

CITY OF PLANO  
PLANNING & ZONING COMMISSION

July 20, 2020

**Agenda Item No. 6**

**Public Hearing:** Zoning Case 2019-022

**Applicant:** City of Plano

---

**DESCRIPTION:**

Request to rezone 50.3 acres located at the southwest corner of Spring Creek Parkway and Jupiter Road from General Office to Neighborhood Business Design. Zoned General Office and located within the Parkway Overlay District. Project #ZC2019-022.

**REMARKS:**

This is a request to rezone the subject property from General Office (O-2) to Neighborhood Business Design (NBD). This request is a companion zoning case with Zoning Case 2020-012 and Zoning Case 2020-013, which are requests to establish the Neighborhood Business Design and Residential Community Design (RCD) zoning districts. If Zoning Case 2020-012 and Zoning Case 2020-013 are not approved, then Zoning Case 2019-022 must be tabled, denied, or withdrawn.

The NBD district is intended to provide a planning, regulatory, and management framework for the design, development, and operation of development in the Oak Point area. The district is designed to reinforce surrounding neighborhood character, provide appropriate transitions in use and building scale, ensure appropriate allocation and design of open space, and achieve a well-connected street and pedestrian network. The zoning district is appropriate primarily for commercial properties and redevelopment sites, and the standards are intended to ensure compatibility between various uses for the purpose of implementing the Envision Oak Point Plan.

The existing zoning is General Office (O-2). The O-2 district is intended to allow for a variety of low-, mid-, and high-rise office developments providing for professional, financial, medical, and similar services to local residents; corporate offices for regional and national operations; and major centers of employment for Plano and surrounding communities.

Envision Oak Point is a long-range planning policy that presents the community's vision for a 730-acre segment of land serving as Plano's northeast gateway. Adopted by the Plano City Council on July 23, 2018, this community-driven planning policy serves as a

guide for the future of this area, promoting new investment that responds to the community's vision of "Enhancing Community, Establishing Place." This zoning request is intended to aid the implementation of Envision Oak Point through the establishment of zoning that will create new opportunities for public and private development at the Plano Event Center site consistent with the community's vision for the area.

The subject property is partially developed and includes the city's 84,000 square foot Plano Event Center and associated parking, and a water tower. The proposed NBD zoning will allow for the transformation of the property into a development with nonresidential and single-family residential land uses, pedestrian-oriented internal streets, parking garages, and public open space areas, designed in conformance with the goals of the Envision Oak Point plan. Included with this request is a development plan that specifies the overall layout of the street and block network, and articulates the proposed uses and other improvements.

### **Surrounding Land Uses and Zoning**

North	Across Spring Creek Parkway are existing multifamily residences zoned Planned Development-487-Multifamily Residence-2 (PD-487-MF-2) and an existing car wash, restaurant, and assembly hall zoned Retail (R).
East	Across Jupiter Drive is an existing community center and park/playground zoned Planned Development-456-General Office (PD-456-O-2).
South	Existing farm zoned Agricultural (A).
West	Existing multifamily residences zoned Planned Development-462-Multifamily Residence-3 (PD-462-MF-3).

### **Proposed NBD District**

This request includes changes to land use and design standards as adopted by the development plan and by the proposed exceptions to the NBD district language. The applicant's requested exceptions are examined within the "Issues" portion of this report.

### **Land Use**

Each NBD district must contain three or more uses. While the exact mix is not proposed as future uses will fluctuate based upon market demands for the property, the zoning request will establish a maximum area for single-family residential uses in accordance with the RCD district. The commercial acreage will contain the Plano Event Center, an adjacent hotel with restaurant, and future uses anticipated as office and retail as shown on the plan. The proposed development plan includes the following mix:

<b><u>Use</u></b>	<b><u>Acreage</u></b>	<b><u>Percentage</u></b>
Non-Residential	18.4	41%
Residential	12.0	27%
Open Space	4.9	11%
Utility	1.3	3%
Streets	8.0	18%
<b>Total</b>	<b>44.6 acres</b>	<b>100%</b>

