

## **Housing and Neighborhoods Recap Plano Tomorrow Comprehensive Plan**

On August 4, 2014, the Planning & Zoning Commission completed a work session for the Housing and Neighborhoods component for the Plano Tomorrow Comprehensive Plan. The Commission recommended the following four policy statements:

### **Neighborhood Conservation:**

Recommended 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.

### **New Housing and Urbanization:**

Recommended Policy: Plano will encourage reinvestment, redevelopment and urbanization of identified major transportation corridors to create mixed-use developments that incorporate higher density housing, commercial and retail opportunities.

### **Special Housing Needs:**

Recommended Policy: Plano will accommodate senior and special needs housing through inclusive regulations and the goals stated in the Consolidated Plan.

### **Redevelopment:**

Recommended Policy: Plano will promote, and provide incentives, to encourage reinvestment in and redevelopment of strategically located mixed-use neighborhood centers at underperforming commercial sites to accommodate local commercial, retail and entertainment uses and provide diverse housing opportunities within walking distance of surrounding residents.

## **Plano Tomorrow Vision**

**Plano is a global leader, excelling in exceptional education, abounding with world class businesses and vibrant neighborhoods.**

### **NEIGHBORHOODS AND HOUSING**

The city has many successful, established residential neighborhoods and the variety of housing options has increased over the past 15 years. However, in order for the city to continue to be a desirable place to live, Plano must ensure strong neighborhoods remain and new opportunities for residential growth are considered.

Most of Plano's residential development occurred between the 1960s and the 1990s using the typical neighborhood format. This design concept consisted of residential neighborhoods built within a one mile grid system of major thoroughfares with lower density housing in the middle and higher density housing and neighborhood serving retail at the intersections of the major thoroughfares. By 2000, the amount of land currently available for development of the typical residential neighborhoods was diminishing. Denser housing concepts such as townhouses, duplexes, patio homes, senior housing facilities and construction of urban style apartments in a mixed-use setting became more prevalent.

In the Plano Tomorrow Survey, residents provided feedback regarding desired housing types, senior and special needs housing, along with aging neighborhoods and redevelopment. Also, the City Council and the Planning & Zoning Commission held a joint work session on June 30, 2014 and completed another survey focused on land development policies. Direction from the Plano Tomorrow Survey, the Council and Commission work session and the land development policies regarding housing topics will be presented in this summary to address the following topics and to assist with policy decisions:

- Neighborhood conservation
- New housing and urbanization
- Special housing needs
- Redevelopment

## NEIGHBORHOOD CONSERVATION

### **Current Comprehensive Plan Strategies:**

- Utilize the Neighborhood Planning Program and other initiatives to facilitate the stabilization of existing neighborhoods. Continue to evaluate and update the program as needed to ensure success as a planning tool.
- Adjust property maintenance codes that support efforts to stabilize neighborhoods and provide safe housing.

### **Plano Tomorrow Quality of Life P&Z Direction from April 21st Work Session**

Property Standards - Plano should leverage technology to increase the frequency of proactive inspections around the city and continue to actively engage the community to garner increased participation and awareness.

According to the 2012 American Community Survey, Plano's housing stock is fairly new with the median year for construction at 1990. As 2035 approaches and new housing opportunities further diminish, a large segment of the city's housing inventory will be 25 to 65 years old. If the city's residential areas are not maintained and housing structures not renovated, the city would become less attractive to future potential residents.

It is often difficult for people who are employed in service sector occupations such as retail service workers, school teachers, fire fighters and police officers, along with local government workers to find affordable housing in Plano. Most new housing under construction in the city starts at over \$300,000, at least two times the median housing value of the Dallas-Fort Worth region. Older neighborhoods typically provide the best opportunities for workforce housing in Plano but may be less attractive due to the costs of renovating properties.

The city has taken several steps to address aging neighborhoods through programs such as Neighborhood Planning, Love Where You Live (LWYL), The Great Update Rebate and the Plano Housing Sustainability Analysis. The Property Standards Department also plays a critical role in the care and preservation of Plano's established neighborhoods through addressing complaints regarding exterior property maintenance issues, such as deteriorating housing and commercial structures, landscaping and debris.

### ***Plano Tomorrow Survey***

The Plano Tomorrow Survey and Map exercises provided information regarding established neighborhoods. Older residential neighborhoods were identified as areas that should change or improve. However, the survey also indicated that people felt that their neighborhoods as a place to live ranked between "excellent" and "above average". The survey also indicated that "aging residential neighborhoods and homes" were one of the more important challenges facing Plano in the future.

