

CITY OF PLANO

PLANNING & ZONING COMMISSION

September 16, 2019

Agenda Item No. 1A

Public Hearing: Zoning Case 2019-008

Applicant: First Baptist Church of Plano

DESCRIPTION:

Request to rezone 7.8 acres located at the northeast corner of 14th Street and M Avenue from Planned Development-133-General Office, Retail, and Urban Residential to Planned Development-133-Downtown Business/Government with modified development standards. Zoned Planned Development-133-General Office, Retail, and Urban Residential. Tabled July 1, 2019, August 5, 2019, and September 3, 2019. Project #ZC2019-008.

REMARKS:

The subject property consists of three separate zoning classifications, Planned Development-133-General Office (PD-133-O-2), Retail (R), and Urban Residential (UR). With this zoning case, the applicant is requesting to amend and expand PD-133-O-2 to cover the entire property, and change the base zoning from O-2 to Downtown Business/Government (BG). PD-133-O-2 includes one stipulation which limits building height to a maximum of 43 feet.

The BG district is intended to serve as a pedestrian-oriented center for retail, office, governmental, cultural, entertainment, and residential uses. It is designed to ensure that development, redevelopment, and renovation within the district are consistent with the historical character of Plano's original business district and the surrounding area. The standards of this district apply to specific characteristics of Plano's downtown area and are not appropriate for other locations and districts. A PD district provides the ability to amend use, height, setback, and other development standards at the time of zoning to promote innovative design and better development controls to both off- and onsite conditions.

The subject property is currently developed with a large religious facility which occupies the majority of the site, and a small medical office at the southeast corner. The proposed zoning will extend the BG district further to the east than it currently exists today. The

zoning will allow for a mix of residential and nonresidential uses with modified development standards.

A concept plan, First Baptist Church Plano Addition, Block A, Lot 1R, accompanies this rezoning request as Agenda Item 1B.

Existing Land Use and Zoning

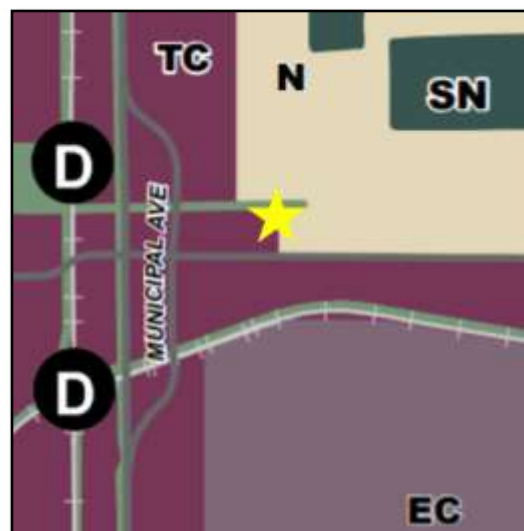
This property is a transitional property which is demonstrated through the fact that it has been assembled over the years by the property owner. It is a compilation of lots and zoning and has connections to historic Downtown Plano to the west, to the Old Towne neighborhood to the north and west, and to the 14th Street commercial corridor along its southern edge.

North	Across 15th Street, vehicle parking lot and single-family residences zoned UR.
East	The northern portion of the subject property is adjacent to an existing single-family residence zoned UR with Heritage Landmark-32 (H-32). The southern portion of the subject property is located adjacent to a private school zoned R with Specific Use Permit No. 410 (S-410) for Private School and Day Care.
South	Across 14th Street, professional/general administrative office building, service contractor, and retail zoned R, and restaurant and food truck park zoned BG with S-657 for Food Truck Park.
West	Across M Avenue, restaurant, multifamily development, and religious facility zoned BG.

Conformance to the Plano Tomorrow Comprehensive Plan

Future Land Use Map - The Future Land Use Map designates this property as Transit Corridor (TC), Neighborhood (N), and Open Space Network (OSN).

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.

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.

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.

