

CITY OF PLANO
PLANNING & ZONING COMMISSION

October 1, 2018

Agenda Item No. 2

Public Hearing: Comprehensive Plan Amendment 2018-001

DESCRIPTION:

Consideration of amendments to the Future Land Use Map, Growth and Change Map, Park Master Plan Map, and Bicycle Transportation Map of the Comprehensive Plan related to the 2018 update of the Park Master Plan and amendments to the Growth and Change Map of the Comprehensive Plan to reflect development that has already occurred. Tabled September 4, 2018, and September 17, 2018. Project #CPA2018-001.

REMARKS:

The Comprehensive Plan is the key long-range guide for the future growth, development, and redevelopment of the city and serves as a 20 to 30 year visionary guide, providing policy and direction for land use, transportation, housing, city services, and other important aspects of the community. The strategic framework of the Comprehensive Plan includes a broad range of policies and implementation actions, as well as five maps that guide city leaders in decisions and directives for land use development, the provision and delivery of city services, and prioritization and funding of Community Investment Projects (CIP).

At its July 24 and August 20, 2018, Planning & Zoning Commission meetings, the Commission received presentations related to potential amendments to the Future Land Use Map, Growth and Change Map, Park Master Plan Map, and Bicycle Transportation Map of the Plano Tomorrow Comprehensive Plan. Since these meetings, Parks and Recreation and Planning Department staff have made minor map refinements for consideration and prepared final recommendations for consideration of these Comprehensive Plan map amendments. These recommendations were presented to the Commission at their September 17, 2018, meeting. Additionally, staff introduced these updates to City Council during the Preliminary Open Meeting portion of their September 24, 2018, meeting.

Comprehensive Plan Map Amendments

The catalyst for these proposed amendments to the Comprehensive Plan maps is the city's consideration of updates to the Park Master Plan. While the Comprehensive Plan and the Park Master Plan are separate policy documents, both of these documents

influence the other, as shown by the city's current [Park Master Plan Map](#) and the [Bicycle Transportation Plan Map](#), which are adopted within the Comprehensive Plan. Additionally, the Park Master Plan also influences the Comprehensive Plan's [Future Land Use Map](#) and [Growth and Change Map](#), as each of these maps include designations that are applied to areas of the community that currently support, or are expected to support, park and recreation facilities. These maps also identify major private open spaces and other social amenities that contribute to the social fabric of Plano.

In addition to accounting for map amendments related to the consideration of the Park Master Plan update, these proposed Comprehensive Plan map amendments also account for needed amendments to the Growth and Change Map to reflect development that has already occurred.

Attachments included with this staff report include a redline document identifying proposed amendments as well as the proposed amended maps in final form. These documents are also available for review at the city's [Comprehensive Plan website](#). A summary of these amendments is provided below.

Park Master Plan Map

The proposed amendments to the Park Master Plan Map include:

1. Park land acquired and trail segments completed to accurately reflect existing conditions. Major additions include:
 - a. Park land acquisition adjacent to Legacy West and trail corridor expansions for the Breckinridge, Chisholm, Legacy, and Rowlett Trails; and
 - b. Completed trail segments in east Plano along Park Boulevard and 15th Street, and a trail extending from the intersection of Alma Road and Plano Parkway.
2. Proposed trail connections and extensions. Major additions include:
 - a. Proposed trails traversing the K Avenue and Parkwood Boulevard corridors, a segment of the Plano Parkway corridor between K Avenue and Parkwood Boulevard, and a segment of Windhaven Parkway between Parkwood Boulevard and Midway Road;
 - b. Proposed trail connections near Collin Creek Mall, Downtown Plano, the Legacy Business Area, and Oak Point Park & Nature Preserve; and
 - c. A potential trail requiring future study traversing the DART corridor from Downtown Plano Station to the city's northern boundary.
3. The removal of proposed parkland and trails no longer accounted for in the Park Master Plan. This includes:

- a. A segment of proposed park land between Parkwood Boulevard and Sunset Park;
 - b. A segment of proposed park land between Plano Parkway and U.S. Highway 190;
 - c. A segment of proposed park land between 14th Street and Park Vista Road; and
 - d. A proposed trail within the KCS rail corridor west of Independence Parkway and south of Plano Parkway.
4. Recreation and maintenance facilities completed to accurately reflect existing conditions. Major additions include:
 - a. Completed Carpenter Park Skate Park and maintenance facilities in Schell Park and near the Preston Ridge Trail.
 5. The addition of proposed recreation and maintenance facilities. Potential additions include:
 - a. Proposed splash pads at Bob Woodruff, Russell Creek, and Windhaven Meadows Parks, as well as the South Central Community Park Site; and
 - b. Proposed Maintenance Facilities at Enfield Park, High Point Athletic Fields, and Oak Point Park & Nature Preserve.
 6. Adding "Map" to the title of the map.

It should be noted that the Park Master Plan Map only depicts existing and proposed trails that are accommodated outside of city park facilities, with more detailed trail planning identified in the Bicycle Transportation Map.

Bicycle Transportation Map

The proposed amendments to the Bicycle Transportation Map include:

1. All identified park and trail recommendations identified in the draft Park Master Plan amendments noted above.
2. Additional completed and proposed shared use path (recreational trail) segments accommodated within city parkland. Major additions include:
 - a. Completed shared use path segments within Oak Point Park & Nature Preserve and a connection to the Oak Point Recreation Center;
 - b. Proposed shared use path segments through designated open space in the Heritage Creekside development; and

- c. A potential shared use path requiring future study traversing the DART corridor from Downtown Plano Station to the city's northern boundary.
- 3. Removal of a proposed shared use path connecting Sunset Park to Communications Parkway.
- 4. Expansion of the Regional Bicycle Network, which will also include the establishment of bikeway study areas for consideration of enhanced On-Street Bike Routes. Major additions include:
 - a. Designation of segments of existing and future shared-use paths within the Chisholm, Cottonwood Creek, Legacy, Russell Creek, Santa Fe, and Shady Brook Trail corridors; the Ridgeview Drive corridor; and within Bob Woodruff Park and Oak Point Park & Nature Preserve, as components of the proposed regional bicycle network; and
 - b. The designation of bikeway study areas within the Los Rios Boulevard and Ventura/Tulane Drive corridors.
- 5. Removal of "Plan" and adding "Map" to the title of the map.

Future Land Use Map

Proposed amendments to the Future Land Use Map are necessary for conformance with the proposed amendments to the Park Master Plan Map and Bicycle Transportation Map. The updates include amendments to two future land use designations: Open Space Network (OSN) and Social Network (SN). For public open spaces such as parks and trails, the OSN designation was applied, and conversely, for major private and public educational, recreational, and social facilities, the SN designation was applied.

Open Space Network (OSN) 

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.

Social Network (SN) 

The Social Network future land use category includes a wide range of public and private uses such as colleges, universities, major public schools (high school/ senior high schools) athletic complexes, recreational facilities, libraries, golf courses, country clubs, and large private open spaces.

