

CITY OF PLANO
PLANNING & ZONING COMMISSION

September 7, 2021

Agenda Item No. 10

Discussion & Consideration: Comprehensive Plan Update

Applicant: City of Plano

DESCRIPTION:

Discussion and consideration of the Plano Comprehensive Plan 2021 (Draft Plan) as recommended by the Comprehensive Plan Review Committee.

BACKGROUND:

On November 11, 2019, the City Council appointed the Comprehensive Plan Review Committee (CPRC) to review the city's Comprehensive Plan and work with the Planning & Zoning Commission (P&Z) on recommended updates. Per City Council's direction in Resolution 2019-11-2, these updates should focus on addressing community concerns related to four key topics: Land Use, Transportation, Density, and Growth Management. The resolution also included an iterative process for review of the Comprehensive Plan whereby:

- The Comprehensive Plan Review Committee “will act as a community sounding board for the Plan and provide input and feedback on policy recommendations from the Planning & Zoning Commission. The Committee will also act as advisors and ambassadors of the planning process.”
- It is the intent that “all policies are reached by broad acceptance, such that a supportive three-quarters vote of the members present for the Committee and a supportive simple majority vote of the members present for the Planning & Zoning Commission is required on each policy before it moves forward as a recommendation to City Council.” The term “policy” is used generally to represent the contents of the Plan.

REMARKS:

Draft Plan – Completed Items

As of August 17, 2021, the CPRC and P&Z are in agreement on approximately 98% of the Draft Plan contents (see Attachment A). This includes the Vision and Guiding

Principles, all Plan Maps, the Future Land Use Dashboards, the Glossary, the Executive Summary, all Policies, and all but two Actions. The Draft Plan's status can be followed at www.PlanoCompPlanReview.org.

Draft Plan – Outstanding Items

The CPRC and P&Z have reached an agreement on most of the actions associated with the Redevelopment & Growth Management (RGM) Policy but continue to discuss:

- RGM2: How should the Plan set a high bar for approval of zoning requests that deviate from the mix of uses, density, and building heights recommended by the Dashboards?
- RGM5/6: What criteria should the Plan recommend for the overall square footage of residential vs. nonresidential uses in mixed-use development, and how should those uses be phased so that nonresidential uses and amenities are provided in a timely manner throughout construction?

Recent Meetings

- **April 27, 2021 | CPRC** – The CPRC recommended approval of the consolidated [Draft Plan](#) for P&Z consideration. The Draft Plan has since been converted into a web-based format at www.PlanoCompPlan.org, which is intended to be the primary way to access the Plan. [See staff report here](#).
- **June 21, 2021 | P&Z** – The P&Z recommended five changes to the Draft Plan be sent to the CPRC for further consideration. Of these, two are related to the actions in the Redevelopment and Growth Management (RGM) Policy. [See staff report here](#).
- **July 6, 2021 | CPRC** – The CPRC approved three of the five changes recommended by P&Z. The two remaining changes, related to the RGM Policy, were discussed in depth by the Committee, resulting in revisions to Action RGM1, a new Action RGM2, and modifications to Action RGM6 (formerly RGM5). [See staff report here](#).
- **July 19, 2021 | P&Z** – The P&Z considered the changes recommended by the CPRC and approved Action RGM1. Actions RGM2 and RGM5/6 were sent back to the CPRC for additional consideration. [See staff report here](#).
- **July 23, 2021 | Chairs Discussion** – The Chairs and Vice Chairs of the P&Z and CPRC met to discuss the outstanding actions under the RGM Policy. Potential compromise language was crafted that is included on page 4 and Attachment B of this report.
- **August 17, 2021 | CPRC** – The CPRC approved changes to RGM2 and RGM5/6 and forwarded them to P&Z for consideration. CPRC kept RGM2 but changed the language, primarily including a policy option (e.g., adopt an ordinance and/or policy) and struck language about a record of accountability for officials. CPRC

also modified RGM5/6, accepting one sentence of the P&Z language in (B) but essentially replacing language struck throughout the remaining Action, citing the content's importance to the Committee and their fatigue with compromise. Votes were 12-3 on both Actions from the CPRC. [See staff report here.](#)

RGM2

See Attachment B for details on the proposed changes.

