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**STAFF REPORT**

**Planning & Zoning:** 1/3/2022      **Staff Contact:** Jeremy Frazzell, P&DS Asst. Director  
**City Council:** 1/11/2022      **E-mail:** jeremyf@pflugervilletx.gov  
**Case No.:** REZ2106-03      **Phone:** 512-990-6300

**SUBJECT:** To receive public comment and consider an application to amend the Lakeside Meadows Planned Unit Development (PUD) district approved in Ordinance No. 1427-20-01-28, by adjusting the boundary by adding and rezoning approximately 1.4 acres from Urban (Level 4: CL4) district to Planned Unit Development (PUD) district, removing and rezoning approximately 2.6 acres from Planned Unit Development (PUD) to Urban (Level 4: CL4) district, and amending the development regulations for the approximately 416 acres of land out of the W. Caldwell Survey, Section No. 66, Abstract No. 162, the E. Kirkland Survey, Abstract No. 458, and the J.P. Sherwood Survey, all in Travis County, Texas, to continue to be known as the Lakeside Meadows Planned Unit Development (PUD) district (REZ2106-03).

**LOCATION and SURROUNDING LAND USE:**

The Lakeside Meadows development consists of approximately 416 acres of land located generally south of Lake Pflugerville, south of E. Pflugerville Pkwy, west of Weiss Ln, east of SH 130, and north of Pecan St. Below identifies the surrounding zoning and land use.



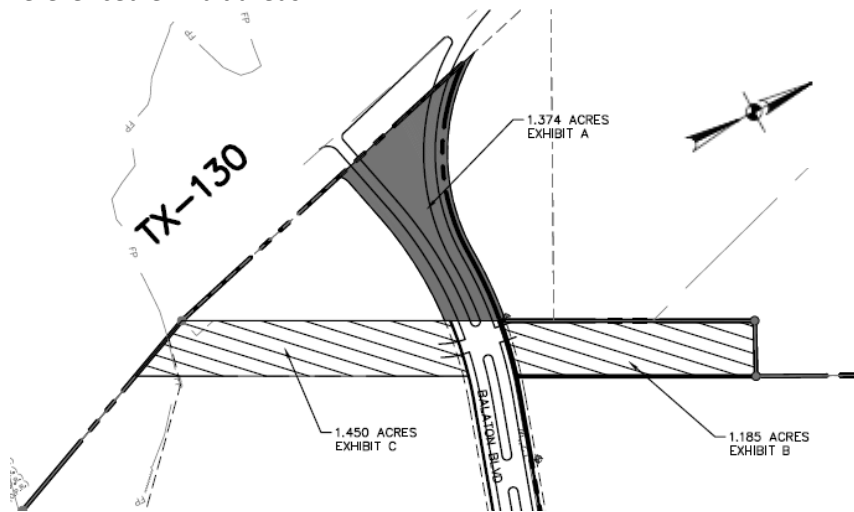
Adjacent	Base Zoning District	Existing Land Use
North	A	Lake Pflugerville
South	CL4	Agricultural land, ONCOR electric facility
East	A & CL4	Agricultural land, single family
West	A, ETJ, CL4	Agricultural land, SH 130

**HISTORY:**

The Lakeside Meadows PUD was approved in 2019 through Ordinance No. 1427-20-01-28 to establish a master planned, “urban destination” mixed use development containing a variety of residential, employment, and commercial uses within a walkable environment. The entire development is in various stages of the development process with an approved preliminary plan. The southern portion of the development is the furthest along in the development process with two buildings currently going vertical.

**PROPOSED REQUEST:**

The applicant has proposed to adjust the existing PUD to address land use changes, provide clarification to certain design requirements and to amend the boundary slightly. The proposed boundary change is a land swap with the adjacent landowner to account for the roadway proposed to connect the project to SH 130 frontage road. The request will add and rezone 1.374 acres from Urban (Level 4: CL4) to Planned Unit Development (PUD) for the road (Exhibit A). In exchange for the added area, a 1.450-acre tract and a 1.185-acre tract are proposed to be removed and rezoned from Planned Unit Development (PUD) to the Urban (Level 4: CL4) district (Exhibit C and B respectively). Below is a depiction of the three referenced exhibit areas.