The western portion of the subject property is designated as TC, the eastern portion of the property is designated as N, and a trail is designated along 15th Street as OSN. This is a redevelopment request with a variety of potential uses and site design options. The requested zoning will allow for a mix of multifamily and single-family residence attached residential uses, as well as nonresidential uses with reduced building setbacks. The proposed zoning is an extension of the zoning classification within the Downtown Plano core, and will continue the transformation of the area with new housing and some nonresidential uses.

The applicant is proposing to respect the historical character of the existing single-family neighborhood to the north and east by restricting immediately adjacent development to single-family uses. Additionally, the applicant is proposing to repurpose the existing 4,000 square foot religious facility building located at the southeast corner of 15th Street and M Avenue; this building is a potential heritage resource, and preserving it is a significant contribution to the historic character of the area.

The subject property is a little over a quarter mile (approximately 1,600 feet) as measured along the streets from the Downtown Plano Dallas Area Rapid Transit (DART) station. The applicant is also proposing street trees and sidewalks along street frontages to create a more accessible, walkable corridor. Sidewalks and open spaces are planned within the internal portion of the development to serve residents and guests and provide pedestrian access through the subject property to adjacent streets.

The associated concept plan shows a 270-unit multifamily building served by a parking structure, 50 single-family residence attached homes, one new retail/office building and one repurposed retail/office building. As currently designed on the concept plan, a three-story nonresidential building is shown adjacent to M Avenue, with no frontage and limited visibility to the primary thoroughfares, 14th Street and 15th Street. The applicant is

committing to obtaining a building permit for a minimum of 10,000 square feet of nonresidential uses within the planned development stipulations. If developed as proposed by the planned development stipulations, utilizing the square footages from the concept plan, 10,000 square feet of nonresidential uses would account for 2.5% of the overall square footage of development on the subject property.

This request is in conformance with portions of the TC designation, and with the recommendations of the N and OSN designations. Given the opportunity presented by the size of the assembled parcel and location, staff cannot ensure that the request best represents the land use and urban design goals of the city given the combination of concept plan and development stipulations presented. While this request is beneficial, the standards could be enhanced with a better mix of land uses and improved design which accentuate the significance of the property as a transition to the core of Downtown Plano.

Growth and Change Map - The Growth and Change Map designates the subject property as Evolve Urban (EU), Conserve and Enhance (CE), and Open and Social Space (OS).

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

The western portion of the subject property is designated as EU. The requested zoning will create new housing and allow for nonresidential uses while continuing the pedestrian-friendly development pattern within Downtown Plano. This request is in conformance with the EU designation.



CE 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.

The eastern portion of the subject property is designated CE. The applicant is proposing an infill development of single-family uses with restrictions on building heights for this area. This request is in conformance with the CE designation.

OSN 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.

This portion of the property is proposed to be activated with a ten-foot sidewalk and street trees, which will remain open for public use. This request is in conformance with the OSN designation.

Land Use Policy - *Plano will support a system of organized land use to provide greater housing and employment choices, where new and redevelopment areas respect existing neighborhoods and businesses.*

The applicant is proposing zoning which will allow for additional housing opportunities with limited nonresidential uses. Additional nonresidential uses and a more thoughtful design of commercial and multifamily buildings on the subject property would create opportunities for additional employment choices, and would be more appropriate with surrounding residences and businesses. This request is neutral to the Land Use Policy.

Community Design Policy - *Plano will promote and incorporate unique and functional community design components within new developments, public spaces, and streetscapes to enrich areas throughout the city, create distinctive visual character, and ensure a citywide pedestrian-friendly environment.*

The applicant is proposing standards which will require single-family residences on the north and east sides of the subject property, adjacent to the existing neighborhoods. The planned development language includes height restrictions and screening intended to respect the adjacent neighborhoods. The applicant is also proposing a large multifamily building with some design components. As proposed, the multifamily building will be the dominant feature onsite, and the proposed stipulations are not specific enough to ensure a distinctive visual character.

The BG zoning standards allow a maximum 4-story height limit; four stories can also be constructed atop a concrete podium. The applicant is proposing to modify the height restrictions to allow a 5-story multifamily building built without the requirement to construct a horizontal concrete podium. A concrete podium creates large open spaces effective for commercial and garage use, and provides benefits to residential construction above such as reduction of noise and floor vibration and fire protection.