Explanation: The CPRC felt strongly in their July 6 recommendation that an explanation (in the form of findings) be provided to citizens when a zoning petition is approved that is in deviation from the Dashboards; however, they were open to this process being adopted by City Council through an ordinance or policy. Although their preference remains an ordinance, they included both options for the City Council to consider. They were also agreeable to rewording/removing other language that was concerning to the P&Z Chairs at the July 23 meeting.

The CPRC approved the RGM2 revisions by a vote of 12-3. [Note: due to a recent resignation, the CPRC is now comprised of 15 members].

Issues: In previous meetings, several Commissioners have raised concerns about adopting an ordinance to require the findings outlined in RGM2 rather than adopting a policy to the same effect. Staff, too, shares concerns about the practical impacts of requiring certain procedural actions to be taken during the course of P&Z or City Council's review of a zoning petition. A policy, rather than an ordinance, would be the most preferable way to achieve the outcomes intended by the CPRC without subjecting the city to unnecessary risk in the event certain procedural steps are omitted.

However, the language recommended by the CPRC on August 17 acknowledges that it is ultimately City Council's decision on how best to proceed and lists either an ordinance or a policy as acceptable options. This action statement will be vetted further through the remaining public process and needs to gain City Council approval to be adopted in the final plan. Once adopted, either the ordinance or policy option will need to be considered and approved through a process separate from the present comprehensive plan update. Prior to changes, it will require further research, discussion, and consideration by both the P&Z and City Council.

RGM5/6

See Attachment B for details on the proposed changes.

Explanation:

- For RGM5/6(A), the CPRC agreed to the concept recommended at the meeting of the P&Z/CPRC Chairs on July 23 that would allow approval of multiuse development with greater than 50% residential uses, where findings justify it. Additionally, the CPRC believed it was important that all aspects of the Dashboard be considered when justifying this approval.

- For RGM5/6(B), the CPRC agreed to combine the recommendations of the P&Z and CPRC. Additionally, the second sentence was revised from a maximum ratio to a minimum percentage for added clarity.
- For RGM5/6(C), the CPRC revised the action to improve grammar and syntax and avoid repetitive language. [Note: The original direction to staff from P&Z at the June 21 meeting was to reword the language and provide the appropriate recommendation to CPRC. Based on this direction, it was staff's suggestion to CPRC that moving the second sentence to the Glossary would address the P&Z's grammatical concerns.]

The RGM5/6 revisions were approved by the CPRC by a vote of 12-3. [Note: due to a recent resignation, the CPRC is now 15 members].

P&Z Review

As part of this agenda item, after any discussion is complete, the P&Z may choose to take one of the following actions:

- **Approve as Presented** – This action allows the process to move forward. If approved by a simple majority of the P&Z at this meeting, the Draft Plan will be presented for public feedback. Following the public feedback portion of this plan review process, the CPRC and P&Z will hold formal adoption hearings and make their final recommendations on the Draft Plan.
- **Approve with Amendments** – This action will result in the City Council considering next steps at its meeting on September 13. Since the last approval at CPRC came close to losing the required majority, there is concern that additional changes may not result in an agreement. If approved by a simple majority of the P&Z, the Draft Plan, with specific amendments, will be forwarded to the CPRC for its review, pending City Council direction.
 - 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.
 - If there is a split vote on P&Z regarding changes, a similarly concise dissenting opinion would be appropriate to enter into the record.
- **Table the Item** – The P&Z may table consideration of the Draft Plan to a future meeting to allow for additional discussion or modifications.

SUMMARY:

The public is eager for a chance to review the Draft Plan as staff continues to get feedback from interested individuals. There is 98% agreement from both bodies on the remainder of the Plan. For these reasons, staff recommends the P&Z accept the CPRC's August 17 recommendation for the two outstanding actions as a workable solution to move the plan forward to public outreach, with the understanding that additional discussion and

process will be required before a decision is made on the implementation of RGM2 and finding RGM 5/6 language as an acceptable compromise.

