

AGENDA ITEM NO. 5

DISCUSSION: Silver Line Station Areas Plan Update

APPLICANT: City of Plano

CASE PLANNER: Jason Aprill, AICP

DESCRIPTION: Informational update on the progress of the land use priorities of the Silver Line Station Areas Plan. Project #DI2024-003.

STAFF REPORT – REMARKS & RECOMMENDATION

The purpose of this report is to provide the Planning & Zoning Commission (Commission) with a concise preview of the land use priorities of the *Silver Line Station Areas Plan*. This item is intended as information only, and staff will not be making a presentation at the March 4, 2024, meeting. However, staff is planning to provide a presentation and hold a discussion on this information and other priorities of the *Silver Line Station Areas Plan* at the March 18, 2024, meeting.

BACKGROUND:

The 26-mile-long Silver Line commuter rail corridor is under construction and will extend between the Dallas Fort Worth International Airport (DFW) and Shiloh Road in Plano. DART anticipates service to begin in late 2025 to mid-2026. The Silver Line rail corridor includes two new stations in Plano – the 12th Street Station and Shiloh Road Station. In addition, a new 12th Street Red/Orange Line light rail station is being constructed to serve as a transfer point between the Silver Line and the existing light rail corridor.

In anticipation of the new stations, staff completed the *Silver Line Corridor – Market Assessment & Economic Development Strategy* as a first step in understanding the impacts of the DART rail on surrounding land use. Following the completion of this study in 2022, the Planning & Zoning Commission directed staff to initiate an area plan within a half-mile of the future Silver Line stations in order to guide development patterns and address redevelopment opportunities presented in the market study.

In early 2023, staff completed the *Silver Line Corridor Station Areas Plan – Phase 1 Report, Existing Conditions*. These reports provided a comprehensive understanding of the two station areas and laid the foundation for developing goals and visions for each area. Refer to *Exhibit A – Station Area Existing Conditions – Opportunities and Challenges* for an overview of the key considerations gleaned from the reports.

REMARKS:

Public Engagement

Since April 2023, staff has collected community feedback to develop the vision, guiding principles and general character for the future station areas. Community feedback was gathered through multiple engagement events between April 2023 and February 2024 as follows:

April 27, 2023	Virtual Visioning Workshop
May 31 – July 14, 2023	Community Survey
June 27-29, 2023	Charrette and Public Open House #1
July 24 – August 1, 2023	Digital Open House
December 13, 2023	Project Advisory Group Workshop
February 6, 2024	Public Open House #2

Public feedback has been critical, and the input received during the engagement events identified several core land use priorities for the future of the station areas. The most mentioned concerns and comments became key input themes that formed the foundation of the Framework Plans.

Draft Framework Plan Development

The Silver Line Station Areas Plan will be a roadmap for future growth and development around the 12th Street and Shiloh Road Silver Line stations. An important component of this effort is the Framework Plans that address Land Use, Transportation, and Open Space & Character, and set the vision for the station areas by reflecting the market conditions and community's priorities. The Framework Plans include maps and recommendations for how the station areas should look and feel as redevelopment occurs, as well as priorities for potential community investment and improvements.

The Land Use Frameworks Plans, which are attached as Exhibit B – 12th Street Land Use Framework Plan and Exhibit C – Shiloh Road Land Use Framework Plan, will guide future development by identifying land use recommendations. The Land Use Framework Plan maps and recommendations do not establish zoning district boundaries or regulations but set a vision for the land uses around the station areas. As a component of the overall Silver Line Station Areas Plan, the Land Use Framework Plan is intended to serve as a versatile tool to guide future land use decisions, providing criteria for evaluating future zoning change requests within the station areas.

Next Steps

At the March 18, 2024, meeting, staff will provide a detailed discussion on the status of the *Silver Line Station Areas Plan*, including a discussion of the Framework Plans for Land Use (provided in this report), as well as Transportation and Open Space & Character. At that meeting, staff will seek direction from the Commission and use that feedback to prepare the full plan document, including an implementation plan. Once the full plan is drafted, it will be brought back to the Commission for consideration. Additional information related to previous reports and past public engagement events can be found on the project website: PlanoCompPlan.org/SilverLine.