The applicant is proposing an area of building articulation, and requiring balconies and stoops to break up the impact of the façade adjacent to 14th Street.

The BG zoning district and proposed PD stipulations will create a pedestrian-friendly environment, continuing the development pattern established in Downtown Plano with sidewalks and street trees.

The applicant is also proposing public open spaces, and is making a significant commitment to retain the existing 4,000 square foot religious facility building.

This request, has some very positive elements, but is neutral with the Community Design Policy.

Transit Oriented Development Policy - *Plano will proactively encourage and incentivize development within walking distance of existing and future rail stations or bus transit centers to create an integrated mix of uses including residential, employment, retail, and civic spaces.*

The subject property is slightly more than a quarter mile from the Downtown Plano Transit Station with proposed sidewalks intended to accommodate pedestrian traffic and connectivity to adjacent streets. This zoning request in conformance with the Transit Oriented Development Policy.

Downtown Plano Vision and Strategy Update - The Vision and Strategy Update includes goals to continue the growth and resurgence of Downtown Plano and properties along the DART rail corridor, recognizing that urban infill and redevelopment opportunities exist at all four stations. The goals which apply to this request are as follows:



1. *Develop 1,000 units of housing within 1/2 mile of the Downtown Plano Station and a total of 2,000 units within the Plano DART rail corridor. Promote a variety of housing types and price points.*

Since 1999, the city has approved a total of 1,855 dwelling units within 1/2 mile of the Downtown Plano DART station. Of those units, a total of 1,333 units are either built or under construction. This request has the potential to add 270 more multifamily and more than 50 single-family units, increasing the overall unit count for the area. New single-family residence attached units will create housing variety when compared to the surrounding single-family neighborhood.

2. *Diversify non-residential use and develop or revitalize 150,000 square feet of nonresidential space within 1/2 mile of the Downtown Plano Station and a total of 500,000 square feet of non-residential space within the DART rail corridor.*

The applicant is proposing a minimum of 10,000 square feet of nonresidential uses receive building permits with the occupancy of multifamily units, and the concept plan shows 46,500 square feet of retail/office uses. The proposed planned development stipulations will not create a significant amount of nonresidential space in the downtown area. This property is unique due to its large size for Downtown Plano, and could accommodate a more significant contribution of nonresidential uses. Although this development may be successful as proposed, limiting commercial space may be a missed opportunity to further this goal for the area.

3. *Improve streets, trails and sidewalks to create a pedestrian-friendly environment and better connections among neighborhoods, mixed-use centers and transit stations.*

The applicant is proposing improvements to create a pedestrian-friendly environment with required sidewalk connections to adjacent streets.

4. *Continue the economic and tax base growth required to provide public improvements, services, and reinvestment incentives.*

This request will contribute to the economic and tax base growth of the area.

This request meets some of the goals of the Downtown Plano Vision and Strategy Update but does not significantly contribute to the establishment of additional nonresidential uses in the area. The request effectively accommodates neighborhood concerns and recognizes the historic value of the existing 4,000 square foot religious facility, but may not be as effective in meeting the city's larger land use goals.

Adequacy of Public Facilities - Water and sanitary sewer services are available to serve the subject property; however, the applicant may be responsible for making improvements to either the water and/or sanitary sewer system to increase the system capacity if required.

School Capacity - Plano Independent School District has provided a letter regarding school capacity which staff has included as an attachment.

Public Safety Response Time - Based upon existing personnel, equipment, and facilities, fire emergency response times will be sufficient to serve the site. Residential units in this area will increase EMS and fire calls for service, and may impact future staffing levels and the type of equipment assigned to area fire stations.

Traffic Impact Analysis (TIA) - A TIA is not required for this rezoning request. However, in considering the traffic impact using the average Institute of Traffic Engineers (ITE) trip generation rates, staff compared the proposed development with the potential build-out of the subject property as multiple office and restaurant buildings, and some residential units.

