

DATE: September 17, 2024
TO: Honorable Mayor & City Council
FROM: Planning & Zoning Commission
VIA: Mike Bell, AICP, Development Review Manager acting as Secretary of the Planning & Zoning Commission ^{MB}
Christina D. Day, AICP, Director of Planning *CD*
SUBJECT: Results of Planning & Zoning Commission Meeting of September 16, 2024

AGENDA ITEM NO. 3A - ZONING CASE 2024-013
PETITIONER: CROW-BILLINGSLEY PARDUE LTD.

Request to rezone from Light Industrial-1 to Planned Development-Light Industrial-1 to modify the standards for mini-warehouse/public storage uses on 12.6 acres located on the north side of Mapleshade Lane, 230 feet east of Ohio Drive, and within the 190 Tollway/Plano Parkway Overlay District. Tabled on August 19, 2024. Project #ZC2024-013.

APPROVED: 8-0

Speaker Card(s) Received:	Support:	<u>1</u>	Oppose:	<u>0</u>	Neutral:	<u>0</u>
Letters Received Within 200' Notice Area:	Support:	<u>2</u>	Oppose:	<u>0</u>	Neutral:	<u>0</u>
Petition Signatures Received:	Support:	<u>0</u>	Oppose:	<u>0</u>	Neutral:	<u>0</u>
Other Responses:	Support:	<u>0</u>	Oppose:	<u>1</u>	Neutral:	<u>0</u>

RESULTS:

The Commission recommended the item for approval subject to the following stipulations:

1. A mini-warehouse/public storage development may have rented, leased, or individually owned units greater than 500 square feet subject to the following standards:
 - a. The conduct of sales or business is prohibited within any individual unit. Accessory use for recreational purposes is allowed within individual units.
 - b. Maximum Unit Size: 12,000 square feet
2. Outdoor vehicle display may be provided on an artificial turf surface when adequately screened from view of public streets and adjacent properties as shown on an approved site plan.

To view the hearing, please click on the provided link:
<https://planotx.new.swagit.com/videos/315227?ts=2761>

JK/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

Google Link: <https://maps.app.goo.gl/GNWBM1Qo3qN2UHyK6>

AGENDA ITEM NO. 3A

PUBLIC HEARING: Zoning Case 2024-013

PETITIONER: Crow-Billingsley Pardue LTD

CASE PLANNER: John Kim, AICP Candidate

DESCRIPTION: Request to rezone **from** Light Industrial-1 **to** Planned Development-Light Industrial-1 to modify the standards for mini-warehouse/public storage uses on 12.6 acres located on the north side of Mapleshade Lane, 230 feet east of Ohio Drive, and within the 190 Tollway/Plano Parkway Overlay District. Tabled on August 19, 2024. Project #ZC2024-013.

EXECUTIVE SUMMARY

The applicant is seeking to develop the property with a “car club” business, which includes public storage units for storage and display of collectible cars, repairing vehicles, and conducting automobile-related events. Each storage unit will be sold as an individual unit and will include mezzanine space that can be furnished for use by the occupant as a private lounge area. Units will not be used as a residence or for personal business use. Other services offered will include a vehicle repair shop and outdoor and inside event spaces to host car shows and other events.

There is not a single-use classification in the Zoning Ordinance that adequately captures the full operations of the proposed business that staff is informally referring to as a “car club.” The business includes a variety of uses including general/professional administrative office, assembly hall, major automotive repair, and a variation of mini-warehouse/public storage. Mini-warehouse/public storage is a permitted use on the site that allows separate, individual, rental of self-storage units; however, the definition has three provisions that are in conflict with the proposed use:

1. Units are limited to no more than 500 square feet. The applicant is proposing units up to 12,000 square feet.
2. Activities other than storage are prohibited within the units. The applicant intends to allow each unit to be furnished with lounge space.
3. The units shall only be for rental or lease. The applicant is intending to sell the units as individual condominiums, not for rent or lease.

Therefore, the applicant is requesting a Planned Development (PD) with modified standards for Mini-Warehouse/Public Storage to accommodate the unique aspects of this business.

