

CITY OF PLANO  
PLANNING & ZONING COMMISSION

July 20, 2020

**Agenda Item No. 5**

**Public Hearing:** Zoning Case 2020-013

**Applicant:** City of Plano

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**DESCRIPTION:**

Request to amend Article 8 (Definitions), Article 9 (Residential Districts), Article 14 (Allowed Uses and Use Classifications), and related sections of the Zoning Ordinance to create the Residential Community Design zoning district. Project #ZC2020-013.

**REMARKS:**

At its [March 16](#), [May 4](#), [June 1](#), and [June 15](#), 2020, Planning & Zoning Commission meetings, the Commission discussed information in staff presentations and gave direction related to the draft Residential Community Design (RCD) zoning district. Since these meetings, staff has continued public outreach and worked to further refine the district. This request is a companion item to Agenda Item No. 4, Zoning Case ZC2020-012.

**Intent of New District**

The RCD district is requested to facilitate the Plano Event Center zoning case (Agenda Item No. 6) and help implement the [Envision Oak Point Plan](#) by providing regulations that foster a complementary mix of housing options, pedestrian-friendly streets, and neighborhood-supportive amenities in line with the Envision Oak Point Vision Statement:

“Oak Point enhances community and establishes place by unifying northeast Plano, serving as its social hub and shaping unique, amenity-rich neighborhoods connecting the area’s diverse population to its vast network of natural features and civic spaces.”

The RCD district and its companion district, Neighborhood Business Design (see Agenda Item No. 4), are developed with these important community elements in mind, working together to support residential and nonresidential developments that are appropriately-scaled and sensitive to the context of surrounding neighborhoods through application of consistent street design, building scale, and landscaping standards such as:

- Low-rise (three stories maximum), pedestrian-oriented, and neighborhood-supportive uses;
- Tree-lined streets with short block lengths that encourage walking;
- Amenitized open space areas;
- Parking located on-street, in garages, or well-landscaped surface lots located to the rear of properties; and
- Transitions in height from nearby neighborhoods and residential districts.

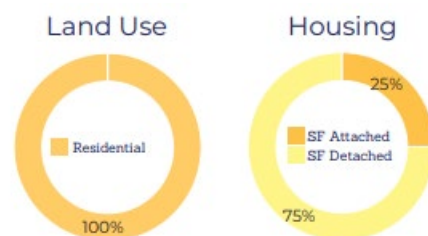
Although connected through these shared characteristics, the RCD and NBD districts serve two distinct functions. The RCD district includes residential development standards, with limited nonresidential development comparable to other single-family districts, such as schools, fire stations, and religious facilities.

The following sections summarize the standards of the RCD district. Refer to Agenda Item No. 4 for a summary of NBD standards.

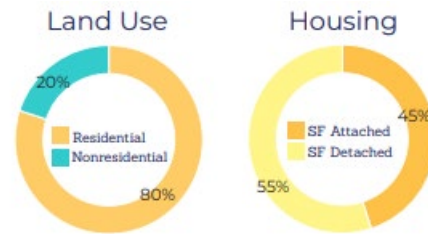
### Need for RCD District

Most existing zoning districts do not allow the appropriate diversity of housing types nor walkability desired for the Oak Point area. Three development types in the Envision Oak Point [Community Vision Map](#) specifically call for small lot single-family housing which is not possible to develop under our current regulations without utilizing a planned development district. These include:

- [Small Lot Subdivision](#) is an exclusively single family area, with 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.
- [Single Family Mix](#) areas have a balanced mix of 1- to 2-story small- and medium-lot single family detached homes, townhomes, and cottage housing. Active frontages such as porches and stoops are used to shape distinctive character and pedestrian-friendly streets. A wide range of single family housing choices makes the area accessible and affordable to the diverse population of Oak Point. Supportive accessory housing for seniors, special needs residents, and students/young adults may be accommodated where appropriate on larger lots.



- [Neighborhood Edge](#) areas are primarily comprised of one- to two-story small lot single-family housing with supporting nonresidential development. Small scale, neighborhood-serving commercial, such as banks, small grocery stores, and cafes, may be located in these areas to provide a buffer and allow for complimentary transitions between arterial corridors and housing. In these instances, the RCD district standards could be used for the residential component of an NBD district in a Neighborhood Edge area.



