: Limited access to ma- jor and local streets	Subject site has direct vehicular access to Spring Creek Parkway.
2. Transit	MEDIUM: Served by bus	More than 1.2 miles to the Communications/Spring Creek Bus Stop for Bus Line 239.
3. Micromobility	HIGH: Integrated trails and bike routes	Direct access across Spring Creek Parkway to Shady Brock Trail. Staff recommends creating an easement to extend Shady Brock Trail along the southern side of the property and providing direct access to the proposed request.
4. Pedestrians	HIGH: Short walk from neigh- borhoods	Sidewalks and trails are provided but proximity to pedestrian retail/office/recreation destinations is more than 1 mile away.

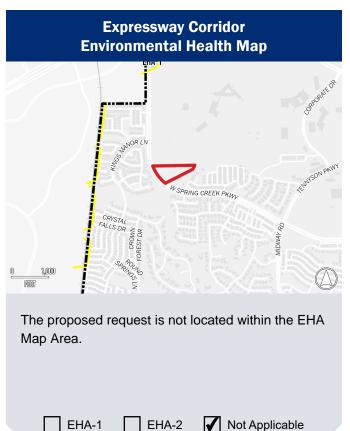
4 | Other Comprehensive Plan Maps

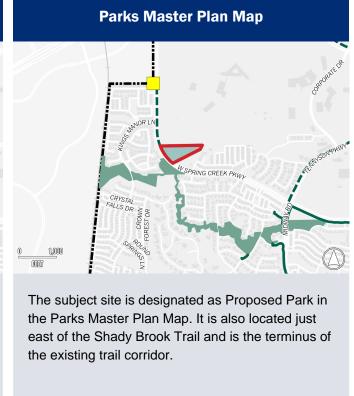


The subject site is located along Spring Creek Parkway which is a Type B Regional Arterial. The proposed project would not alter or impact the Thoroughfare Plan Map.

Bicycle Transportation Plan Map D RESPRING CREEK PKW CRYSTAL FALLS OR MINOS SERVED AND SERVED AND

The subject site is located across the street from the Shady Brook Trail which is a designated Shared Use Path according to the Bicycle Transportation Plan Map. The subject site is also near the Proposed Shared Use Path planned along Spring Creek Parkway with a Proposed Trail Connection





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.

	unique development patterns, suburban charac and fiscal constraints of our community.	ter, housing needs, infrastructure capac	ity considerations,
location, and ge	LATED POLICIES: The following policies are appeneral nature of the request. Refer to the staff reg change, where applicable.		
	Redevelopment of Regional Transportate reinvestment and redevelopment of identified create cohesive developments that incorporate housing opportunities, where those uses are applied to the Use Map and other related Comprehensive Plans	d regional transportation corridors to e well-designed commercial, retail, and opropriate according to the Future Land	Applicable Not Applicable
	Revitalization of Retail Shopping Center revitalization, and redevelopment of underperfaccommodate a viable combination of local uses. Where appropriate transitions can be mopportunities to introduce residential uses and	forming neighborhood retail corners to commercial, retail, and entertainment aintained, redevelopment may present	Applicable Not Applicable
	Special Housing Needs: Plano will support including seniors, people with disabilities, and through inclusive regulations and programs a in the Consolidated Plan. Proposed locations afforded the same health and safety considerate	low- to moderate-income households actions furthering the goals stated for special housing needs should be	Applicable Not Applicable
	Transit-Oriented Development: Plano wi within walking distance of existing and planned mix of uses including residential, employment,	transit stations to create an integrated	Applicable Not Applicable
	Undeveloped Land: Plano will reserve its quality development with distinctive character, employment. New housing in these areas will it is consistent with the Future Land Use Map a standards.	prioritizing businesses offering skilled only be considered appropriate where	Applicable Not Applicable
OTUED DOLLO	IFO/DOCUMENTO. A LISS and a list		
OTHER POLIC	IES/DOCUMENTS: Additional policies may apply	/ where applicable: Envision Oak Point (2018)	
		Downtown Vision & Strategy Update	e (2019)
		Spring Creekwalk Master Plan (199	•

Preservation Plano 150 (2018)

	OR RESIDENTIAL AND MIXED-USE DEVELOPMENTS ONLY: The following actions from the owth Management (RGM) Policy are applicable to requests for mixed-use developments:	ne R	edevelopment 8
R	GM5: Ensure that any rezoning requests for multiuse development include:		Applicable
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.	✓	Not Applicable
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.		
co sh ori	GM8: Limit new residential development to areas that are appropriate based on individual site insiderations and consistency with the Future Land Use Map and Dashboards. Multifamily developments build also meet a housing diversification or economic development need of the city, including transitented development, special housing needs (as defined by the city's Considered Plan), or be constructed part of a high-rise 10 stories or greater.		Applicable Not Applicable
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). 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 Open Space Network (OS) category of the Future Land Use Map (FLUM). The OS future land use category includes major public open space preserves, community parks, neighborhood parks, linear parks, and trails. These areas are intended to retain their character to provide regional recreation and leisure opportunities.