RECOMMENDATION:

This item is provided for information purposes. No action is required as part of this item.

Station Area Existing Conditions Opportunities & Challenges

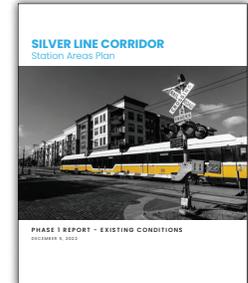


The *Silver Line Corridor Market Assessment* and *Existing Conditions* reports completed in Phase 1 of this planning process provide a comprehensive understanding of the two station areas, laying the foundation for developing goals and visions for each area.

The following are major opportunities and challenges for creating transit-oriented development (TOD) plans for Plano's Silver Line station areas:



Silver Line Corridor Market Assessment & Economic Development Strategy
Fall 2020



Phase 1 Existing Conditions Report
Fall 2020



Mockingbird Station - Dallas



CityLine Station - Richardson

Elements of Successful TOD

- Transit-oriented development (TOD) has an important and positive influence on transit use within a half mile of a station.
- TOD should be walkable and connected, offer dense and diverse land uses, and should include streetscape design appropriate for surrounding uses.
- TOD are typically dense and mixed-use in design.
- As most transit trips begin and end with a walking trip, pedestrian-friendly design and walkability are critical.
- Public gathering spaces and common open space are important components of TOD to provide opportunities for placemaking, as well as cultural, entertainment, and leisure activities.

Station Area Opportunities

Residential

- **Variety of housing types** - market demand in the area include single-family attached (townhomes), live-work units, and multifamily types
- **Demand for increased residential density near transit stations** - regional demand for higher-density, market rate housing is expected to continue

Non-Residential (Office/Retail/Industrial)

- **Office** - there is a market for additional office in the area; however, the office market is still recovering from occupancy trends since the COVID-19 pandemic
- **Retail** - retail within the study area has performed well with some turnover
- **Industrial** - opportunity to adaptively reuse heavy commercial and light industrial buildings

