

CITY OF PLANO
PLANNING & ZONING COMMISSION

April 18, 2022

Agenda Item No. 5

Discussion and Direction: Planning Policy Documents

DESCRIPTION:

Consider a process to review long-standing planning policy documents with the purpose of recommending the continued use, update, or retirement of these documents.

REMARKS:

The Planning Department is responsible for developing plans, policies, and programs designed to guide the physical design and development in alignment with the vision and goals of the Comprehensive Plan. Over the years, the city has completed a variety of plan and policy documents, many pertaining to a specific subject matter or geographic subarea. These documents include guidelines used in the day-to-day review of development plans, policy documents used to review zoning change requests, and specialized studies or reports that were often the basis for updates to the city's comprehensive plan. However, many of these documents were adopted as early as 1981 and, although they may no longer be relevant to meeting the city's current development goals, they are still adopted as official city policy or regulation. This has sometimes resulted in confusion or uncertainty for staff when providing guidance to the development community and preparing recommendations for the Commission. The purpose of this item is to seek direction from the Commission on a process for review of these long-standing planning policy documents and determine which are best to retain, update, or retire.

Staff introduced this item at the January 4, 2022, Planning & Zoning Commission meeting for initial discussion and direction. As a result of that discussion, it was agreed the Chair and 1st Vice Chair would meet with staff to review the full list of documents to sort and prioritize which would be best reviewed by the full Commission or a P&Z subcommittee. That meeting occurred on February 8, 2022. Based on direction from the P&Z Chair and 1st Chair, staff conducted a thorough review of all documents and grouped each into one of the following categories for consideration by the Commission:

Group 1: Policy Documents Recommended for Retirement/Repeal

These are documents that are most easily recommended for retirement either because the document is outdated and no longer useful for staff, the document is expected to be

incorporated or referenced as part of a future policy document, or the document's objectives are largely complete.

Example: Design Guidelines for Plano's Historic Areas (1993) – this document is now obsolete due to the creation of customized design standards for the [Downtown](#) and [Haggard Park](#) Heritage Districts.

Group 2: Priority Policy Documents to be Addressed during Future Policy/Plan Updates (Reviewed by the Full Commission)

These are documents that are considered outdated but may be relevant for future priority planning activities that meet the city's Comprehensive Plan objectives, such as the development of a Community Design Plan ([Community Design Policy - Action 2](#)) and an updated Downtown Plan ([Land Use Policy – Action 6](#)). This list also includes the more urgent policy updates as recommended by staff.

Example: Dallas North Tollway Design Guidelines (1998) – relevant aspects of these guidelines should be considered for incorporation in the future Community Design Plan. The document would then be repealed upon completion of the Community Design Plan.

Group 3: Policy Documents to be Reviewed by a Commission Subcommittee

These are documents that may or may not be relevant for decision-making, and the Planning Department needs additional direction from the Commission on whether to retain, retire, or incorporate them into other policy documents.

Example: Plano's Land Use & Transportation Study for the DART Parker Road Station (1998) – the transit-oriented development plans for this area have not been realized and area conditions have since changed. The document may be suitable for retirement or revisited as part of another planning effort.

Group 4: Other Policy or Reference Documents (No Review Needed)

The Planning Department has identified a subset of documents that do not need a review by the Commission at this time. These include current (recent) policy documents, documents that are actively being updated, or those that have not been formally adopted and can be maintained as a reference document without the need for formal repeal.

Example: Envision Oak Point (2018) – this plan is considered current and relevant for regular decision-making.