OS properties on the future land use map generally correspond with existing and proposed parks on the Parks Master Plan Map. The city can only require land to be used for park purposes if it owns the property. Although the request for residential zoning is inconsistent with the OS Description, development is allowed per the existing zoning where the city does not own the property. Due to these considerations, staff recommends the Commission evaluate the appropriateness of the request based on other land use policies and site considerations.

<u>Mix of Uses</u> – The OS Mix of Uses recommends no *Housing Types* within this category area. Approval of this request would increase the amount of *Detached Single-Family Types* within the OS category citywide to 3.4% (+0.3%). Due to the inconsistency with the OS Mix of Uses, findings will be required to approve this request.

FLUM – OS Mix of Uses	
Land Use Mix	Does Not Meet
Employment Mix	N/A
Housing Mix	Does Not Meet

<u>Desirable Character Defining Elements</u> – The request for SF-6 zoning is consistent with the heights, intensity, and multimodal access recommendations of the OS Dashboard, as these areas are generally intended to be low-rise, low impact forms of development. It is inconsistent with the open space recommendations due to the OS category's intent of being used entirely for active or passive recreational purposes. The parking and block pattern of a single-family neighborhood would be complimentary to OS areas but not meet exactly; therefore, staff finds these as neutral. Density is not applicable in OS category.

FLUM – OS Desirable Character Defining Elements			
Building Height	Meets	Multimodal Access	
Maximum Density	N/A	Automobiles	Meets
Intensity	Meets	Transit	Meets
Open Space	Does Not Meet	Micromobility	Meets
Parking Orientation	Neutral	Pedestrians	Meets
Block Pattern & Streetscape	Neutral		

Other Comprehensive Plan Maps

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

The proposed request is located on a designated Proposed Park site on the Parks Master Plan Map. The request is for single-family residential development, which does not influence the city's ability to acquire property for park or trail improvements; therefore, the proposed request is neutral to the Parks Master Plan Map.

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

Policies & Actions of the Comprehensive Plan and Other Studies

<u>Undeveloped Land Policy</u> – The subject site is an undeveloped property adjacent to existing single-family residential and other undeveloped land zoned for office. It includes portions of FEMA floodplain and is located in an area of potential flooding in the event of a dam failure at Quisenberry Lake (see Analysis and Recommendations section of this report). The proposed request is inconsistent with the Undeveloped Land Policy due to its lack of conformance with the Future Land Use Map and other comprehensive plan standards, such as Guiding Principle 2.3 about guiding future development where it is safe, attractive, appropriate, and convenient.

Redevelopment and Growth Management Policy – Action 8 (RGM8) – Policy RGM8 limits new residential development to areas that are appropriate based on individual site considerations and consistency with Future Land Use Map and Dashboards. Staff finds the proposed request inconsistent with RGM8 due to the challenging individual site considerations resulting from to the shape, size, and hydrology of the site discussed in more detail later in this report.

<u>City of Plano Housing Trends Analysis</u> – The Housing Trends Analysis and Strategic Plan aims to understand the housing needs of Plano residents, prepare for future growth and redevelopment, and guide community investment and sustainable development. This analysis notes that the city has supply-side constraints due to limited areas to facilitate additional growth, except for infill sites, redevelopment opportunities, and a few areas for new development. Additionally, rising construction costs have furthered housing affordability issues. The proposed additional housing would help to ease these supply-side housing cost burdens.

Comprehensive Plan Summary

The request for residential zoning is inconsistent with the OS Description; however, development is allowed per the existing zoning where the city does not own the property. Due to these considerations, staff recommends the Commission evaluate the appropriateness of the request based on other land use policies and site considerations. The proposed request does not meet the Undeveloped Land Policy and RGM8 but is consistent with the City of Plano Housing Trends Analysis. Due to the inconsistency regarding recommended mix of uses, the approval of this request will require Findings by the Commission and City Council.

Comprehensive Plan Policy Summary

Policy or Study	Analysis
Future Land Use Map and Dashboards:	
Mix of Uses	Does Not Meet (Triggers Findings Policy)
Character Defining Elements	Partially Meets
Thoroughfare Plan Map	Meets
Bicycle Transportation Plan	Meets
Parks Master Plan Map	Neutral
Expressway Corridor Environmental Health Map	N/A
Undeveloped Land Policy	Does Not Meet
Redevelopment & Growth Management Policy – Action 8	Does Not Meet
City of Plano Housing Trends Analysis	Meets

<u>Adequacy of Public Facilities</u> – Water and sanitary sewer services are available to serve the subject property. The engineering needs of the site related to drainage and hydrology are unknown at this time, but could significantly impact the developable area of the site.