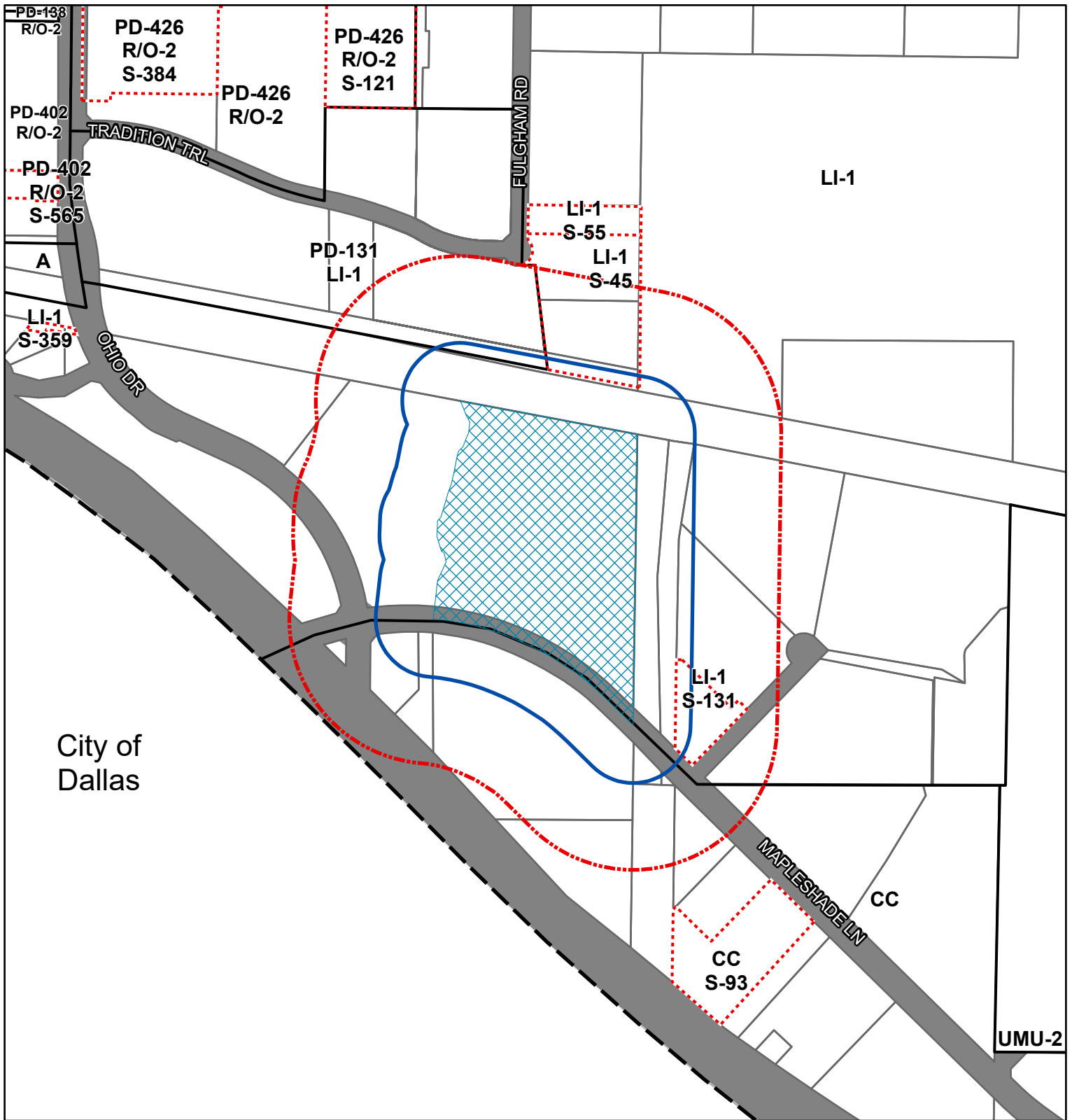
Major considerations of the request include:

- Zoning and Uses – The subject property is zoned Light Industrial-1 (LI-1). LI-1 allows all uses proposed on the site, including mini-warehouse/public storage, major vehicle repair, general/professional administrative office, and assembly hall. A Planned Development is needed to modify standards for mini-warehouse/public storage uses to allow larger units and activities other than storage. As warehouse/distribution centers are also permitted in the LI-1 district, staff has no concerns with this request with the stipulations proposed.
- Event Space – Planned Development stipulations include an allowance for vehicle parking on synthetic turf surfaces. This is needed to explicitly allow car shows in the central courtyard of the proposed development where synthetic turf is proposed. Parking is typically required on a paved surface for durability purposes; however, staff has no objections to the use of synthetic turfs for the proposed development when adequately screened from the street.
- Conformance to the Comprehensive Plan – The subject property is located within an area designated as Employment Center (EM) on the future land use map of the Comprehensive Plan. The request is consistent with this designation.

