

Date: October 21, 2019

To: Mark D. Israelson, ICMA-CM, City Manager

From: Christina D. Day, AICP, Director of Planning

Subject: Comprehensive Plan Considerations for City Council

This item includes discussion and direction related to the Comprehensive Plan, considering a number of pending paths: to appoint an Ad Hoc Committee and hire a planning consultant, initiate the five-year update to the Comprehensive Plan, and/or repeal the current Comprehensive Plan and replace it with the Comprehensive Plan in place on October 11, 2015.

On July 22, 2019 the City Council and Planning & Zoning Commission (P&Z) entered in a joint meeting to consider the city's Comprehensive Plan. A recommendation from the Planning Commission is required prior to City Council action, and the P&Z asked for additional time to review the repeal and replace request. Since that time, the P&Z has reviewed an extensive comparison of the current and former comprehensive plans, available for review as an attachment (Staff Report dated 8/19/2019). Due to pending items impacting the issue, the Commission delayed a recommendation until its October 7, 2019 meeting.

At the October 7, 2019 meeting, the Commission recommended unanimously that the City Council support maintenance of the current Comprehensive Plan by beginning the five-year evaluation of the Future Land Use map, starting with the Neighborhood Center future land use designated areas along Coit Road, Independence Parkway, Custer Road and Alma Drive. See attached follow-up memo.

There was significant interest from City Council members in initiating a committee process related to the Comprehensive Plan during the joint meeting on July 22, 2019. Since that time, the City Council has budgeted funds to support a planning consultant to aid in supporting an Ad Hoc Committee and provided comments on a committee process. Based on this feedback, state law, city ordinance, and experience, staff has outlined a process for the Ad Hoc Committee for consideration by the City Council. Mr. Dan Sefko, FAICP, with Freese and Nichols, Inc., will also be on hand to discuss qualifications as a consultant for the project.

At the October 28, 2019 City Council meeting, we are hoping to get direction based on one of the following recommended actions:

1. Move forward with Ad Hoc Committee and Consultant working collaboratively with P&Z as outlined;
2. Move forward with 5-year update by P&Z per their recommendation in the attached follow-up memo;
3. Move forward with both #2 and #3, with the idea that the Ad Hoc Committee would inform and enhance the P&Z process.

DATE: October 8, 2019
TO: Applicants with Items before the Planning & Zoning Commission
FROM: John Muns, Chair, Planning & Zoning Commission
SUBJECT: Results of Planning & Zoning Commission Meeting of October 7, 2019

JMS

**AGENDA ITEM NO. (2) - PUBLIC HEARING
CONSIDERATION TO ADOPT A NEW COMPREHENSIVE PLAN CONSISTING OF
THE CITY OF PLANO COMPREHENSIVE PLAN IN PLACE ON OCTOBER 11, 2015,
IMMEDIATELY BEFORE THE ADOPTION OF THE PLANO TOMORROW PLAN, AND
REPEALING THE PLANO TOMORROW COMPREHENSIVE PLAN ADOPTED BY
ORDINANCE NO. 2015-10-9.**

APPLICANT: CITY OF PLANO

Consideration to adopt a new Comprehensive Plan consisting of the City of Plano Comprehensive Plan in place on October 11, 2015, immediately before the adoption of the Plano Tomorrow Plan, and repealing the Plano Tomorrow Comprehensive Plan adopted by Ordinance No. 2015-10-9. Tabled July 22, 2019, and August 19, 2019. Project #CPA 2019-002.

The Commission voted 7-0 to recommend maintenance of the current Comprehensive Plan, but begin the five year update evaluating the Future Land Use Map, starting with a review of all Neighborhood Center designations on Coit Road, Independence Parkway, Custer Road, and Alma Drive.

EH/amc

xc: Christina Sebastian, Senior Mobility Planner
Lauren Mecke, Planner
Kendra Cobbs, Senior Planner

CITY OF PLANO

PLANNING & ZONING COMMISSION

October 7, 2019

Agenda Item No. 2

Public Hearing: Consideration to adopt a new Comprehensive Plan consisting of the City of Plano Comprehensive Plan in place on October 11, 2015, immediately before the adoption of the Plano Tomorrow Plan, and repealing the Plano Tomorrow Comprehensive Plan adopted by Ordinance No. 2015-10-9.