## **Design Standards**

The requested zoning includes the following, which is designed to be consistent with the Community Vision Map for Envision Oak Point:

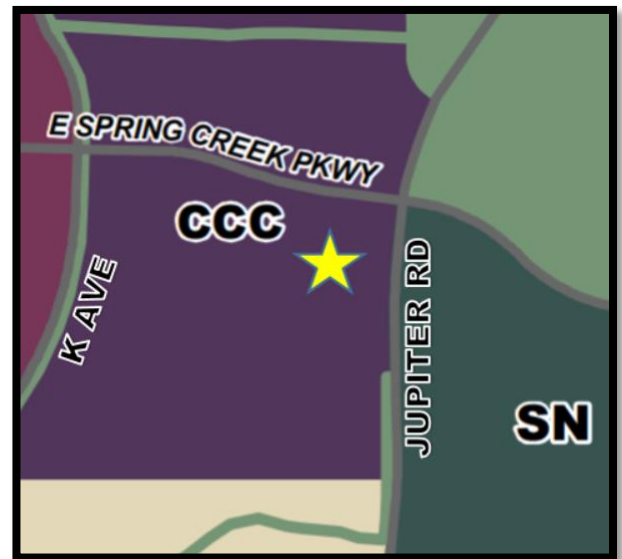
1. Streets: Creating a pedestrian-friendly grid-street system with on-street parking and sidewalks to provide vehicular and pedestrian connections to internal streets and adjacent properties. Establishing a north-south thoroughfare that will connect Spring Creek Parkway to future development to the south.
2. Plano Event Center Building: Retaining the existing event center and proposing a future expansion to the west.
3. Hotels: Two hotels are proposed adjacent to the event center. The inclusion of hotels will allow the city to maximize usage of the event center by attracting groups for events and conventions.
4. Open Space: Creating a variety of open spaces to provide active areas, including three large park areas and providing linked connections through the property.
5. Parking: Allowing a variety of options via on-street parking, garage structures, and surface parking.
6. Future Residential: The western portion of the project will be reserved for single-family development with vehicular and pedestrian connections to the other areas within the district.

This request includes necessary exceptions to accommodate the existing Plano Event Center, future hotels and parking garages, and other standards needed to implement the NBD district on the subject property. The associated development plan details the design, future land uses, and street pattern to be established within the site. The development plan is attached to this report and will be adopted as part of the zoning.

## **Conformance to the Comprehensive Plan**

**Future Land Use Plan** - The Future Land Use Map designates this property as Compact Complete Center (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.*