If approved, the proposed development will be subdivided from a larger 18.9-acre parcel of land. Three plans accompany this request as Agenda Item 3B:

- A Revised Conveyance Plat to subdivide the existing 18.9-acre property into two lots.
- Preliminary Site Plan for the eastern lot, on which the proposed mini-warehouse/public storage development is proposed.
- A Concept Plan for the western lot showing a potential office development. There are no imminent plans to develop this lot and it is outside the boundaries of the proposed PD. A concept plan is required when subdividing a property through a conveyance plat to demonstrate the property can meet zoning and subdivision ordinance standards for development under the proposed lot configuration.

Staff recommends approval of the request with the proposed PD stipulations.



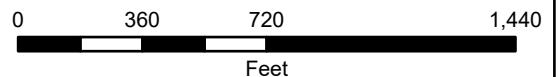
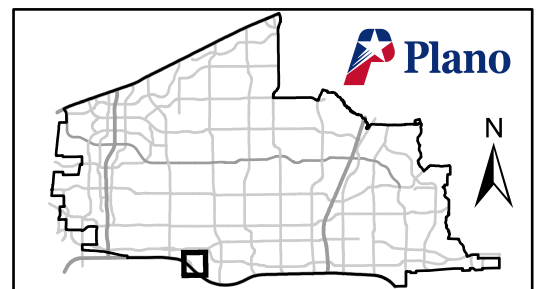
Zoning Case: 2024-013

Existing Zoning: Light Industrial-1 and located within the 190 Tollway/Plano Parkway Overlay District

Proposed Zoning: Planned Development-Light Industrial-1 and located within the 190 Tollway/Plano Parkway Overlay District

- ⋯ 500' Notification Buffer
- Subject Property
- Zoning Boundary Change/SUP
- 200' Notification Buffer
- Streets
- Zoning Boundary
- Municipal Boundaries
- ⋯ Specific Use Permit

Source: City of Plano





TRADITION TRL

FULCHAM RD

OHIO DR

MAPLESHADE LN



Zoning Case 2024-013

Area of Request

Source: City of Plano



STAFF PRELIMINARY REPORT – INTRODUCTORY REMARKS

The applicant is requesting to rezone the subject property from Light Industrial-I (LI-1) to Planned Development Light Industrial-1 (PD-LI-1) to develop a mini-warehouse/public storage building with modified development standards.

Zoning

Section 10.900 (CB-1, Central Business-1 District) of Article 10 (Nonresidential Districts) of the Zoning Ordinance states the purpose for the LI-1 districts as follows:

Light Industrial-1 (LI-1): The LI-1 district is intended to provide areas for light manufacturing firms engaged in processing, assembling, warehousing, research and development, and incidental services that are developed in accordance with the same performance standards applicable to all other zoning districts.

Planned Developments

A Planned Development (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 appropriate to both off and onsite conditions. Section 12.100 (Purpose) of Article 12 (Planned Development District) of the Zoning Ordinance guides the establishment of planned development districts. This section states that planned developments are intended for the following purposes:

- 1. To protect and provide for the public health, safety, and general welfare of the city.*
- 2. To guide the future development of the city in accordance with the Comprehensive Plan.*
- 3. To accommodate innovation by modifying regulations to better accomplish the city's development goals.*
- 4. To mitigate developmental impacts, especially those related to the environment, traffic, public services and facilities, and adjacent and area land uses.*
- 5. To protect and enhance the aesthetic and visual quality of development.*

This proposal does not fit neatly into any existing use classification but otherwise fits the development goals of the city for this zoning district and future land use classification. It may be seen to accommodate innovation, consistent with standard #3 above.

Mini-Warehouse/Public Storage

Section 8.200 (Terms Defined) of Article 8 (Definitions) of the Zoning Ordinance defines mini-warehouse/public storage as follows:

Mini-Warehouse/Public Storage: A building containing separate, individual, self-storage units of 500 square feet or less for rent or lease. The conduct of sales, business, or any activity other than storage shall be prohibited within any individual storage unit.