Applicant: City of Plano

DESCRIPTION:

Consideration to adopt a new Comprehensive Plan consisting of the City of Plano Comprehensive Plan in place on October 11, 2015, immediately before the adoption of the Plano Tomorrow Plan, and repealing the Plano Tomorrow Comprehensive Plan adopted by Ordinance No. 2015-10-9. Tabled July 22, 2019, and August 19, 2019. Project #CPA 2019-002.

BACKGROUND:

The City of Plano adopted the Plano Tomorrow Comprehensive Plan in October of 2015. At the request of the City Council, this item is a consideration to repeal the Plano Tomorrow Comprehensive Plan and replace it with the 1986-based Comprehensive Plan, as existed immediately prior to the adoption of Plano Tomorrow. This item was presented to the Planning & Zoning Commission during a joint meeting with City Council on July 22, 2019, the information can be found [here](#). At that meeting, the Commission tabled the request in order for staff to provide additional analysis pertaining to the request. On August 19, 2019, additional analysis was provided and can be found [here](#); however, the Commission tabled this item at the recommendation of staff due to pending issues impacting the decision.

REMARKS:

The Comprehensive Plan is the key long-range guide for the future growth, development, and redevelopment of the city. It 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 Comprehensive Plan includes a broad range of policies and implementation actions, as well as maps, which serve as a guide in areas such as land use and development, the provision and delivery of city services, and the prioritization and funding of the Community Investment Program (CIP).

The City Council and the Planning & Zoning Commission both have requested staff to begin a process to update the existing Comprehensive Plan. The Council has held two preliminary open meeting discussions focused on this issue on September 9, 2019, and September 23, 2019, and has approved funds in the current budget related to the update. The Commission provided this direction during the Items for Future Discussion portion of its meeting on August 19, 2019.

Proceeding with an update to the current plan is inconsistent with this request to repeal the Plano Tomorrow Plan and replace it with the previous Comprehensive Plan. For this reason, staff is recommending denial of this request.

RECOMMENDATION:

Recommended for denial.

CITY OF PLANO

PLANNING & ZONING COMMISSION

August 19, 2019

Agenda Item No. 2

Public Hearing: Consideration to adopt a new Comprehensive Plan consisting of the City of Plano Comprehensive Plan in place on October 11, 2015, immediately before the adoption of the Plano Tomorrow Plan

Applicant: City of Plano

DESCRIPTION:

Consideration to adopt a new Comprehensive Plan consisting of the City of Plano Comprehensive Plan in place on October 11, 2015, immediately before the adoption of the Plano Tomorrow Plan. Tabled July 22, 2019.

BACKGROUND:

The City of Plano adopted the Plano Tomorrow Comprehensive Plan in October of 2015. At the request of the City Council, this item is a consideration to repeal the Plano Tomorrow Comprehensive Plan and replace it with the 1986-based Comprehensive Plan, as existed immediately prior to the adoption of Plano Tomorrow. This item was presented to the Planning & Zoning Commission during a joint meeting with City Council on July 22, 2019. At that meeting, the Commission tabled the request in order for staff to provide additional analysis pertaining to the request.

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The Comprehensive Plan is the key long-range guide for the future growth, development, and redevelopment of the city. It 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 Comprehensive Plan includes a broad range of policies and implementation actions, as well as maps, which serve as a guide in areas such as land use and development, the provision and delivery of city services, and the prioritization and funding of Community Investment Projects (CIP).

Since the adoption of the Plano Tomorrow Comprehensive Plan, staff and city leadership have worked diligently to align city recommendations and service delivery activities with the plan. Repealing the Plano Tomorrow Comprehensive Plan and replacing it with the 1986 Comprehensive Plan (as it existed immediately prior to its replacement) would impact the city in a variety of ways. This report provides information regarding the potential impacts.

General Guidance for Creating a Comprehensive Plan

A comprehensive plan should have a strong and encompassing narrative describing the city, the issues and trends affecting it, and the vision for its future. The plan should be directed towards a wide audience wanting to know about Plano, including elected and appointed officials, residents, developers, businesses and business prospects, civic organizations, homeowner associations, and regional agencies. The plan should describe the physical layout of the city, its economy, the natural environment, and explain the city's role in the larger regional context.