A Planned Development (PD) district could be used to implement these development types on a property-by-property basis, however staff and associated property owners must spend an inordinate amount of time and effort creating and enforcing customized development standards for each PD. Establishing the RCD district creates consistent baseline zoning standards and uses for application in appropriate locations, without the need to create new standards for each proposal. The Plano Event Center site is anticipated to be the first area to use the RCD standards, as there is an area of Small Lot Subdivision on the west side of the property.

The housing types in RCD are also marketable to those areas within walking distance of light rail stations, so the district may be appropriate to apply elsewhere in eastern Plano to allow a greater diversity of infill housing options in the vicinity of stations. The city has seen limited housing types offered by the market in recent years, typically either townhomes or 3-5 story multifamily products.

### **Appropriate Locations for RCD**

At this time, application of the RCD district is explicitly limited to locations supported by the community vision map of the Envision Oak Point Plan and Transit Corridor (TC) designations in the [Future Land Use Map](#) of the Comprehensive Plan. The City may choose to evaluate whether or not the district, or a modification thereof, is appropriate in other areas of the city at a later date, pending outcomes from the Comprehensive Plan Review Committee (CPRC) process. Since the CPRC process is ongoing, it is premature to determine whether use of this district is appropriate in other areas of the City. Therefore, should the district be adopted, its use will be limited to these areas, as described in the Purpose Statement for the district:

Section 9.1700.1. The RCD district is intended to provide a planning, regulatory, and management framework for the design and integration of small lot residential development. 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 for undeveloped properties and redevelopment sites in areas within Transit Corridors and the Community Vision Map of Envision Oak Point where compatible transitions can be provided from established neighborhoods.

Additionally, RCD districts will have a minimum district size of five acres, a size appropriate to allow a mix of housing types to be developed with associated streets and open space. However, when necessary, the minimum acreage could be reduced for specific zoning cases where City Council determines a smaller RCD district is required to implement the Comprehensive Plan or related study.

## **SUMMARY OF RCD DISTRICT REQUIREMENTS:**

Adopted Development Plan - An RCD zoning request must be accompanied by an adopted development plan that designates the street locations, development blocks, open space, and residential transition areas. The plan must specify where different land uses are located, along with the number of dwellings by housing type and any conditions or additional standards absent from base RCD zoning. Once the plan is adopted, major modifications can only be made through a subsequent zoning process.

Governance Association - A governance association is required to maintain common improvements and open space in the district. An acceptable property owners' association is expected to have sufficient authority to assess and collect dues as necessary to perform its responsibilities. Building permits will not be accepted without an established association.

Residential Transition Areas - Building height transitions are proposed near residential uses or zoning districts to help mitigate privacy and visibility concerns. The Commission previously discussed options for residential transition areas and directed staff to survey the public on their preferences. Staff has not received any feedback as of the preparation of this report, therefore chose the 2:1 ratio option (Option 3 from June 1 meeting), which provides greater separation of buildings from adjacent residential to provide additional protections from potential light and noise as well as limit visibility. Example setbacks are as follows:

<b>Building Height</b>	<b>Setback with Alley</b>	<b>Setback with No Alley</b>
1 story (20 feet)	40 feet	55 feet
2 story (35 feet)	70 feet	85 feet
3 story (50 feet)	100 feet	115 feet

These distances provide the separation needed to help protect established residential areas, while also allowing for gradual transitions in RCD building height, to create a more cohesive and attractive development.

Housing Types and Mix - Eight complementary housing types, separated into three tiers, make up the RCD district. The range of housing types is intended to provide housing options that meet current market demands and allow for a variety of compact housing forms. A number of standards are proposed to ensure both housing diversity and that the overall intensity of the district remains low:

- The minimum permitted density is 10 dwelling units per acre;
- The maximum permitted density is 20 dwelling units per acre;

- The minimum and maximum density result in a projected minimum of 50% of the units coming from Tier One; a related regulation has been added to demonstrate more concisely the mix required;
- At least one housing type from Tier One is required in all developments;
- Any individual housing type used in an RCD development may be no less than 10% of the total constructed dwellings in the district;
- Any combination of Tier Three housing types (Stacked Townhomes and Stacked Flats) is limited to 25% of the total constructed dwellings in the district;
- Tier Three housing types are only permitted when the total constructed dwellings in the district is over 100; and
- The minimum number of housing types included in the district increases as the total constructed dwellings in the district increases.

Together, these requirements help ensure that an RCD district will provide housing diversity consisting primarily of single-family homes. See the RCD District Housing Types menu in [Attachment A](#) for an overview of the different types and tiers.