<u>Traffic Impact Analysis (TIA)</u> – A TIA is not required for this rezoning request.

<u>Public Safety Response Time</u> – Fire emergency response times will be sufficient to serve the site based on existing personnel, equipment, and facilities.

<u>School Capacity</u> – The subject property is located within Lewisville Independent School District. Due to the limited amount of land within this district, the city does not have the same agreement to provide a letter on school capacity for zoning changes. However, the district was notified of this potential change. Staff has not received a response from the district as of the time of this report.

Access to and Availability of Amenities and Services

Parks: The subject property is located within Park Fee Service Area 13 and requires park fees for each unit.

Libraries: The subject property is located within the Parr Library's service area, and service to future residents would be possible with the current library resources.

STAFF PRELIMINARY REPORT – ANALYSIS & RECOMMENDATION

<u>Proposed Development</u> – The applicant is proposing to develop the site with single-family homes. They estimate 13 residential lots are possible; however, this is not verified through a plan review process. Access to the homes will be provided via a cul-de-sac from Spring Creek Parkway. A median opening on Spring Creek Parkway will also be required.

Staff cannot verify the feasibility of developing the site with 13 residential lots, as a concept plan was not provided for review. Conceptual drawings were provided at the time of pre-application, which staff noted would not conform to the city's 600-foot maximum cul-de-sac length. Variances to the Subdivision Ordinance and International Fire Code will likely be required to develop the site with the number of lots described.

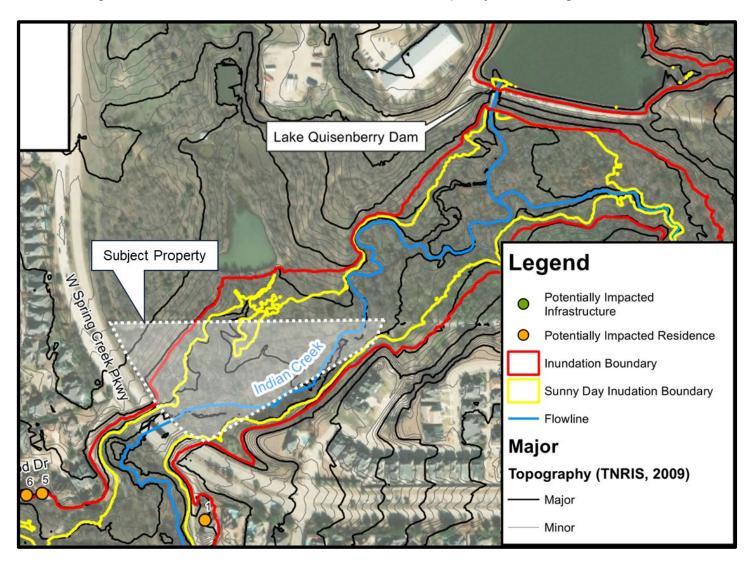
Floodplain



Approximately 1/3 of the property is currently located within the FEMA 100-year, fully-developed floodplain (Zone AE on the graphic above). A flood study is not required with this zoning request; however, the applicant has discussed floodplain conditions with the Engineering Department. Some of this area may be reduced with FEMA approval at later stages of the development.

<u>2020 Dam Breach Analysis</u> – Quisenberry Lake is a privately owned and operated dam located approximately 1,100 feet north of the subject property on the PepsiCo Global campus. In 2020, Kimley Horn and Associates, on behalf of PepsiCo Global, prepared plans to modify the dam spillway to comply with State of Texas dam safety regulations, which included a dam breach analysis and an emergency action plan. The dam breach analysis (see attached) showed what areas would be subject to flood inundation in the event of dam failure at Quisenberry Lake in two scenarios:

- 1. <u>Sunny Day Breach</u> Reservoir at maximum normal operating level during a period of little or no precipitation.
- 2. <u>Design Flood Breach</u> Reservoir is at its maximum capacity flood design.



The map above shows the results of that study, with the area subject to inundation of a Sunny Day Breach in yellow and an inundation at Design Flood Breach in red. The analysis showed that most of the subject property is located within areas subject to inundation during either breach event.

Unlike the FEMA floodplain, there are no federal regulations prohibiting development in dam breach inundations boundaries. It is ultimately the property owner's responsibility for researching the risk and acquiring appropriate insurance to mitigate impacts of a potential dam failure. However, as this is a request to rezone the property, there are different life, health, and safety impacts of flooding that should

be considered in determining the appropriateness of developing the site with either non-residential or residential land uses. Due to the greater risk for residents, staff finds that non-residential uses, as allowed under the existing zoning, would be better suited for the subject property.