Recommended Policy Document Review Process

In order to minimize the scope of work by the Commission, the following recommended approach may be most practical. This would allow staff to bring forward a set of documents at various times for consideration, making the workload more manageable for the Commission and staff. This approach could be accomplished in several ways:

Policy Documents to be Reviewed by the Full Commission:

Group 1: Policy Documents Recommended for Retirement/Repeal – Initial Priority

The Commission as a whole would review this set of documents for retirement or repeal as part of work session items on the Commission's agenda. This could be accomplished at the end of the regular meeting or with an early start. Staff would provide background information, including the purpose of the documents, the intent of the policy, and why the document is suitable for retirement. These documents are considered the simplest for review, but individual items may be removed from this bundle to be reviewed in greater detail by a Commission subcommittee. Recommendations stemming from the work session would be considered for action on a regular agenda. The direction of the full Commission would need to proceed to City Council, should there be interest in rescinding or amending documents.

Group 2: Priority Policy Documents to be Addressed during Future Policy/Plan Updates – Addressed as a part of Work Program Items in Near Term

The Commission as a whole would consider the retirement or incorporation of these documents as part of future planning efforts, such as during the development of a Community Design Plan and Downtown Plan. The development of these plans is expected to reference or replace the previously associated documents, and the Commission would consider repealing the previous documents upon completion of the new plans. The direction of the full Commission would need to proceed to City Council, should there be interest in rescinding documents.

Policy Documents to be Reviewed by a Commission Subcommittee:

Group 3: Policy Documents to be Reviewed by a Commission Subcommittee (3-4 P&Z members) – Addressed as the subcommittee has capacity.

For policy documents in which the Planning Department needs greater direction, a Commission subcommittee would allow a small group of commissioners to do a "deep dive" into each document and make a recommendation to the P&Z as a whole. Staff anticipates having the subcommittee hold three meetings for up to 2 hours each, with four policy documents being reviewed per meeting. The timeframe could vary depending on the Committee's level of engagement with each document and the length and complexity of each item being reviewed. To expedite the review process, staff would provide background information, including the purpose of the document(s), the impact of the document(s) on other regulations, and how the document(s) may or may not still provide value for decision-making.

According to the P&Z rules and procedures, it is the duty of the Chair to appoint committees and a committee chair. The committee is typically less than a quorum, so it is not making recommendations as the majority of the Commission. The subcommittee recommendations would appear on agendas for consideration by the full Commission.

The direction of the full Commission would need to proceed to City Council, should there be interest in rescinding or amending documents.

The total number of policy documents to be considered under this recommended process is as follows (row colors coordinated to the list of policy documents in Attachment 1):

Policy Document Review Group	Review Process	# of Policy Documents
1 - Policy Documents Recommended for Retirement/Repeal	P&Z Commission meeting	7, plus various Neighborhood Action Plans
2 - Priority Policy Documents to be Addressed during Future Policy/Plan Updates	Scheduled as P&Z Commission agenda items during future planning activities	Future planning activities that would incorporate or update past documents: <ul style="list-style-type: none"> • Community Design Plan – 11 documents • Downtown Vision & Strategy – 1 document • Expressway Corridor Environmental Health Study – 1 document • Housing Value Retention Analysis – 1 document • Retail Corners – 2 documents • Traffic Island Guidelines – 1 document
3 - Policy Documents to be Reviewed by a Commission Subcommittee	P&Z Subcommittee meetings, followed by full P&Z Commission consideration	12 (4 per meeting)
4 - Other Policy or Reference Documents	No review needed	23

RECOMMENDATION:

Recommended to consider adoption of the process outlined herein, including the designation of a P&Z subcommittee to provide a deeper review of a subset of documents.