The proposed amendments include:

- 1. Designation of new parkland and trail connections as OSN, consistent with the proposed Park Master Plan amendments noted above;
- 2. The removal of OSN areas no longer accounted for in the Park Master Plan and designation of these areas consistent with the designations of the surrounding context. These include:

- a. A segment of land between Parkwood Boulevard and Sunset Park being designated as Expressway Corridor (EXC) and Neighborhood (N);
 - b. A segment of land between Plano Parkway and U.S. Highway 190 being designated as Employment Center (EC) and Regional Center (RC); and
 - c. A segment of land between 14th Street and Park Vista Road being designated as Neighborhood (N).
3. The designation of existing and new civic facilities, private open space, and recreational/social facilities as SN to align with the Park Master Plan amendments noted above. Major additions include:
 - a. Existing private open space within the Shops of Legacy designated as SN;
 - b. Designating new SN areas for newly established civic sites supporting the Northwest Plano Police Substation, Fire Training Center, and a Salt and Sand Storage Facility; and
 - c. The adjustment of SN designated areas in the vicinity of the Ridgeview Ranch Golf Course in order to align with the Park Master Plan.
 4. The removal of depicted trails within SN designated areas in order to maintain consistency with the Park Master Plan;
 5. The removal of the secondary street network, ensuring that the depicted street network primarily depicts arterial roadways and expressway corridors; and
 6. Minor extensions of designations to street centerlines and city boundaries in order to eliminate gaps and maintain continuity in designations.

Growth & Change Map

The proposed amendments to the Growth and Change Map are also recommended for consistency with the proposed amendments to the Park Master Plan Map and Bicycle Transportation Map. These changes include amendments to the Open and Social Space (OS) designation for both public and private parkland, trail, recreational, civic, and social amenities.

Additionally, the proposed amendments reflect areas designated as New Growth (NG) where development has already occurred. NG designated areas represent segments of undeveloped land that comprise a minimum of 50 acres, and provide sufficient land area to support large master-planned developments. Where full development of NG designated areas occurred, or new construction left remainder segments of undeveloped land less than 50 contiguous acres in size, these areas were changed to the Conserve and Enhance (CE) or Evolve Urban (EU) designations, based on the surrounding context.



Open and Social Space (OS)

These areas are expected to remain open and social space uses, such as nature preserves, parks, country clubs, and institutional uses, but will improve to meet the changing leisure, recreation, and social desires of the community.



Conserve and Enhance (CE)

These areas are expected to retain the current form of development, but will experience some minor infill and ongoing rehabilitation consistent with the present form and character.



Improve and Refine (IR)

These areas are expected to experience moderate changes through infill, reuse, and redevelopment.



New Growth (NG)

These existing undeveloped areas (>50 acres) are expected to experience new development through master-planned projects.



Evolve Urban (EU)

These existing areas are expected to experience extensive large-scale change through major redevelopment projects that evolve into distinct walkable districts.

The proposed amendments include:

1. The designation of new parkland and trail connections, private open space, social, and civic amenities as OS, consistent with the proposed Park Master Plan amendments noted above;
2. The removal of OS areas no longer accounted for in the Park Master Plan and designation of these areas consistent with the designations of the surrounding context. These include:
 - a. A segment of land between Parkwood Boulevard and Sunset Park being designated as CE and NG;
 - b. A segment of land between Plano Parkway and U.S. Highway 190 being designated as CE, IR, and NG; and
 - c. A segment of land between 14th Street and Park Vista Road being designated as CE.
3. Minor extensions of designations to the street centerlines and city boundaries in order to eliminate gaps and maintain continuity in designations;
4. The removal of discolored gaps in map designations resulting from the removal of local street right-of-way;

5. The removal of the secondary street network, ensuring that the depicted street network primarily depicts arterial roadways and expressway corridors; and
6. The designation of developed areas in the Dallas North Tollway, State Highway 121, and State Highway 190 corridors. Changes include:
 - a. The designation of developed NG areas in the Legacy Business Area and the State Highway 121 corridor as CE;
 - b. The designation of developed NG areas in the Mapleshade Lane corridor as CE;
 - c. The designation of developed NG areas adjacent to the Dallas North Tollway/State Highway 190 interchange as EU; and
 - d. The designation of developed NG areas within and adjacent to the Heritage Creekside development as CE and EU.

Summary

These Comprehensive Plan map amendments are needed in order to ensure alignment with the Park Master Plan and to account for existing conditions. For these reasons, staff is recommending approval of these amendments to the Comprehensive Plan maps.

RECOMMENDATION:

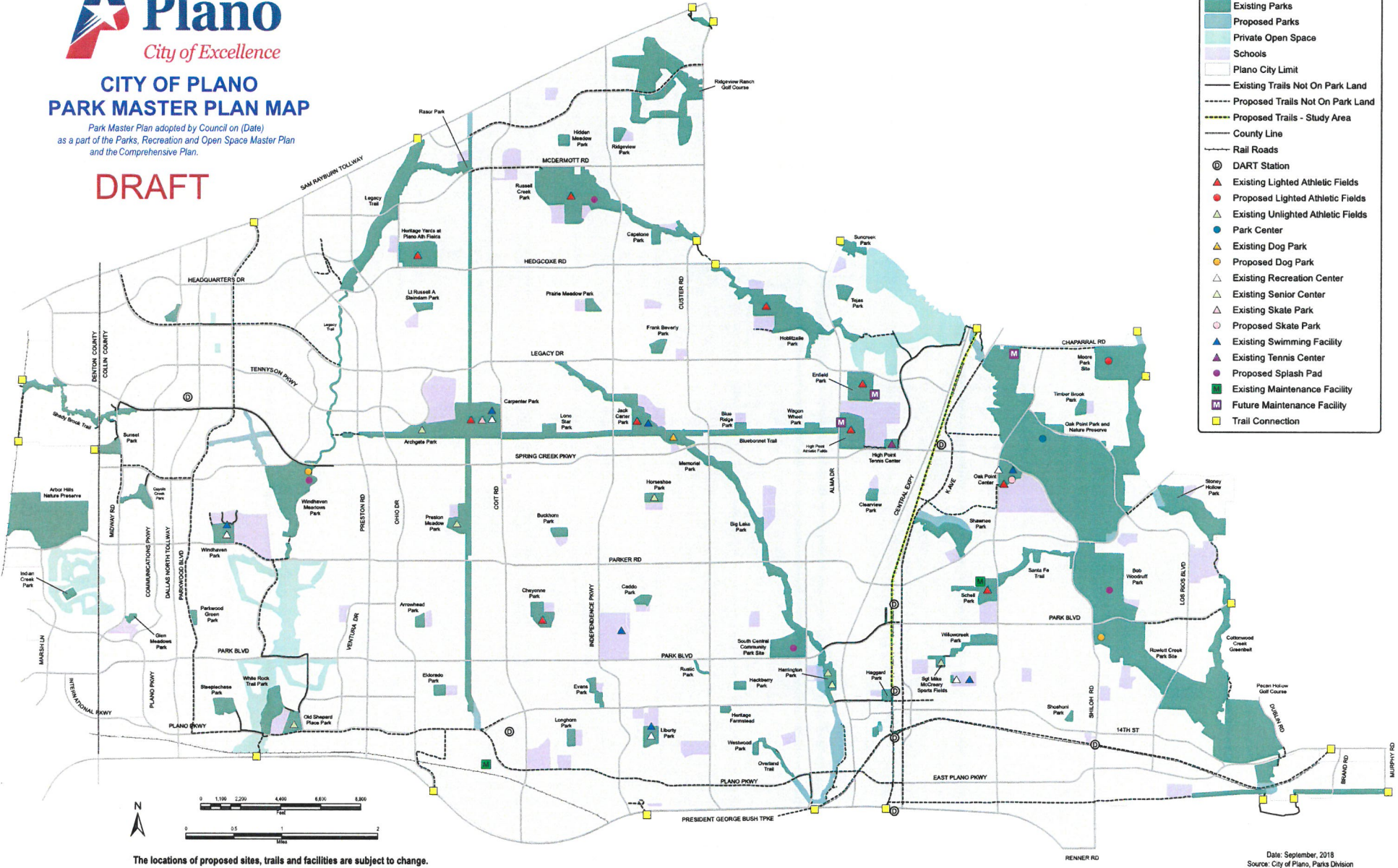
Recommended for approval as submitted.



