PLANNING & ZONING COMMISSION

ZONING CASE FINAL REPORT



DATE: November 5, 2024

TO: Honorable Mayor & City Council

FROM: Planning & Zoning Commission

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

Zoning Commission

Christina D. Day, AICP, Director of Planning

SUBJECT: Results of Planning & Zoning Commission Meeting of November 4, 2024

AGENDA ITEM NO. 4A - ZONING CASE 2024-021 PETITIONER: PLANO INDEPENDENT SCHOOL DISTRICT

Reguest to rezone from Planned Development-60-General Office and Planned Development-109-Retail/General Office to Planned Development-109-Retail/General Office to modify development standards on 19.8 acres located on the southwest corner of Alma Drive and Park Boulevard. Project #ZC2024-021.

APPROVED: 7-0					
Speaker Card(s) Received:	Support:	0 Oppose:	0	Neutral:	0
Letters Received Within 200' Notice Area:	Support:	0Oppose:	2	Neutral:	0
Letters Received Within the Subject Property	Support:	0 Oppose:	0	Neutral:	0
Petition Signatures Received:	Support:	0 Oppose:	0	Neutral:	0
Other Responses:	Support:	1 Oppose:	1	Neutral:	0

RESULTS:

The Commission recommended the item for approval as submitted.

To view the hearing, please click on the provided link: https://planotx.new.swagit.com/videos/319244?ts=876

DW/ko

Eric Hill, Assistant Director of Planning CC:

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: NOVEMBER 4, 2024



AGENDA ITEM NO. 4A

PUBLIC HEARING: Zoning Case 2024-021

PETITIONER: Plano Independent School District

CASE PLANNER: Destiny Woods

DESCRIPTION: Request to rezone **from** Planned Development-60-General Office and Planned Development-109-Retail/General Office **to** Planned Development-109-Retail/General Office to modify development standards on 19.8 acres located at the southwest corner of Alma Drive and Park Boulevard. Project #ZC2024-021.

EXECUTIVE SUMMARY

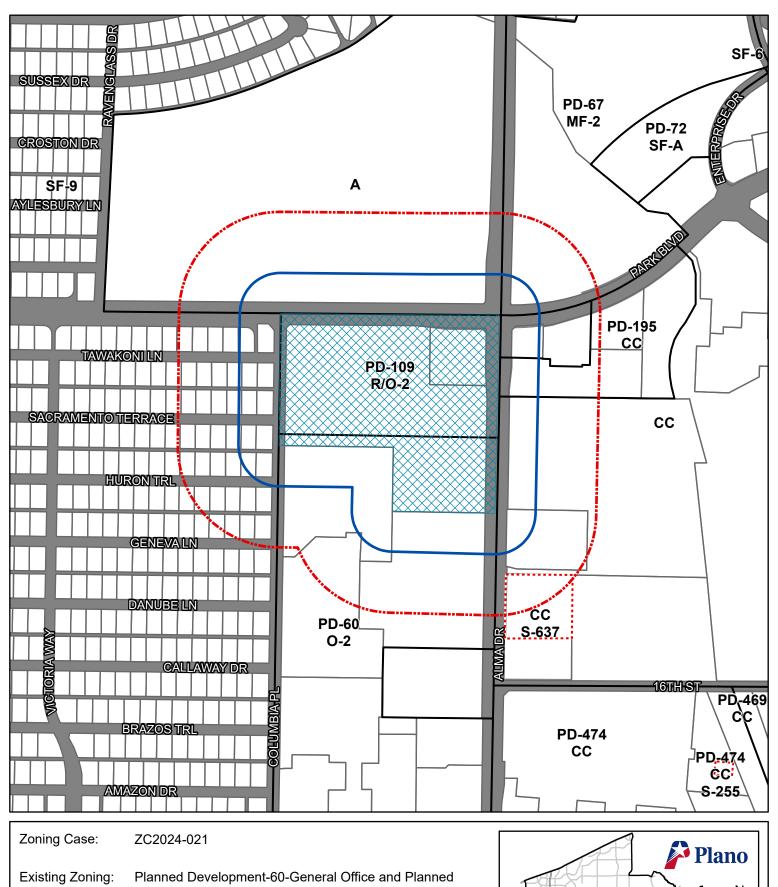
The purpose of the request is to amend and expand Planned Development-109-Retail/General Office (PD-109-R/O-2) to remove split zoning on a property owned by Plano ISD. The PISD property is currently a combination of PD-109-R/O-2 and Planned Development-60-General Office (PD-60-O-2). This rezoning is intended to facilitate development of the Plano ISD Career and Technical Education Center (CTE). As part of this request, the applicant is proposing to remove an existing stipulation of PD-109-R/O-2 that adopted the concept plan as part of the zoning. Major topics of consideration in this request include:

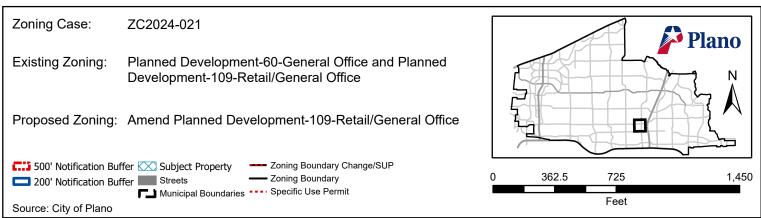
- Proposed Use The applicant is proposing to construct a 2-story, 156,500-square-foot public school that will provide career and technology education classes in fields such as business, marketing, finance, graphic design, information technology, robotics, radiology, welding, and paint and collision repair. The CTE center will serve students from PISD senior high schools as an off-site classroom for students enrolled in its programs. Students will report to their main high school campus and then commute by bus or personal vehicle for the single class they attend at the CTE school. The proposed use is permitted in both PD-60-R/O-2 and PD-109-R/O-2; however, a rezoning is necessary to remove the concept plan currently attached to the PD-109-R/O-2 ordinance.
- 2001 Concept Plan PD-109-R/O-2 was established in 2001 to facilitate development of an office park on the remaining undeveloped land within PD-60-O-2 and PD-109-R/O-2 at that time. In response to neighborhood concerns, the concept plan for the office park was adopted as part of the PD-109 zoning; meaning changes to the concept plan must be approved through the rezoning process. Of the six office buildings proposed in the 2001 concept plan, two were constructed. The applicant is requesting to remove the stipulation that the concept plan be adopted by the ordinance. Alternatively, the applicant is proposing a 50-foot landscape edge along Columbia Drive, an 8-foot masonry screening wall around the open storage and loading docks, and a setback for generators.

- Residential Adjacency As part of this use, there will be open storage of welding, building
 construction, and vehicle part materials. The subject property is adjacent to a single-family
 residential district to the northwest area of the lot. The proposed open storage areas are
 adjacent to the residential homes across Columbia Place. Planned Development stipulations
 are intended mitigate any associated impacts.
- Conformance to the Comprehensive Plan The subject property is designated as Suburban Activities Centers (SA) on the future land use map. The proposed use meets the standards set by the Comprehensive Plan.

For these reasons, staff recommends approval of the request.

A preliminary site plan accompanies this request as Agenda Item No. 4B.







STAFF PRELIMINARY REPORT - INTRODUCTORY REMARKS

The purpose of the request is to amend and expand Planned Development-109-Retail/General Office (PD-109-R/O-2) to remove the adopted concept plan and provide stipulations for landscaping, screening for loading docks and open storage, and setbacks for generators.

Zoning

Sections 10.400.1 and 10.300.1 of the Zoning Ordinance state the purpose of the R and O-2 districts, respectively, as follows:

- Retail (R): The R district is primarily intended to provide areas for neighborhood, local, and regional shopping facilities for the retail sales of goods and services including convenience stores, shopping centers, and regional malls but not including wholesaling or warehousing. Limited residential uses may be considered appropriate as an extension of surrounding neighborhoods.
- General Office (O-2): The O-2 district is intended to allow for a variety of low-, mid-, and highrise office developments providing for professional, financial, medical, and similar services to local residents; corporate offices for regional and national operations; and major centers of employment for Plano and surrounding communities.

