CITY OF PLANO

PLANNING & ZONING COMMISSION

October 5, 2020

Agenda Item No. 8

Discussion & Consideration: Comprehensive Plan Update

Applicant: City of Plano

DESCRIPTION:

Discussion and consideration of suggested revisions to the Comprehensive Plan from the Comprehensive Plan Review Committee.

BACKGROUND:

In November 2019, the City Council initiated a process to guide the city in reconciliation of the community regarding the Comprehensive Plan. The Planning & Zoning Commission (P&Z) is working collaboratively with a 16-member Comprehensive Plan Review Committee (CPRC) appointed to act as a community sounding board for the plan. Based on the adopted iterative process, the P&Z Commission should engage in the following:

1. Review each of the Comprehensive Plan “bundles” sent from the CPRC.

2. Consider if Comprehensive Plan language is acceptable in each bundle.

(For information on the detailed consideration of each change, CPRC comments and discussions can be reviewed at the CPRC website: www.PlanoCompPlanReview.org. With 16 members, and a supermajority requirement, discussion is lengthy and decisions may be complex.)

3. Approve, or approve with changes, and return the bundles to the CPRC for further review.

   a. If revisions are necessary, a concise statement of explanation to the CPRC from the P&Z Commission would be very helpful in their further deliberation of the issue.

   b. If there is a split vote on P&Z regarding changes, a similarly concise dissenting opinion would be appropriate to enter into the record.
After all proposed revisions receive preliminary approval by both the CPRC (75% approval) and the Commission (50% approval), the items will be presented to the public for additional feedback. Further edits may be needed based on the public feedback received. After final approval by the CPRC, the Comprehensive Plan will be presented at public hearings before the P&Z and the City Council for consideration.

Bundles - Transportation Topics & Origin of Bundles

The staff report for the September 9 P&Z meeting outlines the CPRC discussions from January to July 2020, including background information on the origin of policy "bundles" and the transportation-related bundles previously reviewed by P&Z.

Bundles - Density, Land Use, and Growth Management Topics

Beginning at its August 4 meeting, the CPRC returned to the Density topic that had previously been postponed due to COVID-19 related delays and completion of the Transportation-related bundles. As this topic is interrelated with Land Use and Growth Management (the two remaining topic areas assigned by City Council), the Committee agreed to combine the three topics into a single discussion. Since that time, the CPRC has conducted an open discussion related to these topics, a virtual tour and survey of four-corner retail sites, and a special workshop on the Future Land Use Map (FLUM) and category descriptions.

Bundles 13-22 were also reviewed by the CPRC to cover the policy and actions related to Density, Land Use, and Growth Management. On September 29, 2020, the CPRC approved sending five of these bundles to the P&Z for their consideration. The remaining bundles are pending completion of the Committee’s discussion of the FLUM and will be provided to the P&Z at a future meeting.

POLICY BUNDLES:

Policy bundles include an individual Comprehensive Plan policy with its associated actions and website context. The set of bundles for the Commission’s consideration at this meeting represent the following five policy bundles:

- Bundle 10/13 - Community Design
- Bundle 17 - Neighborhood Conservation
- Bundle 19 - Special Housing
- Bundle 21 - Consistency with Neighboring Cities
- Bundle 22 - Regional Education

Two versions of these bundles are attached, including:

- A clean text version; and
- A version with changes tracked from the Plano Tomorrow Plan.

In some instances, there are Comprehensive Plan policies that were separated into multiple bundles to correspond with the City Council assigned topics. For example, the "Community Design" policy of Plano Tomorrow was separated into Bundle 10 for
Transportation-related actions and Bundle 13 for Land-Use-related actions. Although the actions of Bundles 10 and 13 were reviewed separately by the CPRC for these reasons, they share the same policy and website context. This has become problematic as inconsistent revisions to the Community Design policy and website context have been provided at different stages of the iterative process between CPRC and P&Z. Moving forward, staff and the consultants will recombine bundles, where practical, for simplicity and efficient review. The revisions to Bundle 10/13 attached to this report reflect those most currently provided by the CPRC related to Community Design. Any item that received consistent feedback/approval between CPRC and the Commission have been provided in gray text in the attached documents.

P&Z REVIEW:

To allow additional time for the Commission to adequately consider the proposals, the Commission was sent the policy bundles for review on October 1, 2020, via email. Additional background information on these bundles, as well as agendas, packets, and recordings of each meeting, can be reviewed at the CPRC project website: www.PlanoCompPlanReview.org.

