

RESOLUTION NO. 98-8-1 (R)

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF PLANO, TEXAS, ADOPTING THE REPORT OF THE MULTI-FAMILY DWELLINGS TASK FORCE AND APPROVING THE UTILIZATION OF SUCH DOCUMENT BY THE CITY OF PLANO FOR THE PURPOSE OF GUIDING FUTURE RESIDENTIAL DEVELOPMENT AND ZONING WITHIN THE CITY; DIRECTING THE PLANNING AND ZONING COMMISSION TO INITIATE PROCEDURES FOR UPDATING THE COMPREHENSIVE PLAN OF THE CITY OF PLANO TO INCLUDE THE APPLICABLE RECOMMENDATIONS OF THIS REPORT; AND PROVIDING AN EFFECTIVE DATE.

WHEREAS, on January 26, 1998, by Resolution No. 98-1-18(R), the City Council of the City of Plano formed the Multi-Family Dwellings Task Force to study the issues of multi-family residential development within and its effects upon the City of Plano; and

WHEREAS, the Multi-Family Dwellings Task Force held eight work sessions and a public hearing in order to develop its recommendations; and

WHEREAS, the Task Force presented its recommendations to the City Council on July 6, 1998; and

WHEREAS, The City Council is of the opinion that the "Report of the Multi-Family Dwellings Task Force" a copy of which is attached hereto, as Exhibit "A", should be approved and adopted by the City of Plano

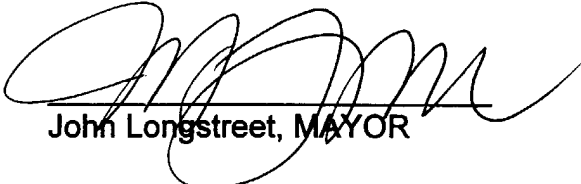
NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF PLANO, TEXAS, THAT:

Section I. The "Report of the Multi-Family Dwellings Task Force," a copy of which is attached hereto as Exhibit "A" and incorporated herein by reference, having been reviewed by the City Council of the City of Plano and found to be acceptable and in the best interest of the City of Plano and its citizens, is hereby in all things approved.

Section II. The "Report of the Multi-Family Dwellings Task Force" shall be utilized by the City Council, City staff, developers and such other personnel, departments, boards, and commissions as a recommendation for matters concerning the growth and development of City, and in particular, future amendments to the Comprehensive Plan of the City of Plano, as initiated by the Planning and Zoning Commission.

Section III. This Resolution shall take effect immediately upon its passage.

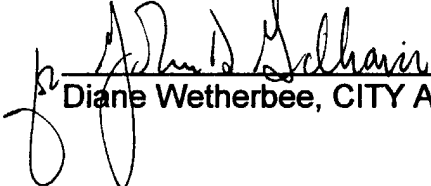
DULY PASSED AND APPROVED this the 3rd day of
August, 1998.


John Longstreet, MAYOR

ATTEST:


Elaine Bealke, CITY SECRETARY

APPROVED AS TO FORM:


Diane Wetherbee, CITY ATTORNEY

**Report of the
Multi-Family Dwellings Task Force
City of Plano
June 1998**

Report of the Multi-Family Dwellings Task Force

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I. INTRODUCTION

The Multi-Family Dwellings Task Force was formed by the City Council in February of 1998. The Task Force's formation was a response to concerns about the impact of increased apartment development on the community's quality of life.

The Task Force was provided with the following mission statement:

"This Task Force is directed to:

- 1. Study existing and projected multi-family housing in the City and the greater metropolitan area.**
- 2. Evaluate the City's development policies as they affect the citywide balance of housing types, including the location and amount of multi-family housing in specific areas.**
- 3. This evaluation should further the City's goals of developing sound neighborhoods and ensuring variety and affordability of housing types consistent with the needs of a diverse population."**

The Task Force generally met every two weeks for the last four months. The first phase of its work involved information gathering. This included a review of statistics from Plano and surrounding cities, applicable City ordinances and policy documents, and available literature on residential development and affordable housing.

The second phase involved identifying and prioritizing major issues so that the Task Force could focus its efforts effectively. During this phase, the Task Force held a public hearing and received input from several interested citizens.

Finally, the group considered ways to address the various issues and developed a series of preliminary policy statements. These policy statements were then refined and incorporated into this report.