The proposed adjustments to the development standards are intended to address the northern portion of the development which is located between E. Pflugerville Pkwy and Wilberger Creek. A visual comparison of the original configuration and proposed revision and a summary of the development areas with the proposed adjustments has been provided below.



Proposed Revision



Original Configuration

**Mixed Use Commercial:** The Mixed-Use Commercial (MX-1, MX-2, MX-3) areas are intended to establish medium height (minimum 4-story), vertical mixed-use buildings with destination type land uses. The ground floor for all buildings within the MX areas are intended to be active spaces with non-residential land uses that provide enhanced pedestrian experiences. If residential is provided in the MX area, the minimum density is 20 units/acre and will be required to be located above the first floor. The MX-1 and MX-2 areas are located at the northern extent of the development with frontage along Pflugerville Pkwy, overlooking Lake Pflugerville. The MX-3 area is located along the east side of Balaton Blvd, the new north/south collector. For items not discussed in the PUD, the MX areas will defer to the UDC CL4 district.



**Proposed Adjustments:**

**Pflugerville Parkway:** Pflugerville Pkwy was previously envisioned to be realigned through the MX-1 and MX-2 areas to create an urban streetscape with lake frontage. Following approval of the PUD and during the initial design phase of Pflugerville Pkwy, it was determined that realigning the roadway into the Lakeside Meadows development was no longer feasible, and therefore the proposed amendment removes the roadway from the PUD.



**Proposed Revision**



**Original Configuration**

**MX Area:** The applicant has retained the intent of the MX areas and the adjustments only slightly decrease the MX area from 35.71 acres to 31.27 acres. The most notable reduction is found in the MX-3 area along Balaton, near the MX-1 area, which has been replaced with additional attached townhomes with alley loaded garages. The additional townhomes will maintain the urban character with walkable streetscape and will provide a buffer to the internal single family detached product to the south. While reduced, approximately 8.8 acres of MX-3 area continues to be provided along the east side of Balaton Blvd (north/south road) near the intersection of Balaton Blvd and Colorado Sand Dr (east/west road)

**Land Use Adjustment:** Assisted living was added to the land use table to be permitted within the MX-1 and MX-2 areas. The land use will be required to comply with the mixed use, urban streetscape

requirements established in the PUD, however an additional clarification was added that if special design considerations become needed for an assisted living land use, those provisions may be considered through an architectural waiver process that will be considered by the Planning and Zoning Commission. The intent of the added provision is to address items where potential security and accessibility issues might arise.

**Density and Height:** The density for the MX areas was established as 28 units/acre with the original PUD and limited to 60 feet in height (UDC CL4). The proposed revision establishes a minimum density of 20 units/acre when residential is provided and allows for a maximum density of 45 units/acre. The four-story minimum has been retained with a slight increase in height to 65 feet. The proposed increases are intended to ensure the development area has enough density and height to be developed as the envisioned urban style project with a mix of uses and structured parking as outlined in the PUD.

**Parking:** Clarification was added with the PUD revision that a minimum of 80% of the parking needed to serve development in the MX area is to be provided through structured parking. The added language will help to ensure the project is designed as an urban type of project and that the developable space is not dominated by surface parking lots.

**Pedestrian Crossing:** The original PUD identified Pflugerville Pkwy to be relocated through the MX area and include a round-about with pedestrian enhancements to safely move pedestrians across the street to the other portion of the development and Lake Pflugerville. With the removal of Pflugerville Pkwy from the development, the applicant was asked and agreed to include contributions to establish a safe pedestrian crossing from the Lakeside Meadows development to the lake. The PUD revision includes an acknowledgement to contribute to a bridge or tunnel crossing once the pedestrian crossing has been designed by the city.

**Attached Village Homes (Single Family Attached):** The Attached Village Home (RV-1) area is located generally south of the Pflugerville Pkwy, directly behind the MX-1 area and will provide a buffer between the mixed-use buildings and the single family detached product. The area is planned with residential buildings fronting onto the roadways and garages located off alleys. All roads within the area are planned as public. Private open space with enhanced landscaping is planned throughout the area. The minimum density in the RV-1 area is 10 units/acre and will follow the SF-MU district as the base zoning district for all requirements not otherwise identified in the PUD.