RECOMMENDATION:

Recommended to approve the Draft Plan as presented and move to public outreach.

Draft Comprehensive Plan Status

Attachment A

Vision and Guiding Principles


 Vision Statement


 Guiding Principle 1


 Guiding Principle 2


 Guiding Principle 3


 16 of 16
 Plan Elements

Glossary



Plan Policies

 LU	 CD	 RTC ¹	 UL	 TOD	RGM	 RS	 BOM	 PT
 TDM	 PE	 NC	 RRSC	 SHN	PG	 RT	 CNC	 RE


 95 of 97
 Plan Actions

Executive Summary



Plan Maps


 Future Land Use Map


 Thoroughfare Plan Map


 Bicycle Transportation Plan Map


 Growth & Change Map²


 4 of 4
 Plan Maps

1. minor text edit to RTC Website Context
2. Growth & Change Map recommended for removal

Future Land Use Map Dashboards

 N	 NC	 CC	 SA	 UA
 EM	 DT	 EX	 SN	 OS


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 FLU Dashboards



CPRC AND P&Z EDITS RELATED TO ORIGINAL ACTION RGM1
 Changes indicated from one meeting to the next except where otherwise noted.

CPRC – April 27	P&Z – June 21	CPRC – July 6	P&Z – July 19	CPRC – August 19
<p>RGM1 Review zoning change requests for consistency with the Future Land Use Map and Dashboards. Requests that do not conform to the mix of uses, density, and building heights as described in the Dashboards are disfavored. Develop zoning regulations that allow occasional proposals that do not strictly conform to these criteria, yet are found consistent with the Guiding Principles of the Comprehensive Plan and substantially beneficial to the immediate neighbors, surrounding community, and general public interest, to be approved with a supermajority vote by City Council.</p>	<p>RGM1 Review zoning change requests for consistency with the Future Land Use Map and Dashboards. Requests that do not conform to the mix of uses, density, and building heights as described in the Dashboards are disfavored. Develop zoning regulations that allow <u>Allow</u> occasional proposals that do not strictly conform to these criteria, yet are found consistent with the Guiding Principles of the Comprehensive Plan and substantially beneficial to the immediate neighbors, surrounding community, and general public interest, to be approved with a supermajority vote by City Council.</p>	<p>RGM1 Review zoning change requests for consistency with the Future Land Use Map and Dashboards. Requests that do not conform to the mix of uses, density, and building heights as described in the Dashboards are disfavored. <u>Allow occasional</u> Occasionally allow proposals that do not strictly conform to these criteria, yet are found consistent with the Guiding Principles of the Comprehensive Plan and substantially beneficial to the immediate neighbors, surrounding community, and general public interest, to be approved with a vote by City Council. <u>Such approval would be carefully deliberated and justified by findings after gathering and considering substantial community input.</u></p> <p><u>RGM2 Recommend that City Council adopt an ordinance to require that P&Z and City Council make specific findings when approving zoning petitions that do not conform to the mix of uses, density, and building heights as described in the Dashboards, to create a record of accountability for elected and appointed officials and provide greater transparency for the public.</u></p>	<p>RGM1 <i>Approved as recommended by CPRC.</i></p> <p>RGM2 Recommend that City Council adopt an ordinance to require that P&Z and City Council make specific findings when approving zoning petitions that do not conform to the mix of uses, density, and building heights as described in the Dashboards, to create a record of accountability for elected and appointed officials and provide greater transparency for the public.</p>	<p>RGM1 <i>Approved July 6/July 19.</i></p> <p><u>RGM2) Recommend that City Council adopt an ordinance and/or policy to require that P&Z and City Council make specific findings when approving zoning petitions that do not conform to the mix of uses, density, and building heights as described in the Dashboards, to create a record of accountability for elected and appointed officials and provide greater transparency for the public.</u></p>

Key: new language, ~~deleted language~~, recommended insertion from a previous draft, ~~recommended deletion from a previous draft from the same body~~

CPRC AND P&Z EDITS TO ORIGINAL ACTION RGM5
 Changes indicated from one meeting to the next except where otherwise noted.