Proposed PD Stipulations

1. A mini-warehouse/public storage development may have rented, leased, or individually owned units greater than 500 square feet subject to the following standards:
 - a. The conduct of sales or business is prohibited within any individual unit. Accessory use for recreational purposes is allowed within individual units.
 - b. Maximum Unit Size: 12,000 square feet
2. Outdoor vehicle display may be provided on an artificial turf surface when adequately screened from view of public streets and adjacent properties as shown on an approved site plan.

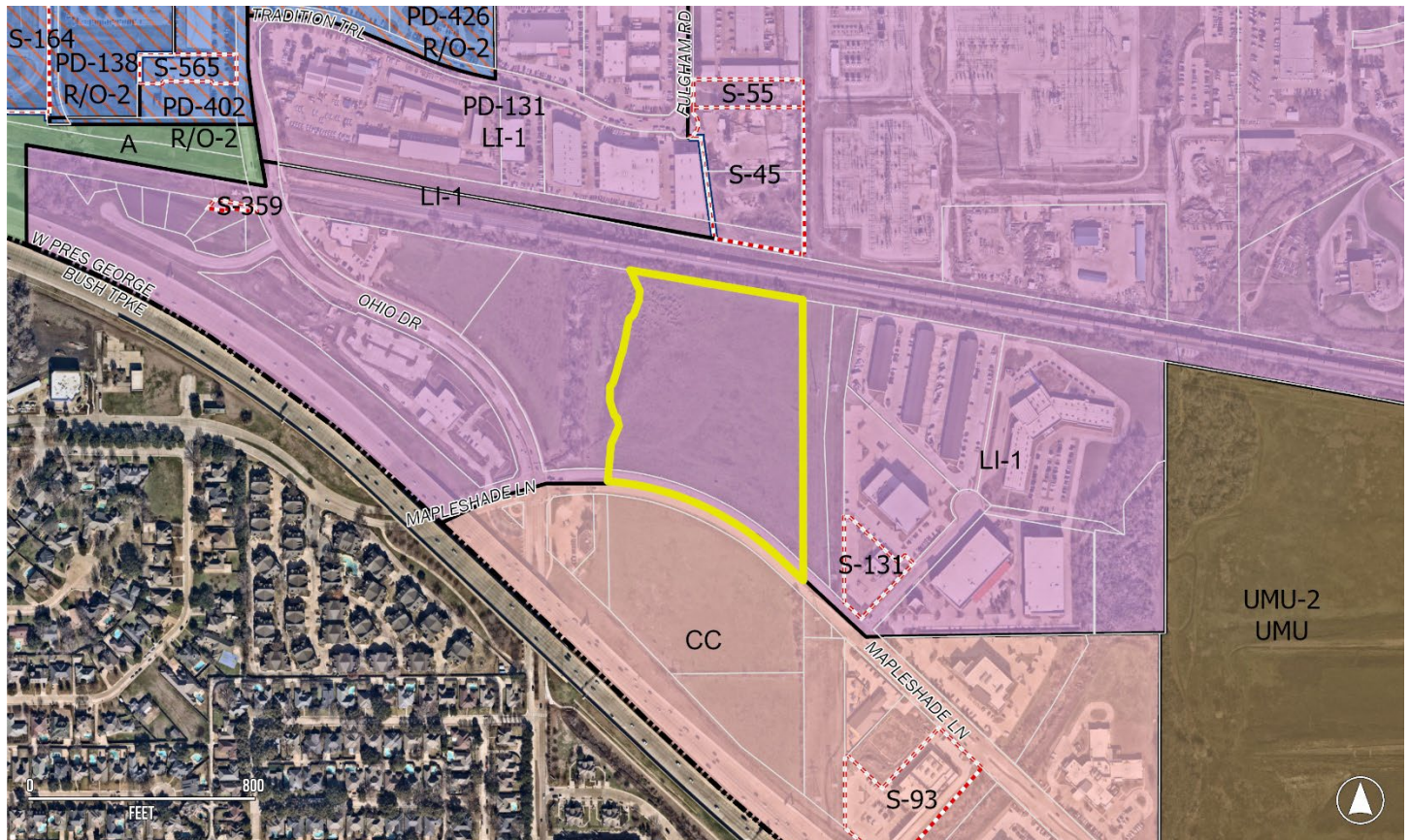
History

The subject property is currently undeveloped. It was part of city-initiated rezoning in 2000 to rezone 330 acres west of Coit Road and south of the railroad from a combination of Planned-Development-368-Retail/General Office (PD-368-R/O-2), Agricultural (A), Corridor Commercial (CC), General Office (O-2), and Light Industrial-1 (LI-1) to a combination of CC and LI-1. This was intended to bring the zoning of the area into compliance with the comprehensive plan. Based on historical zoning atlases, it appears the 12.9-acre subject property was part of the LI-1 zoning in place prior to that city-initiated rezoning.