The applicant has agreed to place a deed restriction or informational covenant in the HOA documents to notify future owners about the proximity of the dam. If approved, this disclosure language should be included with the HOA restrictions that are reviewed and approved by staff at the time of the preliminary plat. However, there is not a means of securing this agreement through the zoning process and the city will not continually monitor whether this information is being properly disclosed. It will ultimately be the responsibility of future prospective homebuyers to be diligent in researching the property and acquiring insurance as deemed appropriate.

FEMA publications include more information about the risk of living near dams: https://www.fema.gov/sites/default/files/2020-08/fema_living-with-dams_p-956.pdf.

Residential Suitability vs. Demand – The Undeveloped Land Policy of the Comprehensive Plan states that the city should ensure new housing growth on undeveloped land provides functional and appropriate environments for residential uses and activities, such as proximity to existing compatible residential development, configuration to support housing, access to neighborhood parks, and adequate green space. Although the property is adjacent to other single-family zoning, future homes would be separated by the floodplain with no direct connections. Additionally, the housing to the east is located in a gated, private street subdivision, requiring property-owner maintenance of streets and limiting access. Approval would result in an enclave of homes located between undeveloped, non-residential zoning to the north and a floodplain to the south. For this reason, staff finds the property more suitable for non-residential development.

Due to demand for housing, staff has considered what alternatives might exist if officials seek to approve this change in use. A Planned Development (PD) district would provide flexibility to place some restrictions allowing mitigation of flood and hazard risk; however, the request does not meet the standards for a PD. A plan is normally required to initiate a PD district, but the requirement for submitting a concept plan may be waived by the Planning & Zoning Commission or the City Council if they determine sufficient information exists to evaluate the proposed establishment or amendment of a PD district. Notice standards must also be considered when amending the request.

<u>Proposed Park</u> – The Parks & Recreation Department identified this property as a potential park during the 2023 <u>Parks Master Plan</u> update. The change was primarily due to the complexity of the adjacent dam and spillway, the amount of floodplain in this property, the need for more parkland in this area of the city.

<u>S-585</u> – Veterinary Clinic and Kennel (Indoor Pens) is not permitted by right or by Specific Use Permit in the Single-Family Residence-6 zoning district. Therefore, Specific Use Permit No.585 for Veterinary Clinic and Kennel (Indoor Pens) needs to be rescinded upon approval of this case.

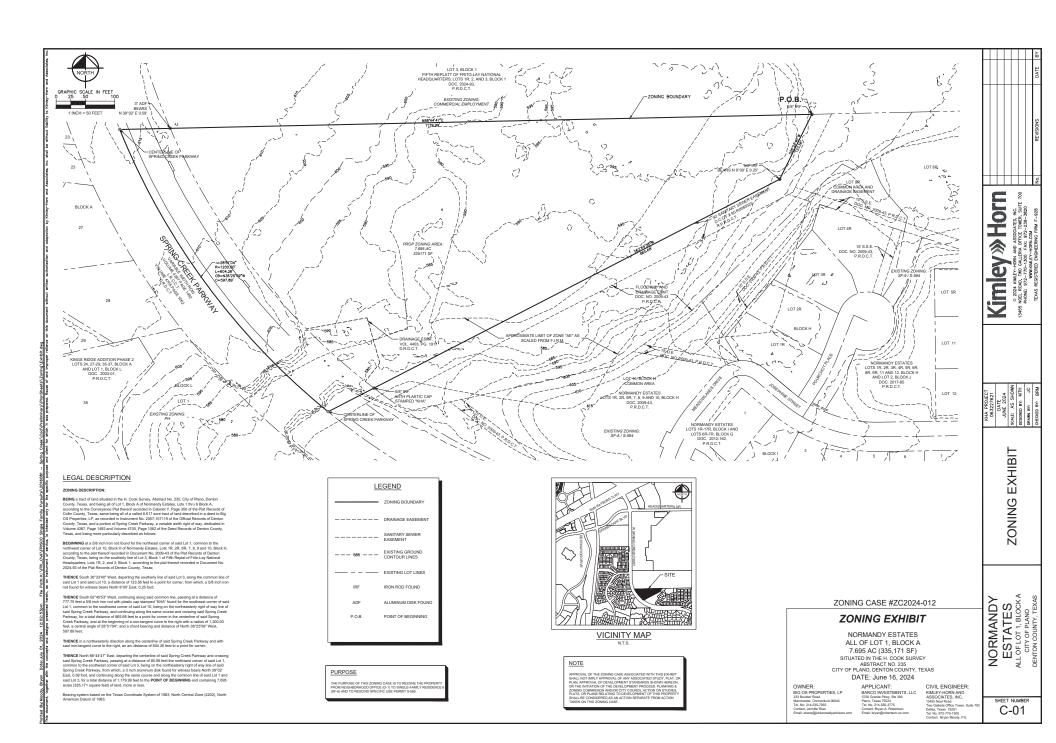
SUMMARY:

This request is intended to rezone the subject property land from Neighborhood Office to Single-Family Residence-6 and rescind Specific Use Permit No. 585 for Veterinary Clinic and Kennel (Indoor Pens) to allow for development of single-family homes. The site has many challenges, including floodplain and location within a dam breach inundation zone, that make its suitability for residential uses questionable. For these reasons, the site has identified the property as a candidate for future park land

and designated it accordingly in the city's Future Land Use Map and Parks Master Plan Map. The request is not in conformance with the recommendations and policies of the Comprehensive Plan.

RECOMMENDATION:

Recommended for denial. Per the Comprehensive Plan and Findings Policy, this request must be found consistent with the Guiding Principles of the Comprehensive Plan and substantially beneficial to the immediate neighbors, surrounding community, and general public interest if the Commission wishes to recommend approval to the City Council.





TECHNICAL MEMORANDUM

To: Johnny Cosgrove, P.E. – TCEQ, Dam Safety Section

Steve Galloway, P.E., CFM – Kimley-Horn and Associates, Inc.

Mitchell Jensen, P.E., CFM – Kimley-Horn and Associates, Inc.

Date: September 30, 2020

Subject: Quisenberry Lake Dam Breach Analysis

Kimley-Horn and Associates, Inc. (Kimley-Horn) has prepared this dam breach analysis to determine the limits of inundation in a breach event for Quisenberry Lake Dam (TX00596). The dam is owned and maintained by PepsiCo Global (the Client) and is located on their Frito Lay headquarters site in the City of Plano (City), Texas. Kimley-Horn has previously prepared the "H&H Analysis for Quisenberry Lake Dam" dated April 6, 2020 (H&H Analysis).

BREACH ANALYSIS

According to Title 30 TAC Chapter 299, §299.15(a)(1)(A), the minimum design flood hydrograph for a small, high hazard structure is the 75% Probable Maximum Flood (PMF) hydrograph. Kimley-Horn performed the Breach Analysis in accordance with *Hydrologic and Hydraulic Guidelines for Dams in Texas* ("Guidelines") (TCEQ, 2007). According to the Guidelines, the following breach scenarios should be considered when performing a full breach analysis:

- Sunny Day breach: Reservoir at its maximum normal operating pool level.
- <u>Design Flood breach</u>: Inflow hydrograph equal to the full design flood. In this case, the 75% PMF event.

Hydrology

Per the H&H Analysis, the critical storm for Quisenberry Lake was found to be the 1-Hour 75% PMF and is the thus the design storm for the Dam. The inflow hydrograph for the 1-Hour 75% PMF was utilized for the breach analysis.

Inflow hydrographs for the Indian Creek watershed downstream of Quisenberry Lake were calculated using HEC-HMS. Kimley-Horn utilized drainage areas delineations, Curve Numbers, and Time Concentration values from the City of Carrollton Floodplain Update Study for Indian Creek. Kimley-Horn converted the Curve Numbers to Antecedent Moisture Condition (AMC) III and added the rainfall values for 1-Hour PMP storm event. The hydrographs for the downstream watershed were reduced to 75% of the PMF to be consistent with design hydrograph for Quisenberry Lake. A drainage area map referencing the downstream areas has been included an attachment to this memo

Hydraulics

Kimley-Horn performed the beach analysis using an unsteady 2D hydraulic model using HEC-RAS v. 5.0.7 modeling software. Two breach events were modeled: the 75% PMF breach event (design storm) and the Sunny Day breach event. It was determined at the conclusion of this modeling effort that the



75% PMF breach event resulted in the largest inundation area and will be the inundation area displayed on the inundation maps included with the EAP.

Model Geometry

Kimley-Horn created a 2D mesh of Indian Creek and its tributaries extending from the downstream face of Quisenberry Lake Dam down to point just upstream of Indian Creek's crossing with N Josey Ln. The cell size for the 2D mesh consists of 40'x40' cells supplemented with 20'x20' cells along the flowline, ridgelines, and other areas were additional detail is needed. The mesh geometry was determined using TNRIS aerial topography dated 2009. Manning's "n" values were selected using aerial photography, engineering judgement, and HEC-RAS 2D modeling guidelines.

