

**COMPREHENSIVE PLAN AMENDMENT**

Case Coordinator: Michael McCauley

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**GENERAL PROJECT INFORMATION**

**SITE ZONING:** PD-123 for the (LR-2) Local Retail District

	<b><u>SURROUNDING ZONING</u></b>	<b><u>SURROUNDING LAND USES</u></b>
NORTH	Unincorporated Denton County	Castle Hills Subdivision
SOUTH	PD-123 for the (LR-2) Local Retail District	Coyote Ridge Elementary School
EAST	Unincorporated Denton County	Castle Hills Subdivision and Xplor Early Childhood Learning Center
WEST	PD-123 for the (FWY) Freeway District	Undeveloped

**REQUEST:** Approval of amendment to the City’s Comprehensive Plan Future Land Use Map to change an approximately 13.967-acre tract from Medium-Intensity Commercial to Single-Family Residential Detached Uses

**PROPOSED USE:** Single-family detached residential subdivision

**ACRES/LOTS:** 13.967 acres

**LOCATION:** Northwest corner of Old Denton Road and Carrollton Parkway

**HISTORY:** The subject site was zoned for retail uses in February 1992 as part of a 450+ acre master planned development

**COMPREHENSIVE PLAN:** Medium Intensity Commercial

**TRANSPORTATION PLAN:** Old Denton Road is designated as an (A8D) Eight-Lane, Divided Arterial; Carrollton Parkway is designated as an (A6DL) Six-Lane Divided (limited access) Arterial

**OWNER:** DBSI Carrollton East LLC

**REPRESENTED BY:** Mike Daniel/Nathan D. Maier

## **STAFF ANALYSIS**

### **PROPOSAL/REQUEST**

- The applicant is requesting a change in the land use designation for an approximately 13.967-acre tract of land from Medium-Intensity Commercial Uses to Single-Family Residential Detached Uses.
- The applicant has submitted a zoning change request in conjunction with the proposed land use amendment which was continued by the Commission to its April 4, 2013 meeting; Case No. 12-12Z1 The Ridge.

### **SITE ELEMENTS**

- The subject property is bordered on the west by vacant land zoned PD-123 for the (FWY) Freeway District with a land use designation of High-Intensity Commercial; across Old Denton Road to the east is unincorporated Denton County with Castle Hills Subdivision and Xplor Early Childhood Learning Center; to the north is unincorporated Denton County with Castle Hills Subdivision; and to the south is Coyote Ridge Elementary School zoned PD-123 for the (LR-2) Local Retail District with a land use designation of Public/Semi-Public.
  - The tract of land has remained designated Medium-Intensity Commercial since the most recent Comprehensive Plan was adopted in 2003.
  - The property has remained zoned PD-123 for the (LR-2) Local Retail District since the Planned Development was established in 1992.
- Access will be provided from Carrollton Parkway and Old Denton Road.
- This area of Carrollton is still developing, with new homes being built, so demand for retail/commercial space may still be increasing.
- The subject property is at a major intersection of Carrollton Parkway (designated as an A6DL Six-Lane Divided Arterial, Limited Access) and Old Denton Road (designated as an A8D Eight-Lane Divided Arterial). Additionally, it is fairly close the intersection of the S.H. 121 and Business S.H. 121 and so has good access to the regional freeway system, which is attractive for retail development. In addition, it has been the City's planning policy to place commercial and retail projects at the intersection of major arterials.
- There are other commercially-zoned tracts in the immediate area which are much more suitable for rezoning to residential uses (whether single-family detached, townhouse or multi-family). They are on the east side of S.H. 121 at Creek Valley Drive (both north and

south sides) and at Chickasaw Drive (south side). These tracts suffer from not being located at a “major intersection.”

### **COMPREHENSIVE PLAN ELEMENTS**

A. According to the Comprehensive Plan (page 25):

*...there is market support for approximately 250 single-family units and 100 multi-family units annually in the City to the year 2025. While the City does not have available residential land area to accommodate this level of development, there are ample residential market opportunities, or niches, emerging for infill and redevelopment within Carrollton. These niches include: rental apartments targeted to young professionals employed in the IH-35E and PGBT corridors...*

Over the past five years, a total of 826 new residential homes have been constructed resulting in an average annual completion rate of 165. This illustrates a reduction in new homeownership demand.

