



## MEMORANDUM

To: Members of City Council

From: Emily Barron, AICP, Planning Director *EB*

Cc: Mr. Brandon Wade, P.E., City Manager  
Trey Fletcher, Assistant City Manager  
Karen Thompson, City Secretary

**RE: Unified Development Code (UDC) Amendments**

Date: October 9, 2014

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On the October 28<sup>th</sup> City Council agenda, staff will present an updated Unified Development Code (UDC) for 1<sup>st</sup> Reading and Public Hearing. The amendments cover a variety of changes from formatting and chapter organization to new zoning districts and parkland provisions. While the changes encompass the entirety of the UDC staff will be presenting the highlights offered by the proposed amendments and will gladly discuss any other provisions not covered by the presentation at your discretion.

Staff has been working on the UDC amendments for the past 18 months through staff review, analysis of the Code Diagnostic completed in 2012, review with the Planning and Zoning Commission, as well as feedback from stakeholders and the general public. The intent was to incorporate necessary changes, develop a code that was most representative of the community and provided for flexibility and ease of use. The Planning and Zoning Commission held multiple worksessions throughout 2013 to further identify specific issues with each chapter and review the proposed amendments. Additionally, staff has worked in collaboration with the City's legal team as well as a consultant, Kendig Keast, who provided a 3rd party review of the proposed revisions as well graphics for the UDC. In conjunction with the UDC staff is proposing modifications to the Engineering Design Manual and Construction Standards, development of the Parks Development Manual and minor modifications to the sign ordinance.

The Planning and Zoning Commission met on September 15<sup>th</sup> for their final review of the UDC and voted unanimously to recommend approval of the proposed changes.

A .pdf of the UDC is provided for your review and approval. A summary of the amendments are as follows:

### **Subchapter 1 – General Provisions**

The modifications to Subchapter 1 include:

- Re-organized provisions
- Removed duplicate provisions
- Provided clarification on sequence of permits

### **Subchapter 2 - Administration**

The modifications to Subchapter 2 include:

- Variance nomenclature amended to waivers and P&Z authority extended to all structures
- Development Services Director title removed and replaced with Administrator
- Added a reference to Subchapter 3 regarding Planning Director waivers
- Updated how the official zoning map is established and maintained
- Moved the procedure for zoning newly annexed land into Subchapter 3
- Added Parks and Recreation Director

### **Subchapter 3 - Procedures**

The modifications to Subchapter 3 include:

- Clarification to the site disturbance permits
- Added provisions for expedited review
- Added tables for development applications that require public hearing notices for ease of use
- Chapter format and order
- Provisions for administrative waivers
- Clarification on variances and special exceptions and criteria for approval

### **Subchapter 4 – Establishment of Zoning Districts and Regulations**

The modifications to Subchapter 4 include:

- Incorporation of Subchapter 5 (Establishment of Overlays and Special Districts) and Subchapter 7 (General Regulations)
- Zoning district changes to provide for a variety of housing types, new employment opportunities, and updated nomenclature
- Expanded land use chart (example – Inclusion of condominiums including retirement living villages, townhomes, mobile food parks, wine bars, breweries, food processing, wireless telecommunication facilities)
- Adjusted land use conditions to address condominiums, townhomes, and live work units
- Addressed non-residential uses in residential districts and residential uses in non-residential districts (ex. SF-MU non-residential uses provides for location requirements for the permitted commercial uses in order to provide for a more cohesive development.)
- Added conditions for single family “form” within a multi-family district
- Development regulations were “cleaned up”; to address all “bulk” regulations and added streetscape yard, minimum lot widths on arterials to address flag lots; included impervious cover within table
- The height setback has been clarified for ease of application but will remain the same distance as exists within the current code and the setback and height requirements have

been more clearly defined in order to provide more dependability for both developers and adjacent residential zoning districts.