In an effort to create architectural diversity, the RCD district provides flexibility for placement of the various housing types. Housing products can be varied along a street and within a block as long as the required mix is provided.

District Establishment - To provide needed flexibility, while still maintaining the consistent set of base standards expected of an RCD district, the Planning & Zoning Commission and City Council will maintain discretion to amend many district standards during the zoning process; however, the proposed ordinance sets forth the requirements that cannot be altered through the zoning process:

- Requirement for an adopted development plan;
- Requirement for a governance association;
- Maximum residential density;
- Requirement for a mix of housing types; and
- Reductions in minimum residential density resulting from the preservation of natural features or the provision of additional public open space beyond what is required by the RCD district.

Streets and Sidewalks - The street network in an NBD development is geared towards a safe, comfortable, and pedestrian-friendly environment. Streets must form a connected grid pattern, organized into blocks no longer than 600 feet. These regulations are similar to the pedestrian-oriented street standards of the UMU zoning district and include:

- A variety of street types are allowed and will be either privately or publicly maintained (if accepted as public by the city). Additionally, a definition and standards for a paseo, or a wide pedestrian pathway, have been added. A paseo could be utilized as lot frontage in lieu of a typical street;
- On-street parking along major and minor streets, providing an additional buffer for pedestrians;
- Sidewalks with a minimum width of 12 feet on major streets and 7 feet on minor streets; and
- Required street trees along all major and minor streets, with one tree required every 40 feet of frontage. Street trees are also required along perimeter public thoroughfares with additional width for required landscape edges.

Parking - Single-family detached, single-family attached, and duplex housing types in the RCD District require two off-street parking spaces per unit, matching existing parking requirements of other residential districts in the Zoning Ordinance. Likewise, the Stacked Flat and Manor Home housing types require one space for one bedroom units, one-and-one-half spaces for two bedroom units, and two spaces for three or more units, following the same off-street parking requirements as multifamily properties in the Downtown Business/Government (BG) zoning district. To support the desired walkability of the RCD district, off-street parking for each housing type is required to be located towards the rear of the residence.

Visitor parking demand will be served by required on-street parking and additional off-street visitor spaces, such as those which are required for homes fronting paseos. Where surface parking lots are provided, the RCD standards limit parking lots to a maximum of 20 parking spaces to preserve neighborhood integrity and aesthetics

Open Space - Open space in the RCD district is required to provide active recreation areas and public communal space. For these reasons, the proposed ordinance language would require a minimum of 15% of the gross land area to be provided as usable open space, consistent with the standards of the Envision Oak Point Plan. The open space can be provided in the form of greens, parks, greenbelts, pedestrian corridors, public art displays, or paseos. Reductions in the open space requirement may be considered when neighborhoods are within a quarter-mile walk of a public park unless separated by a major thoroughfare.

Building Placement - Along with the grid of streets, building placement is critical to maintaining a walkable environment. As with all zoning districts, the proposed RCD district will regulate lot coverage, setbacks, and building heights for each housing type. Additional design requirements include locating buildings relatively close to property lines and street curbs. Additionally, public access must not be restricted by barriers such as walls and fences and distances between the face of buildings cannot exceed 100 feet, unless usable open space is included. To ensure private open space is available, a porch, yard, or balcony is required for each dwelling unit.

## Changes since May 4, 2020, Planning & Zoning Commission Meeting

A [draft ordinance](#) noting detailed changes since the May 4 meeting is provided online with additions underlined and deletions struck-through. Where entire paragraphs have been replaced, only additions are shown. Significant changes are as follows:

1. Purpose (Section 9.1700.1). The purpose of the district has been updated to remove applicability of the district from Compact Complete Centers (CCC) and add applicability to the Community Vision Map of the Envision Oak Point Plan, as areas of the Single Family Mix development type are located outside the CCC designation.
2. Housing-Types Requirement (9.1700.4). To provide clarity, the density requirement was moved to be combined with the housing types requirement. Additionally, the minimum number of units of Tier One housing required was increased to 50% of the total units, as discussed above.
3. Housing Types Area, Yard, and Bulk Requirements (9.1700.5). To be consistent with other residential districts, the garage setback was updated to be measured from the property line instead of the right-of-way or easement line. Maximum lot coverages were also reduced for the SF-3, SF-2, Duplex, SF-1.5, and Manor Home housing types to provide for additional open space.
4. Housing Types Area, Yard, and Bulk Requirements (9.1700.5.A.ii). The formatting for the Single-Family Residence-2 housing type was revised to clearly reflect the requirements for an individually-platted unit versus a cluster of units surrounding a shared court. Standards were also included to more appropriately regulate units clustered around the shared court.
5. Housing Types Area, Yard, and Bulk Requirements (9.1700.5.C.i). For user-friendliness, the regulations related to Live-Work (Business Loft) units were moved to the NBD district, as the housing type was only permitted when part of an NBD district.
6. Residential Transition Areas (9.1700.7). Residential transition area setbacks have been modified as summarized in the “Residential Transition Areas” section, above.
7. Streets and Sidewalks (9.1700.11.A). Language was revised to allow dedication of public streets when accepted by the city.
8. Streets and Sidewalks (10.1600.12.G). Regulations for driveway/setback lanes were added to the Mews Street type. Additionally, landscaping requirements were added to the Paseo street type.
9. Streets and Sidewalks (9.1700.11.H). Requirements for the maximum number of units facing paseos were removed to allow for greater flexibility in how buildings are developed around paseos.

10. Parking (9.1700.12). The allowance for tandem garage spaces was removed. Parking lot tree requirements were also adjusted to allow for increased health of the trees.
11. Usable Open Space (9.1700.13). The usable open space requirement was increased to a minimum of 15%. This better coincides with open space recommendations for residential development types in Envision Oak Point.
12. Usable Open Space (9.1700.13.iv). A requirement for buildings to front natural features and usable open space was added for compatibility with the Diverse Open Space and Amenities Policy in the Envision Oak Point Plan.
13. Building Placement and Design (9.1700.14). A requirement for buildings to have a porch or stoop on the front façade was added to engage the streetscape. The requirement for private open space for each dwelling unit was removed to correspond to the reductions in maximum lot coverage noted above.
14. Sign Regulations (9.1700.15). Requirements for signage were revised to allow for larger signs for nonresidential uses along roads fronting major thoroughfares.
15. The Permitted Uses table was updated to add Two-Family Residence (Attached) as permitted when meeting RCD standards, to accommodate the Stacked Townhome housing type.

Other minor changes to the draft from May 4, which are primarily administrative or legal in nature to add clarity or provide consistent language throughout the Zoning Ordinance, are incorporated in the recommendation section below.

## **CONFORMANCE WITH ENVISION OAK POINT**

In addition to the Envision Oak Point development types discussed above, the standards of the RCD district are consistent with various Goals, Policies, and Actions of the Envision Oak Point Plan:

### Land Use + 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 Policy: Shape balanced neighborhoods with a diverse mix of land uses and amenities.
- Balanced Neighborhoods Policy - Action 3: Align zoning designations with the vision and policies of Envision Oak Point.



- Balanced Neighborhoods Policy - Action 4: Adopt residential transition standards/guidelines to ensure compatible transitions in land use and building scale adjacent to single-family neighborhoods.
- Balanced Neighborhoods Policy - Action 6: Create complimentary regulations and reduce barriers to food production land uses such as micro-farming/ranching, community gardens, and farmer's markets.
- Diverse Housing Policy: Provide diverse housing that enables a high quality of life for all ages, household types, and income levels.
- Diverse Housing Policy - Action 1: Require new single-family development to incorporate a diverse and complimentary mix of lot sizes and housing types.
- Diverse Housing Policy - Action 3: Locate new multifamily development only in areas that support a mix of complimentary uses and have a well-connected pedestrian network.
- Walkable Community Policy: Create a vibrant, walkable community with great streets and public spaces.
- Walkable Community Policy - Action 1: Develop block length and street requirements to support a compact, highly connected street network that accommodates pedestrians, bicyclists, vehicles, and various forms of transit.

### Mobility

- Accessible Street Design Policy: Ensure the construction of future streets and the reconstruction of existing streets supports desired development and incorporates innovative street design and management.
- Accessible Street Design Policy - Action 6: Review regulations for internal connectivity and block size for conformance with Envision Oak Point.

### Parks, Recreation + Open Space

- Accessible Open Space Policy - Action 2: 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.
- Diverse Open Space and Amenities Policy – Action 2: Encourage smaller, neighborhood-serving open spaces to be privately owned and maintained. Require public access be provided to these private features.
- Diverse Open Space and Amenities Policy - Action 3: Develop standards and design guidelines that require open space and natural features to be fronted by buildings where possible.