The Commission may wish to approve, in whole or in part, or with edits based on Commission discussion, the items presented, depending on Commission feedback and level of consensus on the policy bundles. Items approved as presented will be moved back to the CPRC for public outreach and feedback. If there are bundles needing additional consideration or discussion, those should be tabled to the October 19, 2020, agenda for further review.

RECOMMENDATION:

Recommended to approve, or approve with changes, Bundles 10/13, 17, 19, 21, and 22, and return these documents to the CPRC for further consideration.

1. If revisions are necessary, a concise statement of explanation to the CPRC from the P&Z Commission would be very helpful in their further deliberation of the issue.

2. If there is a split vote on P&Z regarding changes, a similarly concise dissenting opinion would be appropriate to enter into the record.
CPRC Density, Land Use, and Growth Management-related Bundles
Preliminary approval by CPRC through September 29, 2020

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Visit the [CPRC Website’s Documents page](#) for a complete list of the CPRC’s recommendations to the Density, Land Use, and Growth Management-related Bundles (“Combined Responses”) and provided background information for actions in the above bundles (“Detailed Information”).
The Built Environment – Community Design

WEBSITE CONTEXT – Community design is the process of utilizing natural and manmade features of a city to create attractive, comfortable, and functional settings that enhance visual and physical connectivity. Plano’s successes in incorporating community design elements have created destinations with attractive amenities, active public spaces, and pedestrian-friendly environments. To create distinctive visual character and ensure a citywide pedestrian-friendly environment, Plano will promote and incorporate unique community design components within all new developments, public spaces, and streetscapes.

POLICY – Plano will promote and incorporate unique and functional community design components within new developments, public spaces, and streetscapes and will promote compatible design components within new developments, to enrich areas throughout the city, create distinctive visual character, and encourage a citywide pedestrian-friendly environment where appropriate. Plano will also promote Crime Prevention Through Environmental design (CPTED) and the concepts of Universal Design within all of the above.

CD1) As part of the Community Design Plan, develop review criteria to provide guidance on the desired functional and aesthetic qualities of various development contexts in Plano, such as streetscape design, lighting, signage, building and paving materials, and landscaping. Functional guidance shall include Crime Prevention Through Environmental Design (CPTED) and the concept of Universal Design. Develop Criteria of Review for Community Design elements and update as necessary.

CD2) Work with the community to develop a Community Design Plan to identify key corridors and design districts of the city that would benefit from unified design themes and standards. Evaluate the use of overlay districts to require unified design standards in transformation areas of the city.

CD3) Create a Corridor Community Design Plan to identify unique streetscape design themes along major arterials. [This action was initially recommended for approval by CPRC and by P&Z as part of Bundle 10. The language for Action CD2 approved by CPRC eliminates the need for this action.]
CD4*) In areas identified by the Community Design Plan, develop strategies to minimize the visual impact of overhead utilities and wireless communication facilities. Evaluate and create incentives to relocate overhead utilities underground for new development and redevelopment projects.

CD5*) Develop wayfinding guidelines to apply to special areas and public facilities citywide. [This language was initially recommended for approval by CPRC and by P&Z as part of Bundle 10.]

CD6*) Evaluate and revise parking regulations and revise to meet parking demand and ensure good community form. [This language was initially recommended for approval by CPRC and by P&Z as part of Bundle 10.]

*NOTE: IF CD3 IS REMOVED, THIS ACTION WILL NEED TO BE RENUMBERED.

NOTE: COMMUNITY DESIGN WAS PREVIOUSLY SEPARATED INTO BUNDLE 10 FOR TRANSPORTATION-RELATED ACTIONS AND BUNDLE 13 FOR LAND-USE-RELATED ACTIONS. FOR SIMPLICITY AND EFFICIENCY OF DISCUSSION, THESE HAVE BEEN COMBINED INTO BUNDLE 10/13.
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CD2) Work with the community to develop a Community Design Plan to identify key corridors and design districts of the city that would benefit from unified design themes and standards.

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The Built Environment – Neighborhood Conservation

**WEBSITE CONTEXT** – As By 2040, the largest segment of the city’s housing inventory will be 25 to 70 years old. If residential areas are not maintained, and housing causing structures to deteriorate, and values to decline, the community will become less attractive to potential future residents. While the city has developed innovative programs to address maturing areas, Plano must continue to pursue reinvestment in existing housing and neighborhoods to ensure long-term stability.