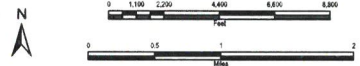
CITY OF PLANO PARK MASTER PLAN MAP

Park Master Plan adopted by Council on (Date)
as a part of the Parks, Recreation and Open Space Master Plan
and the Comprehensive Plan.

DRAFT



- Legend**
- Existing Parks
 - Proposed Parks
 - Private Open Space
 - Schools
 - Plano City Limit
 - Existing Trails Not On Park Land
 - Proposed Trails Not On Park Land
 - Proposed Trails - Study Area
 - County Line
 - Rail Roads
 - DART Station
 - Existing Lighted Athletic Fields
 - Proposed Lighted Athletic Fields
 - Existing Unlighted Athletic Fields
 - Park Center
 - Existing Dog Park
 - Proposed Dog Park
 - Existing Recreation Center
 - Existing Senior Center
 - Existing Skate Park
 - Proposed Skate Park
 - Existing Swimming Facility
 - Existing Tennis Center
 - Proposed Splash Pad
 - Existing Maintenance Facility
 - Future Maintenance Facility
 - Trail Connection

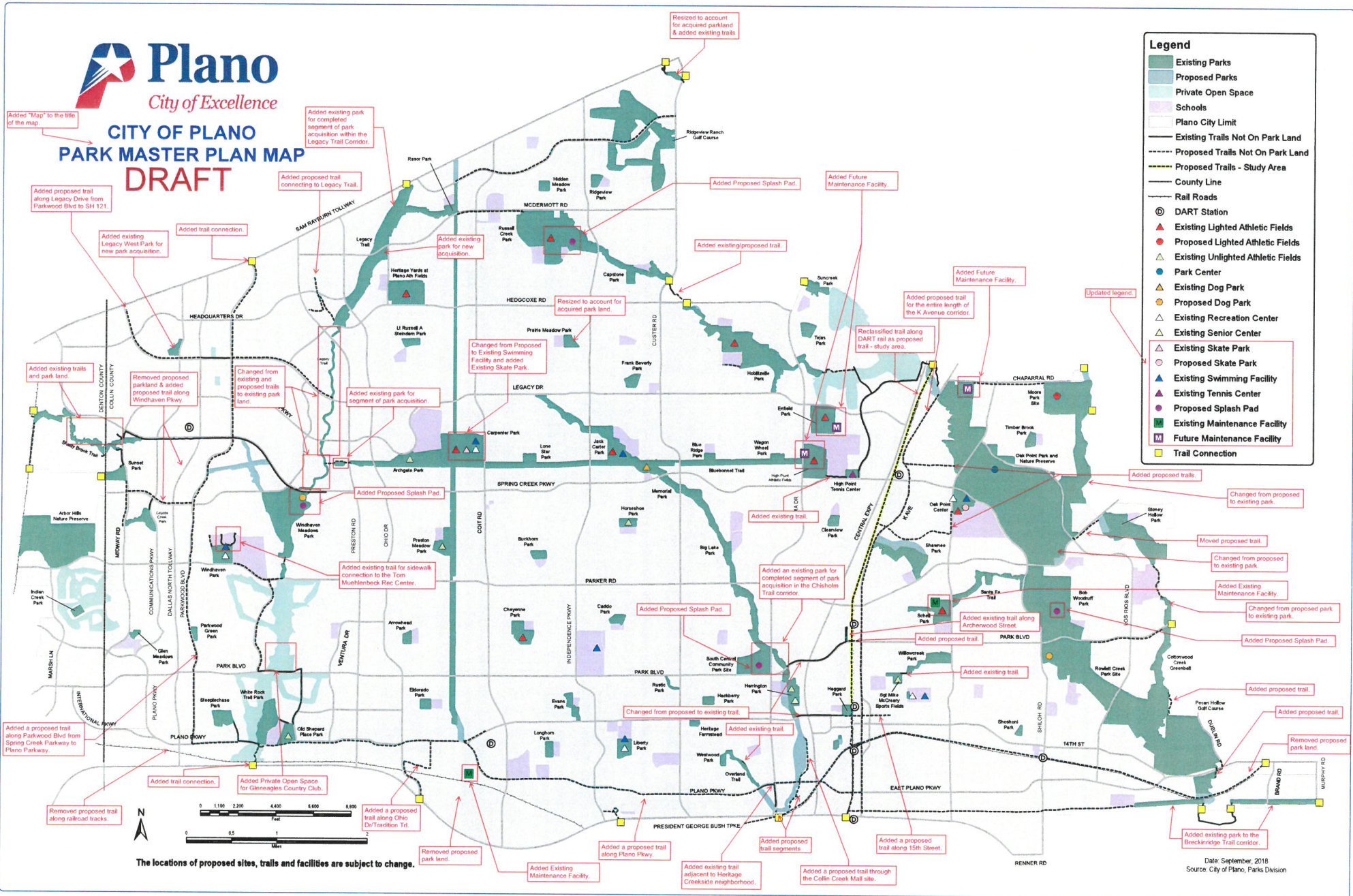


The locations of proposed sites, trails and facilities are subject to change.

Date: September, 2018
Source: City of Plano, Parks Division

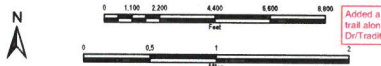


CITY OF PLANO PARK MASTER PLAN MAP DRAFT



Legend

- Existing Parks
- Proposed Parks
- Private Open Space
- Schools
- Plano City Limit
- Existing Trails Not On Park Land
- Proposed Trails Not On Park Land
- Proposed Trails - Study Area
- County Line
- Rail Roads
- DART Station
- Existing Lighted Athletic Fields
- Proposed Lighted Athletic Fields
- Existing Unlighted Athletic Fields
- Park Center
- Existing Dog Park
- Proposed Dog Park
- Existing Recreation Center
- Existing Senior Center
- Existing Skate Park
- Proposed Skate Park
- Existing Swimming Facility
- Proposed Splash Pad
- Existing Maintenance Facility
- Future Maintenance Facility
- Trail Connection



The locations of proposed sites, trails and facilities are subject to change.