## Placemaking + Community Design

- Great Streets Policy - Action 3: Require street trees with new development to promote walkability and to achieve a more visually interesting streetscape.
- Vibrant Neighborhood Center Policy - Action 1: Organize land use and block patterns in the Oak Point neighborhood center to support a pedestrian-oriented core of local streets that serves as Oak Point's civic area and social hub.
- Vibrant Neighborhood Center Policy - Action 3: Create building form and public realm standards that promote strong community character, pedestrian-friendly streetscapes, and public spaces.
- Vibrant Neighborhood Center Policy - Action 4: Establish design standards requiring new developments to vary building types and facade design, and engage the street with pedestrian-friendly frontages such as porches, stoops, and shopfronts.
- Vibrant Neighborhood Center Policy— Action 5: Maintain residential character and suburban scale, but improve community design and incorporate a better balance of commercial land uses and diverse housing opportunities.

## Environment + Infrastructure

- Environmental Placemaking Policy - Action 2: Permit food production in new development in Oak Point. Reserve land for key programming such as agricultural operations, a community garden, and a farmers market.

These standards are consistent with the Sub-Area Strategy recommendations for various locations within Oak Point, such as:

- Northern Quadrant Recommendation 3: Support reinvestment in the Plano Market Square Mall area by supporting a broader mix of nonresidential and residential uses. Site design should support compatible transitions to the Oak Point Estates neighborhood.
- Southern Quadrant Recommendation 3: Achieve a broad range of single-family housing options to serve Oak Point's diverse housing needs.
- Eastern Quadrant Recommendation 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.

## **PUBLIC ENGAGEMENT:**

To inform and involve the public about the purpose and intent of the RCD zoning district, a number of opportunities have been added for public engagement. Although COVID-19 has prohibited in-person meetings which would normally make up such efforts, online

engagement has been a great resource for filling this void. Means of engaging the public consisted of those listed below. Statistics provided are as of 5 p.m., Thursday, July 16, 2020:

- A webpage devoted to the proposed zoning districts, Plano Event Center zoning case, and public hearing dates: [www.plano.gov/implementEOP](http://www.plano.gov/implementEOP), which has received 2,302 page views as of publication;
- Print and digital advertisements for the webpage and public hearing dates in *Community Impact News*;
- Newsletters sent to the Envision Oak Point Plan contact list (301 recipients), including the Plan's Stakeholder Committee, consisting of area residents, business owners, major property owners and developers, and religious and non-profit representatives;
- Newsletters shared to *Plano City News*, the *Sage* senior newsletter, and the *Team Plano* retiree newsletter, for a total of 42,438 recipients;
- Letters sent through mail and email to 20 HOA representatives within the Envision Oak Point retail trade area;
- A Neighborhood Services Department [BEST Break virtual meeting](#) with 25 participants on July 1, 2020;
- 11 posts about the districts and webpage to City of Plano social media accounts, including Facebook, Twitter, Reddit, and Nextdoor:
  - Facebook: [June 30](#) (8 reactions, 1 share), [July 6](#) (143 reactions, 50 comments, 16 shares), [July 11](#) (72 reactions, 31 comments, 9 shares), [July 15](#) (29 reactions, 54 comments, 16 shares), 2020;
  - Twitter: [June 30](#) (1 like), [July 1](#) (2 likes), [July 6](#) (1 retweet, 17 likes), [July 11](#) (1 retweet, 6 likes), [July 15](#) (2 retweets and comments, 6 likes), 2020;
  - Reddit: [July 9](#) (3 comments, 94% upvoted), 2020; and
  - Nextdoor: [July 9](#) (5 thanks, 20 replies), 2020; and
- Because RCD is specific to residential uses, additional outreach was conducted inviting local residential developers to review and comment on the district standards.

As of the publication of this report, comments and/or questions received about the RCD zoning district were received from 19 people of which eight were in support, six were opposed, and five did not express an official position. The comments are included in [Attachment B](#).

## **RECOMMENDATION:**

Recommended for approval as follows (additions are indicated in underlined text):

Amend Article 9 (Residential Districts) of the Zoning Ordinance, such additional section to read as follows:

See [Attachment C](#) for Ordinance language.

Amend Section 14.100 (Residential Districts Use Table) of Article 14 (Allowed Uses and Use Classifications) of the Zoning Ordinance, such portion of section to read as follows:

See [Attachment C](#) for Ordinance language.

Amend Section 14.300 (Use Table Notes) of Article 14 (Allowed Uses and Use Classifications) of the Zoning Ordinance, such additional note to read as follows:

See [Attachment C](#) for Ordinance language.