Next, the plan should review the major trends and issues affecting the city's future. Many of these trends and issues are regional and not purely local - population growth, metropolitan expansion, water, the environment, and congestion. Other issues are local, though shared with other cities - aging infrastructure, housing and neighborhoods, poverty, declining retail centers, and demographic changes.

The plan must describe a compelling vision for the future. What do city leaders want to accomplish? Some of this discussion relates to the city's role in the region, but most of the narrative should be devoted to describing the future physical or built environment - neighborhoods, business centers and corridors, mixed-use districts, open space, roads, trails and rail. The reader should become excited by the vision. The plan should convince the reader that the city is becoming an even better place to live, work, and play, and create an expectation that the city is a place worthy of investment and commitment.

Finally, in broad terms, the plan should describe how the vision will be realized. What are the big ideas and projects? What should be done through the CIP and through public/private partnerships? How will development regulations be used? What special initiatives are needed, such as neighborhood conservation and preservation of affordable housing? The plan should provide the reader with information, contacts, and resources to learn more and take action in a format that is easily read and accessed.

Why Create a New Plan?

By 1986, about half of the City of Plano had been developed and plans for the Legacy Business Park had been established. The intent and purpose of the 1986-based Comprehensive Plan was full development of the City of Plano to accommodate a population of over 300,000 residents and transform the city into an "urban economic development center." The plan provided the direction and framework on where people would live, work, pursue education, and seek recreation and cultural opportunities within the city. The plan served as a guide on travel around the city through the development of the roadway network and the implementation of municipal services through utilities, public safety, and libraries. In summary, the plan was a blueprint on how to build a city.

The 1986-based plan was established to guide a fast growing city with vast inventory of vacant land and to create the infrastructure, public facilities, and social amenities needed to support that growth. Although it was updated over time, much of the 1986-based plan is still grounded in a growth-oriented development philosophy. The opportunities and challenges that the city faced and are contemplated in the 1986-based plan are very different than what Plano faces today.

Additionally, comprehensive planning as a practice has changed significantly since the 1980s. The best practices of modern comprehensive planning integrate technology, infographics, and other interactive components which are more strongly integrated with city operations and have a greater impact on the community. Paper-based plans which are text heavy, such as the former plan, are easier to place on a shelf and only impact land use decisions and CIP programs, even though they have policies that attempt to influence many other parts of the city.

Transition of Comprehensive Planning Activities

The foundations for the Plano Tomorrow Plan formed after the 2001 update of the 1986 Comprehensive Plan. The 1990s was a time of tremendous growth in Plano in terms of housing and businesses as the city established itself as an employment center. At the beginning of the 21st Century, 25% of the city remained for future development, mostly in the form of commercial growth. Beginning with the 2004 update, the format of the 1986-based plan changed to address the transition of Plano from a growing city to a mostly-developed city. Each element amended after this time was divided into three themes: Livable City, City of Organized Development, and City in Transition.

In 2009, discussion of replacing the plan began after the updates to the Land Use and Transportation Elements in 2008. Discussion continued for two years on the creation of a web-based interactive plan that would provide basic information and guidance regarding Plano's development issues with opportunities for the user to delve deeper into topics of interest through links to outside information resources.

Work began on a new plan in late 2010 through public outreach, though it lingered due to resource shortages during the Great Recession. This effort was greatly increased in 2013 and public feedback on the development future of Plano was used as the core component of the Plano Tomorrow Plan through its creation and adoption in October 2015.

Intent of Plano Tomorrow Plan

The intent of the Plano Tomorrow Plan was to conserve, enhance, improve, and refine Plano's suburban character by encouraging residents and commercial property owners to take care of existing development as well as identify areas in the city where change was necessary to preserve the quality of life, financial well-being of the community, and where and how new growth could occur. This information is conveyed on the Growth and Change Map, a new document in Plano's Planning history. Employment areas and expressway corridors were defined along with designations of recommendations where change and transformation were appropriate. The primary focus of the plan was to allow Plano to become a resilient city ready to adapt to changes occurring within and from outside the community, to be relevant, necessary, and viable at present and in the future.