### **Council and Commission Direction**

Three policy statements that addressed neighborhood conservation were evaluated by the Council and Commission members as follows:

*“Urbanization - Plano should aggressively seek both job and housing growth. Plano can no longer outwardly expand and while existing neighborhoods must be conserved, the city should strongly encourage and incentivize urban development and redevelopment.”* **Agree 14-3**

*“Conservative Growth – Plano’s undeveloped land must be reserved for only the highest quality development with a bias to business development offering high paying employment. Priority should be giving to neighborhood conservation and enhancement and business retention and expansion.”* **Agree 16-1**

*“Suburban Form - Plano's image and quality of life are derived from its suburban form. While some urban centers and denser development along regional transportation corridors are acceptable, Plano should retain its low-density suburban character.”* **Agree 9-8**

The first two policies did have consensus; however, the third policy was split with approximately half supporting and half in disagreement. However, when analyzing the comments from both sides, there is more consensus than indicated in the vote. The comments included:

- Yes, but there are still infill areas needing revitalization;
- Successful combination of urban and suburban growth;
- This doesn't need to be either-or;
- A hybrid approach is best.

It is clear that while there is support to maintain and enhance the character of our established neighborhoods, other opportunities for growth throughout the city should be explored.

During the group map exercise, the current residential neighborhoods remained untouched by all four groups. Staff interpreted this action to mean that the city's residential neighborhoods should be maintained in their current form. The conservation of established neighborhoods in Plano could also meet the need for affordable housing opportunities within the city.

### **Proposed Plano Tomorrow Policy:**

**Plano will conserve and enhance established residential neighborhoods through the utilization of 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.**

## NEW HOUSING AND URBANIZATION

### **Current Comprehensive Plan Strategies:**

- Review Plano's development regulations to ensure that a variety of housing types and styles can be developed in Plano.
- Continue to use the typical neighborhood design concepts where land mass and configuration permit.
- Establish criteria for housing developed in alternative formats. Use these criteria when evaluating rezoning requests.
- Continue to apply the policies in Policy Statement 3.0-Housing Density when considering the appropriate concentrations of denser housing.
- Evaluate policies and ordinances to ensure they accommodate a wide array of housing types, including those for persons with special needs. Make sure these policies are consistent with changing development needs.
- Consider requests for rezoning areas planned or zoned for nonresidential use to residential use based on the policy guidelines included in Policy Statement 2.0 – Rezoning to Meet Demand.

### **Plano Tomorrow Regionalism P&Z Direction from March 3<sup>rd</sup> Work Session**

Regionalism - Plano will expand existing housing opportunities to accommodate population growth.

Less than 1% of land zoned for residential development is available for new housing growth; however, demand for new housing in Plano continues. Due to the small area of undeveloped land available for residential development, new single family detached housing typically maximizes the capacity of the lot to provide the developer the maximum return investment. This results in larger homes with smaller yards at a premium price.

As noted during the Regionalism topic and referenced in the policy above, the Dallas-Fort Worth region is expected to grow from 6.8 million today to 9.1 million by 2030. In order to accommodate population growth in the upcoming years, Plano will need to consider new housing policies and look towards urbanization of existing areas. This may include taller, more dense, housing developments rather than further expansion of the existing suburban form of the city.

### ***Plano Tomorrow Survey***

The Plano Tomorrow Survey asked city residents what type of new housing they desire. The top new housing choices listed in order of preference include:

- Smaller single-family homes on small lots with less landscaping;
- Traditional single-family homes; and,
- Single-family homes with a contemporary design.

Mid-rise condominiums, urban style apartments and townhouses had the fewest responses in regards to desired new housing options, although these are the most limited options today with no mid-rise and limited urban residential. Plano residents expressed the need for affordable housing and the ability to live in the same city as their workplace. The survey also asked residents to prioritize use of undeveloped land. The top three responses included general/corporate offices, retail/entertainment uses, and research/development businesses. New residential development was the least of the priorities.

### **Council and Commission Direction**

The Council and Commission identified several locations for new housing during the map exercise at the joint work session. The map exercise recommendations were as follows:

- Higher density housing should be located within urban centers;
- New multifamily units should be incorporated into mixed-use developments;
- High density and mid-rise housing should be placed within the expressway corridors;
- Medium to low density housing situated in large, undeveloped parcels:
  - Haggard Farm at the northeast corner of Park Boulevard and Custer Road
  - Moore Farm at the northwest corner of Parker Road and Jupiter Road.