EXHIBIT "A"**II. RESEARCH / FINDINGS****Current and Future Development**

At buildout, Plano is projected to have a population of approximately 265,000 living in 105,845 housing units. Of the total units, 71,425 (67%) are projected to be single family and 34,420 (33%) are expected to be multi-family. The current population (as of January 1, 1998) is estimated at 206,600 by the North Central Texas Council of Governments (NCTCOG). There are approximately 55,371 (73%) single-family units, and 20,123 (27%) multi-family units.

Generally, Plano's multi-family units are dispersed throughout the City. There are significant concentrations along Preston Road, Spring Creek Parkway at Independence Parkway, and Legacy Drive at Alma Drive and Chase Oaks Boulevard (see Appendix I).

In the future, there are likely to be additional concentrations at Preston Road and SH 121 and near the Dallas North Tollway in Legacy. Some of these concentrations will be part of major mixed use projects that will combine stores, shops, restaurants, and offices into a unified development. These projects differ in design and character from the typical "garden" apartments that appear throughout Plano. There is also the potential for similar mixed use projects in downtown Plano near the proposed DART rail line stop.

Current / Past Housing Policies

Plano's Comprehensive Plan recommends a maximum of 500 multi-family units in one area separated by a distance of 1,000 feet. This amount may be increased to 750 units if a portion of the total units are separated by a major thoroughfare. This policy has been in effect since 1986 and is intended to disperse apartments across the City and blend them into neighborhoods. (The policy is not applicable to multi-family projects developed outside of the typical Plano neighborhood setting in mixed use or "new urbanism" projects).

In 1981, the Comprehensive Plan's policy on multi-family development was ratio-based. It recommended the following ratios for different types of residential development within most neighborhoods:

60%	Low Density (less than 5.5 units/acre)
20%	Medium Density (5.5 – 12 units/acre)
20%	High Density (12 units/acre and up)

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For neighborhoods along Plano's two major development corridors in the 1980's, U.S. 75 and Preston Road, the ratio was:

50%	Low Density (less than 5.5 units/acre)
20%	Medium Density (5.5 – 12 units/acre)
30%	High Density (12 units/acre and up)

That policy lead to a "numbers game" of developers increasing the density of single family development to qualify for more apartments. It was abandoned in 1986 and replaced with the current policy which is based on limiting the number of units in a given area and spacing them from each other.

Research indicates that there never was a policy ratio of 75% low-density and 25% high-density. The Housing Chapter of The Comprehensive Plan stated at one time that this was the likely ratio if all zoning was used to its maximum density and if Plano achieved a population of 350,000 at buildout. The current estimated population at buildout is 265,000, a reduction of 23% (85,000 less than the previous estimate). The main reasons for this reduction are the development of single-family zoned land at lower than maximum densities and the ongoing conversion of multi-family zoned tracts to single-family use. Decreased total population decreases the impact on city facilities, services and infrastructure. However, the task force did not find any evidence to indicate that, given the above changes, any "ideal" ratio of single-to multi-family units exists.

There is also no indication that the current policy has lead to an increase in multi-family zoning and development. In fact, over the last 11 years rezoning to multi-family from other zoning categories and from multi-family to other categories have essentially cancelled out each other. As a result, the total acreage zoned for multi-family is approximately the same as in 1987 (see Appendix II).

Along Preston Road and in other areas now experiencing multi-family development, the zoning has generally been in place since the early 1980's. These concentrations do not appear to be the result of recent rezoning or of problems associated with current multi-family policies of the Comprehensive Plan.

Major Issues

The task force considered the impact of multi-family development on the following issues:

1. Services and facilities;
2. Neighborhood stability; and
3. Housing affordability and diversity.

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The task force did not find evidence to indicate that multi-family development would impact the local school districts more than single-family development. According to estimates by the Plano independent School district (PISD), apartments yield an average 0.1 school aged children per unit. For single-family residences, the average is 0.35. Based on typical densities for both types of development, the yield of school children per acre is nearly the same. It should be noted, however, that these rates may change over time, as both single-family and multi-family developments mature. Therefore, ongoing monitoring of these trends will be necessary to ensure that the school services address changes in demographics.

It is difficult to determine the exact impact of apartments on safety and emergency services. Criminal activity is more reflective of economic conditions than of the type of housing. Also, criminals typically commit crimes away from their places of residence.

