

Bundle 12 – Land Use

Policies and Actions with Detailed Information

The Plano Tomorrow Policies and Actions were developed through meetings with the Planning & Zoning Commission, City Council, and extensive public outreach. Information on this process can be found here:

- [Public Outreach Process](#)
 - [Advisory Committee Workshops](#)
 - [Adoption Process](#)
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The Built Environment – 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.

LU1) Review and evaluate the Zoning Ordinance and make appropriate amendments based on the policies of the Comprehensive Plan.

Status:

- Recurring and on track
- Recent examples include the Backyard Cottage ordinance, which helped to implement Actions NC1, NC2, NC5, NC6, and SHN5; and the Expressway Corridors Environmental Health Map, which helped to implement Action RTC4

Background:

Because the zoning ordinance is where many policies of the comprehensive plan are implemented into official regulations, it is best practice to review zoning regulations following any major update of a comprehensive plan. If there are inconsistencies, the zoning ordinance should be updated to achieve the new policies. Plano's [Zoning Ordinance](#) is frequently updated to regulate the location, use, and bulk of buildings, structures, and land in Plano to ensure market-viable standards are available. Per the [Texas Local Government Code \(Chapter 211\)](#), zoning regulations must be adopted in accordance with a comprehensive plan.

LU2) Evaluate the Future Land Use Map and Growth and Change Policy Map every five years, or as necessary, to ensure land use descriptions are consistent with city-wide goals.

Status:

- Recurring and on track
- These maps were last updated in 2018 in accordance with the Parks Master Plan and to account for development that had already occurred. Additional background information related to the [2018 Map Amendments](#) is posted on the Comprehensive Plan website.

Background:

The purpose of the [Future Land Use Map](#) is to determine appropriate locations for future uses and activities while establishing a set of design characteristics for distinct areas within the city. The map shall not constitute zoning regulations or establish zoning district boundaries, but should provide direction for new development and redevelopment projects. The Future Land Use Map is not a zoning map and does not regulate land within Plano, but does provide a graphic depiction of Plano's preferred land use pattern as it evolves over time. It should be used by the city, along with the full Comprehensive Plan, to guide future decisions on proposed zoning and development applications, development standards, and planning for schools, parks, capital improvements, and other infrastructure needs. The Future Land Use Map consists of nine classifications that represent the general direction of design characteristics, mix of activities, and development pattern within distinct areas.

-  Neighborhood (N)
-  Neighborhood Center (NC)
-  Regional Center (RC)
-  Compact Complete Center (CCC)
-  Transit Corridor (TC)
-  Expressway Corridor (EXC)
-  Employment Center (EC)
-  Social Network (SN)
-  Open Space Network (OSN)

The purpose of the [Growth and Change Map](#) is to describe the level of change that is expected to occur on sites around the city. The City anticipates continued development demand, and this map provides an additional planning tool to guide the preferred location, type, and scale of new development and redevelopment, as well as establish areas that are expected to retain the current form of development. The Growth and Change Map consists of six categories that designate the amount of growth or consistency expected in each area.

-  Open And Social Space (OS)
-  New Growth (NG)
-  Evolve Urban (EU)
-  Transform Center (TC)
-  Improve And Refine (IR)
-  Conserve And Enhance (CE)

As city-wide land use goals and priorities are re-evaluated over time, and as new development occurs, these maps and land use descriptions should be updated accordingly.

LU3) Review development regulations and implement standards that configure development to provide complementary uses and foster good connections using a combination of streets, trails, and sidewalks for vehicular, pedestrian, and bicycle circulation.

Action LU3 was part of Bundle #4. The below background information was first provided in the June 2, 2020 packet.

Status:

- In progress
- Planning staff routinely accounts for land use compatibility and connectivity in the development review process. Targeted efforts to improve land use compatibility and connectivity include:
 - ongoing updates to the City's residential adjacency and street standards,
 - the review of policies addressing open storage and alcohol sales and production,
 - providing hike & bike trails and easements,
 - creating a zoning district for Collin Creek Mall which included advice from market analysts, urban designers, and structural specialists in support of the city

Background:

This action helps to provide more walkable and connected communities that bring together a diverse variety of compatible uses. By implementing standards that increase the use of alternative modes of transportation, the City can work to increase connectivity amongst land uses. This has a number of benefits, including economic, social, environmental, and health, as outlined in the following reports:

- [ULI, Gen Y and Housing](#)
- [Vision North Texas](#)
- [Dallas-Fort Worth Wake Up – Walk Up Study](#)

LU4) Identify areas for special investment zones such as Public Improvement Districts and Tax Increment Financing Districts.

