LAND USE
LAND USE ELEMENT

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LAND USE ELEMENT

INTRODUCTION

The land use element of the Comprehensive Plan is a long-range, general guide for the development and use of all land within the City of Plano and its extraterritorial jurisdiction. It also contains a series of policies which establish a continuous planning process to guide day-to-day decision making.

The element consists of three parts. First, conditions, trends and issues regarding land use are presented. Second, goals, objectives and policies are listed. Third, a series of recommendations, which include the Land Use Plan and development standards, are presented.

MAJOR PROPOSALS

A summary of the major proposals within the land use element is below. Additional concepts and supporting discussion follow in the body of the section.

PLANNING AND DEVELOPMENT MANAGEMENT

Implement a comprehensive management process consisting of three major components to guide Plano’s development by:

- Developing a continuous planning program which monitors development patterns and trends, and regularly revises the Comprehensive Plan.

- Refining a coordinated programming effort consisting of five-year service and facility plans for City departments, a five-year Capital Improvements Program (CIP), and a five-year Transportation Improvements Program (TIP).

- Using zoning and subdivision regulations to ensure that development follows the policies and recommendations of the Comprehensive Plan.

LAND USE PATTERN AND INTERRELATIONSHIPS

Promote a logical, compatible land use pattern by:

- Using urban design criteria in the review of new developments (see Urban Design Chapter).

- Buffering residential areas from incompatible uses.

- Coordinating the design of individual subdivisions to encourage social interaction among residents of a neighborhood unit.

OVERZONING

Minimize or correct the adverse effects of overzoning by:

- Developing and adhering to policies on rezoning to higher intensities.

- Voiding existing circulation plans/preliminary site plans for projects where approved on-site improvements have not been started within five years after the adoption of the Comprehensive Plan; reviewing new plans to ensure conformance with the policies of the Comprehensive Plan, Design Studies, and other applicable ordinances and documents.

- Reviewing the Zoning Ordinance (both map and text) to identify substantial deviations from the policies and recommendations of the Comprehensive Plan.

- Analyzing the impact of site plans to ensure that essential public facilities will be adequate.

- Monitoring zoning and publishing a yearly report on the amount and effect of changes.
CONDITIONS/TRENDS/ISSUES

Major land use conditions, trends and issues facing Plano are reviewed in three areas:

- Planning and Development Management
- Land Use Pattern and Interrelationships
- Overzoning

PLANNING AND DEVELOPMENT MANAGEMENT

Plano's growth is seen daily in new residential subdivisions, commercial establishments and office buildings. Plano's diminishing supply of vacant land is further evidence of the community's rapid growth (see Table 1). Over 4,400 acres of land were developed between 1980 and 1984, according to the North Central Texas Council of Governments (NCTCOG). This land absorption figure is second only to Dallas among cities in the Metroplex.

TABLE 1
DEVELOPED LAND
City of Plano, Texas

<table>
<thead>
<tr>
<th>Year</th>
<th>Acres Developed</th>
<th>Acres Undeveloped</th>
<th>Percent Developed</th>
</tr>
</thead>
<tbody>
<tr>
<td>1963</td>
<td>1,177</td>
<td>44,529</td>
<td>2.6</td>
</tr>
<tr>
<td>1973</td>
<td>5,020</td>
<td>40,686</td>
<td>11.0</td>
</tr>
<tr>
<td>1980</td>
<td>11,735</td>
<td>33,971</td>
<td>25.7</td>
</tr>
<tr>
<td>1986</td>
<td>19,176</td>
<td>26,530</td>
<td>41.9</td>
</tr>
</tbody>
</table>

Source: Marvin Springer and Associates, City of Plano, HB&A, NCTCOG.

Projections for rapid growth remain optimistic. The planned construction of State Highway 190 and eventual improvements to State Highway 121 will further strengthen Plano's economic and social ties with the metropolitan area. Major development can be expected to occur beyond Plano in Frisco, Allen, The Colony and McKinney.

Population and employment forecasts for Plano are presented in Table 2. Sufficient land, utility and street capacities, and public services and facilities must be provided for future residents and employees.

TABLE 2
FORECAST POPULATION AND EMPLOYMENT
City of Plano, Texas

<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
<th>Employment</th>
</tr>
</thead>
<tbody>
<tr>
<td>1980</td>
<td>72,331</td>
<td>14,400</td>
</tr>
<tr>
<td>1985</td>
<td>103,200</td>
<td>21,400</td>
</tr>
<tr>
<td>1990</td>
<td>139,200</td>
<td>35,200</td>
</tr>
<tr>
<td>1995</td>
<td>208,000</td>
<td>85,900</td>
</tr>
<tr>
<td>2000</td>
<td>259,000</td>
<td>120,300</td>
</tr>
<tr>
<td>2020</td>
<td>360,000</td>
<td>233,000</td>
</tr>
</tbody>
</table>

Source: US Census, HB&A, M/PF Research Inc., City of Plano, NCTCOG.

Plano will need to use all of its resources to enhance its quality of life while accommodating the expected rapid growth. Today, Plano is a highly desirable residential community. The scale of the City will change considerably as zoned and planned land uses are developed and as Plano grows to 360,000. The City needs an effective management system which relates levels of land use development to the provision of essential public facilities and services.

The recent growth rate and form of development have challenged the City to find new methods for responding to problems and opportunities. In 1963, Plano adopted its first Comprehensive Plan. This Plan and succeeding updates were largely devoted
to facilities planning and to the development of an "end-state" Future Land Use Map. These plans helped establish the basic development pattern of the community and guided construction of the City’s infrastructure. However, as conditions changed and developments became more complex, end-state plans no longer offered adequate guidance to City staff, members of appointed boards and commissions, and City Council.

The City has done an excellent job keeping pace with infrastructure needs through its five-year Capital Improvements Program (CIP) and bond elections. However, resources of the City have sometimes been committed to the construction of streets and utilities in areas unlikely to develop in the near future, while the needs of areas currently being developed are unfulfilled.

The Comprehensive Plan’s development management system consists of many separate elements tailored to Plano’s needs. Opportunities to integrate current tools, such as comprehensive planning, capital improvements programming and regulations, exist within a detailed policy framework for guiding decision making. Such a coordinated, comprehensive management process can plan successfully for future growth.