- Temporary uses have been further defined/clarified
- Accessory dwelling units have been further defined/clarified; Provisions for attached and detached; for both attached and detached the owner is required to reside in the principal structure; the size cannot be greater than ½ of the GFA of the principal structure (ex.NextGen by Lennar); limitation on common entry ways and architectural requirements; considered an extension of the single family structure and therefore subject to the architectural requirements; introduce the Casita concept (ex. Woodlands)
- Change in nomenclature from Alternative Land Use Regulation (ALUR) to Planned Unit Development (PUD) and provided more specificity on what is required when submitting an application for a PUD and as well as the process.
- Modification of the number of gas pumps permitted within Retail (R) district from two (2) pumps to four (4).
- Changes to Zoning Districts Include:

#### **Office 2 (O2) - REMOVE**

Staff is proposing the removal of our Office 2 (O2) zoning district. There is a single property within Pflugerville that is zoned O2 and staff is working with the property owner to remedy the zoning on that site through the rezoning process. This district will be absorbed by other, more utilized districts such as Office (O), Retail (R), General Business 1 (GB-1) and the proposed Campus Industrial (CI).

#### **Office District (O) – Previously O1 and O2**

This district is established to create a flexible district for low intensity office and professional uses (less than 10,000 square feet of floor area). The district can be used as a transition district between more intense uses and residential uses. Permitted uses should be compatible with adjacent residential areas by limiting heights to one story and utilizing buffers and landscape requirements. Sites zoned O may be built to two stories or in excess of 10,000 square feet if not located adjacent to any properties zoned SF-S or 2-F.

#### **Single Family Estate (SF-E) - NEW**

The district will address existing large lot, single family development which consists of lots greater than one half (½) acre in size. New single family estate neighborhoods can be established using this district, however the location should be carefully considered to lessen sprawl and reduce municipal infrastructure costs.

#### **Single Family Residential (SF-R) - NEW**

The district may be used to master plan a large, low density residential subdivision with an opportunity for a mixture of lot sizes based on overall acreage. In certain cases, the district may also be used where an infill of single family suburban housing types may be appropriate.

#### **Single Family Mixed Use Residential District (SF-MU) – Revised SF-U**

The district is intended to address small lot, single family detached and single family attached (townhome) housing opportunities at a low to medium density. This district may be used in areas of 20 acres or less with direct access to major thoroughfares. Non-residential uses may be considered if cohesively designed as a mixed use neighborhood.

**Multi Family-10 District (MF-10) – Revised MF-S District**

The district is intended to address opportunities for small, suburban multi-family developments with up to 10 units per acre. The district should be used as a transition to more intense land uses including major thoroughfares.

**Multi Family-20 District (MF-20) – Revised MF-U District**

The district provides opportunities for medium to high density residential, including multi-family and mixed use developments with up to 20 units per acre. The district should be located adjacent to major thoroughfares, including major collectors and arterial streets, and used in commercial areas or as a buffer to more intense land uses. Incidental non-residential uses providing neighborhood services to the primary residential use may be considered with conditions.

**Campus Industrial District (CI) - *NEW***

This district is intended to include land which is used, or intended to be used, as an employment center, including but not limited to, land uses such as light industrial, research and development centers, multi-story offices, business services, limited retail services, and medium to high density residential uses. It is intended to provide for places to work with the conveniences of services within a centralized area. It should be located along major arterial streets and highways.

**Subchapter 8 (Previously Subchapter 6) – Non-Conformities**

The modifications to Subchapter 8 include:

- Registering a non-conforming land use/structure/site
- Additions to address non-conforming sites, structures and lots
- Administrative provisions for expansion or modification for non-conforming sites.

**Subchapter 9 – Architectural, Site Design and Layout Provisions (Previously Site Development Regulations)**

The modifications to Subchapter 9 include:

- Changed title of chapter to “Architectural, Site Design and Layout Provisions” to better reflect its contents.
- Adjustments to the residential design standards to consolidate, provide additional clarity, ensure equitable requirements across the districts and provide adjustments based on Code Studio suggestions and suggestions from citizens and the development community since creation of the UDC.
- Clarification and adjustment to building materials: The term masonry was further defined by the use of two separate categories, primary and secondary masonry and provide regulations for new districts. Clarification for the application of EIFS was provided.
- Adjustment to building design to remove repetitiveness that is already covered under other provisions of the UDC, modify design elements for appropriateness of a district (ex. LI).