Planned Development

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.

Proposed Planned Development Stipulations

PD-109-R/O-2 stipulations are proposed to be amended as follows (additions are indicated by underline; deletions are indicated by strike-through):

Concept plan being adopted as part of this ordinance.

- 1. A 50-foot landscape edge is required along Columbia Place that includes one 3-inch caliper shade tree and one ornamental tree (7-foot planted height) per 25 feet of linear frontage. Driveways may extend through the landscape edge if they meet the city's requirements for location, design, and traffic visibility.
- 2. Generators shall be setback a minimum of 150 feet from the Columbia Place right-of-way.
- 3. <u>Loading docks and open storage areas must be screened by a masonry screening wall 8 feet in height.</u>
- 4. Parking may be provided at a rate of 1 space for 400 square feet for a public high school per the following conditions:
 - a. <u>The owner agrees to manage parking in accordance with all requirements of the city with the exception of Sec. 16.700; and</u>
 - b. The owner ensures that no adverse effects will occur to the site or any public or private property in the vicinity and should adverse effects be determined by the City Council, additional parking will be provided to the city's satisfaction.

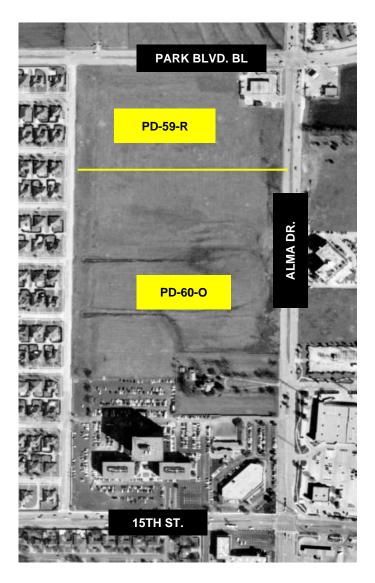
Site History

The subject property shares a unique history with the zoning of properties to the south that is relevant to this request.

1970s – 1990s

In 1973, approximately 57 acres west of Alma Drive, between 15th Street and Park Boulevard, was rezoned to a mix of Planned Development-60-Office (PD-60-O) and Planned Development-59-Retail (PD-59-R) for the purposes of developing an office park and retail shopping center. The boundary separating these PDs remains today as the boundary between PD-60-O-2 and PD-109-R/O-2.

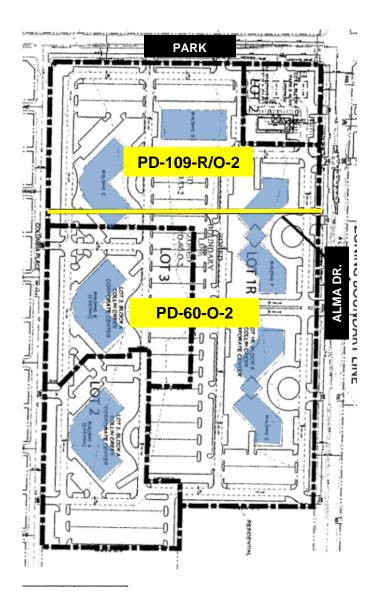
Approximately 15 acres at the northwest corner of 15th Street and Alma Road developed with office buildings in the 1970s; however, the rest of the property remained undeveloped through the 1990s, when a convenience store was constructed at the southwest corner of Park Boulevard and Alma Drive under the standards of PD-59-R. The aerial image below shows the remaining undeveloped area in 1995.



2000s

In 2001, the land originally within PD-59-R (renumbered to PD-63-R in 1986) was rezoned to PD-109-R/O-2 as part of plans to develop all the remaining undeveloped land west of Alma Drive as a large office park. The office park was planned to include six office buildings as shown in blue on the associated concept plan below.