Because they contain more units per acre, apartment complexes are likely to result in more requests per acre for emergency services than single-family residences. These conditions need to be addressed when planning for public facilities and services.

Single-family subdivisions actually have a greater infrastructure impact on the City than do multi-family projects. The lesser density of single-family development results in more miles of water lines, sewer lines and street pavement for the City to maintain. The City is only responsible for maintaining water and sewer lines but not pavement in apartment complexes.

Apartment projects do result in more vehicular trips per acre than single-family residents. Historically, these multi-family projects have tended to have direct access to and impact on major thoroughfares, while typically having minimal impact on traffic on neighborhood streets.

A recent comparison of a typical multi-family project to single-family development (see Appendix III) indicates apartments compare favorably in terms of tax revenues and cost recovery fees during their first 10-15 years of existence. This analysis is offered only for the purpose of suggesting that apartments do contribute significant revenues to the City and other taxing entities.

It appears that neither new single- or multi-family development is improving housing affordability and diversity. Nearly two-thirds of all new homes constructed since 1994 exceed 3,000 square feet in floor area (see Appendix IV). There is a definite market trend for building larger, more expensive homes. A recent review of new apartments in western Plano found that monthly rental rates ranged from \$800 to \$1800.

Plano is and will continue to experience a demand for "special needs" housing. As Plano's population continues to age, "empty nesters" desiring smaller, easier-to-maintain homes, will be forced to look outside of Plano for residence. Senior citizens desiring to live in facilities designed specifically for their needs, will have difficulty finding appropriate housing. For example, the waiting period at the Plano Community Home averages two years or more.

III. RECOMMENDATIONS

Based on the Task Force's review of the major issues, it developed the following recommendations. Some of the recommendations were adopted unanimously by the group; others received negative votes from some group members. These recommendations reflect long hours of discussion and deliberation. The recommendations are offered in the form of policy statements and reference current policies that would be amended or replaced.

RECOMMENDATION NO. 1

Proposed Policy

The city should generally avoid rezoning for additional multi-family development, while retaining the flexibility to consider requests for mixed-use, "new urbanism," redevelopment and other proposals with special merit.

Current Policy

- Current policies suggest that Plano's neighborhoods should consist primarily of low density, single family residences. They do not propose limitations on zoning for multi-family development.
- Land Use Chapter Policy No. 2.311 indicates that "new urbanism" and mixed use projects deserve special consideration.

Intent of Proposed Policy

- Indicate that the City should not actively pursue the expansion of multi-family zoned property. At the same time, new development and re-development concepts which provide for the integration of employment, residency, shopping, and recreation into a common project, should be considered.
- Recognize that individual properties may not be suited for uses other than multi-family and that the City should have the ability to consider all applicable circumstances.

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RECOMMENDATION NO. 2

Proposed Policies

Proposal A:

Multi-family developments in neighborhood settings should have a minimum of a 1,500-foot separation and a maximum concentration of 500 units (Neighborhood settings are the typical development pattern for residential areas, approximately one-mile square, bounded by major thoroughfares.).

Proposal B:

There should be a 1,200 foot setback for all residential development of all types from the SH 121 centerline.

Current Policies

- Allows 500 units in one neighborhood, but 750 units when separated by a major thoroughfare.
- Restricts only single family residential uses along SH 121.

Intent of New Policy

Proposal A:

- Would tend to limit ability to achieve large concentrations of multi-family development at major intersections.
- Would increase the "window" for single family development along major thoroughfares (1,000 feet is a minimum dimension for a typical single family subdivision).

Proposal B:

- Would prevent additional concentrations of multi-family residential along SH 121 in a "non-neighborhood" setting.
- Would result in uniform development patterns along expressways.

RECOMMENDATION NO. 3

Proposed Policy

Direct appropriate staff, departments and/or commissions to work on code changes to ensure minimum standards affecting health, safety, and structural integrity. Occupancy

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permits should be required on all vacant residential units with inspection fees to cover costs. Appropriate procedures for enforcement and follow-up should be included along with appropriate penalties for non-compliance.

Current Policy

- "Continue regular enforcement of minimum housing and property maintenance codes to support and monitor revitalization efforts". (Housing Policy 1.206)
- Strategy calls for on-going monitoring to identify early signs of neighborhood deterioration, creation of neighborhood associations, and expansion of housing rehabilitation programs.