Date: September, 2018
Source: City of Plano, Parks Division

DATE PLOTTED: 9/11/2018 10:58:11 AM



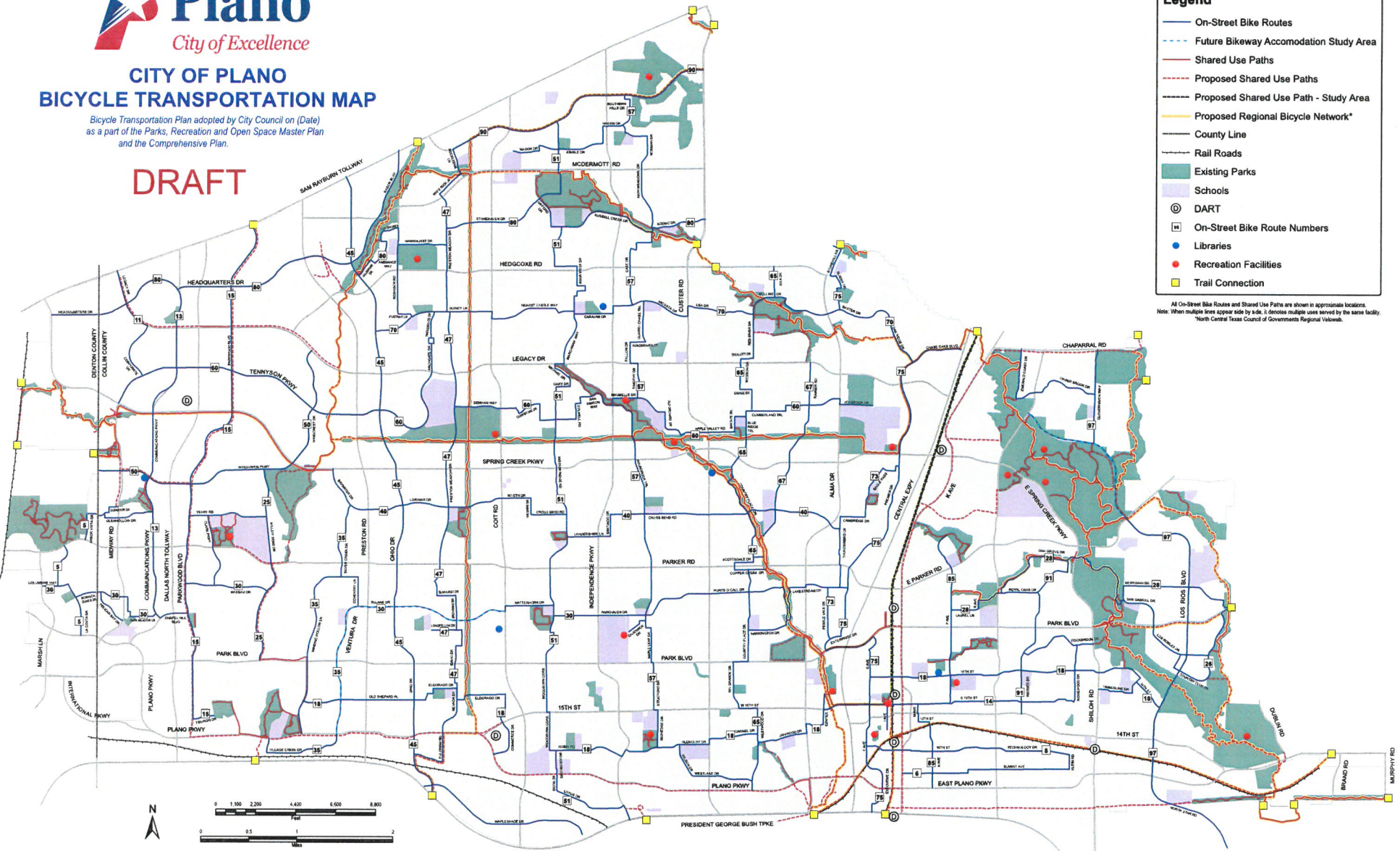
CITY OF PLANO BICYCLE TRANSPORTATION MAP

Bicycle Transportation Plan adopted by City Council on (Date)
as a part of the Parks, Recreation and Open Space Master Plan
and the Comprehensive Plan.

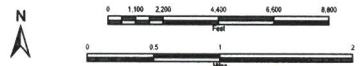
DRAFT

Legend

- On-Street Bike Routes
- - - Future Bikeway Accommodation Study Area
- Shared Use Paths
- - - Proposed Shared Use Paths
- - - Proposed Shared Use Path - Study Area
- Proposed Regional Bicycle Network*
- County Line
- Rail Roads
- Existing Parks
- Schools
- DART
- On-Street Bike Route Numbers
- Libraries
- Recreation Facilities
- Trail Connection



All On-Street Bike Routes and Shared Use Paths are shown in approximate locations.
Note: When multiple lines appear side by side, it denotes multiple uses served by the same facility.
*North Central Texas Council of Governments Regional Network.



The locations of proposed sites, trails and facilities are subject to change.