***Proposed Adjustments:***

**Land Area:** The RV-1 area was expanded (22.72 acres vs. 14.19 acres) and replaced a portion of the MX-3 area because of the removal of Pflugerville Pkwy from the development. The RV-1 area will now have

frontage along Balaton Blvd and homes will continue to be designed as “walk up” type townhomes with garages and vehicular access from rear alleys.

*Architecture:* Clarification on the modern architectural appearance has been provided with the proposed revision and will complement the modern architecture envisioned for the single-family homes nearby. The structural form of the buildings will retain the 3-story appearance as originally planned for the RV-1 area; however, the internal layout will only be required to have two livable stories. The three-story exterior height is important to retain as it will help to maintain consistency in the streetscape along Balaton Blvd and provide a transition from the MX-1 area to the single-family area.

***Residential Village Homes (Single Family):*** The Detached Village Home (RV-2 and RV-3) areas are located north of the Wilbarger Creek area and generally central within the overall development. The original PUD envisioned small lots within the area with modern two-story homes that backed up to private greenspace areas. For items not addressed by the PUD, the single family lots will defer to the SF-MU district requirements.



***Proposed Adjustments:***

*Lot Size:* Through coordination with future builders, the applicant has increased the lot width from the originally approved 40- and 45-foot-wide lots to an approximate 50-foot-wide lot throughout the single-family area. The result is a slight reduction in lots that are more consistent with existing market/product conditions and consistent with what is reflected in the approved preliminary plan.

*Height:* The original document envisioned only two-story homes within the single-family portions of the development to set the development apart from other single-family neighborhoods. Through discussion with the proposed builders, flexibility is needed to provide single story homes to provide a variety of housing options to future homeowners. The proposed revision allows up to 50% of the homes to be designed with a single-story

*Architecture:* Architectural elements clarifying the modern design have been added with this revision to provide clarification for the product designs for both the one and two-storied homes. The original exhibit was conceptual with a modern/contemporary type appearance which was later determined to not be the applicant’s intent.

***Corporate Campus:*** The Corporate Campus (CC) area is located along and generally southeast of the Balaton Blvd and the Colorado Sand Dr. intersection. The CC area was intended as a major anchoring corporate or institutional campus with



opportunities for compatible commercial and entertainment land uses. A streetscape zone between the buildings and street with enhanced street tree and trail requirements was required by the original PUD and has been retained with the revision.

***Proposed Adjustments:***

***Land Area:*** The CC area has been retained along Balaton Blvd and Colorado Sand Dr but has been reduced in area from approximately 89 acres to 31.55 acres to allow for additional Campus Industrial in the area.

***Building Height:*** With the adjustment in land use proposed with this PUD revision, the applicant has agreed to increase the minimum building height within the remaining CC area from the original two-story minimum to four-story minimum. The additional height is intended to ensure the CC area screens the proposed industrial area from the main streets, maintains a consistent urban, walkable streetscape as provided with the MX and MF areas, and helps to ensure the CC area is designed with corporate office and supporting type land uses as envisioned by the Corporate Campus designation. Without the additional height, there is concern that the area will lose the original vision.

***Building Form:*** Provisions that were provided in the MX area which describe how buildings will be designed as liner buildings which extend the length of the street with limited breaks between buildings was missing from the original document. The applicant has provided the same language as the MX area to maintain consistency and ensure the CC area is built as an urban streetscape with the enhanced landscape area.

***Campus Industrial:*** The Campus Industrial area is intended to allow for large warehouse type buildings that can accommodate a variety of office/warehouse, distribution, and light industrial uses, while also offering flexibility for commercial and institutional uses. The buildings are anticipated to be approximately 100,000 sf type buildings with overhead doors associated with loading docks and truck courts. The development area will follow the Campus Industrial (CI) zoning district development standards as provided in the Unified Development Code.



***Proposed Adjustments:***

***Land Area:*** The Campus Industrial development area located between Pecan St and Wilbarger Creek remains unchanged. The Corporate Campus area located north of Wilbarger Creek has been proposed to be reduced and replaced with approximately 66 acres of Campus Industrial to allow for additional employment opportunities.

***Vehicular Access:*** The new Campus Industrial area is proposed to take access from a single driveway off Colorado Sand Dr. If the proposed adjustments are approved, the TIA will be updated as needed to address any regional impacts the additional truck traffic might have to the surrounding street system.

