

STAFF REPORT

Planning and Zoning: 6/3/2024 Staff Contact: Michael Patroski, Senior Planner City Council: E-mail: michaelp@pflugervilletx.gov

Case Number: ORD-0779 **Phone:** 512-990-6300

SUBJECT:

To receive public comment and consider an application to rezone approximately 32.6197-acres from Planned Unit Development (PUD), General Business 1 (GB1) and Agriculture/Development Reserve (A) to Planned Unit Development (PUD) district. The Planned Unit Development is approximately 32.6197 acres (1,420,914 square feet) out of the C.S. Parish Survey No. 2, Abstract No. 621, and the Sefrim Eiselin Survey No.1, Abstract No.265 generally located northwest of FM 685 and East Pecan Street to be known as the Downtown East Project Planned Unit Development (PUD) district (PUD2024-00142).

LOCATION:

The subject property consists of approximately 32.6197-acres of land of land generally located at the northwest of the FM 685 and East Pecan Street intersection.



Location Map



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BACKGROUND/REQUEST:

The subject tract, historically known as the Pfluger Tract, was acquired by the City from the Pfluger Family in the Fall of 2021, following decades long efforts to bring more vibrancy into the historic downtown core of the city. The project, now referred to as Downtown East, is a result of engagement efforts that began in the early 2000's with the Downtown Vision Report, which transitioned later into the Downtown Action Plan and has been furthered through various open houses, steering committees, survey's and participation in special events. Additionally, in 2018 the City of Pflugerville conducted a City Hall Assessment which identified space needs for municipal services. In May 2019 City Council passed a solidifying Downtown as the location for the future city hall and opened opportunities for a public private partnership in order to stimulate investment in the downtown area and retain a sense of place for residents.

Historically, the Pfluger Tract, is approximately 29 acres of the subject development and was annexed in December 1994 with the base zoning district of Agriculture/Development Reserve (A). The 3 acre balance of the subject property is along the southern portion of the site which was annexed in 1965 and rezoned to Agriculture (A) in 1984 and then General Business 1 (GB1) in 1999. In 2008, the 29.075-acre Pfluger Tract portion of the property was then rezoned to PUD and intended to be developed with a mix of land uses.

In April of 2022 City Council held its a public meeting for Downtown East, in which the vision of the project was shared and gather comment from the community and established a resolution containing 19 goals for the Downtown East Project. In June of 2022 City Council held a another public meeting in which Council discussed public feedback, a revised conceptual plan, and began envisioning City Hall. Then in 2022, the City Council voted to support a stakeholder committee to create a public-private partnership as well as establishing a master development plan for the Downtown East Project. In March of 2023, City Council entered into a Exclusive Negotiating Agreement (ENA) with Griffin Swinnerton and Catellus that established the expectations of the partnership and performance of preliminary development activities necessary to achieve the goals outlined by City Council for the Downtown East project and begin articulating the requirements for a Preliminary Development Agreement and solidify the public private partnership. In the fall of 2023, City Council approved a Preliminary Development Agreement (PDA) for the development of Downtown East, selecting Griffin Swinerton as the master developer for the Downtown East Project. After collaboration with City Council, various City Boards and Commissions, City Staff and the master developer consultant team, a Planned Unit Development (PUD) for the Downtown East Project was submitted for consideration in March of this year.

The proposed Planned Unit Development (PUD) consists of three zoning districts: PUD-DTE, PUD Plaza, and PF. The PUD-DTE district includes the seven development parcels within the Pfluger Tract, intended to support a mix of medium and higher-density, mixed-use development oriented to Main Street and the Civic Plaza. It is envisioned for this development to serve a verity of land uses that will serve the general needs of the City of Pflugerville. The Downtown East Project will provide Civic uses including City Hall, Multi-Generational Recreation Center, Plaza and open space, multi-family, district parking as well as a variety of vertical mixed-use commercial, retail and restaurants.



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The PUD-PLAZA district includes the Civic Plaza that will include a limited amount of commercial activity intended to activate the space and to serve as the principal gathering space of Downtown East. The PF district includes all of the publicly accessible open space along Gilleland Creek and bufferyard between the Pfluger Tract and the single-family neighborhood to the north.