The Plano Tomorrow Plan is current, representing policies and goals for Plano as it exists today. As an example, City Council adopted an update in October 2018, which accounted for recent growth and incorporated the recommendations of the city's recently adopted Parks, Recreation, Trails, and Open Space Master Plan. Although the plan is current, updates need to be considered as the city continues to experience a changing environment.

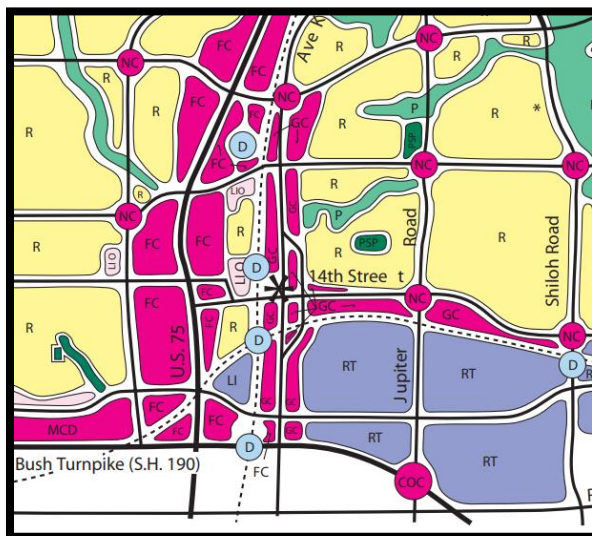
Vested Rights

In accordance with Chapter 245 of the Texas Local Government Code, municipalities shall consider the approval, disapproval, or conditional approval of an application for a permit solely on the basis of any orders, regulations, ordinances, rules, expiration dates, or other properly adopted requirements in effect at the time of permit, development plan, or plat application. If the city were to repeal and replace the Plano Tomorrow Comprehensive Plan, properties that have initiated the zoning process after its October 12, 2015, adoption date and before the date of repeal, would continue to be evaluated based on the strategic framework of the Plano Tomorrow Plan. This would occur regardless of whether that plan remained the adopted comprehensive plan for the city at the time of action on the request.

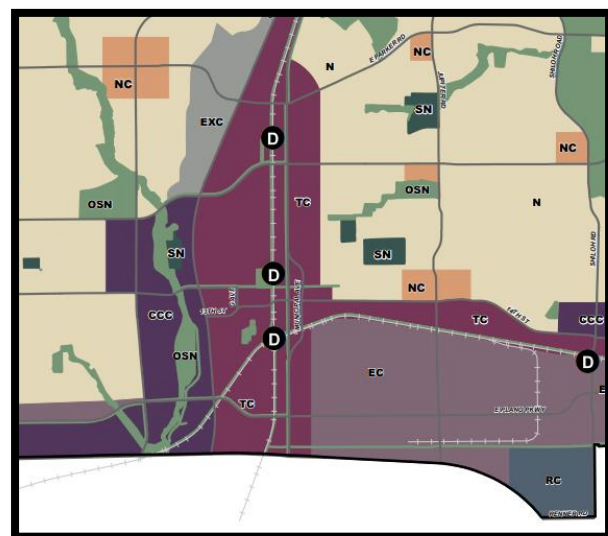
Any and all zoning requests approved since October 12, 2015, remain valid and all development applications associated with those properties may continue. This consideration applies to both the initial development application for a project as well as ongoing development applications for projects initiated during this period.

Future Land Use Map

The primary tool used by cities to implement development goals is the Future Land Use Map. This map broadly defines the development patterns that are envisioned for the future of a community through an adopted set of land use designations and a physical plan that places those designations throughout the city. An example of the two plans is shown in the images below:



1986-based Future Land Use Map Section



Plano Tomorrow Future Land Use Map Section

To understand the impacts of reverting to the 1986-based plan, staff reviewed several aspects of the future land use map and its designations:

1. Land Use Map Designations

1986-based Plan – The map contains 15 distinct land use designations, two of which are not specifically allocated on the map. Only three of these designations - Residential Neighborhood, Residential Non-Neighborhood, and Downtown Business Government Center - provide clear policy support for residential development. As the 1986-based Plan was amended over the years, consideration of new opportunities for residential development, particularly multifamily residential, were addressed through amendments to the text of the plan, with only limited connections to the Future Land Use map.