*Building Form:* Design characteristics were added to require the warehouse buildings to locate the loading areas to the rear of the building, not facing a public street, consistent with the UDC and current development south of the creek. The proposed conceptual orientation provided in the PUD revision depicts four buildings with the front building facades oriented toward the street and open space areas and loading/truck operations internal to the industrial development. The building orientation and new height requirements in the CC area is anticipated to lessen visual impacts of the land use change. Chain link fencing remains not permitted, and any outdoor storage related to the Campus Industrial area will require consideration through the Specific Use Permit process.

***Multi-Family Residential:*** The Multi-Family Residential (MF-1) area is located generally southwest of the Balaton Blvd and Colorado Sand Dr. intersection. Buildings are required to be urban in position and form with a minimum height of four stories. The ground floor is required to have an element of commercial space intended as a public social gathering spaces (coffee, restaurant, etc.). The MF-1 area has been reduced slightly from 22.68 acres to 18.6 acres due to drainage improvements required with the subdivision design. The area will have a minimum density of 28 units/acre and will follow the CL4 district in the UDC for items not discussed in the PUD.



***Proposed Adjustments:***

*Density and Height:* The density for multi-family was established as a maximum of 28 units/acre with the original PUD and limited to 60 feet in height. The proposed revision clarifies the minimum density is 28 units/acre and allowed up to 45 units/acre with a maximum height of 65 feet to ensure the development area has enough density and height to be developed as the envisioned urban style project in the PUD. The four-story minimum with minimum floor height has been retained.

*Parking:* Clarification was added with the PUD revision that a minimum of 80% of the parking needed to serve the multi-family development when developed with a minimum of 20 dwelling units/acre is to be provided in structured parking. The added language will help to ensure the multi-family project is designed as an urban type project and not dominated by surface parking.

*Landscaping:* In order to retain the urban design and to prevent unintentional consequences by diverting to the multi-family landscaping percentage requirements in the UDC, staff recommended, and the applicant agreed to include specific landscaping provisions tailored to establish an urban setting. In lieu of the percentage requirement, required landscaping will be provided along the street facing side of the development with additional landscaping provided as required for surface parking areas, detention screening, etc.

*Non-Residential Component:* The original PUD included a provision which required a minimum of 5% of commercial space to be provided along the ground floor, with the corner of the building prioritized for that use. During discussions with various multi-family developers, the percentage requirement became an item that could have been interpreted or manipulated in a manner which was outside of the original intent. The proposed revision replaces the percentage requirement to a set area of 1,000 sq ft of non-residential space with the same intent of providing a small café, or similar gathering space at the corner of the building. The amount of required space reflects a general industry standard for a small, basic coffee shop.

**Commercial** The Commercial area is located within the southern portion of the property, generally northeast of the SH 130 frontage road and E. Pecan St intersection. A minimum building height of two stories is required in this area and no adjustments have been proposed with the PUD revision.



**Roadways:**

The road network has been modified with the removal of E. Pflugerville Pkwy from the development, and additional local roads within the RV-1 townhome area. A new cross section was provided for the segment of Balaton Blvd near the intersection of E. Pflugerville Pkwy to provide additional streetscape enhancement to the north entrance into the development. The extent of Balaton Blvd which provides a connection to SH 130 frontage road was added to the PUD revision due to the cross section being included in the PUD document. The land transaction between landowners for the roadway extension is contingent on the approval of the PUD revision. The remaining streets and cross sections continue to be as provided with the original PUD.

**PARKS:**

Through the preliminary plan design, the applicant was required to establish detention ponds to address stormwater requirements. Due to the topography, the detention ponds were added along portions of the north side of Wilbarger creek and therefore encumber portions of the parkland areas. Detention ponds are not items that can be considered for public dedication and as such, the parkland areas to be dedicated had to be adjusted. While all area will remain as open space/parkland, the proposed PUD revision updates the parkland exhibit to identify which areas are to be public and which are to remain in private ownership. The proposed amendment reduces the





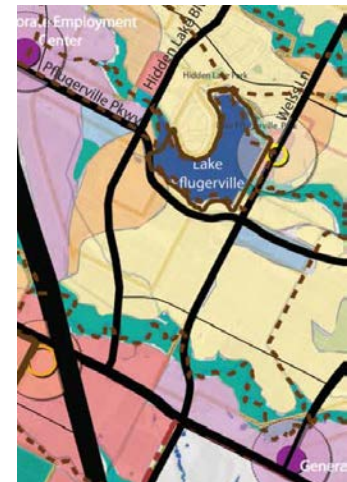
public parkland from approximately 79 acres to 48 acres and the private open space/parkland areas increases from approximately 20 acres to 49 acres.