Attachment: Summary Table of Planning Policy Documents

Attachment 1
List of Planning Policy Documents

No.	Document Name	Recommendation by Staff	Is Formal Repeal Necessary?	Notes
1	Downtown Plano Light Rail Stop - Development Vision & Objectives	1 - Policy Documents Recommended for Retirement/Repeal	Yes	Many of the strategic objectives have been accomplished, but there are design guidelines and recommendations that are worth reviewing with the Downtown Plan update.
2	Downtown Plano Light Rail Stop - Site Comparison Study	1 - Policy Documents Recommended for Retirement/Repeal	Yes	
3	Review of the Downtown Plan, Preservation Plan, and City Ordinances	1 - Policy Documents Recommended for Retirement/Repeal	Yes	Due to age, repeal but review for recommendations in new plan if copy found.
4	Far North US 75 Amenities Task Force Planning Guidelines Report	1 - Policy Documents Recommended for Retirement/Repeal	Yes	Includes landscaping, hardscape, and screening guidelines that have been incorporated into regulations. Other standards are irrelevant due to successive changes to US 75.
5	Design Guidelines for Plano's Historic Areas	1 - Policy Documents Recommended for Retirement/Repeal	Yes	Obsolete due to the designations of Downtown and Haggard Park Heritage Districts. Heritage Commission should be included in recommendation to repeal.
6	Infill Housing Study	1 - Policy Documents Recommended for Retirement/Repeal	Yes	Information is obsolete. Should repeal after recommendation from Heritage Commission.
7	Multifamily Task Force Report	1 - Policy Documents Recommended for Retirement/Repeal	Yes	Referenced to 1986-based comprehensive plan. Outdated and replaced by Comp Plan 2021 policies.
8	Neighborhood Action Plans (Various 1998-2008)	1 - Policy Documents Recommended for Retirement/Repeal	Yes	Neighborhood Services department agrees with retirement of these plans, since they are outdated. In many neighborhoods, the BEST neighborhood program has continued to work with other initiatives, such as Love Where You Live.
9	Downtown Vision & Strategy	2 - Priority Policy Documents to be Addressed during Future Plan Updates	Yes	Needs to be part of an updated Downtown Plan.
10	Eastern Plano Streetscape Features	2 - Priority Policy Documents to be Addressed during Future Plan Updates	Yes	Ideas for plazas on city facilities may hold some merit and could be incorporated into a new Community Design Plan. Repeal when Community Design Plan is complete.
11	Research/Technology Crossroads Streetscape Plan	2 - Priority Policy Documents to be Addressed during Future Plan Updates	Yes	This was implemented. See 2631 Plano Parkway. Needs to be incorporated into Community Design Plan consideration. Repeal with Community Design Plan is complete.

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No.	Document Name	Recommendation by Staff	Is Formal Repeal Necessary?	Notes
12	Dallas North Tollway Corridor Design Study	2 - Priority Policy Documents to be Addressed during Future Plan Updates	Yes	Needs to be incorporated into Community Design Plan consideration. Repeal with Community Design Plan is complete. Needs to be removed from Zoning Ordinance as well as repealed as a resolution.
13	Preston Road Corridor Design Study	2 - Priority Policy Documents to be Addressed during Future Plan Updates	Yes	Needs to be incorporated into Community Design Plan consideration. Repeal with Community Design Plan is complete. Needs to be removed from Zoning Ordinance as well as repealed as a resolution.
14	State Highway 121 Corridor Design Study	2 - Priority Policy Documents to be Addressed during Future Plan Updates	Yes	Needs to be incorporated into Community Design Plan consideration. Repeal with Community Design Plan is complete. Needs to be removed from Zoning Ordinance as well as repealed as a resolution.
15	Dallas North Tollway Design Guidelines	2 - Priority Policy Documents to be Addressed during Future Plan Updates	Yes	Needs to be incorporated into Community Design Plan consideration. Repeal with Community Design Plan is complete.
16	Dallas North Tollway Streetscape Plan	2 - Priority Policy Documents to be Addressed during Future Plan Updates	Yes	Needs to be incorporated into Community Design Plan consideration. Repeal with Community Design Plan is complete.
17	Expressway Corridor Environmental Health Study	2 - Priority Policy Documents to be Addressed during Future Plan Updates	No	New, but know that a specific update is needed.
18	Spring Creekwalk Design Development Guidelines	2 - Priority Policy Documents to be Addressed during Future Plan Updates	No	Needs to be incorporated into Community Design Plan consideration. Repeal with Community Design Plan is complete.
19	Spring Creekwalk Master Plan	2 - Priority Policy Documents to be Addressed during Future Plan Updates	Yes	Needs to be incorporated into Community Design Plan consideration. Repeal with Community Design Plan is complete.
20	Housing Value Retention Analysis	2 - Priority Policy Documents to be Addressed during Future Plan Updates	No	Focused on neighborhood revitalization. Coordinate with Neighborhood Services on update.
21	Tri-City Retail Study	2 - Priority Policy Documents to be Addressed during Future Plan Updates	No	Still referenced and several updates have been done (see Gibbs, Buxton below). Need to be replaced/updated. Perhaps the annual market study (RGM6) will provide a replacement for this information?