Plano Tomorrow Plan – The map designations define where residential development is appropriate and inappropriate, and provides general guidance on how residential development can be best integrated into the designated land use pattern. Additionally, Plano Tomorrow combined land use designations in order to group similar areas.

The table below shows a comparison between the two maps, aligning similarly situated future land use designations:

1986-based Plan	Plano Tomorrow Plan
Residential (Neighborhoods and Non-Neighborhood - R)	Neighborhoods (N)
Neighborhood Commercial (NC)	Neighborhood Centers (NC)
Major Public & Semi Public (PSP)	Social Network (SN)
Major Parks & Recreation (P)	Open Space Network (OSN)
Business/Government Center (*)	Transit Corridor (TC)
General Commercial (GC)	
Major Commercial (MC)	Regional Centers (RC)
Community Commercial (COC)	
Office (Low - LIO, Medium - MIO, or High Intensity - HIO)	Employment Centers (EC)
Light Industrial (LI)	
Research/Technology Center (RT)	
Major Corridor Development (MCD)	Expressway Corridors (EXC)
Freeway Commercial (FC)	
Special Areas (not designated on map)	Compact Complete Centers (CCC)

Of particular note is the Neighborhood designation. During creation of the Plano Tomorrow Plan, the city received significant feedback from residents about the value and importance of preserving their neighborhoods. In response, there was a concerted effort to preserve the residential designation of the 1986-based plan through the Neighborhoods designation on the Future Land Use Map. These designations and locations are extremely similar. There are also similarities through the Neighborhood Centers, Open Space Network, and other areas, which were also deemed valuable for preservation to the community.

2. Mixed-Use Development

1986-based Plan – The plan did not specifically address locations that were appropriate and inappropriate for mixed-use development. Since the plan does not make such a distinction, the city may have unclear guidance when facing zoning decisions on mixed-use development proposals.

Plano Tomorrow Plan – The plan distinguishes where mixed-use is appropriate.

3. Retail Corners

1986-based Plan – The plan establishes commercial centers at most major intersections adjacent to neighborhoods, a policy which made it possible to establish, and difficult to resolve, an overabundance of retail zoning.

Plano Tomorrow Plan – The map reduces the designated sites for retail, with a goal to help the city cope with retail market instability by discouraging additional retail zoning, or allowing replacement of existing retail zoning, that would reduce vacancies and property standards concerns for adjacent neighborhoods.

4. Employment Centers

1986-based Plan – The 2012 Interim Amendments to the 1986-based plan would allow infill housing in business parks, and the land use categories do not explicitly prohibit residential land uses.

Plano Tomorrow Plan – Employment areas are protected by a land use description, Employment Center, which states residential development is not appropriate in these locations.

5. Transit Station Areas

1986-based Plan – Land use recommendations for these areas do not strongly promote transit-oriented development.

Plano Tomorrow Plan – Land use recommendations clearly support transit-oriented development.

6. Alignment of Zoning and Future Land Use Map

1986-based Plan – Zoning and development that has occurred in recent years may not be aligned with the designations of this plan. An example of this is the Collin Creek Mall site which is designated Freeway Commercial (FC) and does not anticipate mixed-use development or residential uses.

Plano Tomorrow Plan – The city does have areas where zoning needs to be changed to align with the Plano Tomorrow Future Land Use Map, though these are not frequent.

7. Dimensional Standards in Land Use Designations

1986-based Plan – The land use designations often provide specific dimensions and standards related to the height and size of buildings, and the intensity of development on a given site. Since development has been ongoing, there may be some areas out of alignment with these policies.

Plano Tomorrow Plan – The designations did not provide this level of detail as it is a best practice for comprehensive plans to focus on goals and policies, and place dimensional standards in regulatory documents, such as a zoning ordinance.

8. Open Space Areas

1986-based Plan – Open space areas which are accounted for in the recently adopted new Parks, Recreation, Trails, and Open Space Master Plan, including an updated Park Master Plan Map and Bicycle Transportation Map, are not shown.