Surrounding Land Use and Zoning

The subject property is undeveloped and zoned Light Industrial-1 (LI-1).

North	The properties to the northwest across the railroad are zoned Planned Development-131-LI-1 and are developed with office/showroom warehouse buildings occupied by a variety of commercial uses including major vehicle repair and used vehicle dealer. Directly to the north, the property is zoned LI-1 with Specific Use Permit No. 45 (S-45) for Concrete Batch Plant and is developed with a concrete batch plant. The property to the northeast is zoned LI-1 and is developed with an electrical substation.
East	The properties immediately to the east are developed electric transmission lines. Properties farther to the east are zoned LI-1 with Specific Use Permit No. 131 (S-131) for Outdoor Commercial Amusement and developed with a restaurant, office (showroom/warehouse), health/fitness center, and indoor commercial amusement.
South	The properties to the south across Mapleshade Lane are zoned Corridor Commercial (CC) and include undeveloped properties, with a minor vehicle repair use to the southwest.
West	The property to the west is zoned LI-1 and is undeveloped.



STAFF PRELIMINARY REPORT – CONFORMANCE TO THE COMPREHENSIVE PLAN

Guiding Principles – 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.

Core Policies: The following policies serve as the fundamental basis for all staff recommendations for zoning cases.

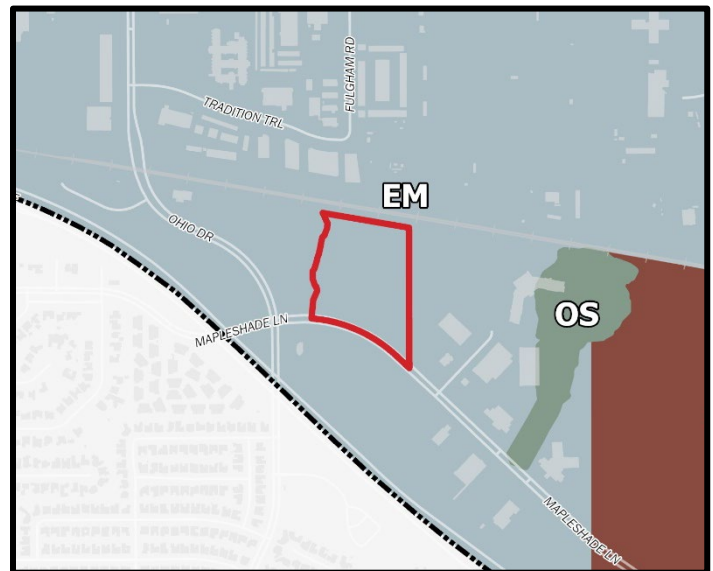
- **Land Use:** *Plano will support a system of organized land use to provide housing and employment choices aligned with the market, where new and redevelopment areas respect the viability and quality of life for existing neighborhoods, businesses, and institutions.*
- **Redevelopment & Growth Management:**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

Future Land Use Map Category & Dashboard

Future Land Use – The subject property is located within the **Employment Centers (EM)** category of the Future Land Use Map (FLUM).

Description: *The EM category applies to the business centers in the Legacy area and along the Plano Parkway/President George Bush Turnpike. The primary uses for Employment Centers are corporate office campuses, medical centers, educational facilities, technology centers, and research facilities. Limited manufacturing and warehouse uses may be allowed to support the employment centers.*

The request generally meets the description of the EM category as warehouse uses are supported in limited instances. Additionally, mini-warehouse is a permitted use in the existing LI-1 zoning.



The following priorities are applicable to this request:

Priority #1: *Maintaining land for employment-generating uses.*

The request is to establish several commercial uses that will provide employment. Additionally, the uses are supported by the EM category description and existing zoning. Therefore, this request is in conformance with this priority.