- Addition of graphics regarding articulation standards for ease of understanding.
- Updated auto-oriented canopy standards to include masonry columns and have pitched roofs (mansard roof), unless the canopy is attached to the principal building utilizing a parapet roof type.
- Clarify building orientation regarding overhead doors and loading docks, and drive thru facilities.
- Removal of requirements for an alley for a single family detached in the SF-MU district.
- Adjusted private amenities for residential districts to reduce confusion and prevent “double dipping”.
- Added provisions for overhead doors, loading docks, and service courts
- Campus Industrial (CI) design standards added to generally reflect current corridor design standards.
- Architectural waiver now allowed to be considered for all architectural standards

### **Subchapter 10 – Parking, Mobility and Circulation Standards**

The modifications to Subchapter 10 include:

- Additional parking provisions
- Provided parking ratios for each land use listed within the UDC
- Revised driveway and drive aisle requirements (location, spacing, overall design)
- Clarified parking lot design including provisions for major drive aisles
- Provided additional standards for driveways in conjunction with the roadway classification on which the property is located.

### **Subchapter 11 – Landscaping and Screening Standards**

The modifications to Subchapter 11 include:

- Further emphasis on native drought tolerant species, with references to plant variety resources. Added provisions for considering alternative plantings not included on the approved tree list.
- Adjustments to landscape percentage and minimum planting requirements to provide consistency throughout the different types of residential, commercial, and industrial developments.
- Adjustments to residential tree and shrub requirements to provide clarity and ensure consistency. Added drought tolerant turf and lawn grass requirement with suggested varieties.
- Removal of private open space requirements for single family residential
- Irrigated turf and lawn grass limitations added for residential and non-residential developments.
  - Residential limited to 2.5 times the foundation footprint or 10,000 square feet, whichever is smaller for all single family lots platted after January 1, 2016.
  - Non-residential limited to 33% of the total landscaped area.
- Landscape bed adjustments to require drip irrigation, allow flexibility in design with use of additional materials but prevent all rock.
- Streetscape amendments to allow for flexibility in design
- Removed landscape area credits
- Amended screening of loading docks, and included provisions for overhead doors, and service courts

- Adjusted fence standards to allow for clarification, some flexibility, and consistency. Perimeter fencing for a residential subdivision to be located within a landscape lot, owned and maintained by the HOA.
- Minor adjustments to the alternative compliance section to allow for flexibility and provide clarification

### **Subchapter 12 – Tree Preservation Standards**

Amendments include:

- Removal of significant stands of trees and replaced with provisions for multi trunk trees
- Reallocation of mitigation ratios
- Protection of trees within the floodplain areas
- Added provisions for fiscal surety

### **Subchapter 13 – Lighting**

The modifications to Subchapter 13 include:

- Added clarification to how light levels are measured
- Pedestrian lighting standards adjusted to ensure pedestrian corridors and walkways in multi-family, condominium, and non-residential developments are lit, but allowing parking lot lighting to count towards meeting the minimum requirement when the walkway is lit.
- Architectural lighting requirements
- Clarifications on street light requirements were moved to the proposed Engineering Design Manual
- Provided parameters for calculating light levels for the individual calculation zones (e.g., building entrance, parking lot, canopy area lighting, etc.)

### **Subchapter 14 – Parkland**

The modifications to Subchapter 14 include:

- Establishment of qualitative standards for the type, character, and location of the land to be dedicated as public parkland.
- Establishment of a parkland development fee
- Establishment of alternative compliance provisions including fee in-lieu or construction of amenities within public parks to be credited towards the park development fee
- Adoption of best management practices relating to the title conveyance of dedicated public parkland.
- Establishment of review processes of proposed public parkland.

### **Subchapter 15 - Subdivision**

The modifications to Subchapter 15 include:

- Modifications to the subdivision process to better coincide with the development expectations regarding order of process: Preliminary Plan, Final Plat, Construction Plans, Final Acceptance, Final Plat Recordation.
- Minor additions/adjustments to preliminary plan and construction plan content
- Removed the conveyance plat process
- Addition of expiration of applications

- Partial fiscal security was added to the process, which will enable a developer to move forward with recordation of a final plat prior to final acceptance.
- Added requirements for final plat recordation
- Adjusted the nomenclature and requirements for a waiver to be considered by the Planning and Zoning Commission.
- Added a provision to allow consideration of a local street connecting to an arterial street when movements are proposed to be restricted to a right in, right out condition.
- Adjusted the landscape lot requirement along an arterial to a minimum 20-ft depth when a residential lot has a side or rear lot line parallel to an arterial street, and to a 15-ft depth when parallel to a major collector street
- Clarified and provided administrative consideration for septic when in the ETJ and not serviceable in the foreseeable future.
- Added shared access easement provisions to ensure adequate street access and minimum driveway spacing.
- Added provisions for landscaping lots/easements along roadways
- Added provisions for flag lots, and increased the minimum lot width along arterials to 200 feet.