For this analysis, staff considered future development consistent with the existing zoning, the proposed nonresidential buildings on the applicant's companion concept plan, and building footprints consistent with sites in the surrounding area. The table below shows the estimated traffic generation for the proposed mix of uses for a single hour during weekday peak hours (7:00 a.m.-9:00 a.m. and 4:00 p.m.-6:00 p.m.):

Proposed Concept Plan	AM	PM
Townhomes (50 lots)	22	27
Multifamily Residence (270 units)	95	119
Retail & Professional/General Administrative Office (46,000 square feet)	59	120
Total	176	266

Potential Development With Current Zoning	AM	PM
Professional/General Administrative Office (86,000 square feet)	133	128
Restaurant (5,000 square feet)	42	68
Urban Residential (4 units)	3	4
Total	178	200

From the table above, the proposed concept plan would generate similar morning peak hour trips, but 25% fewer evening peak hour trips. Transit offset for DART ridership is not considered in either calculation.

Access to and Availability of Amenities and Services - Future residents would be served by Harrington Library, which has sufficient capacity to serve the development.

The nearest park facility is Haggard Park to the west, which is at capacity with existing residential developments. The next nearest park facility is Willowcreek Park to the north, and it has capacity to serve future residents. West of the rail line, within the Douglass Community, Stimpson and Drake Park is also available to serve future residents.

ISSUES:

Residential Uses

The applicant’s request would allow for the redevelopment of the property with a maximum of 270 multifamily units, and approximately 50 single-family residence attached units. The total number of single-family units is not capped, and could change depending upon future development plans.

The applicant is proposing PD language to limit building height in specific locations based on distance from residential areas to the north and east. Residential uses with additional density are an appropriate addition to this site if adequate transitions in height and density are included, and if the site is designed with standards and a mix of uses in accordance with the recommendations of the Comprehensive Plan. Staff supports these height restrictions and transitions as a reasonable adaption of the existing base zoning, which allows 2-story development by right and three stories on the western portion of the property.

Planned Development Stipulations

This zoning case includes requested amendments to BG zoning standards intended to create a development which respects the adjacent neighborhood while allowing for significant redevelopment of the site with a focus on residential uses. The proposed modifications will allow the applicant to more efficiently use the subject property, providing a significant multifamily development focused on 14th Street, and single-family homes on 15th Street and the eastern property boundary. The use of a PD will also allow the inclusion of a standard that requires the reuse of the potential heritage resource structure located at 15th Street and M Avenue.

Section 12.100 (Purpose) of Article 12 (Planned Development District) of the Zoning Ordinance states the following purposes for adopting planned developments:

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.

The proposed modifications to the BG district include:

1. Height - The applicant is requesting to modify the height standards of the BG district as follows:
 - a. Require 4-story, 52 feet multifamily buildings be located a minimum of 90 feet south of 15th Street;
 - b. Require 5-story, 70 feet multifamily buildings be located a minimum of 165 feet south of 15th Street; and
 - c. Allow 5-story development without the construction of a horizontal concrete podium.
 - d. Building heights within 80 feet of the eastern boundary of the planned development district and 325 feet south of the southern right-of-way line of 15th Street adjacent to a residential zoning district will be restricted to 2 stories, 35 feet.

The proposed heights are intended to respect the adjacent single-family neighborhood while adding flexibility by removing the requirement for the construction of a horizontal concrete podium, which encourages non-residential use of the first floor. While not a change in height, removing the requirement to construct a podium will be a unique allowance to other multifamily developments within the BG zoning district. Due to the limitations of the site, this waiver is appropriate, since it allows residential uses on the first floor.

2. Phasing - The PD language includes phasing requirements which specifies the following:
 - a. A minimum of 19 single-family lots must receive building permits prior to or concurrent with the approval of a building permit for multifamily uses.