Status:

- In progress
- In November 2017, City Council voted to renew the [Downtown Plano Public Improvement District \(PID\)](#) for an additional five years. Continued PID support provides the additional resources needed to stimulate greater business and residential activity, and encourage a thriving downtown.
- In December 2018, the City Council approved the Tax Increment Financing Reinvestment Zone Number Three ([TIF Zone 3](#)) to support construction and development of the Silver Line (formally Cotton Belt) Regional Rail Project in Plano.
- [In January 2020, City Council approved](#) Tax Increment Financing Reinvestment Zone Number Four ([TIRZ 4](#)) and the [Collin Creek East Public Improvement District](#) to support revitalization of the Collin Creek Mall area and the surrounding gateway area.

Background:

Public Improvement Districts (PIDs) serve as economic stimulators that help revitalize an area, and continue the momentum gained through economic investment. [Chapter 372 of the Texas Local Government Code](#) authorizes the creation of PIDs by cities. The owners of the properties in the defined area can request the City to form a PID through a petition, which may include the establishment of an Advisory Body. PID funds must be dedicated to a public entity and are useful tools to finance certain improvements and developments within the district, such as streetscape enhancements, art, libraries, parking, and infrastructure improvements, development of mass transportation facilities, expansion of affordable housing, and land acquisition in connection with an authorized improvement.

The Plano City Council established the [Downtown Plano PID](#) in 2014. It was created to help increase public improvements and expand opportunities attracting people to Downtown. Beautification projects on 15th Street; special events occurring throughout the year like SteinFest, Plano ArtFest, Plano Art & Wine Walk, Night Out on 15th, and the Movies in the Park series; and advertising and marketing that promote Downtown are all made possible by the PID assessment.

Downtown PID goals are consistent with downtown revitalization efforts:

- Facilitate opportunities for thoughtful engagement among property and business owners;
- Draw attention to the Downtown Plano Arts District;
- Increase revenue for Downtown businesses; and,
- Support the arts with programming and financial assistance.

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[Tax increment financing](#) (TIF) is an economic development tool permitted by [Texas Tax Code Chapter 311](#) and used to promote investment in a defined area. The TIF has historically been used to finance public improvements in blighted or underdeveloped areas identified as reinvestment zones. If a municipality determines that development or redevelopment would not occur through private investment alone, within a reasonable timeframe, a reinvestment zone may be created after a public hearing process. The public hearing allows an opportunity for property owners to contest inclusion in the reinvestment zone.

Once the zone is created, revenue from the TIF district is divided into two categories: property tax value prior to the formation of the TIF (tax base), and property tax value from new development or redevelopment and investment in the district (tax increment). The difference of these two categories is deposited into a tax increment fund maintained by the city for investment in projects such as property acquisition, public right-of-way construction and repair, infrastructure development, demolition, site preparation, implementing and/or enhancing public utilities, streetscape improvements, and beautification. Investment in these public improvements are important because they serve as a catalyst for private investment and development in the blighted area.

LU5) Review and update the Zoning Map to resolve land use inconsistencies between the Future Land Use Map and the Zoning Map.

Status:

- Recurring and on track
- The review and update of the Zoning Map is primarily handled through Development Review.

Background:

Just as the Zoning Ordinance is updated to conform with the Comprehensive Plan, the [Zoning Map](#) should also align with the Plan. Rezoning requests are reviewed for conformance with the Comprehensive Plan, as well as the Zoning Ordinance and other adopted city standards. With each zoning case, city staff reviews for any land use inconsistencies and prepares a report which includes a recommendation with associated maps and plans.

A consequence of not implementing this practice would be by-right land development inconsistent with the community's direction in the Comprehensive Plan. Alternatively, future land use should consider existing zoning and development, as creating non-conformities can be costly to either the city, the land owner, or both.

LU6) Create regulations that incentivize the redevelopment of underperforming retail and multifamily development.

Status:

- Pending
- In 2019, the Zoning Ordinance was amended to define the use of farmer's markets and allowed zoning districts.
- Two new zoning district types (NBD and RCD) are being proposed to facilitate the development of walkable neighborhood-scaled commercial centers with attractive retail, dining, and entertainment with opportunity for a greater variety of housing.

Background:

Plano has three times the national average of retail space which, combined changes in consumer habits, is increasingly unsustainable for underperforming retail centers and could lead to higher vacancy rates and lower property values for surrounding neighborhoods. Some multifamily developments also suffer from high maintenance costs and upkeep relative to value of the property, which in some cases offers potential for redevelopment. Redevelopment of these areas is often difficult due to fragmented ownership or concerns of interrupting what cash flow remains from the existing tenants or developments. Support for redevelopment of underperforming retail centers and multifamily may require encouragement from the city through various strategies, both financial and regulatory.