LAND USE PATTERN AND INTERRELATIONSHIPS

Plano’s land use pattern is a function of the natural attributes of the land and the public/private decision-making process. One of these important aspects is the general condition of Plano’s soils, which require sanitary sewer systems for most uses, and this has led to a fairly compact land use pattern. In addition, Plano’s flat terrain has facilitated the development of a grid system of major thoroughfares and grid-patterned subdivisions. There are cases, however, where the extension of streets and water and sewer lines into outlying areas have led to some fragmentation of the overall development pattern.

Another significant influence on Plano’s land use pattern is the series of major creeks and flood plains that cross the City. Many of these areas have been incorporated into the City’s open space and park system.

Several areas and districts stand out in the current development pattern. These include:

- The original city, including the historic business district, Avenue K, and 14th and 15th Streets;
- The U.S. 75 corridor, which serves as Plano’s major regional and community commercial and office area;
- Residential areas in which low density, single-family uses predominate;
- The light industrial, warehousing and manufacturing district centered around East Plano Parkway;
- Corporate offices along West Plano Parkway; and
- The Legacy development in far northwest Plano which includes the headquarters for EDS, Frito-Lay and Southland Life.
Plano has a fairly regular development pattern. Low density, single-family neighborhoods form the predominant image, with medium and high density residential areas found in most neighborhoods. Neighborhood- and community-serving commercial areas are located at intersections of arterial streets. Region-serving office and retail developments are located along major regional transportation corridors.

The City periodically conducts surveys of existing land use, which help reveal the changes in use. Table 3 shows the acreage increases in developed land from 1973 to 1986. Land used per 100 persons is detailed in Table 4. From 1973 to 1986, land used per 100 persons increased for park, residential and commercial uses, and decreased for industrial, public and semi-public uses. Tables 3 and 4 also present estimates for land use in the "buildout" year of 2020. Table 4 shows that the total land used per 100 persons will decline substantially. This is due to infill construction in areas which may have previously been bypassed by development, and to the general increase in residential densities expected as based on the current zoning pattern.

The Land Use Plan both influences and is influenced by the day-to-day planning and zoning decisions which shape the pattern and form of the City. Planning and zoning decisions are based on the Comprehensive Plan. The Plan must be flexible and regularly updated, however, in order to respond to changing economic or governmental conditions. For example, the 1981 Comprehensive Plan was prepared in response to zoning changes resulting from the announcement of the Electronic Data Systems (EDS) development (The Legacy) in far northwest Plano, and the proposed extension of the Dallas North Tollway to State Highway 121. Preparing for EDS required new zoning categories and a reworking of the Thoroughfare Plan. In addition, the frontage of the Dallas North Tollway was designated for office and commercial development.

<table>
<thead>
<tr>
<th>TABLE 3</th>
<th>LAND USE (IN ACRES)</th>
<th>City of Plano, Texas</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>2,024</td>
<td>5,005</td>
</tr>
<tr>
<td>Retail/Office/Commercial</td>
<td>247</td>
<td>504</td>
</tr>
<tr>
<td>Industry/Railroad</td>
<td>401</td>
<td>557</td>
</tr>
<tr>
<td>Public/Semi-Public</td>
<td>343</td>
<td>964</td>
</tr>
<tr>
<td>Parks</td>
<td>267</td>
<td>1,475</td>
</tr>
<tr>
<td>Streets/Alleys</td>
<td>1,739</td>
<td>3.231</td>
</tr>
<tr>
<td>TOTAL</td>
<td>5,021</td>
<td>11,736</td>
</tr>
</tbody>
</table>

Source: City of Plano
TABLE 4
LAND USE PER 100 PERSONS (IN ACRES)
City of Plano, Texas

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>7.05</td>
<td>6.91</td>
<td>7.49</td>
<td>5.78</td>
</tr>
<tr>
<td>Retail/Office/Commercial</td>
<td>0.86</td>
<td>0.70</td>
<td>1.64</td>
<td>0.66</td>
</tr>
<tr>
<td>Industry/Railroad</td>
<td>1.39</td>
<td>0.77</td>
<td>0.67</td>
<td>0.50</td>
</tr>
<tr>
<td>Public/Semi-Public</td>
<td>1.40</td>
<td>1.33</td>
<td>1.03</td>
<td>0.95</td>
</tr>
<tr>
<td>Parks</td>
<td>0.93</td>
<td>2.04</td>
<td>2.38</td>
<td>1.00</td>
</tr>
<tr>
<td>Streets/Alleys</td>
<td>6.06</td>
<td>4.46</td>
<td>4.53</td>
<td>3.80</td>
</tr>
<tr>
<td>TOTAL</td>
<td>17.69</td>
<td>16.21</td>
<td>17.74</td>
<td>12.69</td>
</tr>
</tbody>
</table>


The issue of compatibility between office/retail uses and residential development has become increasingly important as a result of a trend toward increased intensity and density for commercial, office and residential zoning. Although many of the zoning changes reflected conditions relating to individual parcels of land, their cumulative effect contributed to the imbalance between land use needs and zoning (see section on Overzoning). Given Plano's relatively flat topography and limited tree cover, issues of height, gradation, buffering and screening assume more importance, particularly as Plano begins to experience its first significant mid- and high-rise office development.

In the past, buffering and screening efforts were approached on an "ad hoc" basis. Individual planned development districts are often adopted with several additional buffering and landscaping stipulations negotiated between the developer, staff, homeowners, Planning & Zoning Commission and City Council. A better approach is to develop guidelines and/or ordinance standards addressing most use separation issues (similar to the Retail Corner Guidelines). In cases where the guidelines fail to address a buffering and screening issue, additional stipulations can still be negotiated among the groups listed above. The provisions agreed to may then be appropriate for incorporation into the general design and screening guidelines.

Questions of compatibility between uses will become even more of an issue as the City matures. In particular, concerns will be raised regarding the compatibility between residential and non-residential uses, and the placement of high, medium and low density residential uses. For example, some light industrial areas are adjacent to single-family homes without even a street separation. Also, building heights and setbacks along high intensity corridors will be debated.
The Design Studies Chapter provides initial guidance on heights and setbacks for four of the City’s major transportation corridors, while the Housing Chapter provides initial guidance on the location of various housing density types.

The compatibility between residential and non-residential uses is not the only issue. The relationship between individual subdivisions and zoning districts within residential neighborhoods is a concern as well. Low density single-family neighborhoods, anchored by a school and park, with commercial uses and medium and high density residential units on the periphery, predominate in Plano. Some neighborhoods have developed, however, as a loose group of subdivisions poorly related to each other. Subdivisions which do not have sufficient cross access into adjoining areas, or which significantly alter the existing street pattern, make neighborhood cohesion and identification more difficult to achieve.