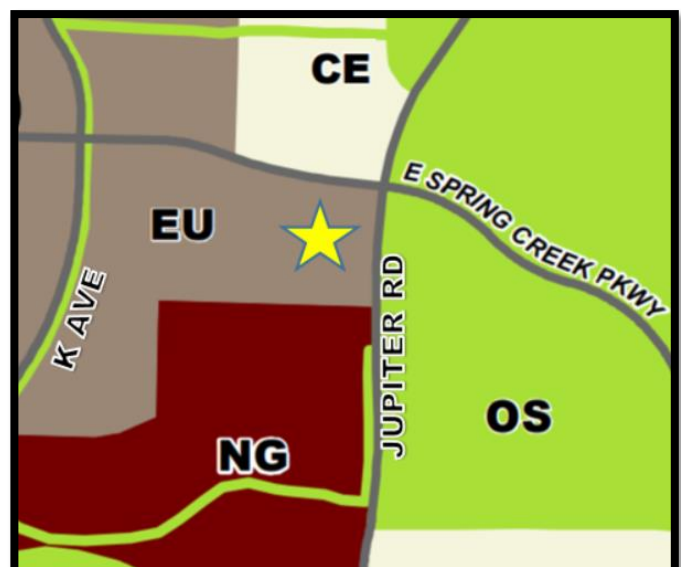


This zoning request would allow for new development of the area around the Plano Event Center with a mix of low- and mid-rise buildings with community center, service, office, retail, and single-family uses with regulations based upon the concepts of quality community design. Utilizing the proposed NBD district standards, the block layout integrates future development through a network of streets which are navigable by pedestrians, bicyclists, and vehicles, and include wide sidewalks and street trees. Parking structures are proposed to reduce surface parking and encourage the efficient use of land, and useable open space areas are proposed throughout the subject property. This request is in conformance with the CCC designation.

**Growth and Change Map** - The Growth and Change Map designates the subject property as Evolve Urban (EU).

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

The request would allow for an extensive large-scale change of the property into a distinct walkable district with both nonresidential and single-family uses. The NBD zoning requires smaller blocks to encourage pedestrian walkability through the site, and the associated development plan has been designed to create a distinct walkable district built around the existing Plano Event Center. This request is in conformance with the EU designation.



**Placemaking and Public Spaces Action Statement PPS5** - *Explore the addition of complementary facilities on the Plano Centre site or surrounding properties that would enhance its ability to attract regional and national events.*

This zoning request is intended to fulfill this action statement. The proposed commercial and residential development and related street, open space, and other standards will help to attract regional and national events to the Plano Event Center. This request is in conformance with this action statement.

**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.*

This zoning request will create a system of organized land uses through the establishment of the adopted development plan. The NBD zoning district and the proposed design allow for additional housing options and employment choices that are designed within an organized street and block network that creates a sense of place and encourages walkability throughout the project. Single-family residential uses are proposed adjacent to existing multifamily residential uses west of the subject property. Multi-story hotel and parking garages are proposed for the interior of the subject property to respect existing residents and businesses for an area identified in Envision Oak Point to focus redevelopment efforts, while also requiring sensitivity to the character of the surrounding area. Additionally, the proposed street network maintains connections to the existing infrastructure and provides access for existing and future development. This request is in conformance with 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 proposed NBD district will create a unique development focused on new commercial and residential opportunities around the Plano Event Center site. The request includes a pedestrian-friendly environment with open space areas and new streetscapes intended to connect the Plano Event Center to adjacent properties and enrich this area of the city. This request is in conformance with the Community Design Policy.

**Pedestrian Environment Policy** - *Plano will pursue a universally accessible and well-connected pedestrian system that promotes walkability, improves navigation of major thoroughfares, and encourages connections between residential areas and neighborhood centers.*

The proposed development will include a wide sidewalk network around and within the subject property. Additionally, the applicant is proposing to improve the pedestrian experience along Spring Creek Parkway and Jupiter Road through a 20-foot landscape edge. This request is in conformance with this policy.

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

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

**School Capacity** - Plano Independent School District has not provided a letter for this request. Within the Planning Department's Annual Report, staff has included a calculation which identifies how many students are generated per acre based upon residential use. For single-family detached residences as proposed with this request the figure is 2.42 students per acre. This request includes approximately 12 acres of land for future single-family development after subtracting the minimum 15% open space requirement. With that acreage, the number of students for this neighborhood would be 29.