Current Station Area Market Demand



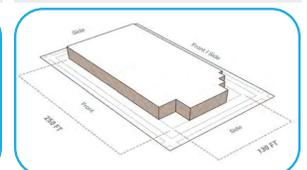
Townhomes



Multifamily



Mixed-Use Commercial



Repurposed Industrial



Existing Light Industrial Use



Existing Low-Density Retail

Station Area Challenges

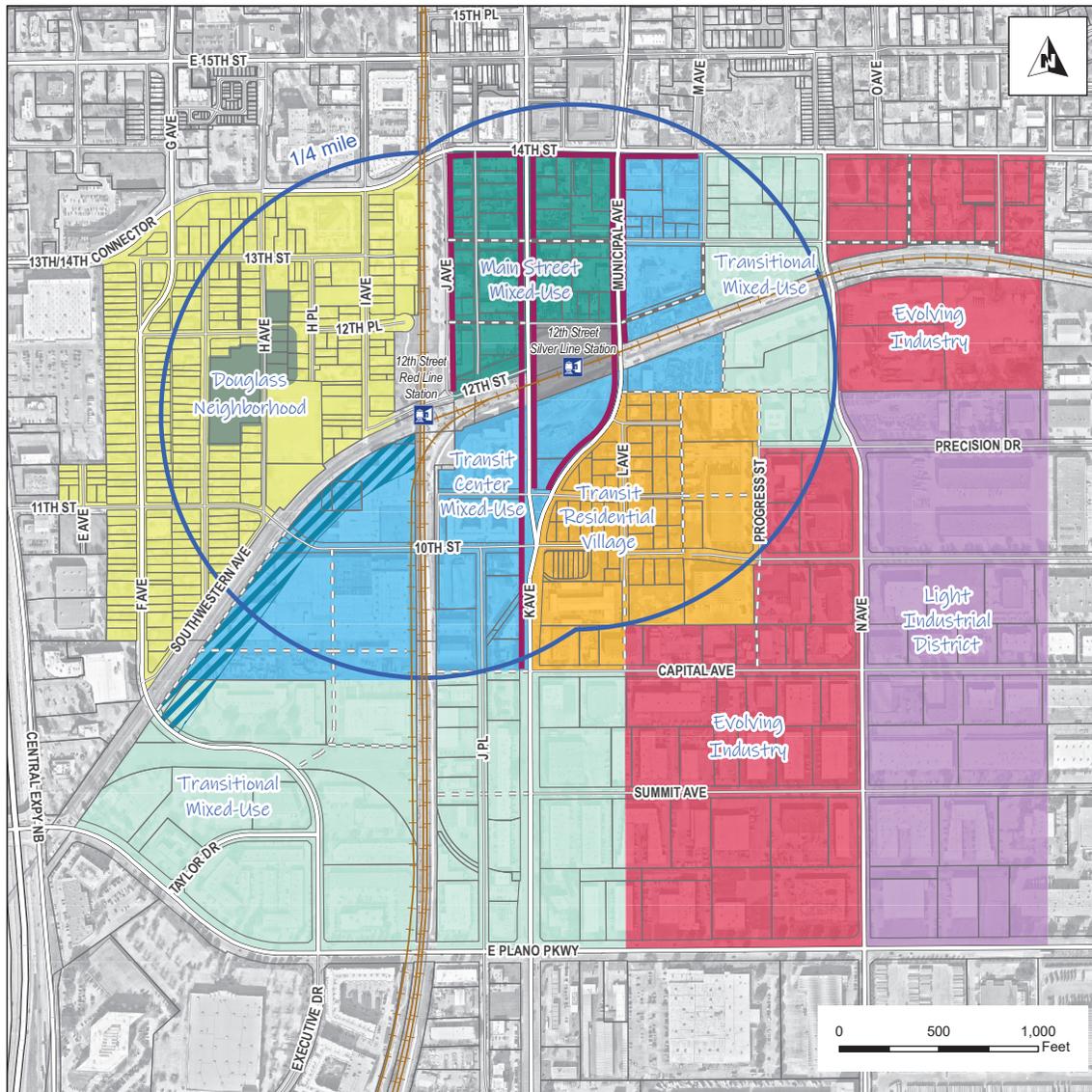
- Land scarcity and higher land values make development of single-family detached homes difficult.
- Older housing stock will see pressure for renovation/replacement.
- Existing zoning near the stations allow many commercial uses but does not allow housing products that meet market demand and support transit-oriented development.
- Land assembly will be crucial as a catalyst for larger-scale redevelopment.
- Traditional retail has been overbuilt and consumer habits have changed. New retail uses will have to accommodate changing consumer tendencies, such as experiential retail and social spaces.
- Shiloh Road is area expected to have less redevelopment interest compared to 12th Street.

12th Street Station Area

Draft Land Use Framework Plan



The **Land Use Framework Plan** guides future development within each station area. The plan is represented through various **Development Types**, each with a different land use mix, scale, and development character. Its primary objective is to provide a vision for the physical transformation of the area, defining the land use patterns that will support an active, transit-oriented environment, and promoting economic growth and private investments in line with the community's goals. This plan does not establish zoning district boundaries or regulations, nor does it guarantee that all individual properties may develop precisely as presented in the land use types. The plan is intended to serve as a versatile tool to guide future land use decisions, providing criteria for evaluating zoning change requests, while encouraging innovation and consideration of evolving community needs.



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|---|-----------------------------|---------------------------|----------------------------------|-------------------------------------|
| Development Types | Main Street Mixed-Use | Transitional Mixed-Use | Douglass Neighborhood | Future DART Station |
| Transit Center Mixed-Use | Transit Residential Village | Light Industrial District | 3-Story Max Height Transition | DART Rail |
| Required First Floor Non-Residential Uses | Evolving Industry | Open Space Network | Downtown Streets Plan Connection | Recommended Local Street Connection |

Main Street Mixed-Use

This category is designed to extend the walkable “Main Street” feel from the historic Downtown core to the 12th Street Station. Characterized by walkable block sizes, this area is envisioned as a vibrant, eclectic zone with a mix of uses at a variety of heights and scales. Smaller, individually owned properties will likely encourage smaller-scale, diverse projects. The typical building scale and intensity in this area should be similar to the existing development form in Downtown.