Plano Tomorrow Plan – This information is fully accounted for in the Plano Tomorrow plan via the 2018 amendments.

Development Policies

As the city developed, amendments were made to the 1986-based plan to update land use and housing policies to respond to ongoing needs and market trends. While the amendments addressed certain needs, the more recent interim policies resulted in a lack of clarity where overlap existed with then current policies which were not removed or modified. This might be expected of an interim update, which by its very nature is intended to be temporary, but also drove a need for wholesale change. The result was a very complex and layered policy framework that was often difficult to interpret.

With the adoption of the Plano Tomorrow Comprehensive Plan, the city spent significant time reviewing development policies which reflected consistency with the city's prior policy direction, the desires of residents based on public comments, standards established under the law, and viable market forces. Some level of consistency is important to lend stability to the city's development pattern so that all property owners, residential and commercial, have a level of comfort with the investment they have made in their Plano property. The Growth and Change Map, specifically, is an attempt to communicate this level of consistency on a geographic basis and add value to the community through predictability. The policies within the Plano Tomorrow Plan established better clarity for these policies and intended to accommodate the diverse development needs within the city as it exists today.

1. Redevelopment and Undeveloped Land

1986-based Plan – This topic was initially addressed through the Rezoning to Meet Demand Policy Statement in 2004. It was most recently addressed in the 2012 Interim Amendment – Redevelopment and Undeveloped Land Policies:

- Adopted in response to increased demand for new housing opportunities near the city's expressway corridors and within employment centers;
- Expanded a pre-existing 1,200 foot residential setback along State Highway 121 to the other three expressways (Note: This policy often resulted in confusion between interpretation as regulation (strict) or policy (guide) due to its numeric format);
- Allowed for consideration of exceptions to the setback for mid-rise residential developments (5 to 12 stories in height);
- Called for the creation of the Urban Mixed-Use (UMU) zoning district, which allows mid-rise residential buildings by Specific Use Permit (SUP), and a neighborhood mixed-use zoning district;
- Established minimum multifamily residential densities of 40 dwelling units per acre; and
- Required residential rezoning requests to establish a new neighborhood or expand an existing neighborhood or mixed-use center, with some exceptions.

Plano Tomorrow Plan – This topic is addressed by the policies of the Built and Economic Environment Pillars which include:

- More detailed land use and infrastructure planning related to the city's remaining undeveloped land;
- Targeted planning and economic development activities related to new development and redevelopment near rail transit station areas and in underutilized retail and commercial areas; and
- Design guidelines for mitigating public health impacts associated with residential development near expressway corridors (study completed and recommended language is ready for P&Z consideration, pending Comprehensive Plan outcome).

2. Mixed-Use

1986-based Plan – This topic was initially addressed through the establishment of the Mixed-Use Policy Statement in 2009, which was subsequently updated in 2012:

- Defined the term “mixed-use” and described the characteristics of locations where it was appropriate;
- Described benefits and key components of mixed-use projects; and
- Included guidelines which addressed location suitability, transportation options, and created a pedestrian-friendly, human-scale development.

Plano Tomorrow Plan – This topic is addressed by a variety of policies in the Built and Social Environment Pillars which include:

- Development of mixed-use design criteria to ensure complimentary, context sensitive implementation of mixed use development;
- Implementing more detailed planning efforts, streetscape, and infrastructure standards to shape more pedestrian-friendly streets and public spaces; and
- Study retail corners for redevelopment opportunities and include resident input for future land use considerations.

3. Infill Housing

1986-based Plan – This topic was addressed through the establishment of the Infill Housing Policy Statement in 2006:

- Adopted to support the Housing Element which states that infill housing would be the primary source for residential development in Plano;
- Provided guidelines for residential development outside of Plano neighborhoods as an “alternative neighborhood format;” and
- Stated that alternative neighborhood development is generally inappropriate along expressway corridors, though consideration may be given to mixed-use proposals.