The PUD revision also includes further details on the land dedication and development fee requirements per residential development area, should it be maximized. The final land requirements and development fees will be established during the subdivision and site development stages, as applicable, and if a deficit in land dedication occurs due to max density, a fee in lieu has been identified in the PUD revision to be provided. The PUD retains the provisions that require the property owners' associations to maintain all private park areas and a maintenance agreement to be established for the maintenance of dedicated parkland improvements. The Parks and Recreation Director has reviewed the proposed adjustments and determined the proposed amendment remains consistent with the original Parks and Recreation Commission approval on November 21, 2019.

#### **COMPREHENSIVE PLAN:**

The Land Use Plan continues to identify the area as a mix of uses including low to medium density residential, medium to high density residential, mixed use, employment, and parks and open space. A community center (mix of uses in areas between neighborhoods) and employment center are identified within the area, encouraging the respective developments to be of higher intensity. According to the Comprehensive Plan, medium density includes residential land uses with a range of 6 to 15 units per acre, while high density is identified as areas with densities greater than 15 units per acre.

Mixed use is described as a built environment that facilitates the ability to live, work and play in one area. These areas should contain convenient pedestrian circulation networks and the mix of uses should accommodate active public uses, such as commercial, retail and restaurants, on the street level and residential or office uses on upper floors. Employment is described as consisting of retail, office, corporate campus, light industrial, and warehouse uses. The proposed PUD revision continue to facilitate a mixed-use environment that is consistent with the descriptions in the Comprehensive Plan.



#### *Consistency with Land Use Policy and Action statements in the Comprehensive Plan:*

Goal 1: The supply, location, and type of housing will be diverse to meet the projected needs of the Pflugerville community in 2030, create a balanced community, and ensure residents have housing options for all phases of their lives.

Action 1.1.6: Encourage medium and high development intensity zoning in target areas near community and regional center and along the SH 130 and SH 45 corridors.

Goal 2: Development (infill and new development) will be focused around a hierarchy of centers that will create a stronger sense of community, providing employment opportunities and shopping districts while reducing infrastructure costs.

Action 2.3.3: Allow for a mixture of residential types in regional centers that accommodate housing options for employment and commercial centers.

Goal 8 identifies gateways into the community will be enhanced and provide a clear sense of arrival and departure into the community. The proposed streetscape, mixture of land uses, and anticipated building form will assist in creating a unique sense of place and enhanced gateway.

**STAFF RECOMMENDATION:**

The proposed adjustments reflect changes that are a result of implementing the concepts envisioned in the original PUD. Through further engineering and design of the subdivision as well as E. Pflugerville Pkwy, adjustments are needed with the original PUD. Further implementation of the PUD development standards unveiled certain items that needed to be further clarified or could be improved to maintain the vision of the walkable, urban type development. The opportunity to provide additional employment through the Campus Industrial type land use has established the opportunity to revisit the land use. The proposed revisions reflect months of discussion between staff, the applicant, and future developers. The proposed adjustments further the original vision to create a unique work, live, play environment.

The boundary adjustments with associated rezoning requests are a result of land transactions that will occur to establish the roadway connection to the frontage road. The removal and rezoning from PUD to the CL4 district is consistent with the adjacent zoning. The addition of the roadway into the PUD is due to the enhanced cross section being included in the PUD.

The addition of the Campus Industrial area in the Corporate Campus area will enable additional employment opportunities that continue to be needed in the region. The design elements that have been included in the PUD regarding truck docks and truck courts will protect the views from the open space areas and public streets. The retention of Corporate Campus and enhanced design requirements are intended to direct visual attention to the urban building form and streetscape rather than the industrial buildings in the back. The access point to the new Campus Industrial area is proposed from Colorado Sand Dr and located at the eastern end of the lot. Truck traffic leaving the site will be directed eastward to use the future light at Colorado Sand Dr and Weiss Ln intersection. The future widening of Weiss Ln and extension of Weiss Ln to Cameron Rd is anticipated to provide a more direct route to SH 130, once completed.