In addition, three policy statements were evaluated by Council and the Commission members that impact the new housing and urbanization as follows:

*“Housing Expansion – Expanding Plano’s housing opportunities is essential to attracting a young, skilled and professional workforce. It is also critical to meeting the housing demands of small and single-person households, seniors and special housing needs.” **Agree 15-2***

*“Market Accommodation – The real estate market is highly dynamic and Plano should remain flexible to respond to opportunities as judged appropriate.” **Agree 16-1***

*“Conservative Growth – Plano’s undeveloped land must be reserved for only the highest quality development with a bias to business development offering high paying employment.” **Agree 16-1***

A majority of city leaders identified the importance for Plano to have a variety of housing options, while others stated that Plano should focus only on housing opportunities for families to maintain the city’s suburban culture.

### **Current Policies**

Current undeveloped land policies state that Plano should preserve undeveloped land within expressway corridors and major employment areas for economic development

and future employment opportunities. If any land is rezoned to allow for housing, it should be adjacent and connected to an existing residential neighborhood so that new residents have access to neighborhood-level public services. The Council and Commission recommendations during the mapping exercise include a slight change in current policies by allowing a higher, denser housing product for redevelopment as well as on undeveloped land within the expressway corridors.

**Proposed Plano Tomorrow Policy:**

**Plano will encourage reinvestment, redevelopment and urbanization of identified major transportation corridors to create mixed use developments that incorporate higher density housing, commercial and retail opportunities.**

## SPECIAL HOUSING NEEDS

### **Current Comprehensive Plan Strategies:**

- Evaluate policies and ordinances to ensure they accommodate a wide array of housing types, including those for persons with special needs. Make sure these policies are consistent with changing development needs.
- Compare future requirements for special needs housing with current assistance programs and identify potential gaps.

### ***Senior Housing***

Seniors typically desire smaller housing units, with less yard area, near medical and personal services. Over the last decade, approximately 3,000 apartment units and patio homes were built for people over 55 years of age. In addition, there are currently 21 assisted living and continued care facilities in Plano. Together, the current number of senior apartments and continued care facilities can house around 5,400 people, accommodating most of Plano's current population over 80 years of age.

However, by 2035, the number of 80 years and older residents is expected to grow to 15,000. While more senior housing facilities are currently under development, this may potentially outpace the total units available. Many of Plano's future seniors have indicated they would like to age in place, which may require modification of housing to meet accessibility standards. In addition, expansion of senior services including transportation and medical requirements may be necessary city-wide

### ***Special Needs Housing***

Plano's zoning regulations allow for group homes within the city, and there are currently 35 facilities licensed by the State of Texas for operation. In addition, the city has a Consolidated Plan of Housing and Community Development Needs, which is required for all communities that receive federal funding from the U.S. Department of Housing and Urban Development (HUD). The plan states the necessity for federal funds and how this funding will be used to meet the needs of vulnerable populations. One of the goals of the plan states that Plano shall use federal funds to address housing for all special needs populations through the administration of grants to social service agencies.

### ***Plano Tomorrow Survey***

Many residents participating in the Plano Tomorrow Survey provided written comments regarding senior and special needs housing. These comments stated that smaller units for seniors that require less maintenance and are in close proximity to grocery stores, pharmacies, and medical offices are needed. Respondents also stated that more facilities are necessary to provide housing for special needs adults with cognitive and physical disabilities that render them unable to live independently.

### ***Council and Commission Direction***

There was very little discussion regarding special housing needs during the Council and Commission's joint use work session map exercise. However, the majority of members

agreed this issue should be addressed as seen in response to the development policy statement below:

*“Housing Expansion – Expanding Plano's housing opportunities is essential to attracting a young, skilled and professional workforce. It is also critical to meeting the housing demands of small and single-person households, seniors and special housing needs.” **Agree 15-2***

Based on the joint work session, survey and the current comprehensive plan strategies, staff has drafted a policy statement for the Commission's review.

**Proposed Plano Tomorrow Policy:**

**Plano will accommodate senior and special needs housing through flexible regulations and the goals stated in the Consolidated Plan.**

## REDEVELOPMENT

### **Current Comprehensive Plan Strategies:**

- Develop and implement specific initiatives to encourage infill and redevelopment. These initiatives should seek to promote land use compatibility and connectivity especially between residential and nonresidential uses.
- Review Plano's development regulations to ensure that a variety of housing types and styles can be developed in Plano.
- Review codes and ordinances to ensure that they do not unintentionally limit the potential for innovative and distinctive design.
- Consider the use of creative and alternative suburban land use concepts, including mixed-use development in appropriate infill and redevelopment areas of the City.
- Where appropriate, support opportunities and efforts to develop and redevelop properties in ways that are consistent with established policy goals, such as enhancing the local economy, providing jobs to Plano residents, and improving the city's tax base.
- Work with developers to ensure that infill and redevelopment occur in appropriate locations. In particular, the location and design of urban centers should be consistent with the guidelines established by the Urban Centers Study.
- Develop and implement specific initiatives to encourage infill and redevelopment. These initiatives should seek to promote land use compatibility and connectivity especially between residential and nonresidential uses.
- Identify appropriate locations for mixed-use urban centers and develop appropriate standards for their design and development. These standards should focus on the character and scale of such developments to ensure that they create vibrant, pedestrian-oriented places.
- Establish criteria for housing developed in alternative neighborhood formats. Use these criteria evaluating rezoning requests.
- Continue to apply the housing density policies in Policy Statement 3.0 – Housing Density – when considering the appropriate concentrations of high-density housing.