In response to concerns from the adjacent neighborhood about potential retail development, the owner agreed to attach the concept plan to the ordinance; thus, requiring any changes to the concept plan be approved through the rezoning process. This is important to note in today's request, as the concept plan included land in both PD-60-O-2 and PD-109-R/O-2 but was only attached to PD-109-R/O-2's ordinance.

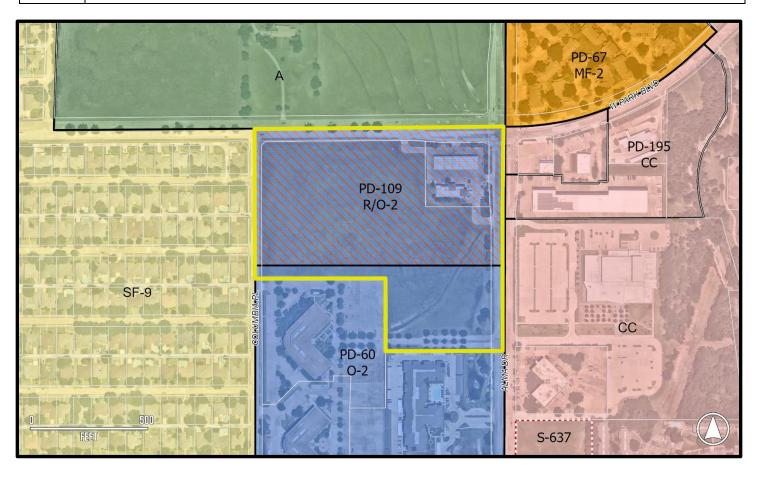


Of the six originally planned office buildings, only two were constructed. Additionally, an independent living facility was recently built in the location of one of these six planned buildings in PD-60-O-2.

In 2009, PD-109-R/O-2 was amended to revise the concept plan for the construction of a new convenience store at the southwest corner of Park Boulevard and Alma Drive.

Surrounding Land Use and Zoning

North	The property across Park Boulevard is zoned Agricultural (A) and is used as farm/ranch.
East	The property across Alma Road is zoned Corridor Commercial (CC) and developed with a mini-warehouse/public storage, restaurant, and a community center.
South	The properties are zoned Planned Development-60-General Office (PD-60-O-2) and developed with office, a public school, and an independent living facility.
West	The properties are zoned Single-Family Residence-9 and developed with single family residences.



<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.

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

- <u>Land Use</u>: 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

<u>Future Land Use</u> – The subject property is located within the <u>Suburban Activity Centers (SA)</u> category of the Future Land Use Map (FLUM).

Description: The SA category applies to areas with large commercial and mixed-use developments that serve the specialty shopping, dining, service, and entertainment needs at the intersections of high traffic corridors. These areas are typically 50-100 acres in size and anchored by major retailers, superstores, large grocers, or theaters. Hotels, office, and institutional uses are supportive uses in these centers. When provided, residential uses should be incorporated within cohesively planned, mixed-use developments of moderate density and intensity.



The request is consistent with the Comprehensive Plan SA Description because the institutional use will support the existing adjacent PISD school and PISD community center, which both serve the surrounding community.

The Description also includes specific recommendations related to Development Pattern and Residential Adjacency that apply to this request:

Development Pattern: Suburban Activity Centers transition traditional commercial centers to destination shopping and entertainment areas with an integrated mix of uses and a highly walkable form and design. Pad or strip retail sites line major streets while large retailers, hotels, or offices anchor the interior. Low-to-mid-rise residential uses located on minor street frontages support the shopping center. These centers are based on concepts of urban design with pedestrian-friendly amenities such as street trees, on-street parking, and active open-spaces.

The applicant is proposing to continue the existing suburban form within the adjacent properties. As show in the companion plan, the site includes a large building placed in the center of the lot which is served by exterior streets and sidewalks. Although the proposed use is complementary to the existing school, the development pattern is not consistent with the recommendations.