SURROUNDING LAND USE and ZONING:

Adjacent	Base Zoning District	Existing Land Use			
North	Single Family Suburban	Single Family Residential General Commercial			
	Residential District (SF-S)				
	Two Family Residential				
	District (2-F)				
	General Business 1 (GB1)				
South	East Pecan Street	Arterial Road			
	General Business 1(GB1)	First United Methodist Church			
East	General Business 1 (GB1)	HEB			
	General Business 2 (GB2)	General Commercial			
West	Single Family Suburban	Single Family Residential			
	Residential District (SF-S)				



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ASPIRE PFLUGERVILLE 2040 COMPREHENSIVE PLAN:

The Aspire Pflugerville 2040 Comprehensive Plan, adopted in 2022, provides land use guidance for future development and outlines infrastructure needs to accompany future development goals. The Future Land Use and Neighborhood District goals are noted below.

Future Land Use:

The Future Land Use Map (FLUM) from the Aspire Pflugerville 2040 Comprehensive Plan identifies the area as Mixed-Use Neighborhood and Parks and Open Space. The Comprehensive Plan describes the proposed future land uses for the subject property as follows:

Mixed-Use Neighborhood:

Mixed-Use Neighborhood development incorporates different uses such as office, retail, commercial and residential in one area. Mixed-use development can be either vertical or horizontal. Vertical mixed-use describes a single structure with multiple uses within the structure. Typically retail or office is located on the ground floor while residential or office utilizes the upper floors. Horizontal mixed-use describes multiple uses next to each other in a single development or in close proximity. Uses can be located within a single structure, or in separate buildings adjacent to each other. These developments are intended to encourage users to not rely on vehicles and promote a pedestrian friendly experience. By mixing uses and having them in proximity, developments are more walkable than traditional suburban commercial development. These types of developments generally, incorporate amenities like plazas, public seating, and pedestrian features.

Parks and Open Space:

This land use category is intended to preserve open spaces for the protection and enjoyment of natural areas. Areas within this designation are primarily located along the floodway running throughout the City. Parks, trails, and other recreational amenities should be integrated into and easily accessible from residential neighborhoods and developments. These uses are typically allowed in any zoning district; therefore, future park locations are not identified on the Future Land Use Map but are identified in the Parks and Open Space Master Plan.

Central District:

This district includes the historic Downtown and Historic Colored Addition, surrounded by neighborhoods in linear fashion along Pecan Street. It is home to key City public facilities like the Pflugerville Public Library, and major school assets such as stadiums, offices, a high school and multiple school sites. Gilleland Creek is a green corridor supporting a variety of park experiences and trail connections. Much of the District is single-family residential, although FM 685/Dessau Road, Wells Branch Parkway and Pflugerville Parkway serve as significant economic opportunities that will involve unique infill-based approaches for compatibility character definition. The Pecan Street/FM 685 intersection presents an opportunity to integrate Downtown with these corridors, connect with Gilleland Creek and the MoKan rail corridor, and provide facilities for the City for years to come.



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PROJECT PHASING:

The proposed PUD envisions a master planned development with multiple parcels that are anticipated to develop in multiple phases. With the exception of Phase 1, phasing and timelines identified in the PUD for the construction of infrastructure and land use remains conceptual and will be subject to market conditions.

Proposed Zoning Districts



The proposed Planned Unit Development proposes three zoning districts.

- The PF district includes all of the publicly accessible open space along Gilleland Creek and the
 greenbelt with its vegetative bufferyard between the Pfluger Tract and the single-family
 neighborhood to the north;
- The PUD-DTE district includes the seven development parcels within the Pfluger Tract, intended to support a mix of medium and higher-density, mixed-use development oriented to Main Street and the Civic Plaza; and
- The PUD-PLAZA district includes the Civic Plaza that will include a limited amount of commercial
 activity intended to activate the space and to serve as the principal gathering space of Downtown
 Fast

The Proposed PUD proposes four guiding principal elements to provide the physical structure for the plan of Downtown East.