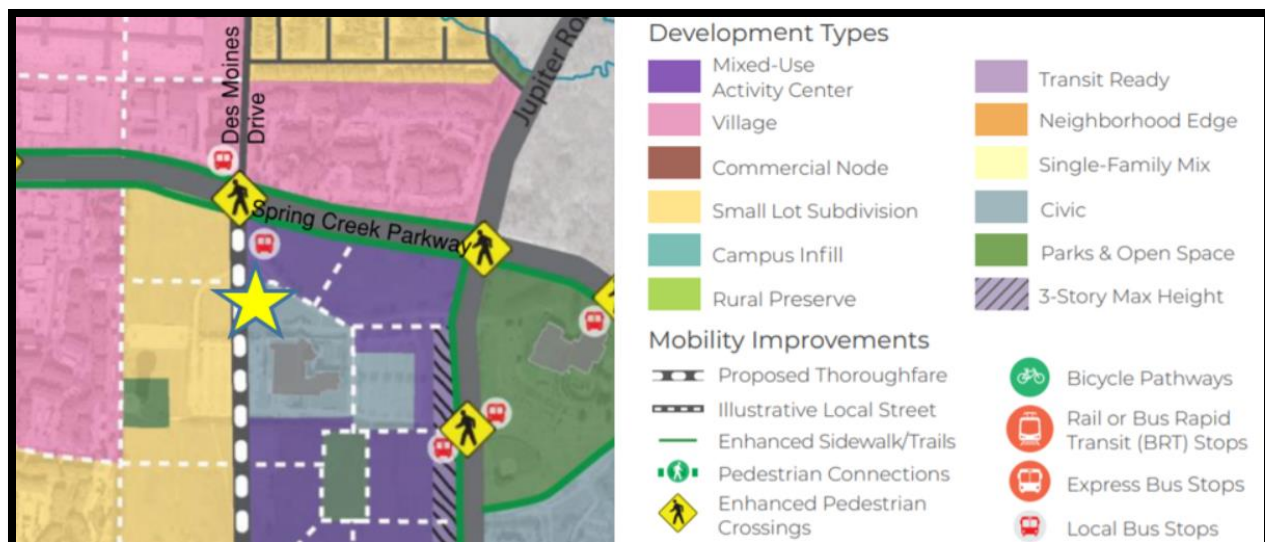
**Public Safety Response Time** - Based upon existing personnel, equipment and facilities, fire emergency response times will be sufficient to serve the site. Residential units in this area will increase EMS and fire calls for service, and may impact future staffing levels and the type of equipment assigned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

**Access to and Availability of Amenities and Services** - The request includes 2.8 acres of land for public open space. Additionally, the subject property is directly across Jupiter Road from the Oak Point Recreation Center and the Oak Point Park and Nature Preserve.

Library services to these residents would be accommodated by Harrington and Schimelpfenig libraries.

### **Conformance With Envision Oak Point**

**Community Vision Map** - The Community Vision Map divides the property into multiple designations including Mixed-Use Activity Center with 3-story max height adjacent to Jupiter Road, Small Lot Subdivision, Civic, and Parks & Open Space. The map also identifies locations for enhanced pedestrian crossings and local bus stops.



**Mixed-Use Activity Center** - *This is the social hub of Oak Point, with retail, dining, entertainment, and housing options, as well as open space amenities where residents and Plano Event Center visitors can gather with family, friends, neighbors, and colleagues. Mixed-Use Activity Centers are centrally located, providing residents, employees, and visitors the opportunity to live, work, and socialize just steps away from these amenities. Building form, housing types, streets, and open space in these areas are allocated and scaled to support Oak Point's most vibrant, pedestrian friendly places.*

This area is identified as east of the future extension of Des Moines Drive (shown in the large dashed line) surrounding the event center. The associated development plan shows retail, office, and services uses with open space amenities, surface and structured parking on these portions of the subject property. Additionally, adjacent to Jupiter Road is an area which is designated with a 3-story max height. The development plan shows buildings within comply with this height recommendation. The request is in conformance with this designation.

**Small Lot Subdivision** - *Small Lot Subdivision is an exclusively single family area, which consists of a mix of townhouses, cottage housing, and single family detached homes on small lots. These areas are best suited within walking distance of areas that provide dining and other social options. Diverse yet complimentary architecture gives the Small Lot Subdivision areas a unique character. Homes have smaller yards, but there are many communal open spaces where residents may gather with their families and neighbors.*

This portion of the property is west of the extension of Des Moines Drive. As noted in the development plan and related exceptions, this area will be reserved for single-family detached residences and public open space only in accordance with the RCD residential standards. This area is in conformance with this designation.