Located along multiple arterial streets, within proximity to existing and planned trails, parks, schools, and existing commercial services, the proposed mix of land uses continues to be consistent with the Comprehensive Plan. The proposed development standards establish additional certainty on what may be considered within the development for land use, certainty on the building form that is intended to create a unique pedestrian friendly environment. A mix of residential, commercial, and employment

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uses has been included to ensure a balance is retained and multiple structure types will provide flexibility as markets evolve. The proposed adjustments retain an opportunity for a variety of living opportunities while ensuring the urban type of development can be realized. The mix of future urban plaza type spaces and open parkland with connected trails will ensure residents have an opportunity to be connected to regional parks, trails, employment, and commercial areas.

The Parks and Recreation Commission recommended approval of the parkland with no modifications on November 21, 2019. The Parks and Recreation Director has confirmed the proposed amendments remain consistent with the Commission's approval and clarification has been provided to clarify the maximum requirements, including potential fee in lieu. The proposed PUD Development Standards as amended remain consistent with the Comprehensive Plan for a mixed-use development. The request to add and rezone 1.374 acres from Urban (Level 4: CL4) to Planned Unit Development (PUD) for the road extension to SH 130 frontage road will provide clarity on how the road is to be designed per the cross section included in the PUD. The removal and rezoning of a 1.450-acre tract and a 1.185-acre tract from Planned Unit Development (PUD) to the Urban (Level 4: CL4) district is associated with the land transaction for the roadway and will apply consistent zoning with the adjacent property. Staff recommends approval of the proposed amendments to the development standards and the requested rezoning.

**PLANNING AND ZONING COMMISSION:**

The Planning and Zoning Commission considered the request on January 3, 2022 and recommended approval with a vote of 5-1.

**CITY COUNCIL:**

The City Council conducted a public hearing on January 11, 2022, closed the public hearing, and tabled consideration until January 25, 2022. Prior to the meeting on January 25, the applicant requested additional time to allow further discussion and updates to the land plan. The provided adjustments include an expansion of Corporate Campus area to ensure the Campus Industrial area was buffered to the west. Adjustments provided are reflected in the proposed ordinance and have been included in the exhibits reflected in this report.