- b. Prior to issuance of a certificate of occupancy for multifamily units, a minimum of 10,000 square feet of open space must be installed; and building permits must be approved for a minimum of 10,000 square feet of nonresidential uses.
3. Building Standards: The applicant is proposing an area of building articulation for the multifamily building along 14th Street to break up the impact of the facade. Additionally, balconies, stoops, or patios are proposed for units along the 14th Street frontage, and for a minimum of 50% of all units.
4. Lot Access: The BG district restricts no more than 50% of single-family lots within a development from abutting a mews street as the only point of street frontage and access. The applicant proposes to increase this allowance to 65%. This restriction was established to prevent developments from being internalized and isolated with no public street access or frontage. The companion plan shows a north/south mews street which is the location for the majority of single-family units. Although these units are focused internally, with frontage on open space areas, they will have connectivity to 14th Street and 15th Street.
5. Parking: The BG district specifies a flat parking rate of 1 space per 300 square feet for nonresidential uses. The applicant is requesting to modify this ratio to 1 space per room for hotel/motel use to be consistent with the standard requirement in Article 16 (Parking and Loading) of the Zoning Ordinance.
6. Open Space: The applicant is proposing a minimum of 10% of the planned development (approximately 34,000 square feet) be utilized as public open space. The requested zoning includes standards for minimum sizes of open spaces to create a variety of areas throughout the subject property. The 10% requirement is consistent with the maximum open space required for Urban Mixed-Use (UMU) zoning districts.
7. Fencing/Screening: The proposed stipulations include several restrictions to ensure fencing is appropriate for a pedestrian-oriented development. Additionally, the applicant is requesting to install a 4 foot fence and irrigated living screen along the eastern property boundary which would grow to a maximum height of 4 feet. The proposed 4-foot height limitation is specified at the request of the adjacent single-family property owner.
8. Governance Association: A governance association is required for maintenance of common amenities and improvements, including public open space.

SUMMARY:

The applicant is requesting to rezone 7.8 acres located at the northeast corner of 14th Street and M Avenue from Planned Development-133-General Office, Retail, and Urban Residential to Planned Development-133-Downtown Business/Government with modified development standards. The request is in conformance with some of the recommendations of the Comprehensive Plan and is neutral to others. The proposed uses and standards will create a pedestrian-oriented development focused on residential uses, and the applicant is proposing to retain the existing 4,000 square foot religious facility building that is a potential heritage resource.

The requested planned development stipulations are intended to respect the adjacent residential neighborhood, but would focus the mix of uses on residential development with supporting nonresidential space. The proposed site design and mix of uses as established by the planned development stipulations may create a unique development; however, a more thoughtful execution of the southwest portion of the site, even utilizing the proposed zoning standards, could more significantly contribute to the distinct and authentic urban center established in Downtown Plano. Since concerns are primarily in the execution of the concept plan, staff recommends approval based on the general conformance with Comprehensive Plan policy.

RECOMMENDATION:

Recommended for approval as follows:

Restrictions:

The permitted uses and standards shall be in accordance with the Downtown Business/Government (BG) zoning district, unless otherwise specified herein:

1. General Standards

- a. The existing 4,000 square foot building at the southeast corner of 15th Street and M Avenue must remain onsite and must be used for nonresidential uses only.
- b. Maximum number of multifamily units: 270
- c. Uses located within 75 feet of the southern right-of-way line of 15th Street or located within 200 feet of the eastern boundary of the planned development district must be restricted to single-family residence attached, with the exception of the existing 4,000 square foot nonresidential building.
- d. Parking for Hotel or Motel: One space per room
- e. Street trees are required at the rate of one tree per 40 linear feet along 14th Street, 15th Street, and M Avenue. Trees shall be placed in planting beds or tree grates within 5 feet of the back of the street curb.
- f. A sidewalk with a minimum unobstructed width of 10 feet must be placed along 15th Street. Sidewalks with a minimum unobstructed width of 5 feet must be placed along 14th Street and M Avenue. Sidewalks are in addition to and placed adjacent to street tree areas.