Many people find the city’s suburban character desirable as a place to live. Older neighborhoods typically provide the best opportunities for moderately priced homes since most new housing in Plano is more than double the median home value in the Dallas–Fort Worth region. To ensure a variety of safe and walkable residential options are available, Plano will conserve and enhance established neighborhoods to preserve the city’s suburban character.

**POLICY** – Plano will conserve and enhance established residential neighborhoods through city programs, initiatives, and regulations that support neighborhood identity; ensure safe, walkable communities; and preserve the suburban form that contributes to the overall character and livability of the neighborhoods.

- **NC1** Establish programs and initiatives that enable homeowners to maintain and enhance their properties and neighborhoods.
- **NC2** Implement the recommendations adopted from Review and update the Housing Value and Retention Analysis study to align with the Comprehensive Plan.
- **NC3** Conserve Plano’s established residential neighborhoods to provide opportunities for workforce housing and maintain an inventory of entry level housing.
- **NC4** Monitor and analyze the impacts of the Great Update Rebate program and modify to improve effectiveness over time.
NC5)  Study current housing options, identify gaps in the housing inventory and formulate recommendations to address deficiencies. Develop a plan to address housing gaps identified in the Consolidated Plan and review the recommended policy options outlined in the Housing Trends Analysis and Strategic Plan to align with the Comprehensive Plan.

NC6)  Review, and modify as necessary, residential zoning standards to ensure housing standards allow residents to age in place, care for dependents, and meet special needs, while maintaining neighborhood integrity for a variety of compatible housing options within the same development.

NC7)  Work with neighborhoods to identify community character within residential areas and build opportunities to enhance stronger neighborhood identity.

NC8)  Prioritize neighborhood services and programs to make areas with underperforming elementary schools, as defined by partnerships with local school districts, desirable for young families.
The Built Environment – Neighborhood Conservation

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NC1) Establish programs and initiatives that enable homeowners to maintain and enhance their properties and neighborhoods.

NC2) Review and update the Housing Value and Retention Analysis study to align with the Comprehensive Plan.

NC3) Conserve Plano’s established residential neighborhoods to maintain an inventory of entry level housing.

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NC7) Work with neighborhoods to identify community character within residential areas and build opportunities to enhance neighborhood identity.

NC8) Prioritize neighborhood services and programs to make areas with underperforming elementary schools, as defined by partnerships with local school districts, desirable for young families.
The Built Environment – Special Housing Needs

WEBSITE CONTEXT – Segments of the city’s population, such as disabled adults, seniors, and low to moderate income households, require additional assistance to meet their housing needs. While many of Plano’s seniors wish to remain in their homes long-term, some will require further assistance to safely age in place with daily activities. There is also a need for provision of housing for adults with disabilities that are unable to live alone. Additionally, there are significant gaps in the number of housing units affordable to some Plano households. Affordable housing in Plano may be difficult to find, especially for low to moderate income families and many live in surrounding communities with housing priced within their means.

POLICY – Plano will accommodate support the special housing needs of residents including seniors, people with disabilities, and low- to moderate-income households through inclusive regulations and programs and actions furthering the goals stated in the Consolidated Plan. Proposed locations for special needs housing should be afforded the same health and safety considerations as other housing.

SHN1) Conduct a community needs assessment to identify and prioritize service demands and resources of the city’s residents.

SHN2) Create affordable home-ownership opportunities in Plano for income qualifying households including, but not limited to, through homeownership assistance programs, construction of new housing, construction, and or rehabilitation of existing housing structures for income qualifying households.

SHN3) Support organizations by providing financial assistance from federal, state, and local government grants to qualified social service agencies that engage in public services for special needs populations by providing financial assistance from federal and local government grants.

SHN4) Provide programs to rehabilitate and improve existing housing occupied by low and moderate income households.
SHN5) Review zoning regulations to provide reasonable opportunities for inclusiveness of safe and healthy housing in support of special needs populations housing.

SHN6) Identify cost efficient methods to incorporate universal design practices and encourage their implementation in new housing projects and home renovations.
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SHN5) Review zoning regulations to provide reasonable opportunities for safe and healthy housing in support of special needs populations.

SHN6) Identify cost efficient methods to incorporate universal design practices and encourage their implementation in new housing projects and home renovations.
Regionalism - Consistency with Neighboring Cities*

WEBSITE CONTEXT - Municipal boundaries are primarily political for governmental purposes – many residents are unaware of moving from one city to another since roadways, trails, and parks often continue across city borders. To take advantage of its centralized location in the region, Plano will coordinate with neighboring cities to provide more efficient and consistent municipal services and public improvements.