This land use area prioritizes pedestrian activity through an active street environment. First-floor uses along primary streets support lively streetscapes and provide visual interest, with K Avenue intended as a “destination” street, creating a focal point for the station area. The area supports a mix of land use types, including mixed-use residential with ground floor retail, dining options, office spaces, and service-related businesses.



Character Defining Elements

Typical Use Mix		Typical Development Scale & Intensity	Block Pattern & Parking Orientation
Residential	Non-Residential		
<ul style="list-style-type: none"> Mixed-Use Multifamily and Independent Living Single-Family Attached 	<ul style="list-style-type: none"> Retail Service Office 	<ul style="list-style-type: none"> Low-Rise to Mid-Rise Scale Up to 5 stories High Intensity >75% lot coverage 	<ul style="list-style-type: none"> Compact and connected blocks Structured parking, shared surface lots and on-street parking

Transit Center Mixed-Use

This category serves as the highest density area, intended to foster transit-oriented activity within close proximity to the 12th Street Station. This zone includes larger parcels which are relatively easier to assemble and are more suited for larger-scale, cohesive projects. The category supports a mix of land uses, with active street frontage along primary streets to create a dynamic area that is welcoming and engaging for pedestrians. The area is characterized by compact blocks and walkable street connectivity. Surface parking should be minimized, to enhance walkability and the overall urban character.

Development form is similar to the Main Street Mixed-Use area, but a transit-oriented density bonus incentive is recommended to promote quality, larger-scale projects. The density bonus would allow development to exceed typical building heights by up to three stories if it contributes to desired development goals, such as providing affordable housing units, public structured parking, or other design enhancements.



Character Defining Elements

Typical Use Mix		Typical Development Scale & Intensity	Block Pattern & Parking Orientation
Residential	Non-Residential		
<ul style="list-style-type: none"> Mixed-Use Multifamily and Independent Living Single-Family Attached 	<ul style="list-style-type: none"> Retail Service Office 	<ul style="list-style-type: none"> Mid-Rise Scale Up to 5 stories +3 story density bonus option High Intensity >75% lot coverage 	<ul style="list-style-type: none"> Compact and connected blocks Structured parking, shared surface lots and on-street parking

Transit Residential Village

This category aims to maintain a strong residential identity centered on the existing Vendome neighborhood. Housing types in this area should include a mix of moderate-density options, including small-lot single-family detached homes and attached housing types, such as townhomes, duplexes, and quadplexes. This variety will add housing choices suitable for a diverse population. The typical building height is limited to 3 stories.

Infill and redevelopment opportunities are present, enabling the growth and evolution of this residential district. The neighborhood boundary and local street connectivity is recommended to be expanded to support the area’s livable character and provide additional residential development opportunities. The development pattern and street grid should promote a quiet, safe, and pedestrian-friendly environment, that also minimizes the impact of adjacent commercial uses.



Character Defining Elements

Typical Use Mix		Typical Development Scale & Intensity	Block Pattern & Parking Orientation
Residential	Non-Residential		
<ul style="list-style-type: none"> Single-Family Detached Single-Family Attached 	<ul style="list-style-type: none"> Not Recommended 	<ul style="list-style-type: none"> Low/Mid-Rise Scale 1-3 stories Medium Intensity 50-75% lot coverage 	<ul style="list-style-type: none"> Compact and connected blocks On-street parking, private garaged parking and surface lots

Evolving Industry

This category retains its primary focus as an employment-oriented area with a central theme of repurposing and adaptive re-use of older industrial spaces. This focus is instrumental in revitalizing this area, reimagining older facilities, and expanding the allowed uses to encourage a diverse mix of business activity that can include retailers, showrooms, breweries, boutique retail, food and beverage establishments, and incubator/makerspace facilities.

Redeveloped sites within this land use should encourage walkability with inviting streetscapes and building entries that enhance the area’s visual appeal, particularly along major streets. Development in this area benefits from easy access to Downtown amenities and the 12th Street Station, making it an attractive destination.