Date: September, 2018
Source: City of Plano, Parks Division



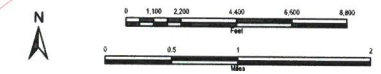
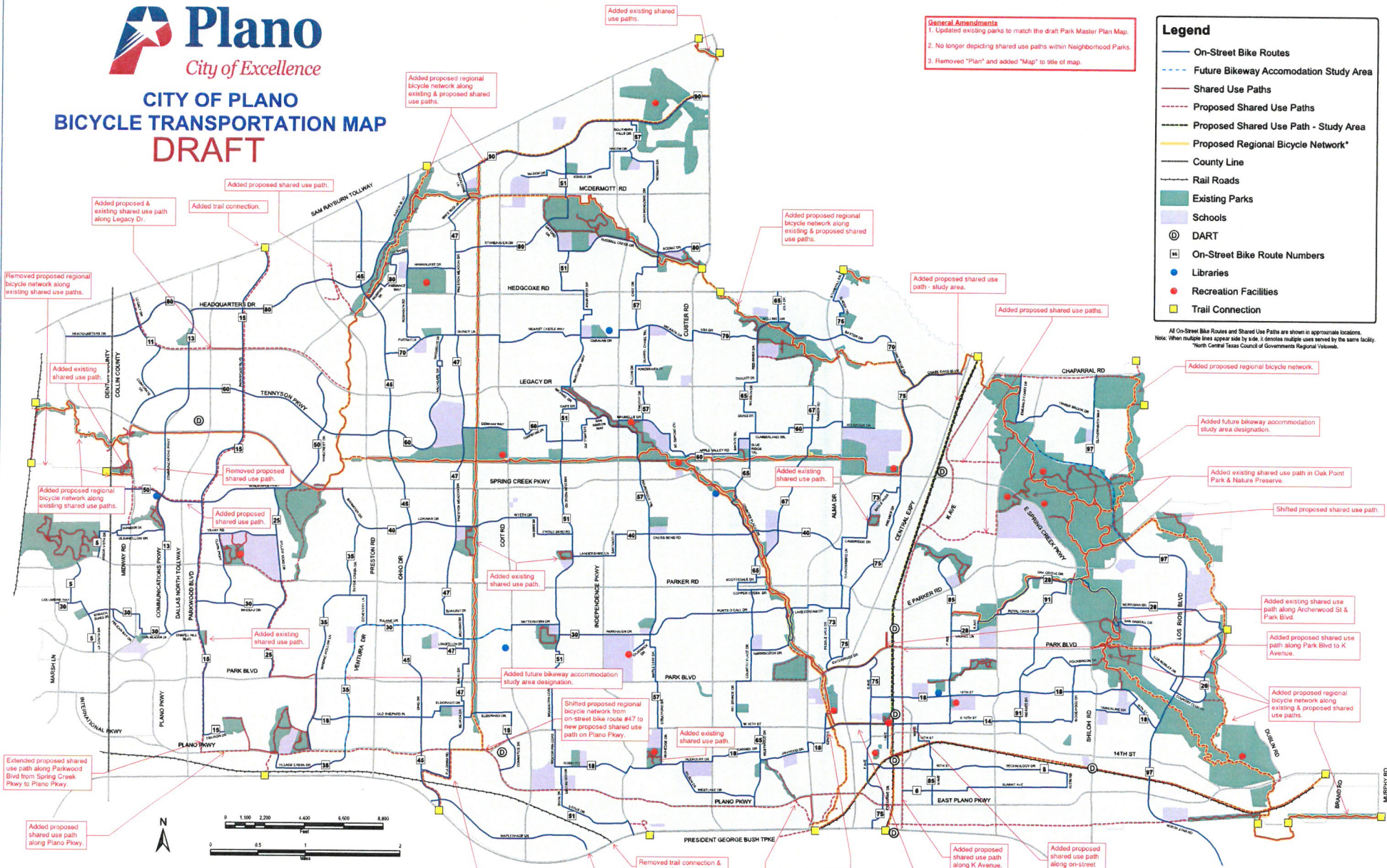
CITY OF PLANO BICYCLE TRANSPORTATION MAP DRAFT

General Amendments
 1. Updated existing parks to match the draft Park Master Plan Map.
 2. No longer depicting shared use paths within Neighborhood Parks.
 3. Removed "Plan" and added "Map" to title of map.

Legend

- On-Street Bike Routes
- Future Bikeway Accommodation Study Area
- Shared Use Paths
- Proposed Shared Use Paths
- Proposed Shared Use Path - Study Area
- Proposed Regional Bicycle Network*
- County Line
- Rail Roads
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All On-Street Bike Routes and Shared Use Paths are shown in approximate locations.
 Note: When multiple lines appear side by side, it denotes multiple users served by the same facility.
 *North Central Texas Council of Governments Regional Network.



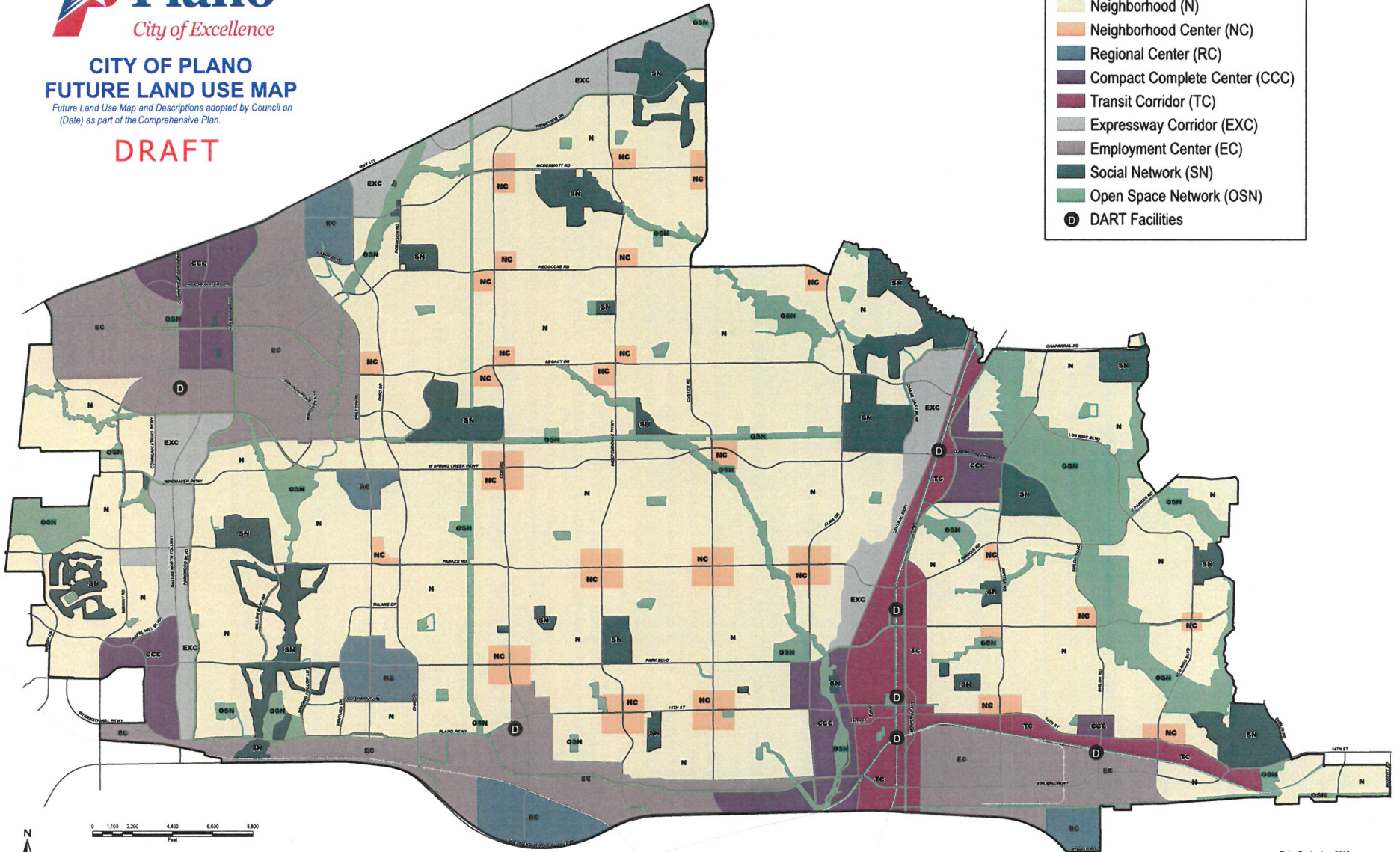
The locations of proposed sites, trails and facilities are subject to change.