A quality land use pattern is the result of care and attention to many small land use details. While many of these issues are directly addressed in the Urban Design Chapter, some general guidelines are developed in this chapter also.

The land use pattern is addressed and formed in large measure through zoning and subdivision review processes. Through these processes, Plano has its greatest opportunity to affect the relationship of land uses and the structure of neighborhoods. Review of preliminary and final site plans and subdivision plats provides the City an opportunity to ensure the highest quality land use relationships. To be effective, however, ordinances must be kept up-to-date. Land use concepts and practices frequently change and ordinances must be revised to reflect new conditions.

OVERZONING

The 1984 Development Policy Issue Paper documented the significant overzoning of commercial and office land in the City. The report estimated that there was five times as much land planned or zoned for retail uses as should be needed to meet market demand for the next ten years. Similarly, planned or zoned land for office is 11 times the forecasted ten-year market demand.

Overzoning occurs when the available supply of zoned land exceeds the projected demand for use of land. No ideal zoning level exists. Enough land should be zoned to provide alternative sites and competitive land pricing.

Overzoning is found throughout the City. At nearly all existing and planned major intersections, at least two corners (three or four in many cases) are zoned for retail development. Thus, many neighborhoods have four corners zoned for retail, one at every intersection of major thoroughfares. However, not every neighborhood can support three and four corners of retail development.

(If we assume each Plano household demands 95 square feet of local retail space, a typical 70% low density and 30% medium and high density neighborhood would only support close to 275,500 square feet, or approximately two 11-acre shopping centers anchored by a supermarket or drugstore. Source: Commercial Space Development - Far West Plano, M/PF Research.)

Overzoning is most obvious west of Coit Road. Here, many parcels were zoned years in advance of development. In the intervening years, a series of zoning requests increased the density even further on many of these parcels. The Preston Road and the Dallas North Tollway zoning patterns reflect that trend.
Not only have commercial and retail parcels been overzoned, but residential parcels as well. Many tracts were zoned for non-traditional residential types (i.e., patio homes and townhouses) in anticipation of a demand which was years away. Recent indicators forecast a demand of this magnitude may never materialize, leaving an unstable future land use pattern. As a result, average zoned residential densities in this section of Plano are substantially higher than in other sections of the City. Under the 1981 Comprehensive Plan, Plano west of Independence Parkway could consist of 56% high and medium density units at "buildout", while the area to the east would have only 38% high and medium density units.

Overzoning contributes to unstable land prices. As the density of parcels increases through the process of overzoning, land prices rise accordingly. Combined with general inflation of land values in a strong real estate market, overzoning contributes to rapidly rising overall land prices. Inflated land prices may hamper and delay development by making it more expensive. In a weak real estate market, the rapid inflation of land prices is generally corrected. However, the underlying zoning densities of the land are rarely adjusted to new market realities. The location of future high intensity uses also becomes less predictable. The market must respond to many competing sites as opposed to two or three alternatives.

A number of competing sites for each use may, in time, also lead to a lower quality land use pattern. Well located sites will most likely develop as envisioned. Other marginally located sites will, however, remain unbuilt or only partially developed. Pad sites (for uses such as gas stations and fast food outlets) may develop along the frontage of tracts, complicating future access and visibility to the interior of the tracts, which may remain vacant for long periods.

Development on these poorly located sites may not be the high quality uses envisioned by the Land Use Plan. In an attempt to generate cash flow, marginal or temporary uses might be developed on these properties. For example, a plant nursery may be located on a parcel envisioned for a corner shopping center. On vacant parcels, rezoning requests may be filed to change the range of allowed uses. As an example, an office parcel may be rezoned to multi-family since there is a demand for that particular use. As the site was not originally envisioned for multi-family, the parcel may not be ideally configured and may create compatibility and buffering problems with adjacent land uses. The rezoning may also introduce a greater than ideal number of high density units into a particular neighborhood. Utilities and other infrastructure in the area may have been sized in anticipation of the originally planned land use, which may lead to a mismatch between development and infrastructure needs. Thus, the piecemeal development pattern to which overzoning contributes may lead to long-term underutilization of both private property and associated public infrastructure.

To some extent, the market will adjust to the overzoning situation. Well located parcels might develop to the full extent allowed under the zoning; poorly located parcels might remain vacant. If the former occurs, planned street and utility capacities may be exceeded in the area. If the latter occurs, high public expenditures may also result from improvements sized to accommodate development that does not occur.
Overzoning also complicates the transportation planning process. Planning for streets and thoroughfares relies on realistic estimates of traffic generation. The actual zoned level of development and the traffic it might generate must be discounted to some projected level of development for useful forecasting.

The long-range implications of overzoning are documented in Table 5 which compares 1985 zoned land with anticipated need in the "buildout" year of 2020. Land presently zoned for retail/office/commercial or industrial is almost three times the forecast needs of 35 years from now (and more than ten times the land area demand for 1995).

<table>
<thead>
<tr>
<th>TABLE 5</th>
</tr>
</thead>
<tbody>
<tr>
<td>FORECAST LAND USE NEEDS/</td>
</tr>
<tr>
<td>CURRENT ZONING</td>
</tr>
<tr>
<td>City of Plano, Texas</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>2020</th>
<th>1985</th>
<th>% of Needed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>21,780</td>
<td>22,096</td>
<td>101.5</td>
</tr>
<tr>
<td>Retail/Office/Commercial</td>
<td>2,520</td>
<td>7,512</td>
<td>298.1</td>
</tr>
<tr>
<td>Industrial/Railroad</td>
<td>1,870</td>
<td>4,177</td>
<td>223.4</td>
</tr>
</tbody>
</table>

Source: City of Plano, HB&A

Table 5 also shows that Plano's ultimate projected population of 360,000 can be accommodated by existing zoned and planned residential land. However, the conversion of overzoned non-residential land to residential uses could result in a major increase in the City's ultimate population. Since most non-residential parcels are too small to develop as viable single-family subdivisions, medium and high density uses will be the likely alternative.

The results of existing non-residential overzoning could be: (1) large amounts of idle or underused commercial land; (2) subdivision of large parcels as carrying costs escalate, leading to disjointed, piecemeal development; (3) zoning cases for changes to more marketable land uses; and (4) incompatible land uses and land use arrangements.