FLUM – EM Description and Priorities		
Description		Meets
Priorities	#1: Maintaining land for employment-generating uses	Meets
	#2: Evaluating policies to sustain long-term viability of corporate campuses	N/A
	#3: Updating the Legacy Area Master Plan	N/A

Mix of Uses – The request for mini-warehouse/public storage would be classified as an *Industrial Type* use, consistent with the EM Mix of Uses.

FLUM – EM Mix of Uses				
Mix of Uses	Type	Recommended	Proposed	Analysis
Land Use Mix (acres)	Employment	100%	95.2% (No Change)	Meets
	Housing	0%	4.2% (No Change)	N/A
Employment Mix (acres)	Retail Types	0-25%	10.4% (No Change)	N/A
	Office Types	50-100%	38.8% (No Change)	N/A
	Institutional Types	0-25%	8.8% (No Change)	N/A
	Industrial Types	0-35%	29.9% (+0.2%)	Meets
Housing Mix (units)			(No Change)	N/A

Desirable Character Defining Elements in EM Designation – The request as proposed in the companion preliminary site plan is consistent with the EM Dashboard Character Defining Elements except for intensity. The EM Character Defining Elements Dashboard recommends 50-75% lot coverage; 39.9% lot coverage is proposed in the preliminary site plan.

FLUM – EM Desirable Character Defining Elements			
Element	Recommended	Proposed	Analysis
Building Height	1 to 20 Stories	2 Stories	Meets
Density	N/A	N/A	N/A
Intensity	Moderate to High (50 to 100% Lot Coverage)	39.9% Lot Coverage	Does Not Meet
Open Space	10% to 35% Passive Open Space	21.2% Passive Open Space	Meets
Parking Orientation	Structured Parking Preferable to Surface Lots	Surface Parking	Meets
Block Pattern & Streetscape	Wide Blocks Corporate Corridor Streets	Wide Blocks & Corporate Corridor Streets	Meets
Multimodal Access: Automobiles	HIGH: Direct access from major streets	Direct access from Mapleshade Lane	Meets

Multimodal Access: Transit	MEDIUM: Commuter bus service	Site is served by DART Bus Routes #883, #236, and #231 located approximately 0.6 miles from the site.	Meets
Multimodal Access: Micromobility	HIGH: Connected to trails and bike routes	On-Street Bike Route #45 is directly adjacent to the site and Preston Ridge Trail is located less than 700 feet from the site.	Meets
Multimodal Access: Pedestrians	LOW: Mostly served by perimeter sidewalks	6-foot sidewalks are provided along Mapleshade Lane.	Meets

Other Comprehensive Plan Maps

The request is in conformance with and would not require improvements applicable to the Bicycle Transportation Plan Map, Parks Master Plan Map, or Expressway Corridor Environmental Health Map.

[Thoroughfare Plan Map](#) – Mapleshade Lane along the south property lines is designated as Type D: Minor Arterial Street, Commercial Context. The applicant is proposing a 6-foot sidewalk along Mapleshade Lane consistent with the Street Design Standards. No additional street improvements are required.

Policies & Actions of the Comprehensive Plan and Other Studies

Land-Use Related Policies: The following policies are applicable on a case-by-case basis depending upon the type, location, and general nature of the request.

[Undeveloped Land Policy](#) – *Plano will reserve its remaining undeveloped land for high-quality development with distinctive character, prioritizing businesses offering skilled employment. New housing in these areas will only be considered appropriate where it is consistent with the Future Land Use Map and other related Comprehensive Plan standards.*

This subject property is zoned LI-1 and the request as proposed is for a unique mini-warehouse use with larger unit sizes, offices, vehicle display areas, assembly areas for events, and major vehicle repair. The mini-warehouse, major vehicle repair, office, and assembly uses are allowed by right in the LI-1 zoning district. However, the proposed planned development stipulations are intended to create a unique development, allowing for some skilled employment. For these reasons, staff finds the proposal consistent with the Undeveloped Land Policy.

[Redevelopment of Regional Transportation Corridors Policy](#) – *Plano will encourage reinvestment and redevelopment of identified regional transportation corridors to create cohesive developments that incorporate well-designed commercial, retail, and housing opportunities, where those uses are appropriate according to the Future Land Use Map and other related Comprehensive Plan standards.*

The subject property is located within the State Highway 190 expressway corridor and the request would allow a unique development that compliments existing and future development within the area. Additionally, the request is consistent with the EM category description. Thus, staff finds the request consistent with the Redevelopment of Regional Transportation Corridors Policy.