**The following policies form the intention of the City Council regarding development issues within the City related to the subject site:**

### **URBAN FORM**

- LU-9 As conditions change and alternative land uses are considered, stable single-family neighborhoods should be preserved.

*On March 6, 2012, the Council approved a Comprehensive Plan amendment and Rezoning for an approximately 30-acre site (Estates of Indian Creek Phase 7) from (FWY) Freeway District to Single Family Residential within the same PD-123 master planned area. The property is located at the southeast corner of Carrollton Parkway and SH-121. The new single-family subdivision consists of 118 lots. Any new subdivision may cause slower residential development in this area.*

### **COMMERCIAL**

- LU-19 Retail areas should be pedestrian-oriented and easily accessible to adjacent residential and commercial areas.

*When retail develops on this tract, there will be pedestrian links to residential development to the immediate north, south and eastern borders.*

**The following policy forms the intention of the City Council regarding Economic Development Policies within the City related to the subject site:**

- ED-2 Encourage a full array of retail and service opportunities, thus reducing the need to purchase goods and services outside the community.

*The current land use designation would allow for retail and service type uses to occur. With the recently approved 118 lot single-family subdivision to the south, the property should be more appealing to developers.*

**APPLICANT'S POSITION**

- The applicant submitted a document entitled "Retail Study of Underperforming and Vacant Retail Areas for the Cities of Carrollton, Plano and Richardson."

*This is a study conducted jointly by the cities of Plano, Carrollton and Richardson to develop tools and policies to deal with then-underperforming retail centers in 2001 and 2002. One of the primary findings of the study was the underperforming retail centers were adversely affected by a surplus of property for retail use, and that careful "pruning" of retail zoned land might be worthwhile.*

*While still a valuable reference tool, this study is more than ten years old, and market conditions have changed markedly. The previous change for Estates of Indian Creek Phases 7a and 7b was supported in part by referring to this study. However, every parcel rezoned away from retail uses is intended to increase the viability of the remaining retail land in the immediate area.*

- The subject property is less likely to develop as commercial than the High Intensity Commercial Tract which had frontage along SH 121 Toll Road which was reclassified to residential.

*The applicant is referring to the Comprehensive Plan Amendment for the Estates of Indian Creek, Phases 7a and 7b (Case No. 01-12MD2) development. However, that property had somewhat different circumstances than the case under consideration now: it was more than twice as large in area (nearly 30 acres) and it did not have any frontage on Old Denton Road and so had no exposure to that traffic.*

- The applicant has stated that “low traffic counts lend to the area for residential use and not commercial use. Traffic demand for users, junior anchors or even grocers to locate here requires 30,000 cars per day on both thoroughfares at a minimum.”

*Staff believes the property’s location and surrounding zoning still provides value for a neighborhood retail center.*

- The traffic along Old Denton Road using the most current Carrollton Traffic Counts is less than 12,000 cars per day. Carrollton Parkway traffic based upon most recent Carrollton Traffic Counts is less than 800 cars per day. Commercial development and tenant retention is more likely to occur along Major Arterials intersections such as Old Denton Road and Hebron Parkway or at the SE Quadrant of SH 121 Toll Road and Hebron Parkway over the less travelled intersection of Carrollton Parkway and Old Denton Road.

*According to the North Central Texas Council of Governments (NCTCOG), the estimated 2035 traffic counts at the intersection of Old Denton Road and Carrollton Parkway will be between 35,000 and 40,000 vehicles per day. This may not meet current market requirements for a major retail development; that does not necessarily lead to the conclusion that no retail or office use is viable in the foreseeable future. Note that the Comprehensive Plan is generally intended to have a twenty-year “horizon.” The year 2035 is 22 years from now.*

## **Conclusion**

Although staff did not support the request to change the Future Land Use Map of the Comprehensive Plan from Medium-Intensive Commercial to Single-Family Residential Detached, the Planning & Zoning Commission recommended **APPROVAL** by a 6-2 vote. Since Carrollton no longer has an abundant amount of vacant land that can be developed for commercial uses in this area, staff believes the Comprehensive Plan’s future land use map, its “blueprint for growth and development,” still shows some commercial value to this intersection of arterial roadways and its proximity to an attractive customer base.