One method of correcting overzoning is to comprehensively rezone property consistent with projected land use needs and with service and facility capacities. This approach is not recommended for Plano because of its severe impacts, both economic and political. Other flexible alternatives are needed, however, which will gradually accomplish the goal of reducing the overzoning problem.

The Comprehensive Plan recommends a variety of approaches for attacking the overzoning problem and other land use issues. The approaches seek to review the impact individual land use decisions will have on the existing and future community.

For example, Traffic Impact Analyses will evaluate the amount of traffic generated by zoning cases to ensure that it can be accommodated on the ultimate thoroughfare network. At the site plan level, traffic impact analyses will be evaluated against the existing transportation system.
Circulation plans and preliminary site plans will be given a specific five-year life and must be reevaluated after that time. All development proposals will be examined to ensure that public services and facilities are or will be adequate to serve the projects. To assist in planning for public services and facilities, the Capital Improvements Program and a Transportation Improvements Program will be relied upon, as well as revisions to the City’s utility and roadway extension policies. Finally, the Land Use Plan and design studies will assist community decision makers in the approval of zoning cases and site plans. Additional discussion of these approaches is found in the Goals/Objectives/Policies and Recommendations sections.

GOALS/OBJECTIVES/POLICIES

The City’s role in guiding land use and development must be defined by commonly accepted goals and objectives. The following section sets forth the overriding land use goal of the City, and a series of objectives related to planning and development management, land use pattern and interrelationships, and overzoning. Supporting policies which will implement the objectives are included as well. Locational standards for various uses and guidelines to the land use pattern will be found in the Recommendations section. All land use decisions should be made on the basis of satisfying one or more of the community’s underlying land use goals or objectives.

GOAL

- Plano should establish a comprehensive growth policy, phased and coordinated with the community’s fiscal and service capacity, which encourages orderly development.

OBJECTIVES AND POLICIES

PLANNING AND DEVELOPMENT MANAGEMENT

OBJECTIVE 1.100 DEVELOP A CONTINUOUS AND COORDINATED PLANNING PROCESS INVOLVING CITIZENS, CITY DEPARTMENTS, BOARDS AND COMMISSIONS, AND THE CITY COUNCIL, USING THE COMPREHENSIVE PLAN, ZONING ORDINANCE, SUBDIVISION REGULATIONS AND CAPITAL IMPROVEMENTS PROGRAMMING AS GUIDES TO DEVELOPMENT.

POLICY 1.101 Review and update the Land Use element of the Comprehensive Plan every two years.

POLICY 1.102 Formulate five-year service and facility plans for each City department to identify needed services and facilities based on the Comprehensive Plan. Update the plans annually.

POLICY 1.103 Formulate a Capital Improvements Program (CIP) based on the Comprehensive Plan and update annually.

POLICY 1.104 Formulate a Transportation Improvements Program (TIP) based on the Comprehensive Plan and update annually.

POLICY 1.105 The Planning & Zoning Commission should review and comment on the CIP, TIP, and their annual updates before City Council approval.

POLICY 1.106 The Planning & Zoning Commission should make a finding on all zoning requests regarding their conformance to the Comprehensive Plan. Requests recommended by the Planning & Zoning Commission for approval which do not conform to the Comprehensive Plan should be sent to the City Council with the rationale supporting the recommendation.
POLICY 1.107 All public projects should be subject to the regular development review process.

POLICY 1.108 Establish permanent mutual boundaries with adjacent municipalities. Form joint committees with those municipalities to develop compatible land use arrangements along mutual boundaries.

POLICY 1.109 Restrictions affecting use, intensity, height, setback, and any other conditions agreed to, within Planned Development districts or for Specific Use Permits should be contained within the ordinance adopting the district.

OBJECTIVE 1.200 COORDINATE THE ZONING, SITE PLAN, AND SUBDIVISION REVIEW AND APPROVAL PROCESS WITH PROVISION OF ESSENTIAL PUBLIC SERVICES AND FACILITIES. ENSURE A CONSISTENT AND BALANCED RELATIONSHIP BETWEEN THE LAND USE PATTERN AND THE CAPACITY OF STREETS, UTILITIES AND COMMUNITY SERVICES SO THAT THOSE SYSTEMS ARE NOT PERMANENTLY OVERRUN.

POLICY 1.201 The adequacy of public services and facilities included in the five-year service plan, TIP, and CIP should be taken into consideration for any zoning request to a higher intensity.

POLICY 1.202 The Planning & Zoning Commission should approve site plans after finding that essential public facilities are adequate to serve the proposed development at the time of occupancy or an agreed-to-date. Findings of inadequacy may be resolved by delaying or phasing the project, by providing privately funded off-site improvements, or by financial participation in related City improvement projects. (Establish and approve standards of adequacy before implementing the policy.)

POLICY 1.203 Essential public facilities are water, sewer, roads and drainage.

LAND USE PATTERN AND INTERRELATIONSHIPS

OBJECTIVE 2.100 PROMOTE GOOD DESIGN AND COMPATIBLE LAND USE RELATIONSHIPS IN ALL DEVELOPMENTS.

POLICY 2.101 Institute an urban design review process, including review of height, mass, landscaping and facade materials (see Urban Design Chapter).

POLICY 2.102 Develop and use design guidelines in the review of site plans for neighborhood and community commercial centers (see Urban Design Chapter).

POLICY 2.103 Decrease height and mass of non-residential structures as they approach residential areas (see Design Studies Chapter).

POLICY 2.104 Buffer residential areas from incompatible uses by techniques such as distance, landscaping, and/or screening walls.

POLICY 2.105 Promote neighborhood cohesion by encouraging residential development of viable size with good internal circulation, common amenities and open space, and a sense of entry and identity (see Urban Design Chapter, Policies 1.100 - 2.105).

POLICY 2.106 Individual residences and alleys should not directly access major or secondary thoroughfares (with the exception of Type "F" roadways).

POLICY 2.107 In the planning of residential neighborhoods and adjacent commercial areas, encourage pedestrian access between the two, where feasible.
OVERZONING

OBJECTIVE 3.100 MINIMIZE THE ADVERSE EFFECTS OF OVERZONING.

POLICY 3.101 Changes in zoning should be clearly consistent with (a) Comprehensive Plan policies, and (b) the planned capacity of the transportation system and other essential community facilities.

POLICY 3.102 Use the Planned Residential Development (PRD) process to approve density increases for low and medium density housing where innovative housing types and subdivision designs are proposed and/or environmentally sensitive areas need protection (see Housing Chapter).

POLICY 3.103 Circulation plans/preliminary site plans shall be automatically voided where approved on-site improvements have not started within five years of the plan’s approval date.