[Gibbs Shopping Center](#)
[Tri-City Retail Study](#)

Financial incentives can include economic development incentives such as grants and/or loans under the auspices of a Section 380 Development Agreement. Other programs such as the designation of Public Improvement or Tax Incremental Financing districts for an area can allow for additional funding to be used in the area, but the funds can only be used on public infrastructure or promotion of the districts, not for a specific private development.

Nonfinancial incentives include rezoning to improve the economic viability of the property through changes to development standards, via design, density, or other means acceptable to both the community and the property owner. Regulatory incentives may be programmed into an area via a plan or zoning district, including parking reductions, housing unit maximums or minimums, construction materials, landscaping or architectural standards consistent with the community's goals. For example, required parking reductions are typical for new housing constructed in specific proximity to transit stations to help encourage development of this land use in these areas. A community may also prioritize development processes for specific projects.

LU7) Review and ensure residential adjacency standards provide appropriate transitions in building height and bulk that are sensitive to the physical character of adjoining neighborhoods.

Status:

- In progress
- The Planning Department is currently working with a consultant to update residential adjacency standards in the Zoning Ordinance.

Background:

The Zoning Ordinance includes residential setback and adjacency requirements which are currently in the process of being updated to allow cleaner implementation due to the current variety of land uses within the city. Additionally, the draft Neighborhood Business Design and Residential Community Design districts [propose transitions in building height](#) from adjacent residential neighborhoods.

LU8) Develop locations for special area plans to focus development and redevelopment efforts.

Status:

- Recurring and on track
- The Envision Oak Point Plan to guide development and redevelopment of the Oak Point area in northeast Plano was adopted in July 2018
- A market assessment and economic development strategy for the upcoming Silver Line is expected to begin soon to help identify future market-supported development opportunities in the transit corridor.

Background:

Special area plans (or small area plans) establish goals, policies, and vision for an area, but do not have regulatory authority. They actively promote the opportunity for residents, business owners, and other stakeholders to evaluate more detailed site considerations and add greater specificity to the vision for their portion of the city. They can promote investment in an area, by attracting interest and showing a communities more clearly supported interest for development/revitalization within an area.

The [Envision Oak Point Plan](#) is a special area plan which was created to guide development and redevelopment efforts of the Oak Point area. The plan was adopted in July 2018 with input from property owners, residents, and other stakeholders.

LU9) Develop quality criteria for review for mixed-use developments and update as necessary.

Status:

- Pending
- A [community design assessment for mixed-use developments](#) was drafted to guide developers and decision makers when considering the location, design, and context of mixed-use developments. These standards, if approved, are designed to ensure quality of future mixed use developments, responsive to concerns of the community.

Background:

Mixed-use developments could be appropriate in a variety of scales and settings throughout the city. However, these developments must be sensitive to surrounding uses with regard to intensity (height, density, scale) and character.

Certain areas of Plano as defined in the [Future Land Use Map](#) of the Comprehensive Plan are the most likely locations for mixed-use development. Assessment criteria provides a framework for evaluating proposed mixed-use developments in these areas to encourage a high quality living environment that will be desirable to future residents and hold its value over time. Criteria categories may include:

- Location and Context Sensitivity
- Development Size
- Street and Block Layout
- Integration of Uses
- Architectural Character
- Parking
- Pedestrian Connection
- Sustainable Site Features
- Active Open Space
- Distinctiveness

Example criteria checklist:

Assessment	Requirement	Photo Example	Review Process	Criteria to Review
Each use (residential, office, retail, civic) should be appropriate in this location.	Required		Concept Plan or Preliminary Site Plan	Is each use appropriate in the proposed location?
The development should be a natural fit with the larger surrounding area and designed in such a way that it is well-integrated with adjacent land uses.	Required		Concept Plan or Preliminary Site Plan	Is the development well-integrated with adjacent land uses? For example, are there pedestrian and vehicle connections to existing uses? Does the development discourage roadways or surface parking lots that divide activities?
The development should consider impact on surrounding uses.	Required		Concept Plan or Preliminary Site Plan	Has the developer met with adjacent neighborhoods? Is the development providing screening for existing single-family neighborhoods?
The juxtaposition of uses should be complementary so that lower density residential areas are buffered from more intense uses. For example, townhouses could serve as a buffer between single-family detached homes and retail centers.	Required		Concept Plan or Preliminary Site Plan	Do uses transition in intensity from the core to the outer edge? Are transition uses such as townhomes designed in the development to buffer single-family uses from commercial uses?