Residential Adjacency: As Suburban Activity Centers are often adjacent to established neighborhoods, development in these areas will provide a compatible transition in building height, scale, and intensity.

There is an existing established neighborhood to the west, across Columbia Place. The applicant is proposing restrictions to create a compatible transition to the proposed development through a 50-foot landscape edge and 150-foot setback for generators along Columbia Place, as well as an 8-foot masonry screening wall for any loading docks.

The following priorities are applicable to this request:

Priority #2: Activated open space, quality building materials, and walkable streetscapes internal to the development.

The applicant is not proposing activated open space, specific building materials, or internal streetscapes. The proposed layout continues the existing development pattern within this corner. The site will take access from existing streets and include sidewalks adjacent to rights-of-way.

Priority #3: Thoughtfully and cohesively planned mix of uses.

The proposed institutional use will complement the adjacent PISD development and support the mix of uses within PD-109-R/O-2.

FLUM – SA Description and Priorities			
Description		Meets	
Priorities	#1: Creating destination shopping and entertainment centers.	N/A	
	Does Not Meet		
	streetscapes internal to the development.		
	#3: Thoughtfully and cohesively planned mix of uses.	Meets	

Mix of Uses – The subject site is currently classified as Undeveloped-Employment. The proposed request will decrease the amount of Undeveloped - Employment from 21.3% to 4.4% and increase Institutional Types 16.98% in this Suburban Activity Center. The amount of retail uses would remain the same. The suggested percentage of Institutional Types in this category is 0-40%, and the proposed request would bring the Institutional Types to 39.6%. This request is consistent with the recommended Mix of Uses of Suburban Activity Centers in the Comprehensive Plan.

FLUM – SA Mix of Uses				
Mix of Uses	Туре	Recommended	Proposed	Analysis
Land Use Mix	Employment	60-100%	88.5%	Meets
(acres)			(No Change)	
	Housing	0-40%	11.5%	N/A
			(No Change)	
Employment	Retail Types	40-80%	32.4%	N/A
Mix (acres)		40-00 /6	(No Change)	
	Office Types	20-40%	21.8%	N/A
		20-40 /0	(No Change)	
	Institutional Types	0-40%	39.6%	Meets
		0-40 /6	(+17.0)	
	Industrial Types	0-5%	1.8%	N/A
		0-3 /6	(No Change)	
Housing Mix	Detached SF	10-90%	0.0%	N/A
(units)			(No Change)	
	Attached SF	10-90%	0.0%	N/A
			(No Change)	
	Multifamily	0-60%	100%	N/A
			(No Change)	

<u>Desirable Character Defining Elements in SA Designation</u> – The request is generally consistent with the Character Defining Elements of the SA Category. The proposed amendment would provide 27.3% of passive open space, but the Comprehensive Plan SA recommends 15%-20% Active Open Space.

	FLUM – SA Desirable Chara	cter Defining Elements	
Element	Recommended	Proposed	Analysis
Building Height	1 to 5 Stories	2 Stories	Meets
Density	SF : 4 to 22 DUA N/A		N/A
Intensity	Moderate 18.9% Does		Does Not Meet
	(50 to 75% Lot Coverage)		
Open Space	15% to 20% Active Open	0%	Does Not Meet
	Space		
Parking Orientation	Res: Structured, on-street	Surface Lots	Meets
	Non-res: Mix of structured,		
	on-street, surface lots, valet		
Block Pattern &	Short to Medium Block Grid	Medium	Meets
Streetscape	Urban and Traditional		
	Streets		
Multimodal Access:	MEDIUM: May require short	High	Meets
Automobiles	walk to destination		
Multimodal Access:	MEDIUM: Served by bus	Medium	Meets
Transit			
Multimodal Access:	MEDIUM: Connected to	Medium	Meets
Micromobility	trails and bike routes		
Multimodal Access:	MEDIUM: Highly walkable	Medium	Meets
Pedestrians	internal to the site		

Other Comprehensive Plan Maps

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

Additional Comprehensive Plan Policies – The following policies are applicable on a case-by-case basis depending upon the type, location, and general nature of the request.