1. Plans in existence at the time of approval of the Comprehensive Plan shall expire five years from that approval date.

2. Written notice shall be given to owners of existing circulation plans/preliminary site plans, informing them of the five year expiration date of their plan and procedures to be followed if they wish to retain the plan.

3. Any time prior to expiration, an owner may elect to incorporate use, intensity and height, as identified in the existing circulation plans/preliminary site plans, into the Zoning Ordinance.

4. New plans should be reviewed against the policies of the Comprehensive Plan, adopted design studies and all appropriate codes and ordinances.

5. An owner’s incorporation of circulation plan/preliminary site plan features into the Zoning Ordinance is not intended to be construed as a voluntary revision leading to possible rezoning as outlined in Policy 3.104.

POLICY 3.104 Revisions to circulation plans/preliminary site plans and site plans proposed voluntarily by developers which show intensities lower than permitted by the zoning shall be judged a reasonable basis for calling a public hearing to consider amending the zoning to intensities consistent with the circulation plan/preliminary site plan or site plan as approved by the Planning & Zoning Commission and the City Council. While the intent of this policy is to balance development with public facilities, there will be some interim development beneficial to the City that will not be cause for rezoning.

POLICY 3.105 Review the Zoning Ordinance (both map and text) following adoption of the Comprehensive Plan and identify substantial deviations from the policies and recommendations of the Comprehensive Plan.

POLICY 3.106 Continually monitor changes in zoning and publish a yearly report on the amount, location and effect of zoning changes.

POLICY 3.107 Formulate a program of incentives, including zoning, infrastructure and financial participation, to achieve specifically identified community objectives and to affect the location and quality of future growth consistent with the Comprehensive Plan’s recommendations.

POLICY 3.108 Preserve future industrial sites through zoning for industrial and related uses only (see Economic Development Chapter).
RECOMMENDATIONS

Goals, objectives and policies must be reflected in day-to-day decision making. In order to apply stated policies, the recommendations section provides additional detail. The section is organized as follows:

- Land use categories including locational standards and intensity guidelines;
- Development concepts for the major transportation corridors;
- The Land Use Plan;
- Proposed amendments to land use regulations, including the Subdivision and Zoning Ordinances; and
- The concept of development phasing.

Land use recommendations are predicated on a 2020 population of 360,000.

LAND USE CATEGORIES

The following is a discussion of the various land use categories in the Comprehensive Plan. Most of the categories are reflected on the Land Use Map. Where appropriate, locational and site development standards describing the size and intensity of the development and appropriate locations for their placement are listed as well. The following categories are discussed:

- Agriculture
- Residential
  a. Low Density Residential
  b. Medium Density Residential
  c. High Density Residential
  d. Commercial
     a. Historic Business District
     b. General Commercial
     c. Regional Commercial
     d. Community Commercial
     e. Neighborhood Commercial
- Office
  a. Low Intensity Office
  b. Medium Intensity Office
  c. High Intensity Office
- Light Industrial
- Public and Semi-Public
- Parks and Recreation

AGRICULTURE

Agriculture designates areas appropriate for farming and the raising of livestock. Areas designated as Agriculture may be reclassified in the future to an appropriate urban use.

RESIDENTIAL

Low, medium and high density residential uses are designated. The Land Use Plan shows only one "residential" category. Policies have been formulated which further break the category into low, medium, and high densities.

In addition to the locational standards listed below, the City should seek to develop attractive and cohesive residential neighborhoods. The neighborhood unit concept, generally a square mile area bounded by major thoroughfares, is typical in Plano. The neighborhood unit is usually composed of low density residential uses in the interior, medium and high density residential uses around the periphery, and commercial uses at selected arterial street intersections (see Urban Design Chapter).
The City should also provide for the development of various housing types to meet the needs of a full lifecycle community in which all age groups can find housing, while retaining low density housing as the primary residential use.

LOW DENSITY RESIDENTIAL
This subcategory includes single-family residences at estate densities or in residential subdivisions. Densities are less than 5 dwelling units per acre.

MEDIUM DENSITY RESIDENTIAL
This subcategory includes patio homes, duplexes and townhouses which fall in the range of 5 to 12 units per acre.

HIGH DENSITY RESIDENTIAL
This subcategory includes multi-family complexes with densities above 12 units per acre. (Condominiums are an ownership type rather than a housing density type, and therefore are permitted within any district at any density allowed by the base zoning.)

DEVELOPMENT STANDARDS (ALSO SEE HOUSING CHAPTER)
Under the City’s current Zoning Ordinance, districts would break down into low, medium and high density in the following manner:

Low Density - A, ED, SF-20, SF-9, SF-7, SF-6

Medium Density - PH, 2F, SF-A, MH, GR, MF-1

High Density - RH, MF-2, MF-3

Standards for the location and distribution of the three types of residential uses are listed below (see Housing Chapter):

- Distribute residential units in accordance with the neighborhood housing density policy so that a minimum of 70% of the units in a neighborhood are low density. Where locational criteria are met, up to 30% of the units may be allocated to medium and high density. No more than 15% of the units may be high density residential.

- Locate medium and high density residential along arterials or major collectors, near neighborhood commercial services, and convenient to activity centers.

- Where possible, medium and high density residential should be adjacent to major parks, greenbelts, and private open space and recreation areas.

- High density housing should be dispersed within a neighborhood so that no more than 500 units are located in any one area, with a minimum 1,000-foot separation between developments.

- High density housing should be dispersed within two or more contiguous neighborhoods so that no more than 750 units are located within a 1,000-foot radius.

- Along certain transportation corridors, the existing zoning or development pattern or the proposed land use plan may make the above standards regarding dispersal of high and medium intensity units inapplicable.

COMMERCIAL
Five types of commercial uses are designated. They include:

- Historic Business District
- General Commercial
- Regional Commercial
- Community Commercial
- Neighborhood Commercial
HISTORIC BUSINESS DISTRICT
Plano's historic business district, centered on 15th Street and Avenue K, should be a low-rise commercial, government and retail/office area, with a mix of design styles and uses. Retail outlets, commercial services, food, financial institutions and other similar uses would be permitted. Attention should be paid with designing infill development compatible with the historic character of the area and to restoration of historic buildings. Consideration should be given to establishing a formal historic district under the City's historic designation procedures with special design standards developed for the area.