Intent of Proposed Policy

- Make an aggressive effort to ensure that codes provide for adequate exterior and interior property maintenance focusing on health, safety, and long term viability of structures.
- Develop legal mechanisms to ensure that properties are safe and appropriate for occupancy. Legally, inspections cannot occur when a unit is being used for residency.
- Provide for procedures and programs to enforce and monitor the upkeep of all housing, to ensure safe and healthy habitats for occupants and to conserve the available housing stock
- Penalties for non-compliance should be significantly greater than the fees for compliance.

RECOMMENDATION NO. 4**Proposed Policy**

Consider initiatives to increase the potential for less expensive owner-occupied housing such as patio, cluster and townhomes and encourage alternative development over multi-family development.

Current Policy

- There is an inadequate mix of housing types needed to accommodate a variety of income levels and special needs.
- Several existing policies address housing affordability and diversity. They recommend amending codes and ordinances to permit alternative forms of housing, increasing housing conservation efforts, and educating developers on programs for low and moderate-income housing.
- Current market demand is for larger, more expensive homes. More than 2/3 of homes built in the last five years exceed 3,000 square feet in floor area. Most policies and programs have been ineffective, as a result of market conditions.

Intent of Proposed Policy

- Actively pursue zoning amendments and other code and ordinance changes that would facilitate alternative forms of housing. These may include incentive oriented standards.

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- Identify forms of housing, in addition to multi-family, that are affordable and/or designed for specific needs of particular segments of the population, such as senior citizens.
- Develop a set of financial incentives to encourage alternative forms of affordable housing.

RECOMMENDATION NO. 5

Proposed Policy

Aggressively pursue cooperation with school districts and actively solicit school district responses when zoning and development impacts residential yield of children.

Current Policy

- The City currently provides information concerning all development activity to PISD.

Intent of Proposed Policy

- Enhance communication with all school districts and the City of Plano, to ensure appropriate planning for school facilities.

IV. CONCLUSIONS

The task force found that current policies and practices of the City, as they relate to multi-family development, are generally appropriate. However, as evidenced by its recommendations, the Task Force does feel that adjustments and revisions are needed.

The Task Force strongly suggests that the City place more focus and attention on property maintenance. As the City's housing stock ages, its long term viability and the viability of Plano's neighborhoods will depend upon the efforts made by the City and individual property owners to provide suitable and attractive housing.

In order to implement the Task Forces recommendations, the following actions are suggested:

- 1. Amend the Comprehensive Plan to incorporate the various policy proposals.**
- 2. Initiate a study of codes and ordinances and identify possible changes to improve property maintenance and establish inspection procedures for all residential units.**
- 3. Consult with representatives of all school districts which operate in Plano to determine ways to accommodate more input into the zoning and development processes.**

EXISTING and UNDEVELOPED MULTI-FAMILY

Source: City of Plano, GIS
Collin County Appraisal District
Apartment Listing Service, as of 1/1/98
Scale: Not To Scale
Date: June 29, 1998