- An Extended and Active Main Street
- A Mix of Public and Private Uses
- A Central Gathering Place
- A Riparian Greenbelt with Trails.



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Extended and Active Main Street:

The Proposed Planned Unit Development will extend the existing Main Street from North Railroad Ave to FM 685. To assist Main Street and the Downtown East project with being a unique active and welcoming community, the PUD proposed a series of height, building design principals and frontage requirements.



PUD Boundary Max. height 40 ft (or 3 floors) Max. height 65 ft (or 5 floors) Max. height 85 ft (or 7 floors)

The minimum height of development on properties designated as PUD-DTE shall be two floors or 30 feet in height. Properties designated as PUD-DTE shall not exceed 65 feet in height or 5 floors. There are a few exceptions to this rule. For the northern parcels 6 & 7, within 100 feet of the neighboring single-family zoning the height of a structure may not exceed 40 feet or 3 floors. Furthermore, eastern parcels 1 & 6 structures that are within 170 feet of FM 685 may have the additional height 85 feet or 7 floors. As Downtown East develops over the next few years it is anticipated that parcels 1 & 6 may provide parking structures to serve the general public need for parking access to Downtown East. Parcel 1 may not exceed 5 levels or 45 feet in height and parcel 6 may not exceed seven levels or 65 feet in height.

Downtown East will be designed with low and mid-rise buildings that engage the public realm in a way that promotes a strong civic identity, community interaction and a friendly pedestrian environment. To achieve this the PUD including a series of design principles that are required to be incorporated into all buildings within Downtown East. Buildings within Downtown East shall be designed to engage pedestrians at the sidewalk level with interesting storefronts, outdoor cafes and/or residential stoops; include facades with variation and interest that avoid monolithic and undifferentiated architectural volumes; to conceal parking and service areas from prominent public view; and to extend the historic fabric and scale of Downtown eastward across Railroad Avenue.

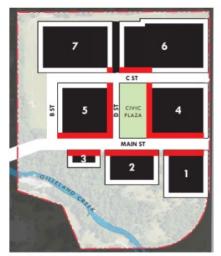


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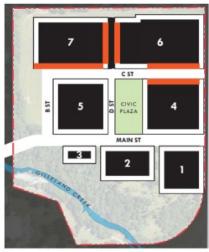
In addition to building height and design principles, the PUD also assist in activating Main Street by providing a series of unique frontage requirements for all parcels.

Frontages along Main Street and the Civic Plaza are considered Priority Frontages. For these frontages ground floors shall be built to be Commercial/"Retail-Ready" to provide a wide variety of commercial, retail, and restaurants uses. Building entries shall be constructed at frequent intervals (no greater than 50 feet) along the frontage to maximize activity along the street and open space frontages. Shading with projecting awnings or canopies shall be provided along at least 50% of new building frontages.

Frontages along C Street and between Parcels 7 & 6 are considered Friendly Frontages. For these frontages ground floors will also be required to be Commercia/"Retail Ready", with ground-level residential, live-work or hotel units. Additionally, any ground-floor residential units shall have their primary entries from stoops or porches.

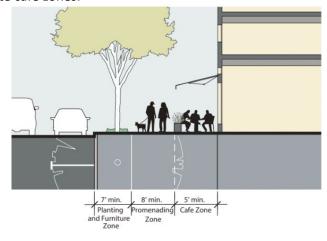






Pedestrian-Friendly Frontages

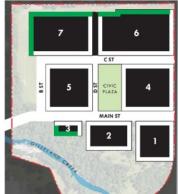
Additionally, outdoor dining is encouraged throughout Downtown East, but in particular along the Pedestrian-Priority frontages, where streets have the greatest combination of sidewalk widths and setbacks to accommodate café zones.