Plano Tomorrow Plan – This topic is addressed by the policies of the Built Environment Pillar. Relevant implementation actions include:

- Ensuring new housing is situated near existing residential neighborhoods;
- Reviewing housing inventory and considering regulations which support a compatible mix of housing options based upon context of surrounding development; and
- Establishing regulatory standards and design criteria for smaller scale, residential mixed-use development consistent with standards acceptable to the community that would allow redevelopment of failing commercial properties in a context-sensitive, neighborhood-supportive manner.

4. Housing Density

1986-based Plan – This topic was addressed through the establishment of the Housing Density Policy Statement in 2005:

- Recommended new neighborhoods which are predominantly low- to medium-density housing, with allowances for a mixture of housing types and densities;

- Provided criteria based on access to major thoroughfares and mass transit and high-density housing at the periphery of neighborhoods; and
- Recommended unit limitations and separations from single-family neighborhoods for multifamily development with exceptions for urban centers, mid-rise, and senior housing.

Plano Tomorrow Plan – This topic is addressed by the policies of the Built Environment Pillar:

- Future land use and development patterns guiding various forms of residential development are included in the Future Land Use Map;
- Policies and action statements recommend respecting neighborhoods through appropriate densities; and
- The plan defers specific density requirements to the Zoning Ordinance, consistent with best planning practices, though it is expected that some level of detail will be added through area plans, such as Envision Oak Point, and other policies to give additional predictability to the community.

Other Housing Considerations

The Planning Department’s annual report quantifies existing housing and provides projections for future housing by type. This data is prepared using a combination of sources, including U.S. Census data, City of Plano building permit data, existing zoning, and land use assumptions based on the comprehensive plan. More specifically, estimates for future housing units are largely based on the Future Land Use and Growth and Change Maps of Plano Tomorrow, and consider undeveloped land and areas expected to redevelop.

1. Multifamily Housing Policies

1986-based Plan – Designates some areas within the Future Land Use Map which are generally inappropriate for residential. In other areas, residential uses are not mentioned as being appropriate or inappropriate, so guidance may be unclear.

- Future Land Use Map – Based upon the map designations, there are few areas where multifamily uses would be supported.
- Interim Land Use Amendments – The mid-rise residential exception offers the potential to support this use in isolated locations where compatible uses are adjacent.

Plano Tomorrow Plan – Designates specific areas where residential uses could be appropriate or inappropriate.

- The plan primarily restricts multifamily development to those integrated into walkable, mixed use, “high quality development with distinctive character” in

specific geographic areas on the future land use map (Compact Complete Centers) or where it functions to aid the city's goal of reinvestment and redevelopment of identified regional transportation corridors or transit-oriented development. The plan also has policies which recommend appropriate residential setbacks within proximity to expressways.

To create potential projections for multifamily units, staff ran three scenarios. Although these projections are based upon policy guidance from the plans, ultimately, the decisions for the quantity of units would be made based upon property owners bringing forward zoning cases which would then be decided upon by City Council through the required public hearing process.

The scenarios are as follows:

Scenario A (intense): Staff reviewed the undeveloped land in Plano and located where multifamily uses were supported by the future land use plans, and used the minimum density of 40 units per acre. It is our estimation that this gross development density for undeveloped land may be high based on the gross density of past precedent projects; however, it is likely that additional mixed-use development will result from the redevelopment of declining commercial properties. Thus, while this projection may appear high, we feel that this dynamic may appropriately justify these potential development outcomes for this scenario. Using this scenario resulted in 18,000 more units being supported by the 1986-based Plan.

Scenario B (moderate): Staff estimated the number of units under the 1986-based Plan based upon a combination of known development interests expressed by property owners or developers and plan policies. These areas have not been disclosed in order to respect private property owner interests; however, the undeveloped land map is available for public review on the city's website. The Plano Tomorrow units were based on the city's official growth projections as depicted in the Planning Department Annual Report. Using this scenario resulted in 12,700 more units being supported by the 1986-based Plan. Scenarios A and C were run to test the validity of scenario B as being within a valid range.

Scenario C (limited): Staff utilized the undeveloped land areas in Scenario B; however, in this scenario, a more aggressive development projection approach was applied to Plano Tomorrow. Utilizing this approach, this scenario resulted in 7,000 more potential units being supported by the 1986-based Plan, when compared to the more conservative approach applied via the city's official growth projections as depicted in the Planning Department Annual Report.