2. Building Standards

- a. The multifamily building along 14th Street must have a building offset with a minimum size of 80 feet in length and 15 feet in depth.
- b. Maximum Height for Nonresidential and Multifamily Uses:

- i. 4 stories, 52 feet: Buildings must be set back a minimum of 90 feet from the southern right-of-way line of 15th Street.
 - ii. 5 stories, 70 feet: Buildings must be set back a minimum of 165 feet from the southern right-of-way line of 15th Street. Construction of a horizontal structural concrete podium above parking and/or nonresidential uses is not required. However, flex space units are required along the 14th Street frontage.
- c. All units adjacent to 14th Street must have one of the following design features: a true balcony, stoop, or patio to create outdoor living space.

3. Phasing

- a. Prior to or concurrent with the approval of a building permit for any multifamily unit, building permits for a minimum of 19 single-family residence attached lots must be approved.
- b. Prior to issuance of a certificate of occupancy for any multifamily units, the following requirements must be met:
 - i. 10,000 square feet of public open space must be installed; and
 - ii. Building permit(s) for a minimum of 10,000 square feet of nonresidential uses must be approved, excluding leasing offices, fitness rooms, and other uses related to multifamily.

4. Single-Family Residence Attached uses must be developed in accordance with the Downtown Business/Government (BG) zoning district requirements except as noted below:

- a. Maximum Height: 2 stories, 35 feet for units within 80 feet of the eastern boundary of the planned development district and within 325 feet of the southern right-of-way line of 15th Street adjacent to a residential zoning district.
- b. Outdoor living areas, patios, and decks are allowed above the third stories of single-family residence attached units except for units located within 50 feet of the eastern property line of the planned development district. Improvements must not exceed the maximum building height.
- c. Minimum Building Setback: 15 feet from the eastern boundary of the planned development district.
- d. 65% of single-family residence attached lots may abut a mews street as the only point of street frontage and access.

5. Open Space: A minimum of 10% of the gross acreage of the planned development district must be provided as public open space per the following standards. Landscape edges adjacent to streets shall not be considered public open space. A useable open space plan must be submitted as part of any preliminary site plan or site plan for any residential development.
 - a. Usable open space must conform to the general standards in Section 13.800 (Usable Open Space) with the following dimensional standards:
 - i. A primary usable open space with a minimum of 12,375 square feet must be provided. This open space area must be a minimum of 45 feet wide by 275 feet long.
 - ii. Secondary usable open spaces must be provided on the east and west sides of the existing building on 15th Street. The two open spaces shall collectively measure not less than 6400 square feet, with minimum dimensions of 40 feet by 80 feet.
 - iii. Any additional usable open space must not have a minimum dimension less than 15 feet wide by 200 feet long.
 - b. Two concrete sidewalks with a minimum width of 5 feet must be constructed at the following locations:
 - i. A minimum of 5 feet from the eastern most property boundary of the planned development connecting 14th Street and 15th Street; and
 - ii. A minimum of 5 feet from the rear property boundary of the western most townhouse lots connecting 14th Street and 15th Street.
6. Fencing and Screening:
 - a. Fencing is restricted to wrought iron, tubular steel, tubular aluminum, masonry or combination of these materials. Fencing must be at least 50% open construction.
 - b. For all nonresidential properties, with the exception of patios, stoops, and balconies, fencing is not permitted in front of any building face.
 - c. A minimum five foot wide irrigated landscape screen and 4 foot tubular steel fence and landscape screen with maximum height of 4 feet must be placed along the entire eastern property boundary of the planned development.
 - d. Fencing is permitted in front yard setbacks, and/or in rear yard setbacks adjacent to common areas up to a maximum of 4 feet in height and must be at least 50% open construction. Fencing in the front and/or rear yard must have an operable gate that opens to the street, public pedestrian path, or open space areas.
7. Mews Street Development Standard: Minimum two 11-foot travel lanes with three feet on each side to accommodate utilities and services. All mews streets must be platted as public streets.

8. Governance Association: Building permits for development within the planned development district shall not be accepted or approved until a property owner's governance association is established. The associated shall be responsible for maintaining all common property, improvements, and amenities within the district. It shall have power sufficient to assess and collect dues and charges as required to perform its responsibilities.