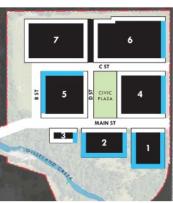


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Frontages requirements also apply to non-roadway frontages. Buildings along the Gilleland Creek Greenbelt shall provide ground-level uses with outdoor terraces or open spaces that have an outlook and access to the open space and Creek. Buildings with frontages along the Neighborhood Buffer Areas shall provide ground-level uses that provide visual overlook and/or access to enhance the safety and activity of these greenway spaces. Balconies or upper-level outdoor common areas that provide overlook to single-family properties are not permitted on Parcels 6 or 7. For General Frontages, shown in blue below, efforts are to be made to create continuous street walls with ground-level uses that activate the pedestrian space. Where active uses are not feasible, efforts should be made to introduce architectural interest with fenestration, public art, murals, specialty lighting, and landscaping.



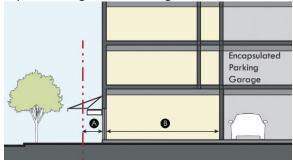
Neighborhood Buffer/Greenbelt



General Frontages

Further assisting in keeping Main Street and the Downtown East area active, the PUD provides regulations for parking, both Surface Parking and Parking Garages as the sites continue to evolve over the future.

Parking Garages and parking within the mixed-use, multi-family and commercial buildings are required to be predominantly encapsulated within, behind or below buildings in a manner that conceals the facilities from public view and that do not interrupt the continuity of the pedestrian environment. Additionally, along frontages designated as Pedestrian-Priority and Pedestrian- Friendly, the ground level of parking garages shall be set back at least 35 feet from the right-of-way line along the street and encapsulated within the principal building, to allow for ground-level uses.





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A Mix of Public and Private Uses:

Anchoring Downtown East will be the new City Hall, Multi-Generational Recreation Center, and a new Civic Plaza central to the development. The City Hall is planned for Parcel 2 which is located along the south side of Main Street and generally central to the development. Both the City Hall and Recreation Center will face the Civic Plaza and create opportunities for community engagement. City Hall is envisioned as a multi-storied office building with opportunities for a cafe and community gathering space between City Hall and Main Street. The community space will provide an additional public amenity and "third space" for visitors to commune.

The Multi-Generational Recreation Center is proposed on Parcel 4, located at the northwest corner of Main Street and FM 685. Ground floor retail and restaurant space is planned for a portion of the building facing Main Street, with main entrances anticipated off of the Civic Plaza. As a multi-storied, multi-generational recreation center, programming is envisioned to provide amenities that cater to all residents of Pflugerville.

The remainder of the Downtown East development will provide opportunities for a mix of multi-family residential, commercial, office, and hotel uses which will provide an activated extension of the current downtown. The mix of land uses with the civic spaces will ensure Downtown East is developed as an engaging and lively pedestrian environment.



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A Central Gathering Place:

At the heart of Downtown East, the new Civic Plaza will serve as Pflugerville's Community gathering place. it is envisioned as an active 18-hour place that will enhance Pflugerville's identity and support its major celebrations, weekly markets and the everyday life of the community. The Civic Plaza is approximately 18,000 square feet which may has the capacity to include an event lawn, performance stage, splash pad, outdoor shaded screening and children's play area.



A Riparian Greenbelt with Trails:

Approximately 9.5 acres of the Downtown East District will be newly dedicated publicly accessible open space. Gillian Creek and its Heritage Loop Trail flow through the heart of Downtown East, offering the opportunity to enhance the urban experience of the district. The PUD call to extend the existing 40-mile trail system of the City of Pflugerville into Downtown East to provide pedestrian and bicycle connections to the surrounding community.

Phase 1:

Phase 1 of the development will include the extension of Main Street from Railroad to FM 685, the construction of City Hall, the Multi-Generational Recreation Center, the Civic Plaza and an estimated 10,500 square feet of restaurant and retail space. Up to 600 temporary surface and on-street parking spaces will be constructed during this first phase to serve the City Hall, Recreation Center and the retail and restaurant development that is planned as part of these two facilities.

An early phase could also see Parcel 5 developed for a retail and entertainment attraction with additional surface parking to help to establish Downtown East as an active, citywide and regional destination. The



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subsequent phases would include the remaining, privately-developed parcels for mixed-use commercial and residential development and the provision of district parking in one or more parking structures.