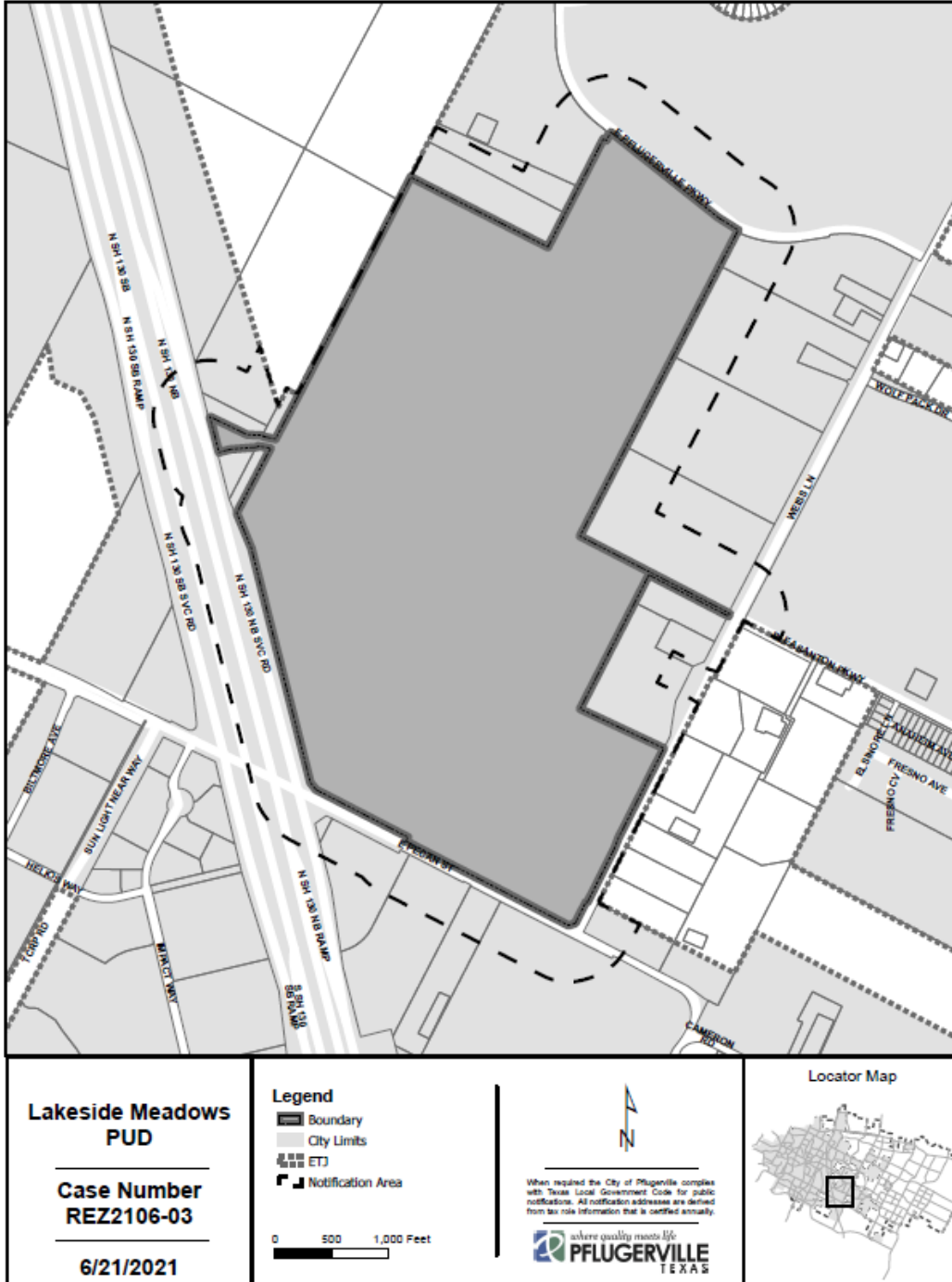
**NOTIFICATION:**

Newspaper notification was published, letters were mailed to property owners within 500 feet of the property within the city limits, and signs were posted as required.