GENERAL COMMERCIAL
The Avenue K corridor in Plano contains a unique combination of zoning and uses. General commercial designates a district with combined office, retail and light commercial zoning. Uses range from general office to retail to warehousing and auto repair.

- Prohibit future strip commercial development to prevent traffic congestion and encroachment into residential areas.

REGIONAL COMMERCIAL
Regional commercial designates shopping centers anchored by several department stores, along with specialty shops, restaurants, theaters and other uses, serving both a local and a regional population. Regional centers generally include offices, financial institutions, hotels, etc. Regional centers will characteristically have 500,000 square feet or greater on a site of 50 acres or more, and serve a 6-10 mile radius. Multi-story buildings should be permitted with an overall FAR of up to 1:1.

- Locate regional commercial centers along expressways.

COMMUNITY COMMERCIAL
Community commercial centers generally serve a group of several neighborhoods. They typically include a junior department store or discount store, specialty shops, restaurants, and other such uses. Community centers generally serve an area three to five miles from the site and will consist of 150,000 to 500,000 square feet on 15 to 50 acre sites. Low intensity office uses are often developed in conjunction with community commercial centers. Maximum FAR would not exceed 0.4:1 with one-to-two-story heights appropriate.

- Locate community commercial centers along expressways or at the intersection of major arterial streets. Two or three, and in some cases four, corners should be permitted to develop at intersections designated for community commercial on the Land Use Plan.

NEIGHBORHOOD COMMERCIAL
Neighborhood centers are designed to serve a residential neighborhood and day-to-day shopping needs. The key ingredient of a neighborhood center is a supermarket and/or drugstore, supplemented by other smaller retail and service uses. Free-standing restaurants or banks may be appropriate. Neighborhood centers generally serve a 1.0 to 1.5 mile radius, contain 100,000 to 150,000 square feet, and require a site of 10 to 15 acres. Development should be at an intensity of 0.3:1 FAR or less with a one- to two-story height limit. A set of standards, the Retail Corner Guidelines, has been developed with detailed design requirements for neighborhood (and community) shopping areas.

- Locate neighborhood retail centers at the intersections of major arterial streets. No more than two corners should be permitted to develop at intersections designated for neighborhood commercial development on the Land Use Plan.
DEVELOPMENT STANDARDS
Commercial centers should be developed and located in relationship to their service areas so they remain viable. (Table 6 provides a summary of commercial development standards.)

OFFICE
Three categories of office development are included:

- High Intensity Office
- Medium Intensity Office
- Low Intensity Office

HIGH INTENSITY OFFICE
High intensity office centers are both region and community serving. Auxiliary uses include lodging, entertainment, retail and service facilities. FARs typically range from 0.75 to 1:1. In some locations, higher FARs and taller buildings may be appropriate. These locations might include sites with excellent regional freeway access and which have a minimal impact on adjacent residential areas. However, most development would be nine to twelve stories in height.

- Locate high intensity office uses (0.75:1 FAR or higher, nine stories and above) at major intersections along regional expressways such as U.S. 75, State Highway 190 and the Dallas North Tollway.

MEDIUM INTENSITY OFFICE
Medium intensity office can be region, community or neighborhood serving. Some subsidiary uses such as lodging, entertainment and service facilities are allowed. FAR could be as high as 0.75:1 and heights to eight stories are allowed.

- Locate medium intensity office uses (0.4 and 0.75:1 FAR, five to eight stories) along major transportation corridors.

LOW INTENSITY OFFICE
Low intensity office would be neighborhood and community serving. Heights to four stories and FARs to 0.4:1 are allowed, with no more than two-story height adjacent to residential uses and zoning.

- Locate low intensity office uses (0.4:1 FAR or less, four or less stories) in areas designed for neighborhood or community commercial, or low intensity office.

- Permit low intensity offices, with a maximum height of two stories, as a transitional use between community and neighborhood commercial areas and residential development.

DEVELOPMENT STANDARDS
Office developments should be located according to their intensity, service area and employment characteristics. (Table 6 provides a summary of office development standards.)

LIGHT INDUSTRIAL
This subcategory includes a variety of nonpolluting industries, such as research facilities, assembly or production operations, warehousing and associated administrative offices.

DEVELOPMENT STANDARDS
- Industrial development should not exceed a 0.5:1 FAR, with a maximum building height of four stories.

- Locate light industrial and associated development in areas with access to the arterial street system and, where possible, access to the railroad system.

- Locate light industrial development in industrial parks or other suitable planned settings.
### TABLE 6
OFFICE AND COMMERCIAL STANDARDS

<table>
<thead>
<tr>
<th>Type</th>
<th>Acres</th>
<th>Sq. Ft.</th>
<th>Height Limit</th>
<th>FAR</th>
<th>Radius</th>
<th>Service &amp; Use Type</th>
</tr>
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<tbody>
<tr>
<td>Neighborhood Commercial (NC)</td>
<td>10-15</td>
<td>100,000-150,000</td>
<td>1-2</td>
<td>Max. 0.3:1</td>
<td>1-1 1/2 miles</td>
<td>Neighborhood</td>
</tr>
<tr>
<td>Community Commercial (COC)</td>
<td>15-50</td>
<td>150,000-500,000</td>
<td>1-2</td>
<td>Max. 0.5:1</td>
<td>3-5 miles</td>
<td>Subcommunity (Several Neighborhoods)</td>
</tr>
<tr>
<td>Regional Commercial (RC)</td>
<td>Greater than 50</td>
<td>Greater than 500,000</td>
<td>Retail-2 (Subsidiary Uses - as appropriate)</td>
<td>Max. 1:1</td>
<td>6-10 miles</td>
<td>Region</td>
</tr>
<tr>
<td>Low Intensity Office (LIO)</td>
<td>-</td>
<td>-</td>
<td>4 (Up to 6, in certain locations)</td>
<td>Max. 0.4:1</td>
<td>-</td>
<td>Neighborhood or Community</td>
</tr>
<tr>
<td>Medium Intensity Office (MIO)</td>
<td>-</td>
<td>-</td>
<td>8</td>
<td>Max. 0.75:1</td>
<td>-</td>
<td>Neighborhood, Community or Region</td>
</tr>
<tr>
<td>High Intensity Office (HIO)</td>
<td>-</td>
<td>-</td>
<td>9-12 (Above 12, in certain locations)</td>
<td>0.75:1-1:1 (Above 1:1, in appropriate areas)</td>
<td>-</td>
<td>Community or Region</td>
</tr>
</tbody>
</table>

Source: City of Plano, Zoning Ordinance.
PUBLIC AND SEMI-PUBLIC
This category includes a wide range of public and, in some cases, private uses including hospitals, institutions of higher education, government offices and facilities, public and private schools, churches and related facilities, golf courses, country clubs, and large private open spaces. Locations should be provided for institutional and public uses which are appropriate to the intensity and character of each.