### **Subchapter 16 – Drainage Standards**

The modifications to Subchapter 16 include:

- This chapter has been absorbed into the Engineering Design Manual and Construction Standards with the exception of the location of drainage facilities which are now addressed in other chapters within the UDC.

### **Subchapter 20 – Definitions**

The modifications to Subchapter 20 include:

- Definitions updated to reflect changes to uses in Subchapter 4
- Provided clarification for some specific definitions (ex. assisted living facilities, easement).
- Addition of graphics
- Addition of 187 definitions

### **Parks Development Manual**

The purpose of the Parks Development Manual is to serve as guiding policy document to help administer the applicable elements of the Parks, Recreation, and Open Space Master Plan and the Subchapter 14. Public Parkland Standards of the Unified Development Code. This manual expands upon the goal, policy and action items within the City's Comprehensive Plan, including the Parks, Recreation, and Open Space Master Plan and establishes policies and standards for the creation of new public parks and renovation of existing parks. The goal, policy, and action items of the Parks, Recreation, and Open Space Master Plan have been provided for ease of use only.

To help ensure the durability, safety and continuity of park equipment and amenities, technical specifications have been included to establish the minimum quality of such equipment and amenities included within public parks. Any proposed deviation from the listed technical specifications in the appendixes of this manual shall be approved by the Parks and Recreation

Director, where such substitution's performance shall be equal to or exceed the approved specification in terms of quality, function, and capacity.

The Planning Areas established in the Parks, Recreation, and Open Space Master Plan generally outline the linear park systems within each watershed. Within this manual, Parkland Sectors have been included to further implement the Parks, Recreation, and Open Space Master Plan's Planning Areas by establishing smaller park sectors. Analysis may be performed within each park sector in order to assess the park and recreational needs of specific areas of the City based on demographics.

### **Engineering Design Manual**

The Engineering Staff has worked over the previous 18 months to update the previous 2005 Engineering Design Guidelines to create the 2014 Engineering Design Manual. Over the years, staff has heard from numerous developers as well as consultants on issues with current design requirements which cause conflicts during design and are not in the best benefit of the entire public infrastructure system. Engineering staff worked directly with the Planning Department so that both the 2014 Engineering Design Manual and the updated Unified Development Code incorporated cross referenced material for ease with any future updates. With the updated manual, new sections of the guidelines are being added such as Traffic Impact Analysis criteria and Lift Station Design criteria. All other sections of the previous 2005 version of the Engineering design guidelines were updated to meet the City's current standards and be more in line with development regulations for the region. The updated revisions made simple changes such as minimum size of public utility pipe to be 8" rather than 6", and new minimum depth of utilities were implemented. Other sections such as streets and drainage included further technical design criteria which was not previously mentioned in the 2005 version. In the previous 2005 sections, criteria in the City design manual conflicted with regional and national design criteria such as the City of Austin drainage criteria manual as well as AASHTO (American Association of State Highway and Transportation Officials) guidelines. These conflicts were cleaned up in order to provide more thorough direction to consulting engineers and private development and keeping typical design aspects throughout the region consistent.

The most significant update to the 2014 manual was the inclusion of lift station design criteria. Previously the City of Pflugerville had no such criteria for lift stations design within the City of Pflugerville jurisdiction nor did the City adopt an outside system design requirement. The City drafted its own criteria using the San Antonio Water System (SAWS) as a reference. By implementing this new lift station design criteria, all equipment and design of lift stations will be uniform throughout the City and will provide for more cost effective maintenance. Additionally, private development will now be required to do full preliminary cost analysis prior to permitting of any temporary lift station. This new measure will determine a more efficient use of both private development and City taxpayer funds while providing the best long term plan for serving of wastewater.

### **Signs – Chapter 154**

The modifications to Chapter 154 include:

- Updated zoning district names and acronyms.
- Added newly established single-family zoning districts with sign standards that reflect the existing single-family zoning district standards.



- Added Campus Industrial (CI) zoning district sign standards that reflect a mixture of GB2, LI, and Corridor zoning district sign standards.