<u>Land Use Policy</u> – 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.

The proposed use is consistent with the Land Use Policy provided as it will complement the adjacent school. Additionally, the applicant is proposing restrictions to support the quality of life of the existing neighborhood.

<u>Undeveloped Land Policy</u> – 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.

The proposed request is consistent with the Undeveloped Land Policy as it will provide a resource for the adjacent PISD school and support the potential for development of future skilled employment.

Findings Policy Assessment

Findings are not required to approve this request.

Adequacy of Public Facilities – The following have been reviewed in support of the <u>Facilities & Infrastructure Policy</u>.

<u>Water & Sewer</u> – Water and sanitary sewer services are available to serve the subject property.

<u>Traffic Impact Analysis (TIA)</u> – A TIA is not required for this rezoning request. However, a TIA will be required at the time of site planning.

School Capacity – N/A

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

Parks – The subject property is located within Park Fee Service Area 6.

Libraries – The subject property is located within the Harrington Library's service area.

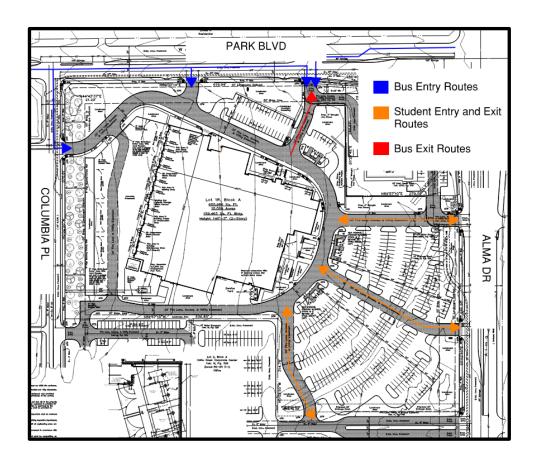
Conformance to the Comprehensive Plan Summary

As the request is consistent with the description of the Suburban Activity Centers (SA) Future Land Use category and the Employment Mix, staff finds the proposed request consistent with the Comprehensive Plan.

Policy or Study	Analysis		
Future Land Use Map and Dashboards			
Description & Priorities	Meets		
Mix of Uses	Meets		
Character Defining Elements	Meets		
Thoroughfare Plan Map	N/A		
Bicycle Transportation Plan Map	N/A		
Parks Master Plan Map	N/A		
Expressway Corridor Environmental Health Map	N/A		
Land Use Policy	Meets		
Undeveloped Land Policy	Meets		

<u>Proposed Use</u> – The applicant is proposing to construct a 2-story, 156,500-square-foot public school providing career and technology education classes in fields such as business, marketing, finance, graphic design, information technology, robotics, radiology, welding, and paint and collision repair. Public schools are permitted in both PD-60-R/O-2 and PD-109-R/O-2; however, the concept plan from 2001 (with 2009 updates) is attached to the zoning for PD-109-R/O-2. Therefore, a zoning change would be needed to amend the concept plan for the proposed school. As an alternative to amending the concept plan, the applicant is proposing to remove the existing stipulation adopting the concept plan as part of the zoning, and replacing it with other stipulations meant to protect the adjacent neighborhood. If approved, this would allow the site to develop under either Retail (R) or General Office (O-2) standards, subject to the proposed PD stipulations.

Operations – The CTE center will serve students from PISD senior high schools as an off-site classroom for students enrolled in its programs. Students will report to their main high school campus and then commute by bus or personal vehicle for the single class they attend at the CTE school. As the CTE center operates differently from a traditional school, students will only be on-site for the duration of their classes before returning to their main campuses. To accommodate this, bus schedules will be coordinated with the class schedules of all three high schools, with buses operating throughout the day to facilitate transportation. Buses traveling east or west on Park Boulevard will have the option to turn onto Columbia Place or to enter directly from Park Boulevard. All buses will exit the site at the Park Boulevard drive adjacent to the existing convenience store. Loading and unloading for all buses will occur on the north entrance facing Park Boulevard. Students driving personal vehicles will enter and exit the site via Alma Drive.