DEVELOPMENT STANDARDS
Hospitals - Locate hospitals and major medical facilities in non-residential areas on large sites with a campus environment and good access to major thoroughfares.

Medical Offices - Locate individual offices used by physicians, dentists, and other related health professionals in close proximity to the population centers they serve or near major medical facilities.

Nursing Homes - Locate nursing and convalescent homes in close proximity to residential areas, but buffered in a manner which will not adversely affect adjacent, less intense uses. Locations should be on major or secondary thoroughfares.

Day Care Centers - Locate day care centers, either free-standing or operating out of a church or school, on major or secondary thoroughfares and near the population centers they serve. Sites should be easily and safely accessible to through traffic with two points of access, and should be buffered from adjacent residential properties. Day care facilities may also be located within major single-user employment centers. In retail and light industrial areas, day care centers should be located in free-standing buildings.

Social Service Agencies - Locate offices for social service agencies near the population centers they serve, on major or secondary thoroughfares, in close proximity to other institutional, office or commercial uses, and in a manner that will not adversely affect surrounding residential areas.

Churches - Locate churches on major or secondary thoroughfares, on sites of two acres or more, and with adequate buffers from adjacent residential properties.

PARKS AND RECREATION
This category includes major public community open spaces, as well as parks and recreation facilities serving the community. Included are floodplain areas to be preserved, linear parks, athletic complexes, neighborhood parks and golf courses.

The open space system should use floodplains, wooded areas and environmentally significant areas, and should be a major component in the design of neighborhoods and of parks and recreation facilities. The Parks and Recreation Chapter contains extensive development standards for all types of parks and open space areas.

THE MAJOR CORRIDORS
There are six major transportation and land use corridors. Four are primary corridors: U.S. 75, Plano Parkway/State Highway 190, Dallas North Tollway, and State Highway 121. Spring Creek Parkway and Preston Road serve as secondary corridors. Highly visible, the corridors serve as activity centers for Plano. The types of land uses, their arrangement, design and scale, and the ability of other systems such as transportation to serve them, are extremely important to the quality of life in Plano. As part
of the Comprehensive Plan, design studies have been prepared for four of these corridors; Preston Road, the Dallas North Tollway, Plano Parkway/State Highway 190 and State Highway 121 (see Design Studies Chapter). These studies give more detailed information on the desired land use pattern and land use relationships along each corridor. Detailed recommendations are made regarding height, massing, landscaping, buffering and setbacks. A brief synopsis of each corridor is discussed below:

U.S. HIGHWAY 75
U.S. 75 is presently a four-lane divided roadway with two-lane frontage roads. Traffic slowdowns along U.S. 75 are common. From its starting point in downtown Dallas to Plano, this corridor represents one of the largest concentrations of office and retail uses in the Metroplex. In Plano the corridor has developed with a mixture of uses ranging from a regional mall to offices, business parks, restaurants, and retail and service uses. A number of tracts in Plano, Richardson and Dallas remain undeveloped. Also, many uses are located on small parcels and traffic circulation is a problem.

The State of Texas Highway Department is widening U.S. 75. Eight lanes with three-lane frontage roads will be built from LBJ Freeway to 15th St. in Plano. North of 15th Street to Legacy Drive, a six-lane freeway will be reconstructed also with three-lane frontage roads. Design work is being done to extend the improvements to State Highway 121 in McKinney.

U.S. 75 should be developed as a high intensity, mixed-use corridor. Appropriate land uses include office, retail and service, lodging, entertainment and others which will make the corridor a high activity area.

The City should encourage, with the use of incentives, the consolidation of small parcels for major developments, and the construction of parallel roadways to improve traffic circulation. Developments should be sensitively placed in relation to residential areas, and should exhibit a high quality of design and landscaping. Within the U.S. 75 right-of-way, the City should work with the State to provide attractive landscaping. Entrance features identifying Plano should be added.

STATE HIGHWAY 190/PLANO PARKWAY
State Highway 190 will provide an east/west freeway link from State Highway 78 in Garland to Interstate 35 in Carrolton. The new route on the southern boundary of Plano will parallel Plano Parkway, an east/west six-lane arterial, creating a major transportation corridor for the City. Over the years, Plano Parkway east of U.S. 75 has been developing as a light industrial and office/warehouse district. This trend should be encouraged.

Between U.S. 75 and Preston Road, an office/research center including ARCO, DSC Communications Corporation, and JC Penney Financial Services has been forming. This development trend should be encouraged so that Plano Parkway becomes a low intensity, high quality, corporate office center, with high intensity office locations at selected nodes along State Highway 190. North of Plano Parkway and adjacent to residential areas, development should be low intensity office with a maximum 0.4:1 FAR and no greater than two stories in height. South of Plano Parkway from Preston Road to U.S. 75, buildings over four stories should be set back from Plano Parkway. Near the Santa Fe Railroad, well designed and landscaped light industrial and service commercial uses should be permitted.
The intensity of development should be such that Plano Parkway and State Highway 190 will not hinder north/south traffic movement, as development along the LBJ Freeway currently does. Projects should be of an extremely high quality, with attractive landscaping, signage and site design, such that residential areas to the north will not be impacted (see Design Studies Chapter).

DALLAS NORTH TOLLWAY
The Tollway is planned to extend north/south through west Plano and the Legacy development to State Highway 121. In Dallas, the Tollway frontage is largely residential south of LBJ Freeway. North of LBJ the Tollway has been developed as a high intensity office and retail center. There are several planned access points to the Tollway in Plano. If possible, access to Plano Parkway should also be provided.

The City should work with the Turnpike Authority to design a facility that will be depressed at roadway crossings and interchanges where financially and physically practical, to minimize the noise and visual impact of the Tollway on Plano.

High intensity development should occur in the Legacy Central Business District. In other locations, medium intensity office uses are appropriate (see Design Studies Chapter).

STATE HIGHWAY 121
While State Highway 121 is presently two lanes, eventually it will be a six-lane divided freeway. The ultimate roadway has not yet been designed; therefore, Plano has the opportunity to influence its construction.

Plano should encourage design of a depressed freeway at roadway crossings and interchanges, where financially and physically practical. This will reduce the impact of the roadway on adjacent properties.