 Existing Multi-Family
 Undeveloped Multi-Family

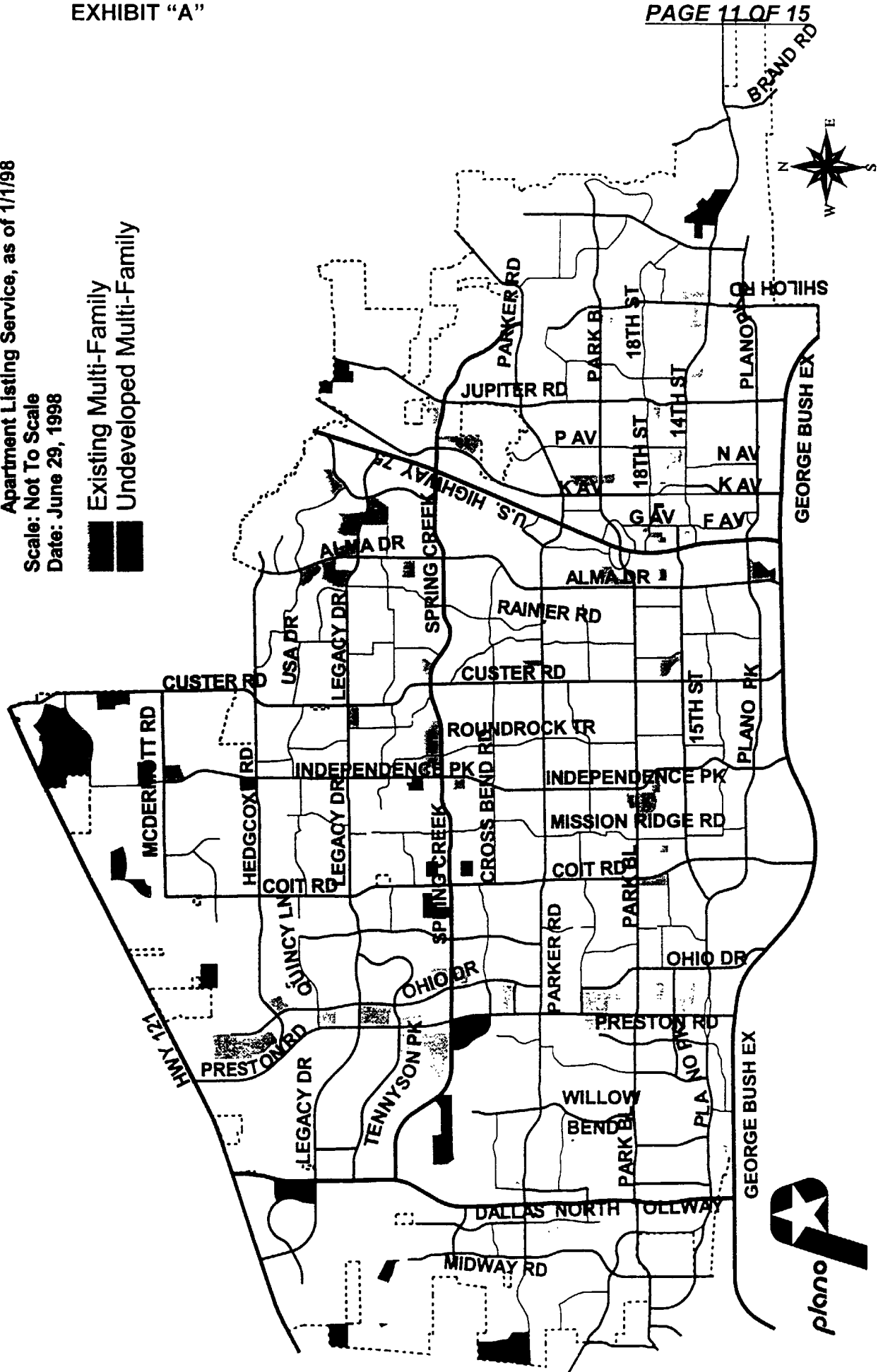


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MULTI-FAMILY DWELLINGS TASK FORCE

Single-/Multi-Family Rezoning

- January 1987 through December 1997 -

<u>Single Family Rezoning</u>	<u>Acres</u>
1. From Agriculture, Non-Residential District	2451.7
2. From Multi-Family	656.9
3. Total Single-Family Zoning (1 & 2)	3091.3

<u>Multi-Family Rezoning</u>	<u>Acres</u>
4. From Agriculture, Non-Residential	404.9
5. From Single Family	68.7
6. Total Multi-Family Rezoning (4 & 5)	473.6

<u>Other Rezoning</u>	<u>Acres</u>
7. Non-Residential from Multi-Family	39.0
8. Planned Development Mixed Use from MF & Non-Residential (New Urbanism Project @ SH 121/Preston)	135.3

<u>Summary Notes</u>	<u>Acres</u>
9. Net Change in Multi-Family (6+8-2-7)	-87

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Comparison of Capital Recovery Fees
and Property Taxes of a
Single Family and Multi-Family Development