CPRC – April 27	P&Z – June 21	CPRC – July 6	P&Z – July 19	CPRC – August 19
<p>RGM5 Ensure that any rezoning requests for multiuse development include:</p> <p>A) At least 50% of total square footage for nonresidential uses, and</p> <p>B) A minimum 2:1 ratio of residential to nonresidential square footage maintained throughout construction of the full project (e.g., every 2 square feet of residential development requires at least 1 square foot of nonresidential development), and</p> <p>C) Key design features provided prior to or concurrent with the development of any residential uses. Key design features are those elements of a development supporting the long-term value to the overall community, and specifically, new residents, including, but not limited to, open/green space, amenities, street enhancements, and trails.</p>	<p>RGM5 Ensure that any rezoning requests for multiuse development include:</p> <p>A) At least 50% of total square footage for nonresidential uses, and</p> <p>B) A minimum 2:1 ratio of residential to nonresidential square footage maintained throughout construction of the full project (e.g., every 2 square feet of residential development requires at least 1 square foot of nonresidential development) Phasing requirements that prevent the disproportionate completion of residential uses prior to nonresidential uses within the development, and</p> <p>C) Key design features provided prior to or concurrent with the development of any residential uses. Key design features are those elements of a development supporting the long-term value to the overall community, and specifically, new residents, including, but not limited to, open/green space, amenities, street enhancements, and trails. [move definition to Plan's Glossary]</p>	<p>RGM5⁶ Ensure that any rezoning requests for multiuse development include:</p> <p>A) <u>At least 50% of total square footage for nonresidential uses, and</u></p> <p>B) <u>A minimum-maximum 2:1 ratio of residential to nonresidential square footage maintained throughout construction of the full project (e.g., every 2 square feet of residential development requires at least 1 square foot of nonresidential development),</u> Phasing requirements that prevent the disproportionate completion of residential uses prior to nonresidential uses within the development, and</p> <p>C) Key design features provided prior to or concurrent with the development of any residential uses. <u>Key design features are those elements of a development supporting the long-term value to the overall community, and specifically, new residents, including, but not limited to, open/green space, amenities, street enhancements, and trails.</u></p>	<p>RGM5⁵ Ensure that any rezoning requests for multiuse development include:</p> <p>A) At least 50% of total square footage for nonresidential uses, and</p> <p>B) A maximum 2:1 ratio of residential to nonresidential square footage maintained throughout construction of the full project (e.g., every 2 square feet of residential development requires at least 1 square foot of nonresidential development), Phasing requirements that prevent the disproportionate completion of residential uses prior to nonresidential uses within the development, and</p> <p>C) Key design features provided prior to or concurrent with the development of any residential uses. Key design features are those elements of a development supporting the long-term value to the overall community, and specifically, new residents, including, but not limited to, open/green space, amenities, street enhancements, and trails. [move definition to Plan's Glossary]</p>	<p>RGM5⁶: Ensure that any rezoning requests for multiuse development include:</p> <p>A) At least No more than 50% of total square footage for nonresidential residential uses. Requests should also conform with other identifying elements (density, building height, etc.) in the applicable Dashboard descriptions. Requests that do not conform with these requirements must be justified by findings, and</p> <p>B) Phasing requirements that prevent the disproportionate completion of residential uses prior to nonresidential uses within the development. Nonresidential square footage must constitute a minimum of 33% of all square footage approved for occupancy during development (e.g., every 2 square feet of residential development requires at least 1 square foot of nonresidential development), and</p> <p>C) Key design features provided prior to, or concurrent with the development construction of any residential uses. Key design features are those elements of a development supporting the long-term value to the overall community, and specifically, new residents, including, but not limited to, open/green space, amenities, street enhancements, and trails. These include elements of the development supporting the long-term value to the overall community, and specifically, new residents, including, but not limited to, such as open/green space, amenities, street enhancements, and trails.</p>

Key: [new language](#), ~~deleted language~~, recommended insertion from a previous draft, ~~recommended deletion from a previous draft~~, ~~recommended deletion from a previous draft from the same body~~, [keep language but move elsewhere in the plan](#)