Character Defining Elements

Typical Use Mix		Typical Development Scale & Intensity	Block Pattern & Parking Orientation
Residential	Non-Residential		
<ul style="list-style-type: none"> Not Recommended 	<ul style="list-style-type: none"> Retail Office Light Manufacturing Commercial Flex Space 	<ul style="list-style-type: none"> Low/Mid-Rise Scale 1-3 stories Medium Intensity 50-75% lot coverage 	<ul style="list-style-type: none"> Small to medium blocks Surface lots

Transitional Mixed-Use

This category aims to create compatible development transitions between the 12th Street Station center and other nearby development areas, including CityLine, the US 75 Expressway corridor, and the 14th Street commercial corridor. This land use type supports new mixed-use and infill development opportunities at a more moderate development scale and intensity, bridging the gap between the transit-oriented core areas and other station areas along the rail transit corridor.

This category encourages a mix of residential and non-residential uses. This diversity contributes to a balanced environment where living and working coexist with convenient access to nearby transit. Development in this area should promote walkable connectivity and efficient use of land. Mid-rise multifamily and non-residential uses should predominantly locate along major streets, with single-family attached types located along minor streets, creating a more subtle urban presence. Adaptive reuse opportunities may exist within this area.



Character Defining Elements

Typical Use Mix		Typical Development Scale & Intensity	Block Pattern & Parking Orientation
Residential	Non-Residential		
<ul style="list-style-type: none"> Mid-Rise Multifamily and Independent Living Single-Family Attached 	<ul style="list-style-type: none"> Retail Service Office Assisted Living/Long-Term Care 	<ul style="list-style-type: none"> Low/Mid-Rise Scale Up to 4 stories Medium Intensity 50-75% lot coverage 	<ul style="list-style-type: none"> Small to medium blocks Structured parking, surface lots, on-street parking

Light Industrial

This category maintains the existing focus on light industrial uses, underlining its significance in supporting the area's local employment and economic vitality. This area offers spaces for industrial activities with various functions, including processing, assembly, warehousing, research and development, and associated services.

The plan recommends a station area land use pattern that transitions to light industrial uses east of N Avenue. This adjusted boundary creates a transition that gradually shifts from predominantly light industrial uses to a more mixed-use character closer to the station area core. N Avenue provides a key connection that supports local north-south freight traffic for the movement of goods and services. It can also act as a buffer, softening the shift in character and creating separation for the mixed-use and residential areas west of this area.



Character Defining Elements

Typical Use Mix		Typical Development Scale & Intensity	Block Pattern & Parking Orientation
Residential	Non-Residential		
<ul style="list-style-type: none"> Not Recommended 	<ul style="list-style-type: none"> Light Industrial Retail Office 	<ul style="list-style-type: none"> Low-Rise to Mid-Rise Scale 1-5 stories Low Intensity <50% lot coverage 	<ul style="list-style-type: none"> Medium block size Surface lots

Douglass Neighborhood

This category respects the historical importance of the Douglass Community, and no changes are recommended to the existing land use policy direction, which allows for infill residential development consistent with the existing neighborhood character.

It is recognized that development pressures may exist due to its proximity to the 12th Street Station. However, the primary uses in the Douglass Neighborhood are intended to remain single-family detached or duplex residential, with supporting educational, institutional, or public uses to cater to the needs of the community.

A 3-story maximum height transition area is recommended for mixed-use development areas adjacent to the Douglass Community to provide appropriate transitions in building height and bulk that are sensitive to the character of the neighborhood.