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22	Gibbs 2013 Shopping Center Report	2 - Priority Policy Documents to be Addressed during Future Plan Updates	No	Update to Tri-city study. Same comments. Perhaps the annual market study (RGM6) will provide a replacement for this information?
23	Traffic Island Guidelines	2 - Priority Policy Documents to be Addressed during Future Plan Updates	Yes	Will be reviewed with Thoroughfare Standards update.
24	State Highway 190/Plano Parkway Corridor Design Study	2 - Priority Policy Documents to be Addressed during Future Plan Updates	Yes	Needs to be incorporated into Community Design Plan consideration. Repeal with Community Design Plan is complete. Needs to be removed from Zoning Ordinance as well as repealed as a resolution.
25	Retail Corner Design Guidelines	2 - Priority Policy Documents to be Addressed during Future Plan Updates	Yes	Need to be updated and incorporated into Community Design Plan, then repealed.
26	Plano's Land Use & Transportation Study for the DART Parker Road Station	3 - Policy Documents to be Reviewed by a Commission Subcommittee	No	The plans for TOD in this area have not been realized, along with the "City Center" concept that was proposed in the 10 big ideas. This report cautions against US75-oriented, retail development being incompatible to the vision for the area, but that is what has mostly developed west of the station. Recommend retiring this document, but it may be worth revisiting this area with a new Downtown Plan.
27	City Center in Eastside Plano	3 - Policy Documents to be Reviewed by a Commission Subcommittee	Yes	Needs to be part of an updated Downtown Plan.
28	10 Big Ideas for Eastern Plano	3 - Policy Documents to be Reviewed by a Commission Subcommittee	Yes	Many of the major initiatives are complete, but there are still some good recommendations about neighborhood support and identify that are being worked on still today. Called for a "City Center" in the area between 15th, K, US 75, and Parker. Also calls for a Community Development Corporation, which was also recommended by the Silver Line Market Study. Ideas may be relevant to larger area of Plano today as community continues to age.
29	Private Street Subdivision Guidelines	3 - Policy Documents to be Reviewed by a Commission Subcommittee	Yes	When adopted private street subdivisions were focused on gated communities; they are now primarily mixed-use developments. Since the focus has shifted, this needs review and update.