Future Phases:

The Full Build-Out Illustrative Plan is based upon an understanding of current market conditions and will change as opportunities and new conditions present themselves. For instance, some of the sites currently illustrated as multifamily residential development could be developed for office or hotel use, should such an opportunity arise. Alternatively, sites illustrated for office or hotel use may become more suitable for residential use. Two of the development parcels (Parcels 1 and 5) must include a component of district parking to replace and augment the surface parking that is anticipated to be developed with more intensive uses in subsequent phases.



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Transportation Plan:

The subject property is generally located northwest of the East Pecan Street and FM 685 intersection. The proposed Planned Unit Development includes the extension of Main Street, connecting N. Railroad Ave with FM 685/Dessau Road. In addition, the PUD proposes 3 additional roadways, a Main Street Bridge and FM 685 Frontage requirements.





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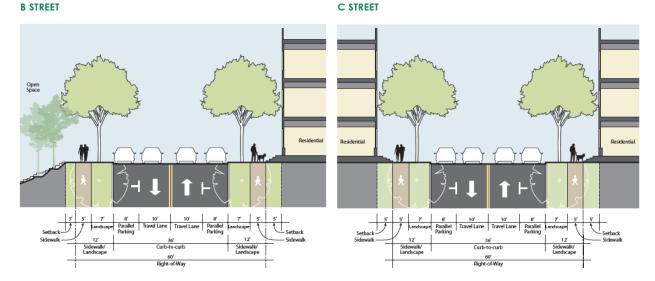


Main Street will provide two vehicular lanes of travel between Railroad Avenue on the west and FM 685 on the east, with a left turn lane at the FM 685 intersection. The cross section for Main Street is adjusted through the PUD to accommodate the connectivity and travel lanes and parking envisioned by the Master Transportation Plan. An adjustment to the right of way width is included to address on-street parking from angled to parallel. The reduction in right of way also allowed the project to minimize the impact on properties west of Pfluger Tract portion of the project. Curbside parallel parking will be provided along the length of the street interrupted by pedestrian bulb-outs at intersections and the Civic Plaza to create safer and shorter pedestrian street crossings. The "back-of-curb" area will include a promenade zone with a minimum width of eight (8) feet and a street tree and furniture zone of seven (7) feet along the curb edge. Building setbacks with a minimum dimension of five (5) feet will provide additional space for promenading and outdoor cafe seating.



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SECONDARY STREETS, B STREET & C STREET (60' ROW)

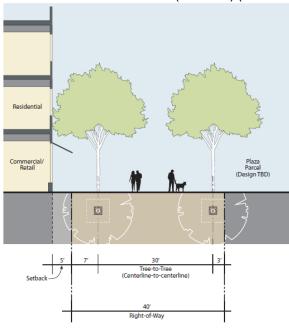


Secondary Streets (60-foot ROW): B and C Streets are more intimately scaled as two-lane roadways with 10-foot travel lanes and curbside parallel parking. The back-of-curb condition includes the same tree and furnishing zone as described for Main Street, but with a narrower five (5) foot wide sidewalk. A minimum building setback of five (5) feet allows space for additional landscaping as well as stoops or porches for ground-level residential units.



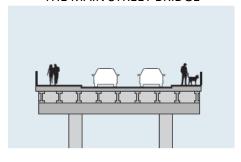
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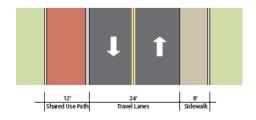




D Street along the west edge of the Civic Plaza is designed as a tree-lined pedestrian promenade that provides north-south connectivity within the District. This space can accommodate emergency vehicles, food trucks and farmer's market tents and trucks. The space is envisioned as a curbless street with bollards or other barriers along its shared edge with the Plaza and a continuous canopy of shade trees.