CITY OF PLANO FUTURE LAND USE MAP

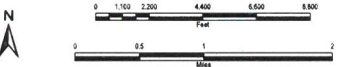
Future Land Use Map and Descriptions adopted by Council on
(Date) as part of the Comprehensive Plan.

DRAFT



LEGEND

- Neighborhood (N)
- Neighborhood Center (NC)
- Regional Center (RC)
- Compact Complete Center (CCC)
- Transit Corridor (TC)
- Expressway Corridor (EXC)
- Employment Center (EC)
- Social Network (SN)
- Open Space Network (OSN)
- DART Facilities



Date: September 2018
Source: City of Plano, GIS Division

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



Plano Tomorrow

FUTURE LAND USE DESCRIPTIONS

Purpose

The purpose of the Future Land Use Map is to determine appropriate locations for future uses and activities while establishing a set of design characteristics for distinct areas within the city. The map shall not constitute zoning regulations or establish zoning district boundaries, but should provide general direction for new development and redevelopment projects.

Neighborhoods (N)

The Neighborhoods future land use category consists primarily of residential areas focused on sustaining a high quality of life through clear, well-maintained infrastructure, housing, open space, schools, and limited service/institutional uses. Single-family residential should remain the primary use within neighborhoods. It is the intention to preserve and enhance these uses and to regulate the design of new residential infill products to be within the context of the surrounding environment. Institutional, light office, and service uses are considered secondary uses and may be located along the frontage of arterial streets and intersections. Adequate building setbacks must be considered when development is proposed near neighborhoods.



Neighborhood Centers (NC)

The Neighborhood Center future land use category applies to corner retail sites along major arterials. Redevelopment of existing retail centers is strongly encouraged and should reduce retail square footage, focus on quality design and pedestrian access, and increase the mix of uses. Neighborhood Center uses are typically located in low-rise buildings with retail, service, and office uses that serve the adjacent neighborhoods. The introduction of residential uses within Neighborhood Centers is recommended where it can be accomplished in a context-sensitive manner and integrated into the center. When residential is introduced, single-family uses are desired for compatibility with existing adjacent neighborhoods. Neighborhood centers will be based on the concepts of mixed-use, community design, and transit-oriented design, where possible. Adequate building setbacks must be considered when development is proposed near neighborhoods. Useable open space will be included within the centers to create active and interesting public spaces.



Regional Centers (RC)

The Regional Center future land use category applies to large commercial developments within high traffic corridors. Regional Center uses are typically located in low to mid-rise buildings and include retail, service, and office uses that serve a regional population. Regional centers are intended to have a mixture of large shopping centers, restaurants, theaters, offices, and other supporting uses. Residential development is supported in these centers and should be incorporated within mixed-use or transit-oriented developments. Adequate building setbacks must be considered when development is proposed near neighborhoods. Useable open space will be included within the centers to create active and interesting public spaces.





Plano Tomorrow

FUTURE LAND USE DESCRIPTIONS

Compact Complete Centers (CCC) ■

The Compact Complete Centers future land use category applies to areas that may see new growth or experience significant redevelopment. Compact Complete Centers should include mid-rise buildings with office, retail, service, entertainment, and residential uses, which are based on the concepts of mixed-use, community design, and where possible, transit-oriented design. Uses should be integrated within the development and should create self-contained neighborhoods that are navigable by walking or using bicycles. Uses should also be serviced by parking structures to reduce surface parking and encourage efficient use of land. Useable open space will be included within the centers to create active and interesting public spaces.



■ Transit Corridor (TC)

The Transit Corridor future land use category applies to the Downtown Plano core and the adjoining rail corridor linking the Dallas Area Rapid Transit (DART) red/orange line and the future Cotton Belt line. It is the intention to continue the transformation of the Downtown Plano core into a distinct and authentic urban center and expand the vision for transit-oriented development within the entire corridor. Major uses within Transit Corridor include housing, retail, cultural facilities, hotels, and government offices. Infill and redevelopment projects should be compatible with the historical character of the area and transit-oriented residential, employment, retail, and civic uses should be located between one-quarter to one-half mile walking distance of a transit stop. Uses should be serviced by parking structures to reduce surface parking and encourage efficient use of land. Street, bike trail, and sidewalk improvements will be emphasized to create a more accessible, walkable, and unified corridor. Useable open space will be included to create active and interesting public spaces. Commercial and residential uses within the corridor shall be designed to acknowledge visibility from rail, especially where elevated, as a gateway to the community.



Expressway Corridors (EXC) ■

The Expressway Corridor future land use category applies to development along major expressways serving regional and interstate commerce. Development in these corridors is expected to include a mix of retail, service, office, restaurant, medical, hotel, and technology based uses. Uses should be serviced by parking structures to reduce surface parking and encourage efficient use of land. Due to noise and health impacts of expressways, residential development is generally not appropriate in these corridors. Adequate building setbacks must be considered when development is proposed near neighborhoods.





Plano Tomorrow

FUTURE LAND USE DESCRIPTIONS

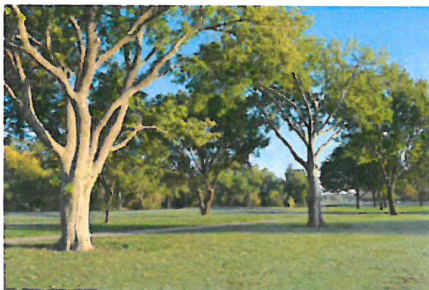
Employment Centers (EC)



The Employment Center future land use category applies to business centers. The primary uses for employment centers are commercial uses which provide 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. Adequate building setbacks must be considered when development is proposed near neighborhoods. Residential development is not appropriate within these centers in order to ensure the city's ability to attract and maintain employment generating uses.

Social Network (SN)

The Social Network future land use category includes a wide range of public and private uses such as colleges, universities, major public schools (high school/senior high schools) athletic complexes, recreational facilities, libraries, golf courses, country clubs, and large private open spaces. These areas are intended to retain their character to provide regional recreation and social opportunities.



Open Space Network (OSN)

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.