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30	Plano at Maturity	3 - Policy Documents to be Reviewed by a Commission Subcommittee	Yes	This includes a list of goals that have largely been maintained. The nature of these goals are very closely related to those in the comprehensive plan. It may be worth a subcommittee comparing the document to the Comp Plan and seeing if there are any goals worth including in the areas outside the four CPRC topic areas. See Urban Centers Study and Future Dimensions.
31	Urban Centers Study	3 - Policy Documents to be Reviewed by a Commission Subcommittee	Yes	This is still very relevant and would be helpful to implement RGM4 and LU7.
32	Future Dimensions	3 - Policy Documents to be Reviewed by a Commission Subcommittee	Yes	This, the Plano at Maturity, and Urban Centers Study, ultimately need to be repealed to remove any conflicts with the comprehensive plan, after a review and implementation of any necessary information.
33	Master Facilities Plan	3 - Policy Documents to be Reviewed by a Commission Subcommittee	Yes	This update is recommended by the Comprehensive Plan, and is a lesser priority than other pending projects. Recommend adding to the P&Z Work Plan as mid- to longer-term project.
34	Multifamily Design Guidelines	3 - Policy Documents to be Reviewed by a Commission Subcommittee	Yes	This document includes many outdated references to policies in the 1986 Plan (separation, location, etc.). It is not consistent with the current comprehensive plan. Recommend the document be retired and new guidelines be incorporated into a Community Design Plan. This document is referenced in Section 1.900 of the Zoning Ordinance.
35	Workforce Housing Study	3 - Policy Documents to be Reviewed by a Commission Subcommittee	No	
36	Douglass Area Study	3 - Policy Documents to be Reviewed by a Commission Subcommittee	Yes	Review as part of Downtown Plan
37	Downtown Development Plan	3 - Policy Documents to be Reviewed by a Commission Subcommittee	Yes	Due to age, repeal but review for recommendations in new plan.
38	Plano 12th Street Visioning Workshop	Other (No Review Needed)	No	Reference document only

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39	Downtown Plano Retail Action Plan	Other (No Review Needed)	No	Reference document only
40	Downtown Redevelopment Opportunities - City-owned Properties	Other (No Review Needed)	No	Reference document only
41	Plano's Performing Arts Center Report	Other (No Review Needed)	No	Reference document only
42	Market Study for Proposed Expansion of Plano Centre	Other (No Review Needed)	No	Reference document only
43	Envision Oak Point	Other (No Review Needed)	No	Current
44	Silver Line Corridor Market Assessment & Economic Development Strategy	Other (No Review Needed)	No	Current
45	Site Design Standards for Solid Waste Containers	Other (No Review Needed)	No	Current. Update not necessary at this time. An update to materials may be presented by Public Works in collaboration with UTD at a later date.
46	Small Cell Wireless Facility Network Node Design and Placement Guidelines	Other (No Review Needed)	No	Current. Update not necessary at this time.
47	Historic Cemetery Preservation Plan	Other (No Review Needed)	Yes	Current
48	Downtown Heritage District Design Standards	Other (No Review Needed)	Yes	Current
49	Heritage Preservation Plan	Other (No Review Needed)	Yes	Current
50	Housing Trends Analysis	Other (No Review Needed)	No	Neighborhood Services Department is actively updating this document.
51	Urban Forest Master Plan	Other (No Review Needed)	No	Current
52	Parks, Recreation, Trails & Open Space Master Plan	Other (No Review Needed)	No	Current
53	Retail Site Determination (Buxton)	Other (No Review Needed)	No	For reference only.
54	Retail Market Analysis - Historic Downtown Plano, TX	Other (No Review Needed)	No	For reference only.
55	Plano Parkway Corridor Traffic Study	Other (No Review Needed)	No	Since this is referenced in zoning, is it legally binding? Does it have action items that remain and need to be addressed by staff or as part of development processes?
56	Thoroughfare Standards Rules & Regulations	Other (No Review Needed)	Yes	(Soon to be) Current.
57	Legacy Business Area Mobility Study	Other (No Review Needed)	No	How does this impact the Comprehensive Plan? Since Planning was not included, not sure we know or have considered it in the Thoroughfare plan or other policies. Updates needed?

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58	Downtown Plano Parking Study and Executive Summary	Other (No Review Needed)	No	Outdated, but could be a good model for studying parking in the Downtown Plan update effort.
59	Northeast Plano Study	Other (No Review Needed)	No	This plan included recommendations for annexation/disannexation, land use, and potential thoroughfare alignments that have already been implemented or are obsolete based on current conditions (alignment of Los Rios Blvd for example). Some portions of the study are were disannexed or transferred ETJ to Allen based on recommendations of the study. No relevant actions remaining.
60	Plano Transportation in the 21st Century	Other (No Review Needed)	No	Good historic reference, but not relevant for today.