Quisenberry Lake was modeled as storage area and Quisenberry Dam was modeled as an inline structure. Geometry of the embankments is based on the TNRIS aerial topography dated 2009. The outfall structure was modeled as a outfall rating curve obtained from the H&H Analysis for the proposed spillway layout.

The inflow hydrograph for 75% PMF event for the 1-hour duration storm for Quisenberry lake was routed through the storage area, and the inflow hydrographs for the downstream watershed was applied along the flowline of Indian Creek as inflow hydrographs. For the Sunny Day breach event, Quisenberry Lake was assumed to be at its normal pool depth (628.0') and the downstream channel was considered to be empty.

The Guidelines indicate the breach width should be at least 3 times the depth of water impounded in each of the breach events. The breach is initiated once the peak WSE is reached and forms at a rate of three feet of depth of water impounded per minute per the Guidelines. For Quisenberry Lake Dam the breach width was assumed to be 72' and formed in 0.13 hours.

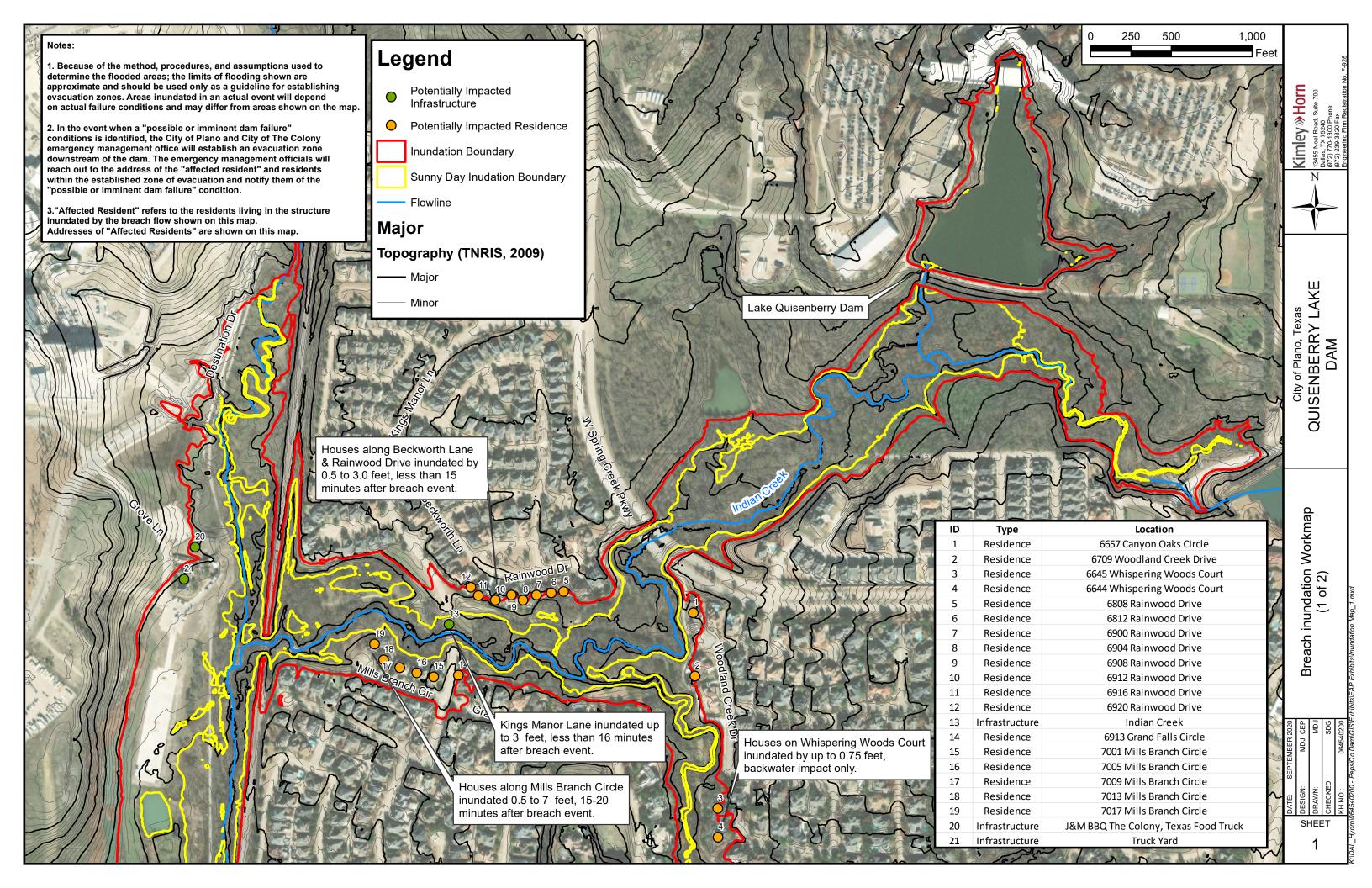
Inundation Mapping

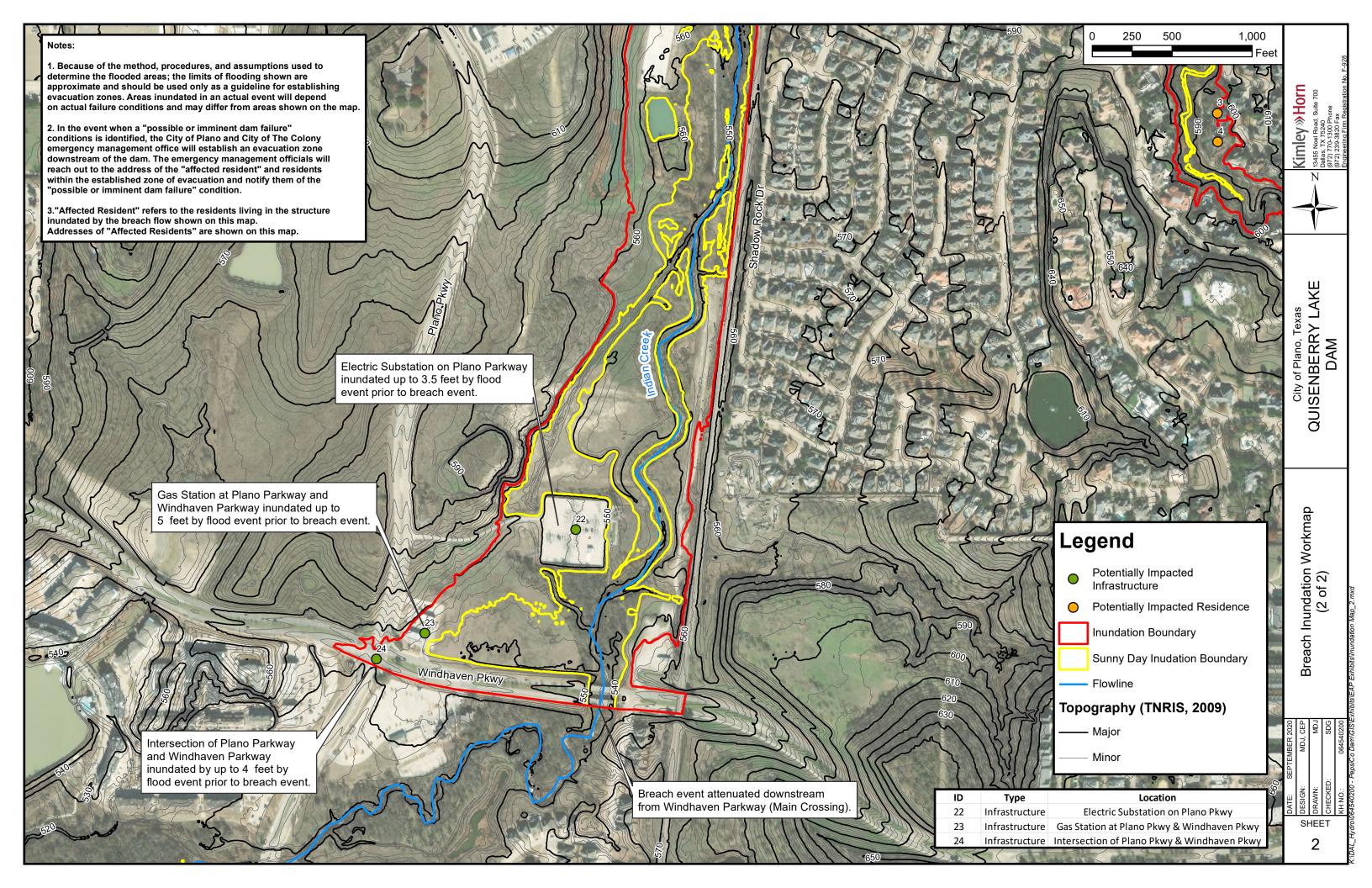
As previously mentioned, the 75% hydrograph resulted in the maximum inundation area. The 75% PMF and Sunny Day breach elevations determined from the HEC-RAS modeling were mapped using 1-foot aerial contours (TNRIS, 2009). A breach inundation map showing the limits of inundations for the 75% PMF breach event and the Sunny Day breach is attached to this memo. The limits of the Sunny Day breach are not shown on the inundation maps included with the EAP.

When comparing the 75% breach event to a non-breach event, the difference in water surface elevation is less than 1.0' once flow reaches Indian Creeks crossing with Windhaven Parkway. Thus, per Section 8.5 of the Guidelines, the inundation length terminates at the downstream face of Windhaven Parkway, which is approximately 10,000 linear feet downstream of the Quisenberry Lake dam.