**Civic** - *Civic areas include schools, places of worship, government facilities, recreation centers, police and fire stations, libraries, and other public facilities, such as an event center hotel. These community-oriented land uses can be accommodated in all of the built development types, however, the Civic designation is intended to reflect major facilities that are unlikely to experience major change through redevelopment or reductions in scale. Buildings tend to function as visual landmarks through prominent architectural treatments and features.*

This portion of the Vision Map covers the existing Plano Event Center and adjacent properties. The proposed development plan shows an expansion to the event center and future hotel and parking garage developments. The city has examined the needs for the Plano Event Center, and is proposing parking garages in lieu of surface parking spaces to allow for additional complementary development which will support the Plano Event Center and serve residents and businesses within the general area. This area is in conformance with this designation.

**Open Space and Parks** - *Oak Point has abundant and varied open space, allowing residents and visitors to enjoy nature within the city. The existing creek network of Brown Branch and Bowman Branch serves as the organizing spine between open space amenities in the area. An interconnected open space network connects new developments to the Oak Point Recreation Center as well as adjacent open space*

*destinations such as the Oak Point Park and Nature Preserve, Oak Point Amphitheater, and Shawnee Park. Open space amenities include playgrounds, pocket parks, playfields, recreation facilities, plazas and public squares, community gardens, food parks, bicycle and pedestrian trails, natural areas, creek restoration and enhancement, and stormwater mitigation amenities.*

This area includes the existing water tower at the southwest corner of the subject property. In addition to the water tower property, the city is proposing 4.9 acres of public open space throughout the site. Within the single-family block, 15% of the area will be utilized as open space. Other areas are placed between buildings and along streets to create a variety of green spaces to serve the public. This request is in conformance with this designation.

**Other Envision Oak Point Policies** - There is an extensive list of policies which apply to the zoning and future development of the subject property within Envision Oak Point. The following is a sample of those policies which pertain to this zoning request:

Eastern Quadrant Strategy 1 - *Reinvent the Plano Event Center site and surrounding area as a pedestrian-friendly civic area and social hub. The land use mix should include high-quality restaurants, a hotel, new civic spaces, mixed-use housing, and employment uses.*

#### Land Use and Development Patterns

- Land Use and Development Patterns Goal - *Support a distinct and diverse character pattern, creating opportunities to live, work, and socialize within a cohesively planned, pedestrian-friendly environment.*
- Balanced Neighborhoods BN3 - *Align zoning designations with the vision and policies of Envision Oak Point.*
- Diverse Housing DH1 - *Require new single-family development to incorporate a diverse and complimentary mix of lot sizes and housing types.*

#### Parks, Recreation and Open Space

- Accessible Open Space AOS2 - *Assess minimum open space and improvement requirements with any new zoning regulations in Oak Point, with emphasis on ensuring sufficient open space for new housing opportunities.*

#### Placemaking and Community Design

- Great Streets GS3 - *Require street trees with new development to promote walkability and to achieve a more visually interesting streetscape.*
- Vibrant Neighborhood Center VNC2 - *Require a mix of uses to support new housing in the Oak Point neighborhood center, prioritizing opportunities for high quality restaurants and other food-anchored land uses.*



## Economy and Community

- Economic Development Policy - *Consider creating new regulations, develop an economic development strategic plan, and implement catalytic infrastructure and development projects that are critical to the future of Oak Point.*
- Economic Development ED7 - *Attract a hotel to support the Plano Event Center and develop strategies to transition the center's parking areas from surface lots to shared, structured parking.*
- Reinvestment R1 - *Prioritize the implementation of Envision Oak Point compatible zoning for key sites such as the Plano Market Square Mall, Plano Event Center, Lavon Farms, and potential transit station areas.*

The proposed zoning request is designed around and in conformance with these policy statements.