<u>2001 Concept Plan</u> – To the west of the subject property, across Columbia Place, is an existing single-family neighborhood. In response to concerns from the neighborhood when PD-109-R/O-2 was established in 2001, the concept plan was adopted by the PD-109-R/O-2 ordinance. As a result, any change to the concept plan requires approval by City Council through the rezoning process. Attaching the concept plan to zoning can be beneficial in providing certainty to the neighborhood but also can be problematic when a project fails to fully develop, or minor adjustments are needed. In this case, the existing concept plan is problematic to administer for several reasons:

- 1. The 2001 concept plan includes property outside the limits of PD-109-R/O-2. These areas are not subject to the standards of PD-109-R/O-2 and can be developed without amending the original concept plan. As a result, existing development in these areas no longer match the 2011 concept plan.
- 2. Only two of the six office buildings originally proposed in the 2001 concept plan were constructed and the original developer no longer owns the remainder of the property. Of the four remaining buildings, two straddle the boundary between PD-109-R/O-2 and PD-60-O-2. Due to changes in ownership and subdivision of the property since 2001, it is extremely unlikely these buildings are ever constructed as shown on the concept plan.
- 3. The convenience store at the southwest corner of Park Boulevard and Alma Drive is part of the 2001 concept plan. Any changes to the existing concept plan will require coordination with both property owners.

For these reasons, the applicant is proposing to remove the existing concept plan stipulation completely. This would provide the school and the convenience store flexibility to amend their plans independently from each other. However, as part of the CTE school operations will include open storage and loading docks for materials used in the teaching of vehicle repair, welding, and other activities, staff advised the applicant to consider PD stipulations to protect the adjacent neighborhood from visual impacts and noise.

<u>Proposed Planned Development Stipulations</u> – To protect the adjacent neighborhood, the applicant is proposing the following:

- A 50-foot landscape edge will be constructed along Columbia Place. The landscape edge will
 include one shade tree and one ornamental tree for every 25 feet of frontage. This landscape
 edge matches the requirement for loading docks, service bays, and trash collection areas in the
 Regional Employment (RE) and Regional Commercial (RC) districts, with the exception of the
 requirement for a berm.
- An 8-foot masonry wall is required to screen loading docks and open storage areas. This, in combination with the 50-foot landscape edge, should be provide sufficient screening of any open storage associated with the proposed school.
- Generators will be required to be setback a minimum of 150 feet from Columbia Place. This is intended to protect the adjacent neighborhood from impacts of noise.

Additionally, the applicant is requesting a stipulation modifying the parking requirement for public schools. Under standard parking requirements, the school would be required to construct 575 spaces based on the design capacity for students and faculty. The applicant is requesting a parking ratio of 1 parking space per 400 square feet of building area. As proposed in the associated preliminary site plan, this equates to 399 spaces or a 29% reduction from standard parking requirements.

SUMMARY:

The purpose of the request is to amend and expand Planned Development-109-Retail/General Office (PD-109-R/O-2) to remove split zoning on a property owned by Plano ISD. The PISD property is currently a combination of PD-109-R/O-2 and Planned Development-60-General Office (PD-60-O-2). This rezoning is intended to facilitate development of the Plano ISD Career and Technical Education Center (CTE). As part of this request, the applicant is proposing to remove an existing stipulation of PD-109-R/O-2 that adopted the concept plan as part of the zoning. Proposed planned development stipulations are proposed to mitigate the potential impacts of the school operations on adjacent property owners. The use of a public school is permitted under current zoning and the request is generally in conformance with the recommendations and policies of the Comprehensive Plan.

RECOMMENDATION:

Recommended for approval as submitted.