The freeway frontage should present an image of a corporate campus office park developed at low densities. Retail development should be allowed at selected interchanges. Residential uses are appropriate in lieu of corporate campus development (see Design Studies Chapter).

SPRING CREEK PARKWAY
Spring Creek Parkway will be the major east/west artery through the center of Plano. Preservation of its traffic carrying capacity is important. Land use development to date has been residential, with low intensity office and neighborhood commercial at intersections. This land use pattern should be continued. Interchanges planned for the crossings of major arterials should be, if financially and physically practical, underpasses to protect residential areas from the visual and noise impacts of the roadway.

PRESTON ROAD
Preston Road in Dallas has developed as a high quality residential corridor. From its origin in Highland Park to LBJ Freeway, the predominant image is residential with commercial only at certain intersections. This character should be continued into Plano. Compared to the Tollway, which will run parallel, Preston Road should carry predominantly medium- to short-range trips. The corridor should be developed with medium intensity office and subsidiary retail uses at State Highway 121, Spring Creek Parkway, Plano Parkway and Park Boulevard intersec- tions. Residential development should be encouraged along the remainder of the corridor, with some neighborhood commercial and low intensity office areas designated. Additional commercial development should be discouraged.
The intensity of development should be "stepped down" from Preston Road to parallel streets, Ohio and Ventura, to provide a compatible edge with the adjacent low density residential area. Attention should also be paid to buffers and separation between uses along Preston Road. Interchanges are planned for some of the highly traveled thoroughfares crossing Preston Road. In such cases, Preston Road should, if financially and physically practical, underpass cross streets to minimize visual and noise impacts on surrounding uses.

Development pressures on Preston Road will be affected by the timing of Tollway construction. Efforts should be made to construct the Tollway concurrently with improvements to Preston Road, so that development pressures along Preston Road are lessened (see Design Studies Chapter).

LAND USE PLAN

The Land Use Plan is described briefly in the following section. The Plan (Plate 1) identifies areas using the previously described land use categories and major corridor descriptions. The Plan is subject to the goals, objectives and policies previously stated. The major features of the Plan include:

- Preservation of floodplains and associated wooded areas as an open space system, incorporating parks and recreation uses, in order to provide natural breaks in the urban environment.

- Continued development of the Legacy project in northwest Plano as a corporate office center with related uses.

- Redevelopment of the Historic Business District and the Avenue K corridor as a government, office, service and specialty retail area.

- Development of four major transportation corridors (U.S. 75, State Highway 190/Plano Parkway, Dallas North Tollway and State Highway 121) and two secondary corridors (Spring Creek Parkway and Preston Road), each with its own character, land use arrangement and design standards.

- Provision of three regional commercial centers, including the existing Collin Creek Mall and two to be developed in west Plano.

- Continued development of residential neighborhoods, predominantly single-family in character, with appropriately located high and medium density residential. The Plan does not designate specific areas for medium and high density residential uses. Instead, they are to be placed according to the neighborhood housing density policy and associated locational criteria.

- Continued light industrial development in the Plano Parkway area east of U.S. 75.

- Development of the Spring Creekwalk along Spring Creek from Park Boulevard to Collin Creek Mall as a mixed use development incorporating office, retail and residential uses.

The Plan is intended as a general guide to the future land use pattern of the City. The Plan can only be implemented through adherence to the goals, objectives and policies in the Land Use Chapter and other systems elements.

LAND USE REGULATIONS

Carrying out the Land Use Plan will require changes in the City's land use regulations such as the Subdivision and the Zoning Ordinance. The following are suggested for beginning the revision process:
NEW ZONING DISTRICTS
Establish new zoning districts as required to carry out the policies and recommendations of the Comprehensive Plan. Consideration should be given to creating a shopping center district to regulate corner retail development, and a campus office district appropriate for large scale campus office projects.

PLANNED DEVELOPMENT ZONING
Evaluate the use of Planned Development zoning. Overuse of PD zoning may lead to inconsistent application of land use regulations and may delay development of needed general amendments to the Zoning Ordinance. Use of PD districts may be most appropriate where they are being used to carry out the recommendations of specific design studies.

INCENTIVES
Investigate the use of incentives to accomplish community development objectives and to affect the location and quality of future growth. All programs should encourage development consistent with the Plan's recommendations. Incentives might be used in areas where complicated land ownership patterns or undersized and aging infrastructure has impeded development. Additional density might be granted in recognition of the extraordinary development costs associated with replacement of infrastructure. Community development objectives and procedures for granting incentives should be clearly spelled out before a program is implemented.

DEVELOPMENT PHASING
To maintain and enhance the high quality of life in Plano, new development should have a full array of public services and facilities available to residents or employees at the time of occupancy or very soon thereafter. These public services and facilities include:

- Thoroughfares
- Water, Sewer and Storm Drainage
- Schools
- Fire and Police

The City should study whether to implement a five-year development phasing program. The program would identify by sectors of the city, the additional population, housing units, employment, and square feet of non-residential construction that can be accommodated. This estimate would be based on existing services and facilities, and on the capacity of projects scheduled for construction in the Capital Improvements Program and in the five-year service plans during the forecast years. These estimates would help to:

- Guide future Capital Improvements programming;
- Evaluate zoning cases and site plan and plat requests;
- Ensure adequate public facilities and services, particularly those considered "essential"; and
- Identify areas of the city which will need "non-essential" public facilities built and services provided.

No project in the City of Plano would be approved and constructed without adequate thoroughfare access, water and sewer service, and storm drainage. These are "essential" public facilities (see Policy 1.203). Projects would not be approved if facilities were not scheduled to be in place by the time the project is constructed.
The City would encourage development which is in accordance with the phasing plan. Disincentives would be instituted for those who wish to proceed with a project in advance of scheduled public facility construction. The disincentives would involve shifting a larger portion of the cost of constructing facilities to the private developer (see Utilities Chapter).

A phasing program which is constantly updated as development occurs would also allow the City to make adjustments to the CIP and service plans as growth patterns change. School, police and fire services, the "non-essential" facilities, could be programmed to serve fast-growing areas. Such facilities should be available, within a reasonable distance and/or time, soon after a project or subdivision is constructed.

A program of development phasing serves as an extremely useful planning tool. It can guide development to those areas in which the City can most efficiently and effectively provide services. Also, through constant monitoring of development trends, it can be used to adjust the CIP, TIP, and service plans in order to provide facilities to areas with the greatest needs.