## **ISSUES:**

### New Zoning Districts

The city is in the process of adopting two new zoning districts: the Neighborhood Business Design (NBD) district and the Residential Community Design (RCD) district. These districts are intended to help implement the goals of the Comprehensive Plan and the Envision Oak Point. This zoning case for the Plano Event Center property will be the first project to utilize these new districts. As a result, this zoning case is proposed concurrently with the zoning cases to establish the NBD and RCD districts. If the cases to establish these zoning districts are modified, tabled or denied, this request for change of zoning will similarly be affected. This request is in conformance with the proposed standards of the districts as amended in the exceptions below.

### Single-Family Residential

The western portion of the subject property, Block A, is reserved for future single-family detached residential development and will include a minimum of 15% of the property as public open space. This subdivision has not been designed, but will be required to conform to the regulations of the RCD district and the recommendations of the Envision Oak Point plan. This area is separated from the nonresidential portion of the property by an extension of Des Moines Drive and future residents would benefit from the future commercial development and other open space areas surrounding Plano Event Center.

### Proposed NBD Exceptions

This request includes some exceptions to accommodate existing and future development as follows:

1. Plano Event Center - This block requires exceptions to the single-tenant floor plate maximum of 30,000 square feet and the maximum block size of 600 feet.

2. Hotels - Two hotels are proposed as future development. The hotels are proposed at a maximum height of six stories, 100 feet, which exceeds the NBD maximum height of three stories, 45 feet. The hotels are also proposed to exceed the maximum 30,000 square foot first floor single tenant requirement.
3. Parking Garages - Two parking garages are proposed to accommodate the hotel developments, future expansion of the Plano Event Center and for efficient use of the nonresidential properties. The garages are proposed at a maximum height of seven stories, 85 feet. Additionally, due to their bulk they will be dominating features of their blocks above adjacent buildings and will exceed the maximum 60,000 square foot building footprint requirement. Lastly, an exception is necessary to allow the garage on Block F at the southeast corner of the subject property to be located closer than 150-feet to the Agricultural zoning district to the south.

These exceptions are needed for flexibility to accommodate future development and accommodate the existing and future expansion of the Plano Event Center. These exceptions are in conformance with the recommendations and land use designations of the Comprehensive Plan and Envision Oak Point, due to the need to accommodate the unique nature of Plano Center's land use on the site.

#### **SUMMARY:**

The City of Plano is requesting to rezone the subject property from General Office to Neighborhood Business Design. The associated development plan shows a unique, pedestrian-oriented commercial development around the existing Plano Event Center, with compatible housing uses to the west. Hotels, restaurants, entertainment, office, open space, single-family housing, and other uses and amenities will be provided and will be served by a network of internal streets with wide sidewalks, on-street and garage parking. The proposed mix of uses is in conformance with the NBD regulations, and in keeping with the Future Land Use Map designation of Compact Complete Center for the site. The requested exceptions to the district will allow for a cohesive development with a mix of uses which respects the unique features and use of the property consistent with the Envision Oak Point Plan. The request is also in conformance with other significant policies and recommendations of the Comprehensive Plan. Staff is in support of the request.

#### **RECOMMENDATION:**

Recommended for approval subject to City Council approval of Zoning Case 2020-012 and Zoning Case 2020-013 and with exceptions as follows:

1. Block A will be utilized exclusively for Tier One single-family residence uses per the Residential Community Design (RCD) district and public open space.
2. Community Center Uses
  - a. May exceed the maximum 30,000 square foot first floor single-tenant requirement.

- b. Exceed the 600 foot maximum block length.

### 3. Hotel Uses

- a. Maximum Height: six stories, 100 feet
- b. May exceed the maximum 30,000 square foot first floor single-tenant requirement.

### 4. Parking Garages

- a. Maximum Height: seven stories, 85 feet
- b. May exceed the height of adjacent buildings.
- c. May exceed the 60,000 square foot building footprint requirement.
- d. The parking garage within Block F must be set back at least 120 feet from the residential district boundary line to the south.