	Developable Acres	Medium-Low Scenario 6,000 sq.ft. lots	Low Density Scenario 7,000 sq.ft. lots	Very Low Density Scenario 9,000 sq.ft. lots	Developable Acres	Thornbury at Chase Oaks (constructed in 1995)
Lois / Acre		5	4	3	22.1	16,749,086
Max. No. of Units		111	88	66		17.9
Average Home Assessment		170,000	190,000	200,000		360,986
						376
						44,545
Tax Revenues (per year)						
City of Plano (20% Homestead Exemption)	0.4985	\$ 74,914.58	\$ 66,982.45	\$ 52,890.88	0.4985	\$ 83,493.37
PISD	1.5153	\$ 242,788.94	\$ 221,021.66	\$ 175,812.68	1.5153	\$ 253,796.38
CCCC	0.26	\$ 48,841.00	\$ 43,669.60	\$ 34,476.00	0.26	\$ 43,547.19
Collin County	0.09655	\$ 18,512.82	\$ 16,552.46	\$ 13,067.73	0.09655	\$ 16,506.06
Sub-Total	2.37235	\$ 385,057.14	\$ 348,226.16	\$ 276,237.29	2.37235	\$ 397,343.00
Annual Services						
Drainage (\$260/mo)		\$ 2,652.00	\$ 2,121.60	\$ 1,591.20	\$0.00036	\$ 1,559.46
Solid Waste Removal (11.15¢/mo)		\$ 15,262.26	\$ 12,209.81	\$ 9,157.36	281.83	\$ 27,055.68
Sub-Total		\$ 17,914.26	\$ 14,331.41	\$ 10,748.56		\$ 28,615.14
Capital Recovery						
Water (per meter)	\$758.00	\$ 83,759.00	\$ 67,007.20	\$ 50,255.40	\$758.00	\$ 18,950.00
Waste Water (per meter)	\$378.00	\$ 41,769.00	\$ 33,415.20	\$ 25,061.40	\$378.00	\$ 7,896.00
Zone 1 Park per lot	\$467.47	\$ 51,655.44	\$ 41,324.35	\$ 30,993.26	\$323.96	\$ 121,808.96
Sub-Total		\$ 177,183.44	\$ 141,746.75	\$ 106,310.06		\$ 148,654.96
TOTAL		\$ 580,154.84	\$ 504,304.32	\$ 393,295.91		\$ 574,613.10
*NET DIFFERENCE		\$ 5,541.73	\$ (70,308.78)	\$ (181,317.19)		\$ 0

*Net Difference is obtained by subtracting the noted column from the last column

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Single Family Units Square Feet (1984-1997)

Year	Under 2000 sf	%	2001-2400 sf	%	2401-2999 sf	%	Over 3000 sf	%	Total
1997	63	2.0	200	6.4	695	22.1	2187	69.5	3145
1996	69	2.2	273	8.7	715	22.9	2068	66.2	3125
1995	57	2.3	212	8.7	545	22.3	1634	66.7	2448
1994	82	3.0	292	10.7	551	20.1	1814	66.2	2739
1993	41	1.5	279	10.4	621	23.1	1750	65.0	2691
1992	118	4.8	268	10.0	612	25.0	1449	59.2	2447
1991	124	7.4	195	10.7	378	22.6	972	58.2	1669
1990	141	8.3	266	16.7	432	25.6	851	50.4	1690
1989	215	15.4	224	16.0	349	25.0	610	43.6	1398
1988	331	21.4	214	13.8	403	26.0	601	38.8	1549
1987	268	18.6	192	13.3	391	27.1	591	41.0	1442
1986	522	41.1	208	16.2	193	15.2	348	27.4	1271
1985	556	29.5	442	23.4	398	21.1	491	26.0	1887
1984	530	22.7	635	27.2	657	28.1	513	22.0	2335
Total	3117		3900		6940		15879		29836
% by sq. ft (1984-1997)	10.4%		13.1%		23.3%		53.2%		
% by sq. ft (1990-1997)	3.5%		9.9%		22.8%		63.8%		

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4th Quarter 1997 - Single Family Units Square Feet

Month	1600-2000	%	2001-2400	%	2401-3000	%	3001-4000	%	4001-6000	%	6001+	%	Total
Sep	3	1.0	22	7.5	63	21.4	120	40.7	74	25.1	13	4.4	295
Oct	7	2.7	9	3.5	39	15.2	90	35.2	100	39.7	11	4.3	256
Nov	2	0.9	11	5.2	42	19.7	81	38.0	66	31.0	11	5.2	213
Dec	2	0.8	14	5.7	45	18.3	95	38.6	81	32.9	9	3.7	246
Total	14	1.4	56	5.5	189	18.7	386	38.2	321	31.8	44	4.4	1010