Character Defining Elements

Typical Use Mix		Typical Development Scale & Intensity	Block Pattern & Parking Orientation
Residential	Non-Residential		
<ul style="list-style-type: none"> Single-Family Detached 	<ul style="list-style-type: none"> Educational, Institutional, or Public Uses only Other Non-Residential Uses are Not Recommended (e.g. office/service/retail uses) 	<ul style="list-style-type: none"> Low-Rise Scale 1-story Residential Uses 1 to 2-story Non-Residential Uses Low Intensity <50% lot coverage 	<ul style="list-style-type: none"> Small to medium blocks Private garages and on-street parking

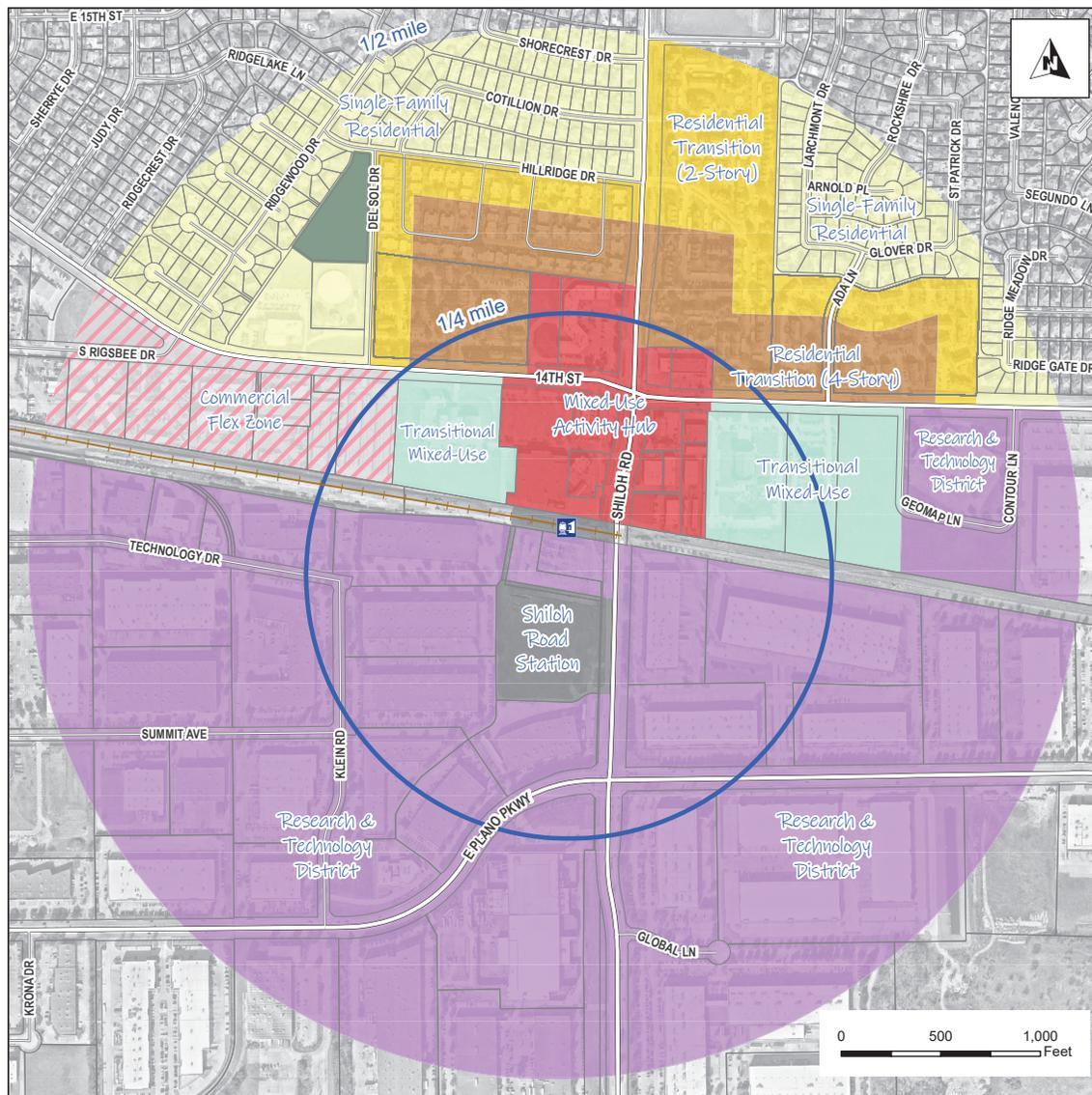
Shiloh Road Station Area

Draft Land Use Framework Plan



Silver Line Station Areas Plan

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|--------------------------|--------------------------------|----------------------------------|---------------------|
| Development Types | Transitional Mixed-Use | Residential Transition (4-Story) | Open Space Network |
| Shiloh Road Station | Commercial Flex Zone | Residential Transition (2-Story) | Future DART Station |
| Mixed-Use Activity Hub | Research & Technology District | Single-Family Residential | DART Rail |