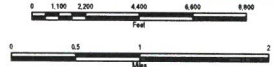
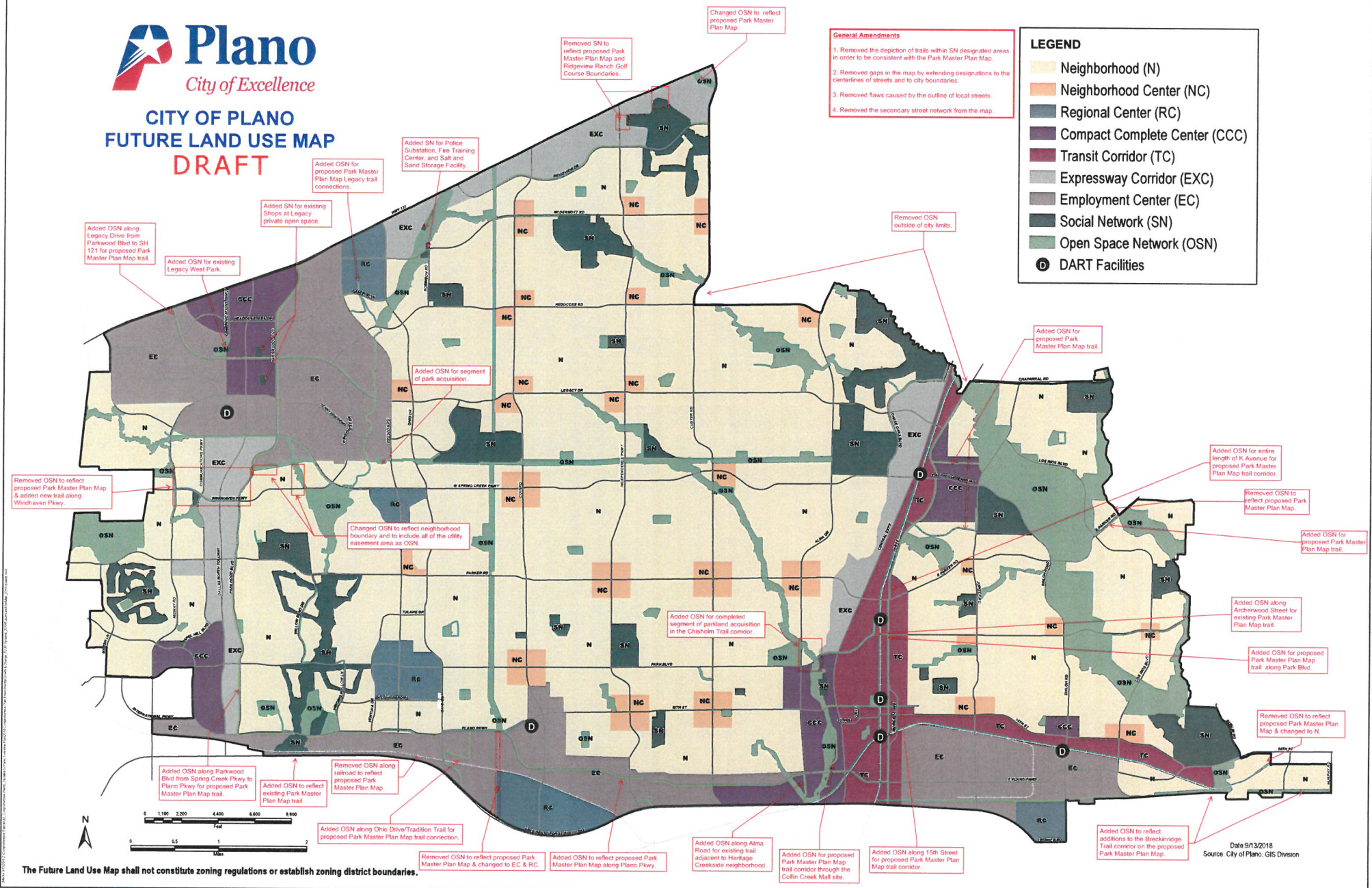


CITY OF PLANO
FUTURE LAND USE MAP
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LEGEND

- Neighborhood (N)
- Neighborhood Center (NC)
- Regional Center (RC)
- Compact Complete Center (CCC)
- Transit Corridor (TC)
- Expressway Corridor (EXC)
- Employment Center (EC)
- Social Network (SN)
- Open Space Network (OSN)
- DART Facilities

- General Amendments**
1. Removed the depiction of trails within SN designated areas in order to be consistent with the Park Master Plan Map.
 2. Removed gaps in the map by extending designations to the centerlines of streets and to city boundaries.
 3. Removed flaws caused by the outline of local streets.
 4. Removed the secondary street network from the map.



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

Date 9/13/2018
 Source: City of Plano, GIS Division



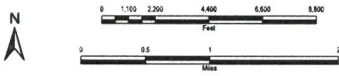
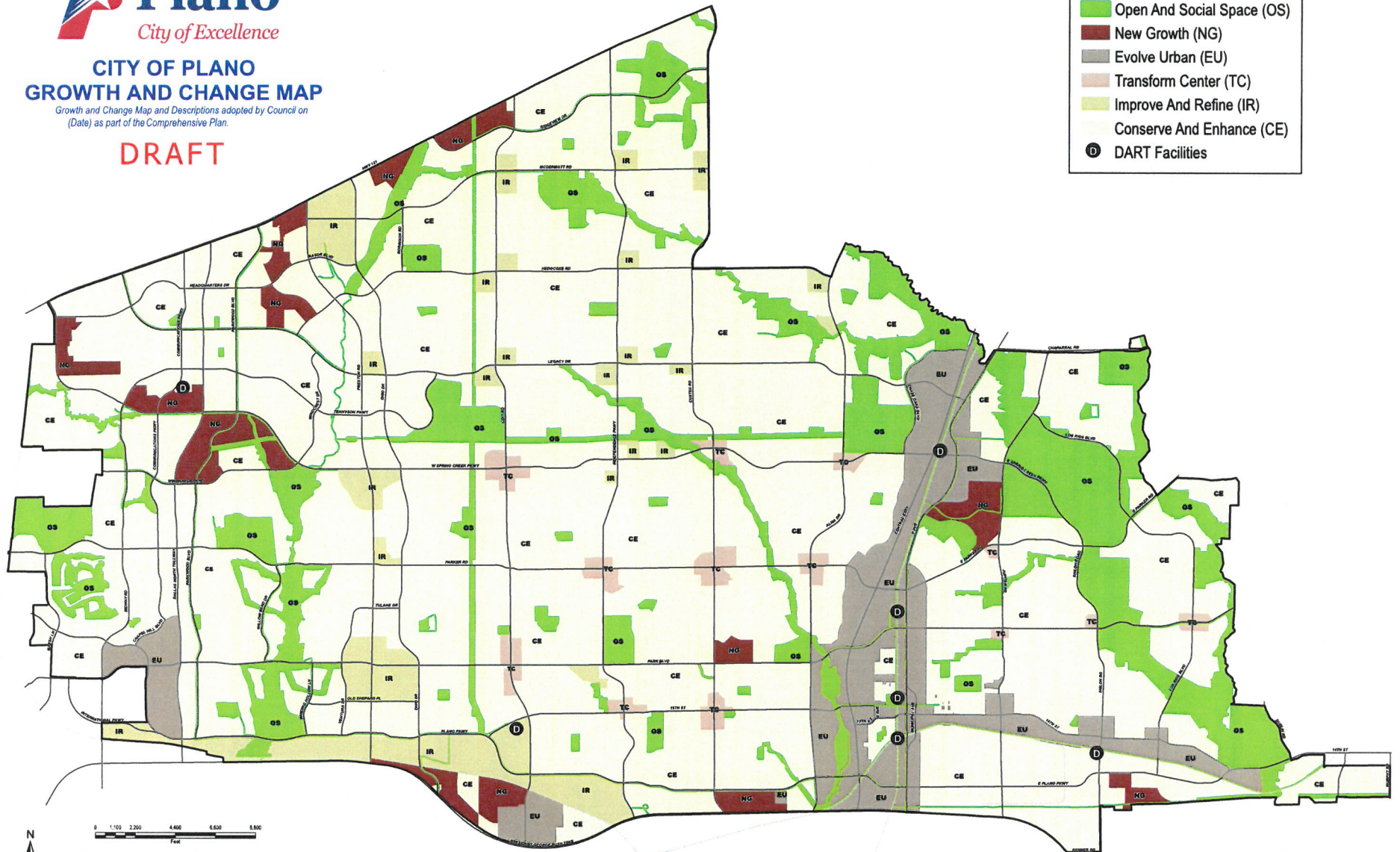
CITY OF PLANO GROWTH AND CHANGE MAP