2. Expressway Corridor Policies

1986-based Plan –

- Required a 1,200 foot residential setback from the centerline of each of the city's four expressway corridors.

- Exceptions from this setback for mid-rise residential developments (5 to 12 stories in height) may be considered appropriate based on site-specific considerations.

Plano Tomorrow Plan –

- Residential uses, not just mid-rise residential, may be supported where they meet land use policies with appropriate setbacks to protect residents from the impacts of expressways based on scientific mapping of noise and air quality (recommended policy pending outcomes of comprehensive plan review); and
- No minimum density or height requirements are recommended in these areas; however, proximity to transit and integration into mixed-use development are strongly encouraged.

U.S. Highway 75

1986-based Plan –

- Designated both sides of U.S. Highway 75 as Freeway Commercial (FC).
- The FC designation supported major retail development, general commercial, entertainment, lodging, and office uses oriented towards the freeway.

Plano Tomorrow Plan –

- Designated the west side as primarily employment and retail uses, with some exceptions.
- Designated the east side with a focus on orienting towards the historic downtown core and the DART rail corridor. Additional residential is encouraged only within walking distance transit-oriented areas.

Plan Organization and Format

The two plans have markedly different formats and organization.

1. 1986-based Plan Format & Structure

- A 214-page paper document, consisting of ten elements, nine maps, and five policy statements.
- The original nine elements were adopted between 1986 and 1988, and each was amended, with the most recent amendments occurring between 2002 and 2014. The tenth element, Technology, was added in 2002 and was never amended.

- Each element was adopted or amended at separate times, resulting in each having varying formats and styles.
- In 2004, an effort was made to restructure each element to follow three themes: Livable City, City of Organized Development, and City in Transition, with objectives and strategies identified for each theme. While this structure is in place for eight of the elements, the Technology and Education Elements do not follow this structure.

2. Plano Tomorrow Plan Format & Structure

- The Plano Tomorrow Plan is web-based, allowing users to navigate by topic and can be viewed on mobile devices, such as cell phones or tablets, as easily as on a computer.
- The plan consists of 10 components, with each having various policies and actions and five maps.
- The plan is heavily action-based and each of the 41 policies has its own webpage, listing the corresponding actions for the policy along with the implementation status.
- The “live” website allows for status updates to be provided within the plan itself as actions are implemented.

3. Implementation

1986-based Plan –

- The Planning Department coordinated with other city departments on establishing strategies and policies.
- Although coordination within the city occurred, the Planning Department focused updates and the work program internally to the department. (This point has been updated by Director after initial publication for correction of error.)

Plano Tomorrow Plan –

- The plan offers increased accountability and transparency through assignment of responsibility for the 273 actions to 27 departments.
- The departments provide annual updates which are shared on the website and included in the annual report posted online with specific examples and data.
- Plano Tomorrow Plan actions are incorporated into city processes for the budget, City Council items, and the Community Investment Program for organizational integration.

Planning Staff Recommendation

At this time, the City Manager is recommending funds to hire an outside consultant to address comprehensive planning update needs in the community. The final decision on budget issues is scheduled to be made at the September 9, 2019, City Council meeting. To avoid conflicting or parallel processes, staff is requesting that the Commission table consideration of this request until after a decision has been made regarding the consultant. In the meantime, if there is additional information or analysis that the Commission deems necessary, staff can provide that in a work-session format.

SUMMARY:

While there are fundamental similarities, the 1986-based Plan and the Plano Tomorrow Comprehensive Plan are significantly different in a variety of ways. In general, the Plano Tomorrow Plan is more aligned with Plano as it exists today due to its current maps and policies. The 1986-based Comprehensive Plan is functional and will be somewhat familiar to the public and staff for analysis and implementation. However, there are challenges anticipated with adopting this former plan, and future revisions should be anticipated based on the considerations noted in this staff report.

RECOMMENDATION:

Recommended that the Planning & Zoning Commission table the consideration of this item to the October 7, 2019, Planning & Zoning Commission meeting to allow for FY2019-2020 budget consideration of funding for an outside planning consultant.