Mixed-Use Activity Hub

This category presents an opportunity for a walkable and inviting neighborhood-scale activity center at the intersection of 14th Street & Shiloh Road that can serve as a cornerstone of the station area. This category encourages a mix of compatible uses that not only bolster the surrounding neighborhoods and business areas but also promote the revitalization of underperforming retail properties.

This area should remain predominantly nonresidential, with no more than 50% of its development area allocated for residential purposes. A minimum development size of at least 5 acres is recommended in order to have sufficient area to utilize mixed-use design. Future redevelopment should offer well-connected internal streets, pedestrian pathways, and usable open space, to link the hub to the surrounding station area.



Character Defining Elements

Typical Use Mix		Typical Development Scale & Intensity	Block Pattern & Parking Orientation
Residential	Non-Residential		
<ul style="list-style-type: none"> Multifamily and Independent Living Single-Family Attached Duplexes Patio Homes Live/Work 	<ul style="list-style-type: none"> Retail Service Office 	<ul style="list-style-type: none"> Low/Mid-Rise Scale Up to 4 stories Medium/High Intensity 50-90% lot coverage 	<ul style="list-style-type: none"> Compact and connected blocks Private garages, structured parking, shared surface lots, on-street parking

Commercial Flex Zone

This category maintains a focus on light commercial-oriented uses intended to provide essential goods and services to residents and workers within the area. This portion of the 14th Street corridor offers opportunities for businesses and developments that benefit from convenient thoroughfare access and might not typically locate in a mixed-use setting closer to the transit station.

As the western gateway to the Shiloh Road Station Area, there is potential to establish unique identity and branding through improved site design elements. These elements may include pedestrian-oriented setbacks, streetscape enhancements, attractive building facades, and thoughtful landscaping that adds to the character of the district.



Character Defining Elements

Typical Use Mix		Typical Development Scale & Intensity	Block Pattern & Parking Orientation
Residential	Non-Residential		
<ul style="list-style-type: none"> Not Recommended 	<ul style="list-style-type: none"> Light Commercial Retail Service Office 	<ul style="list-style-type: none"> Low-Rise Scale 1-2 stories Low Intensity <50% lot coverage 	<ul style="list-style-type: none"> Medium to wide block size Structured parking and surface lots

Transitional Mixed-Use

This category aims to create compatible development transitions between the Mixed-Use Activity Hub and adjacent non-residential development areas. This land use type supports redevelopment and infill development opportunities at a more moderate development scale and intensity.

This category encourages a mix of residential and non-residential uses. This diversity contributes to a balanced environment where living and working coexist with convenient access to nearby transit. Development in this area should promote walkable connectivity and efficient use of land. Mid-rise multifamily and non-residential uses should predominantly locate along major streets, with single-family attached types located along minor streets. Adaptive reuse opportunities may exist within this area.



Character Defining Elements

Typical Use Mix		Typical Development Scale & Intensity	Block Pattern & Parking Orientation
Residential	Non-Residential		
<ul style="list-style-type: none"> Multifamily and Independent Living Single-Family Attached 	<ul style="list-style-type: none"> Retail Service Office Assisted Living/Long-Term Care 	<ul style="list-style-type: none"> Low/Mid-Rise Scale Up to 4 stories Medium Intensity 50-75% lot coverage 	<ul style="list-style-type: none"> Small to medium blocks Structured parking, surface lots, on-street parking

Research & Technology

This category maintains its focus as a low-density employment center, accommodating office spaces, research and development facilities, and limited assembly operations. The existing mix of land uses in this district contributes to its identity as a technology and light industrial park, serving the region with essential employment opportunities and services. This district's development encourages the coexistence of multiple users in a campus-style environment, fostering collaboration and innovation.