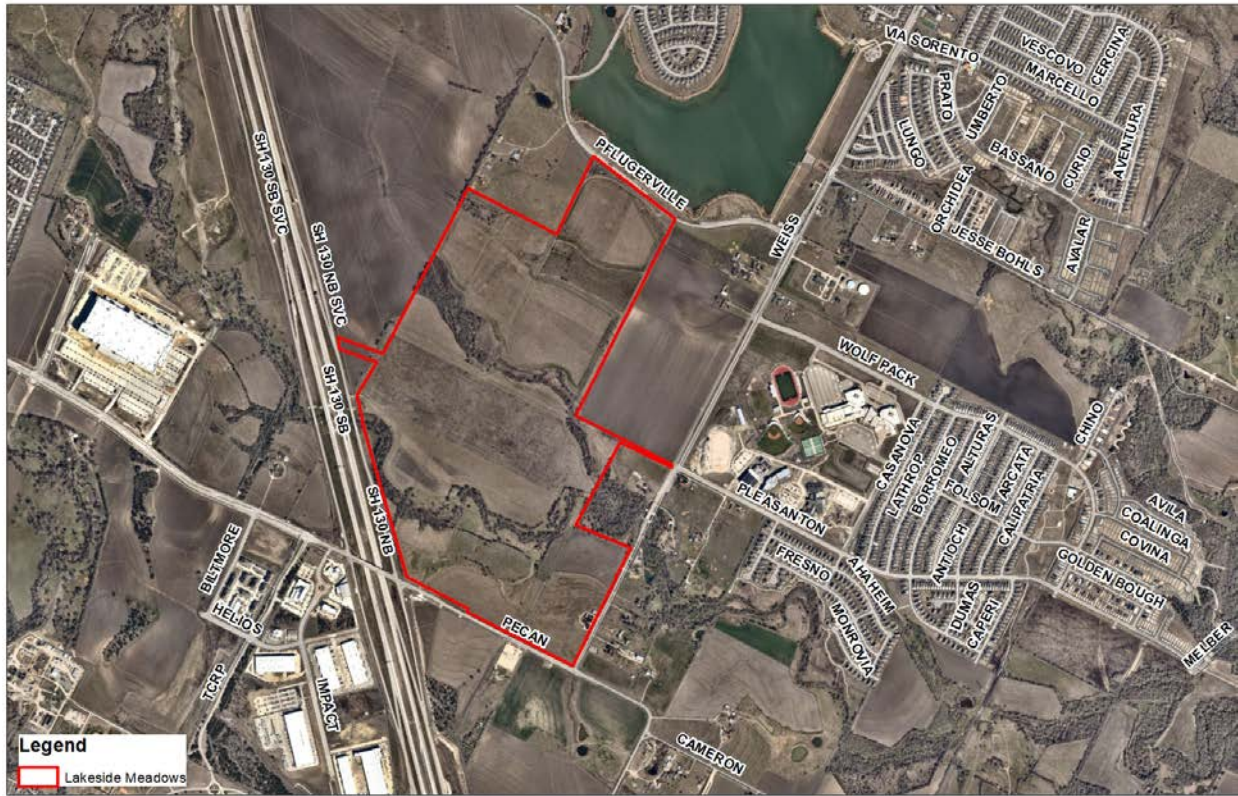
**ATTACHMENTS:**

- Notification Map
- Aerial Map
- Applicant Request
- Lakeside Meadows PUD Development Standards as amended (separate attachment)

**NOTIFICATION MAP:**



**AERIAL:**



**APPLICANT REQUEST**



METCALFE WOLFF  
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December 1, 2021

Emily Barron  
Development Services Center  
201-B East Pecan St.  
Pflugerville, TX 78660

*Via Online Submittal*

Re: Application for the 1<sup>st</sup> Amendment to the Lakeside Meadows Planned Unit Development ("PUD"); ~430 acres at Highway 130 and East Pecan Street (the "Property")

Dear Emily,

As representatives of the owners of the above stated Property we respectfully submit the attached application for rezoning/1<sup>st</sup> Amendment to the PUD. The Property is located at the intersection of Highway 130 and East Pecan Street and was zoned PUD on January 28, 2020, under Ordinance Number 1427-20-01-28. This 1<sup>st</sup> Amendment is needed to allow for the following modifications as previously discussed with City Staff:

1. Overall:
  - a. Base zones changed to CL-4 for all MX, MF, CC, and C zones; SF-MU for the RV residential zones, CI zone remains with CI zoning base zone
  - b. Home occupation limited to RV-1 zone
  - c. New ordinances for structured parking throughout
  - d. Provisions for fire access
  - e. Landscape language added throughout for MX and MF zones
  - f. Street section design with more description and allowing street trees in some areas
2. MX Zones:
  - a. Road alignment change at Pflugerville Parkway
  - b. Pedestrian tunnel or bridge to provide access to lake park; financial contribution made by developer to the City
  - c. Language regarding CCRC campus and design alternatives going to P&Z
  - d. Conference Hotel potential and language
  - e. Additional clarification on liner buildings and standalone buildings
  - f. All buildings in MX zone will be sprinkled for fire protection
  - g. Mixed Use (MX-3) area – allow for 45 dwelling units per acre max 65 feet in height;
3. RV Zones:
  - a. Single Family – allow for 50% to be 1 story;
  - b. Concrete for all trails
  - c. Language acknowledging one single garage door and landscape
  - d. Multifamily - allow for 45 dwelling units per acre and max 65 feet in height;
4. Revise the Corporate Campus area allow for more Campus Industrial;
  - a. Includes modifications to CI area including: parking ratios, outdoor storage, permitted uses, dock doors, fencing
5. Add and subtract land related to Timmerman land swap;

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6. Modification to parkland exhibit related to additional density; provisions for a dog park along the creek trail, restrictions for detention ponds not being allowed in public parkland
7. Various text and graphic changes as needed.

Included with the submittal is a redline of the proposed changes to the Pattern Book for reference to the specific amendments requested. The Property will continue to be developed as a mixed-use master planned community, to include over 250 acres of mixed-use development, including multi-family, single family and a corporate campus as well as over 30 acres of open space, greenbelts, parks, and trails.

If you have any questions about this application for 1<sup>st</sup> amendment to the PUD or need additional information, please do not hesitate to contact me at your convenience. Thank you for your time and attention to this project.

Very truly yours,



Michele Rogerson Lynch