Growth and Change Map and Descriptions adopted by Council on
(Date) as part of the Comprehensive Plan.

DRAFT

LEGEND

- Open And Social Space (OS)
- New Growth (NG)
- Evolve Urban (EU)
- Transform Center (TC)
- Improve And Refine (IR)
- Conserve And Enhance (CE)
- DART Facilities



Date: September, 2018
Source: City of Plano, GIS Division

The Growth and Change Map shall not constitute zoning regulations or establish zoning district boundaries.



Plano Tomorrow

GROWTH AND CHANGE MAP DESCRIPTIONS

Purpose

The purpose of the Growth and Change Map is to describe the level of change that is expected to occur on sites around the city. The map shall not constitute zoning regulations or establish zoning district boundaries, but should provide general direction for new development and redevelopment projects.

Open and Social Space (OS)

These areas are expected to remain open and social space uses, such as nature preserves, parks, country clubs, and institutional uses, but will improve to meet the changing leisure, recreation, and social desires of the community.



New Growth (NG)

These existing undeveloped areas (>50 acres) are expected to experience new development through master-planned projects.



Evolve Urban (EU)

These existing areas are expected to experience extensive large-scale change through major redevelopment projects that evolve into distinct walkable districts.



Transform Center (TC)

These existing areas are expected to experience significant redevelopment and transformation of the existing form into small-scale pedestrian-friendly centers.



Improve and Refine (IR)

These areas are expected to experience moderate changes through infill, reuse, and redevelopment.



Conserve and Enhance (CE)

These areas are expected to retain the current form of development, but will experience some minor infill and ongoing rehabilitation consistent with the present form and character.



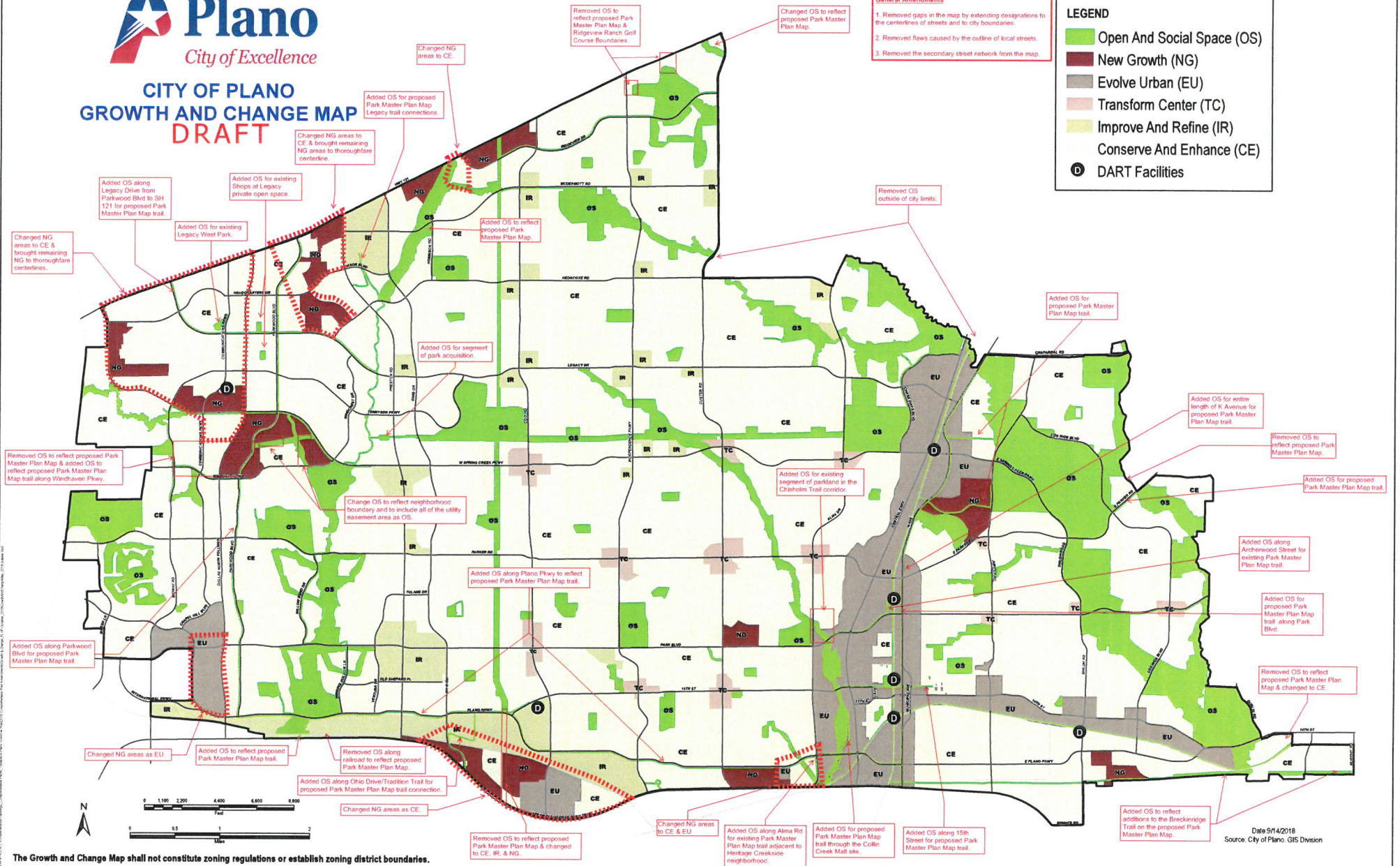


CITY OF PLANO GROWTH AND CHANGE MAP DRAFT

- General Amendments**
1. Removed gaps in the map by extending designations to the centerlines of streets and to city boundaries.
 2. Removed flaws caused by the outline of local streets.
 3. Removed the secondary street network from the map.

LEGEND

- Open And Social Space (OS)
- New Growth (NG)
- Evolve Urban (EU)
- Transform Center (TC)
- Improve And Refine (IR)
- Conserve And Enhance (CE)
- DART Facilities



The Growth and Change Map shall not constitute zoning regulations or establish zoning district boundaries.