[Findings Policy Assessment](#) – Findings are not required to approve this request.

Adequacy of Public Facilities – The following items have been reviewed in support of the [Facilities & Infrastructure Policy](#).

Water and Sanitary Sewer – Water and sanitary sewer services are available to serve the subject property.

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

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

Parks: N/A

Libraries: N/A

Conformance to the Comprehensive Plan Summary

Policy or Study	Analysis
Future Land Use Map and Dashboards	
<i>Description & Priorities</i>	Meets
<i>Mix of Uses</i>	Meets
<i>Character Defining Elements</i>	Meets
Thoroughfare Plan Map	Meets
Bicycle Transportation Plan Map	N/A
Parks Master Plan Map	N/A
Expressway Corridor Environmental Health Map	N/A
Undeveloped Land Policy	Meets
Redevelopment of Regional Transportation Corridors Policy	Meets
Findings Policy	N/A
Facilities & Infrastructure Policy	Meets

STAFF PRELIMINARY REPORT - ANALYSIS & RECOMMENDATION

Proposed Use

The applicant is proposing to develop the site with a business that sells personal storage units for car owners to store their personal vehicles with accessory spaces that can be furnished as private lounges. Secondary functions of the site also include assembly, office space, and vehicle repair. The site design allows car shows and other private events to be hosted onsite within the central courtyard and interior building area. Currently, there is no definition in the Zoning Ordinance for a “car club” or similar use. The closest use to this proposal is mini-warehouse/public storage, which is a permitted use on the site; however, the definition restricts individual unit sizes to no more than 500 square feet and prohibits any activities other than storage:

Mini-Warehouse/Public Storage: A building containing separate, individual, self-storage units of 500 square feet or less for rent or lease. The conduct of sales, business, or any activity other than storage shall be prohibited within any individual storage unit.

Modified development standards are proposed through a Planned Development including:

- Unit Size – The applicant is requesting modified development standards that would allow units up to 12,000 square feet. A similar use which has no specific square footage limitations, warehouse/distribution center, is currently permitted in the property’s LI-1 zoning. Staff is in support of this modification.
- Permitted Activities – To accommodate the business model of allowing units to be furnished as private lounge areas, the restriction prohibiting uses other than storage must be modified. Staff recommends, and the applicant agrees, to continue restricting residences, sales, or business in any individual unit. This is intended to prohibit occupants from running their own personal businesses from inside the units.

Due to the increasing number of inquiries about these kinds of car club uses, staff will evaluate if a new use classification separate from mini-warehouse/public storage is appropriate as part of the ongoing Zoning and Subdivision Ordinance rewrite.

Assembly/Special Events

In addition to the on-site vehicle storage, the applicant is proposing to host car shows for the vehicles located at the facility. These events will be open to the public and will take place within the designated courtyard on the preliminary site plan. Per the associated preliminary site plan, the interior units that face the courtyard will have direct pedestrian and vehicle access through bay doors while other units must use the proposed drive located on the southern portion of the building to enter and exit the courtyard. There are also pedestrian entrances from the interior hallways of the building for units not abutting the courtyard.

These assembly activities are allowed in LI-1; however, the applicant proposes the courtyard to be constructed with artificial turf and vehicle parking is typically required to be on a paved surface. This limitation is because artificial turf does not have the same durability, may create environmental

concerns if there is run-off from vehicles, and may create long-term maintenance issues. Staff is supportive of the use of artificial turf for car show display areas in this instance because the area is mostly screened from view of the street by the building on four sides. To accommodate this request, the following PD stipulation is proposed:

Outdoor vehicle display may be provided on an artificial turf surface when adequately screened from view of public streets and adjacent properties as shown on an approved site plan.

SUMMARY:

The applicant is proposing to establish a planned development within the subject property to modify mini-warehouse/public storage standards. Modifying the mini-warehouse and public storage standards will permit the applicant to open a car club which includes public storage units for storage and display of collectible cars, repairing vehicles, and conducting automobile-related events. The proposed uses are consistent with the comprehensive plan.

RECOMMENDATION:

Recommended for approval as submitted.