Attachments

Drainage Area Map Inundation Maps Digital Files HEC-HMS 4.2.1 HEC-RAS 5.0.7





CITY COUNCIL FINDINGS RELATED TO ZONING CASE 2024-012



MEETING DATE
Monday, September 9, 2024
RESULTS
I, Mayor/Councilmember, after review of the written information are listening to the hearing participants, voted in OPPOSITION to this case, finding the following
☐ I agree with the conclusions in the preliminary report provided by staff because:
or
☐ The project is incompatible with the Future Land Use Map Dashboard of the Comprehensive Plan because:
☐ The request is inconsistent with the overall Guiding Principles of the Comprehensive Plate because: and
☐ The request is not substantially beneficial to the immediate neighbors, surroundir community, and general public interest because: and
The request is inconsistent with other policies, actions, maps:
 □ Redevelopment & Growth Management Policy – Action 8 (RGM8) □ Undeveloped Land Policy □ Other:
☐ Comments on any of the above which further explain my position:
Overall, I believe the applicant's request should be opposed due to the reasons I havindicated above.
Signature Date

City Council Findings Form

The Guiding Principles establish overarching themes that apply to all policies and actions and express values for Today, 2050, and Together. These Principles are not intended to stand alone but to be 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 of the other principles to be fully and accurately understood.

Guiding Principle 1 | Plano Today

- 1.1. The Plan enhances the quality of life in the near term, continually striving to meet the needs and priorities of current residents, businesses, and institutions of Plano.
- 1.2. The Plan promotes the safety, viability, and vibrancy of Plano's existing neighborhoods, managing growth and shaping change that complements the city's suburban character and rich history.
- 1.3. The Plan promotes the educational, recreational, and cultural centers of the community, providing an environment for world-class facilities, businesses, and institutions that support a vital economy.
- 1.4. The Plan respects the suburban character of Plano and seeks to preserve and enhance the built environment.
- 1.5. The Plan acknowledges that Plano is mostly developed and does not anticipate significant changes in population or residential development in the future.
- 1.6. Implementation of the Plan will be open and transparent, with a high standard for exceptions to land use principles, proactively seeking community input, and updated when needed with opportunities for the public to continually share their needs and priorities with community leaders and inform the decision-making process.

Guiding Principle 2 | Plano 2050

- 2.1. The Plan enhances the quality of life in the long term, preparing for future generations of residents, businesses, and institutions of Plano who may not yet have a voice but are impacted by the decisions of today.
- 2.2 The Plan successfully manages Plano's transition to a mature city, seeking innovative approaches and best practices to accommodate emerging trends, technologies, and opportunities that improve the quality of life and allow the city to remain attractive and vibrant into the future.
- 2.3 The Plan builds on Plano's strong history of thoughtful planning, guiding future development and redevelopment where it is safe, attractive, appropriate, and convenient; contributes to a variety of housing, employment, and social opportunities; and respects the natural environment.
- 2.4 Implementation of the Plan will be fiscally responsible, ensuring that alternatives are considered and completion of actions provides the greatest long-term value.

Guiding Principle 3 | Plano Together

- 3.1. The Plan serves people of all backgrounds, striving to meet the needs of an inclusive and vibrant community that calls Plano "home."
- 3.2 The Plan promotes a community that is safe, engaged, and rich in educational, cultural, and recreational opportunities that are highly desirable to residents and visitors alike.
- 3.3 The Plan embraces Plano's position as a leader in the region, demonstrating the city's standard of excellence and supporting our neighbors through linkages including health, economy, culture, transportation, and sense of community.
- 3.4 The Plan manages growth and redevelopment in a gradual manner, ensuring changes are beneficial to neighbors and the surrounding community based on real, city-level demand.
- 3.5 Implementation of the Plan will be done in partnership with the community and educational, nonprofit, civic, cultural, faith-based, and governmental organizations, promoting cooperation towards common goals that enhance the quality of life for the residents, businesses, and institutions of Plano.

CITY COUNCIL FINDINGS RELATED TO ZONING CASE 2024-012



MEETING DATE	
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RESULTS	
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The request is consistent with the overall G because: and	•
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3. The request is consistent with other policies	, actions, maps:
 □ Bicycle Transporation Plan Map □ Housing Trends Analysis and Strategic I □ Thoroughfare Plan Map & Cross Section □ Other: 	,
4. Comments on any of the above which further	er explain my position:
Overall, I believe the applicant's request should indicated above outweigh the project's inconstruction building heights favored by the Future Land Use	npatibility with the mix of uses, density, or
Signature	Date

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