To ensure the continued economic success of this area, efforts should be made to elevate its branding and identity. This could include the incorporation of new development standards that promote the area as a prominent technology and employment hub in both Plano and the broader region. By establishing a distinct and identifiable presence, this district aims to attract and retain research and technology-focused businesses and remain at the forefront of this economic development sector.



Character Defining Elements

Typical Use Mix		Typical Development Scale & Intensity	Block Pattern & Parking Orientation
Residential	Non-Residential		
<ul style="list-style-type: none"> Not Recommended 	<ul style="list-style-type: none"> Office Research & Development Warehousing 	<ul style="list-style-type: none"> Varied Scale Up to 20 stories Low Intensity <60% lot coverage 	<ul style="list-style-type: none"> Medium to wide block size Structured parking and surface lots

Residential Transition (4-Story)

This category is strategically designed to serve as a transitional residential district, supporting a diverse mix of housing options up to four stories in height. Located in close proximity to the Mixed Use Activity Hub and Shiloh Road Station, this district allows for greater residential density, aligning with transit-oriented development goals.

To maintain compatibility with the existing single-family neighborhoods, building heights would be buffered by the Residential Transition (2-Story) area. Access to this development area should be from major thoroughfares, to minimize traffic impacts on local residential streets.

This category can be seamlessly integrated with the Mixed Use Activity Hub with connected internal streets and pathways, creating a cohesive and walkable development pattern. It presents opportunities to diversify housing types in the area, including multifamily or single-family attached homes.



Character Defining Elements

Typical Use Mix		Typical Development Scale & Intensity	Block Pattern & Parking Orientation
Residential	Non-Residential		
<ul style="list-style-type: none"> Single-Family Detached Single-Family Attached Duplexes Multifamily and Independent Living 	<ul style="list-style-type: none"> Not Recommended 	<ul style="list-style-type: none"> Low/Mid-Rise Scale 3-4 stories Medium Intensity 50-75% lot coverage 	<ul style="list-style-type: none"> Small to medium block size Private garages, on-street parking and structured parking

Residential Transition (2-Story)

This category is recommended as a lower-scale transitional residential district, primarily serving as a buffer between existing single-family neighborhoods and the Residential Transition (4-Story) housing types. The area is designated as a height transition to preserve the character of the adjacent neighborhoods and minimize line of sight of taller structures.

As existing properties in the area may be revitalized or redeveloped over time, there exists opportunity to introduce a broader variety of housing types. This includes single-family attached homes, duplexes, and low-rise multifamily units. By diversifying housing options, the area caters to a wider range of residential preferences.



Character Defining Elements

Typical Use Mix		Typical Development Scale & Intensity	Block Pattern & Parking Orientation
Residential	Non-Residential		
<ul style="list-style-type: none"> Single-Family Detached Single-Family Attached Duplexes Multifamily and Independent Living 	<ul style="list-style-type: none"> Not Recommended 	<ul style="list-style-type: none"> Low-Rise Scale 1-2 stories Medium Intensity 50-75% lot coverage 	<ul style="list-style-type: none"> Small to medium block size Private garages, surface lots and on-street parking

Single-Family Residential

The future land use direction of this category remains unchanged, affirming the intent to preserve the existing residential character and livability of the Shiloh Road area's established neighborhoods. As the other future land use categories within the Shiloh Road Station Area evolve and develop to enhance the overall district, the expansion of uses within the mixed-use areas will offer greater convenience and opportunities for residents in the Single-Family Residential neighborhoods.



Character Defining Elements

Typical Use Mix		Typical Development Scale & Intensity	Block Pattern & Parking Orientation
Residential	Non-Residential		
<ul style="list-style-type: none"> Single-Family Detached 	<ul style="list-style-type: none"> Educational, Institutional, or Public Uses only Other Non-Residential Uses are Not Recommended (e.g. office/service/retail uses) 	<ul style="list-style-type: none"> Low-Rise Scale 1-2 stories Low Intensity <50% lot coverage 	<ul style="list-style-type: none"> Gridded or curvilinear streets Private garages and on-street parking