POLICY - Plano will coordinate with neighboring cities to provide municipal services and plan for compatible growth, to ensure consistency of public improvements, between jurisdictions and operational efficiencies, in a way that compliments and respects the Plano community.

CNC1) Review plans with neighboring cities to ensure consistency in land use activities and transportation facilities and services every two years.

CNC2*) Explore and identify additional opportunities to share municipal services with area cities.

CNC3*) Study effectiveness of boundary drop policy regarding the provision of emergency services.

CNC4*) Partner with neighboring cities with vector control of insects and animals.

CNC5*) Analyze changing demographics in cooperation with neighboring cities to determine impact on programs and facilities provided by municipal park departments and sports organizations.

*NOTE: PORTIONS OF THIS BUNDLE ARE NOT CONSIDERED RELEVANT TO THE TRANSPORTATION, DENSITY, LAND USE, OR GROWTH MANAGEMENT TOPICS.
Bundle 21 – Consistency with Neighboring Cities
Context, Policies, and Actions

Regionalism - Consistency with Neighboring Cities*

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POLICY - Plano will coordinate with neighboring cities to provide municipal services and plan for compatible growth, public improvements, and operational efficiencies, in a way that compliments and respects the Plano community.

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*NOTE: PORTIONS OF THIS BUNDLE ARE NOT CONSIDERED RELEVANT TO THE TRANSPORTATION, DENSITY, LAND USE, OR GROWTH MANAGEMENT TOPICS.
Regionalism - Regional Education

WEBSITE CONTEXT - Other partners for the City of Plano are the local and regional education providers. Educational opportunities and quality of education are major factors in determining a community of choice. While school districts serving Plano receive strong local support that enables academic excellence, the city should advocate for reliable and adequate state funding for public education. In addition, the Dallas-Fort-Worth region has many quality universities; however, there is not a major access to Tier 1 research institutions and other quality colleges and universities in our area. Access to a university of this magnitude will enhance the economic competitiveness of Plano and the region. Partnerships with local and regional education providers will ensure quality academic opportunities for the Dallas-Fort Worth area.

POLICY - Plano will partner with local and regional education institutions to provide quality educational opportunities to retain students in the region and for economic development opportunities to attract businesses seeking universities to provide research and development opportunities.

RE1) Assist the University of Texas at Dallas with obtaining Tier I status through the provision and funding of Participate in research and economic development opportunities with local colleges and universities.

RE2) Advocate with the State of Texas to provide for adequate funding of public education.

RE3*) Attract and Retain the presence of Southern Methodist University (SMU) and Dallas Baptist University (DBU) higher education institutions within the City of Plano by offering assistance in establishing a permanent space for facilities.

RE4*) Partner with Support Collin College’s efforts for academic excellence and by providing student opportunities for professional work experience including corporate and business partnerships and supporting the institution’s efforts for academic excellence.

RE5*) Support the efforts of educational institutions in utilizing new technologies that improve access to higher education and vocational training for Plano residents.
RE6*) Participate in partnerships with local schools and businesses to provide student opportunities for internships, job skills, and professional workplace experience.

*NOTE: IF RE2 IS REMOVED, THIS ACTION WILL NEED TO BE RENUMBERED.
Bundle 22 – Regional Education
Context, Policies, and Action

Regionalism - Regional Education

WEBSITE CONTEXT - Other partners for the City of Plano are the local and regional education providers. Educational opportunities and quality of education are major factors in determining a community of choice. While school districts serving Plano receive strong local support that enables academic excellence, the city should advocate for reliable and adequate state funding for education. In addition, access to Tier 1 research institutions and other quality colleges and universities enhance the economic competitiveness of Plano and the region. Partnerships with local and regional education providers will ensure quality academic opportunities for the Dallas-Fort Worth area.

POLICY - Plano will partner with education institutions to provide quality educational opportunities to retain students in the region and for economic development opportunities to attract businesses seeking universities to provide research and development opportunities.

RE1) Participate in research and economic development opportunities with local colleges and universities.

RE2) <<Deleted>>

RE3*) Attract and retain the presence of higher education institutions within the City of Plano.

RE4*) Support Collin College’s efforts for academic excellence and provide student opportunities for professional work experience including corporate and business partnerships.

RE5*) Support the efforts of educational institutions in utilizing new technologies that improve access to higher education and vocational training for Plano residents.

RE6*) Participate in partnerships with local schools and businesses to provide student opportunities for internships, job skills, and professional work place experience.

*NOTE: IF RE2 IS REMOVED, THIS ACTION WILL NEED TO BE RENUMBERED.