### **Plano Tomorrow Quality of Life P&Z Direction from April 21st Work Session**

Property Standards - Plano should leverage technology to increase the frequency of proactive inspections around the city and continue to actively engage the community to garner increased participation and awareness.

As Plano reaches maturity and undeveloped land becomes scarce, redevelopment of existing areas is emerging as a new opportunity for economic growth. There are numerous locations across the city that have been successfully redeveloped to provide new housing and commercial units. These centers have good access to regional road and transit systems and appropriate infrastructure to support development already

exists. One example is the growing success of Downtown Plano. Since 2002, Downtown Plano has seen over 1,000 dwelling units built and over 70,000 square feet of new retail space constructed, including the opening of several independent restaurants.

Plano has 16 million square feet of retail for the current population of 265,000, or 65 square feet per capita, which is three times the national average. Many of these retail centers are underutilized and could provide an opportunity for redevelopment into mixed use areas that better support the surrounding neighborhoods. The city recognizes that the vitality of its neighborhoods and commercial areas are interrelated and, in 2013, completed a study to consider shopping center redevelopment. Recommendations from this study included: corridor streetscape enhancements, target market studies for specific shopping centers and the creation of a pilot test program, which is currently underway and will serve as an example for future redevelopment sites.

To help facilitate these commercial redevelopment efforts, citizens passed a \$15 million bond proposition in October 2013. The bond allows for public infrastructure improvements related to the revitalization of existing commercial facilities. Before a significant number of these types of projects begin to move forward, the city needs to establish policies to guide redevelopment efforts.

### ***Plano Tomorrow Survey***

Plano residents stated that underperforming retail centers should be replaced with patio homes, town houses, or special needs housing for seniors. They also agree that no more stand-alone multifamily should be built in the city. Respondents indicated that there should be more development of walkable neighborhoods for residential and commercial areas.

### ***Council and Commission Direction***

The direction provided by the Council and Commission at the work session was generally consistent with the responses to the Plano Tomorrow Survey. The map exercise provided direction on the location and type of redevelopment desired for the city.

- Urban centers should be developed at Collin Creek Mall, the intersection of Park Boulevard and Preston Road as well as the Parker Road DART station.
- Groups supported the development of a transit-oriented, mixed use center at Spring Creek Parkway and US75, near the Plano Centre.
- The multifamily neighborhood center should be expanded in Downtown Plano.
- Townhouse and patio home neighborhood centers are good options for underperforming retail centers located at Parker Road and Custer Road as well as the Parker Road and Independence Parkway intersections.

In addition, three policy statements were evaluated by Council and the Commission members that impact redevelopment as follows:

*“Urbanization – Plano can no longer outwardly expand and while existing neighborhoods must be conserved, the city should strongly encourage and incentivize urban development and redevelopment.” **Agree 14-3***

*“Market Accommodation – The real estate market is highly dynamic and Plano should remain flexible to respond to opportunities as judged appropriate.” **Agree 16-1***

*“Redevelopment Incentives – The city should provide financial and regulatory incentives (e.g. increased lot coverage and density) to encourage major reinvestment and redevelopment of aging apartments and commercial properties.” **Agree 16-1***

Several Council and Commission members stated redevelopment and urbanization of aging apartments and commercial properties should be encouraged by the city through the creation and implementation of programs and incentives. However, the redevelopment proposals should complement surrounding residential areas and not change the suburban culture of Plano. A few city leaders believe redevelopment incentives should not be utilized, especially for aging multifamily and commercial properties, and should instead be market driven.

Based on the joint work session, survey and the current comprehensive plan strategies, staff has drafted a policy statement for the Commission’s review.

**Proposed Plano Tomorrow Policy:**

**Plano will promote, and provide incentives, to encourage reinvestment in and redevelopment of strategically located mixed-use neighborhood centers at underperforming commercial sites to accommodate local commercial, retail and entertainment uses and provide diverse housing opportunities within walking distance of surrounding residents.**