THE MAIN STREET BRIDGE

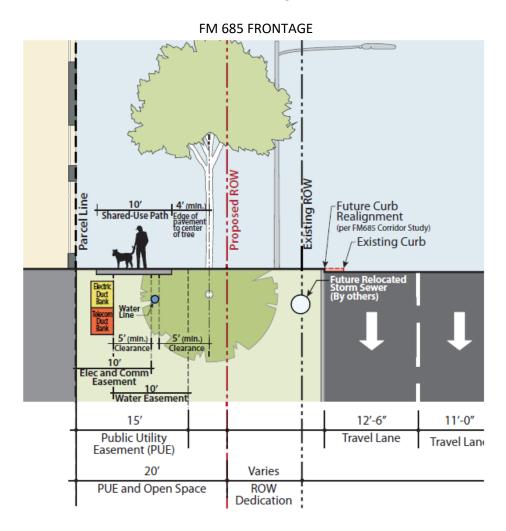






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The Main Street Bridge over Gilleland Creek will provide two vehicular travel lanes with a shared-use path (SUP) of 12 feet in width on the north side and an eight-foot wide sidewalk on the south side.



To accommodate the planned expansion of FM 685 from a four to six-lane roadway, approximately 10 feet of additional right of way will be dedicated through the subdivision process. Behind that new right-of-way, a public utility easement (PUE) and linear open space will be established along the eastern property lines of Parcels 1, 4, and 6. Within that 30-foot zone, a shade tree will be planted between the TxDOT right-of-way and the PUE. A 10-foot wide shared-use path will be constructed within the PUE. Prior to the full construction of the six-lane roadway, a southbound deceleration lane into C Street is recommended to comply with TxDOT standards and in response to the initial results of the Traffic Impact Analysis (TIA). This deceleration lane will ultimately become the third lane when the full improvement is implemented by TxDOT.



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Below is a comparison table of the proposed development regulations with their corresponding parcel:

Below is a compa		c oc p			ciic i egai			
Regulations	Parcel 1	Parcel 2	Parcel 3	Parcel 4	Parcel 5	Parcel 6	Parcel 7	PUD- Plaza
Minimum Lot Area	N/a	N/a	N/a	N/a	N/a	N/a	N/a	N/a
Actual Lot Area (Subject to change)	1.55	1.56	0.47	2.44	2.35	3.64	3.10	1.18
Minimum Lot Width	N/a	N/a	N/a	N/a	N/a	N/a	N/a	N/a
Minimum Lot Depth	N/a	N/a	N/a	N/a	N/a	N/a	N/a	N/a
Minimum Street Yard Setback from Main & Secondary Streets	5′	5'	5'	5'	5′	5′	5'	5′
Minimum Setback, FM 685	30'	N/a	N/a	30'	N/a	30'	N/a	N/a
Minimum Setback From Pedestrian Street D	N/a	N/a	N/a	N/a	5′	N/a	N/a	5′
Minimum Side Street Setback (Corner Lot)	N/a	N/a	N/a	N/a	5′	N/a	N/a	N/a
Minimum Interior Side Setback	35'	15'	20′	0′	N/a	20'	20'	25′
Minimum Setback from PF zone	0'	0'	10′	N/a	N/a	10'	10'	N/a
Minimum Setback from PUD-PLAZA Zone	N/a	N/a	N/a	0'	N/a	N/a	N/a	N/a
Maximum Lot Coverage (Structure)	85%	95%	85%	95%	85%	85%	85%	20%
Maximum Impervious Cover	90%	100%	90%	100%	90%	75%	75%	30%
Maximum *Building Height	65'	65'	65'	65'	65'	65'	65'	25%
Maximum Building Height within 100' of Single-Family Zoned Site	N/a	N/a	N/a	N/a	N/a	40'	40'	N/a
Minimum Residential Density	N/a	N/a	N/a	N/a	N/a	40 du/ac	N/a	N/a
Maximum Residential Density	N/a	N/a	N/a	N/a	120 du/ac	120 du/ac	120 du/ac	N/a
Minimum Dwelling Unit Area	N/a	N/a	N/a	N/a	450 sqft	450 sqft	450 sqft	N/a



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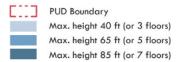
Height Regulations:

In addition to building height standards found in the general regulations above:

- Maximum height is permitted to increase to 85' within 170' of FM 685 Frontage.
- Maximum height of 45' or five (5) floors for parking garage on Parcel 1
- Maximum height of 65'or seven (7) floors for parking garage on Parcel 6



Legend



STAFF RECOMMENDATION:

The Unified Development Code (UDC) allows for the creation of PUDs to encourage unique, well planned comprehensive developments. The PUD may propose varied or different standards that improve development design or enable a unique development type not otherwise accommodated in the zoning ordinance while still maintaining compatibility with existing or allowable future uses of adjacent or nearby properties. The UDC also states that a PUD shall demonstrate compliance with the following standards:



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- A. Land with 20 acres or less shall require consent from the City Council prior to an application being submitted for a Planned Unit Development.
- B. Land use(s) shall be generally consistent with the Comprehensive Plan and sensitive to the surrounding community. Where a mixed use or center is identified, a mix of housing types, employment opportunities or commercial services shall be integrated to establish a cohesive development.
- C. Adequate infrastructure shall exist, or expansions proposed with the development to support the proposed land use(s) for each phase of the development.
- D. Development standards and a proposed layout of the development shall be provided to identify how the proposed development will be created. The City Council may consider minor deviations from conventional zoning or subdivision regulations when other amenities or development standards are proposed that exceed the minimum requirements for the land use(s) as otherwise required by the Unified Development Code.

The proposed PUD envisions a mix of civic, residential, employment opportunities and commercial services. The PUD places architectural and height requirements on all structures for a unique design that will assist in providing a high intensity mixed use product that is envisioned by both the Future Land Use designation as well as the specific Neighborhood District. The proposed PUD incorporates open space, trail connectivity, and a civic plaza in an innovative way that provides a sense of place while helping to ensure protection of natural areas. The PUD will include a network of unique roadways that provide traffic calming amenities and provide for a walkable development. Ongoing maintenance of the streetscape shall be the responsibility of the Property Owners Association and/or the developer. Finally, the proposed PUD incorporates the extension of Main Street with future east-west connections between North Railroad Ave and FM 685.

The proposed PUD supports the Mixed-Use Neighborhood future land use by incorporating vertical mixed-use development by placing retail and commercial uses on the ground floor and utilizing the upper floors for residential and additional land uses. The PUD promotes a walkable pedestrian friendly experience while incorporating amenities such as plazas, park area, public seating, and pedestrian features. Additionally, the PUD supports the Parks and Open Space future land use by preserving natural areas while providing new and connecting to existing trails ways.

The proposed PUD supports the aspiration goals of the Central Neighborhood District by developing the northwest corner of Pecan Street and FM 685 to support the public facility needs while increasing access to trails and improving pedestrian safety along major roadways. Furthermore, the PUD has created a design book in order to establish a level of comfort with existing neighbors and developments.

As previously mentioned, in April of 2022 City Council approved a resolution containing 19 goals for the Downtown East Project. The proposed PUD has summarized these goals into eight guiding principles that are the foundation for the design standards. This includes creating a vibrant, sustainable, and accessible extension of Downtown that enhances Pflugerville's sense of history and community, Creating a family-



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friendly mixed-use district where people will live, work, shop, play, as well as access and engage with City government, Ensuring continued delivery of high-quality services in a new City Hall that meets Pflugerville's current and future administrative needs, and delivering a multi-generational Recreation Center to offer athletic, cultural and social enrichment to the community.

For these reasons, staff finds that the proposed PUD meets the requirements of the UDC, the 19 goals for the Downtown East Project, the vision established by Council's Strategic Plan and the goals of the Aspire Pflugerville 2040 Comprehensive Plan. Staff recommends approval of the proposed PUD as presented.

NOTIFICATION:

Notification letters were sent to property owners within 500-feet of the proposed site. Signs were placed on the property and a public notice appeared in the Pflugerville Pflag newspaper. A stakeholder meeting was held on May 16, 2024 and comments received concerning compatibility with the nearby neighborhood were integrated into the PUD. Staff has received further questions related to the proposed rezoning but, at the time of this staff report, has not received formal protest from adjacent property owners.

ATTACHMENTS:

- Staff Report
- Downtown East Project Development Plan
- Location Map
- Zoning Map
- Future Land Use Map
- Mixed-Use Neighborhood Future Land Use
- Parks and Open Space Future Land Use
- Central District