
STAFF REPORT

Planning & Zoning:	1/6/2025	Staff Contact:	Jeremy Frazzell, Principal Planner
City Council:	1/28/2025	E-mail:	jeremyf@pflugervilletx.gov
Case No.:	CPA2024-00499	Phone:	512-990-6300

SUBJECT: To receive public comment and consider an ordinance amending the City of Pflugerville Code of Ordinances Title XV Land Usage, Chapter 153 Planning, by amending the Future Land Use Map in the Downtown District Overlay from Suburban Residential to Mixed-Use Neighborhood for the following Travis County Property Ids: 276146, 276147, 276127, 276126, 276125, 276124, 276123, 276122, 276023, 276129, 276133, 276132, 276131, 276130, 276177, 274586, 274585, 276186 and from Suburban Residential to Institutional for Travis County Property Id: 276023; all to be known as the 2025 Downtown FLUM Amendment (CPA2024-00499)

LOCATION: The subject properties are all located within the Downtown Core Sub-district or Transitional Compatibility Zone, predominantly located north of Pecan Street with exception of three lots located south of Pecan, generally north of Hall Street. The properties have been grouped into four categories in this report to clarify specifics associated with those properties.

North Transitional Compatibility Zone:

The North Transition Compatibility Area includes eight separate properties individually identified by Travis Central Appraisal District Property Id: 276146, 276147, 276127, 276126, 276125, 276124, 276123, 276122 located north of Pecan, generally along the west side of N. 1st Street, between Main Street and W. Wilbarger Street. These properties are located within the Transitional Compatibility Zone of the Downtown District as identified in the Unified Development Code.

St Augustine's Anglican Church:

One, approximate 0.1561-acre lot with the Travis Central Appraisal District Property Id of 276023 is located in the Downtown Core of the Downtown District Overlay as identified in the

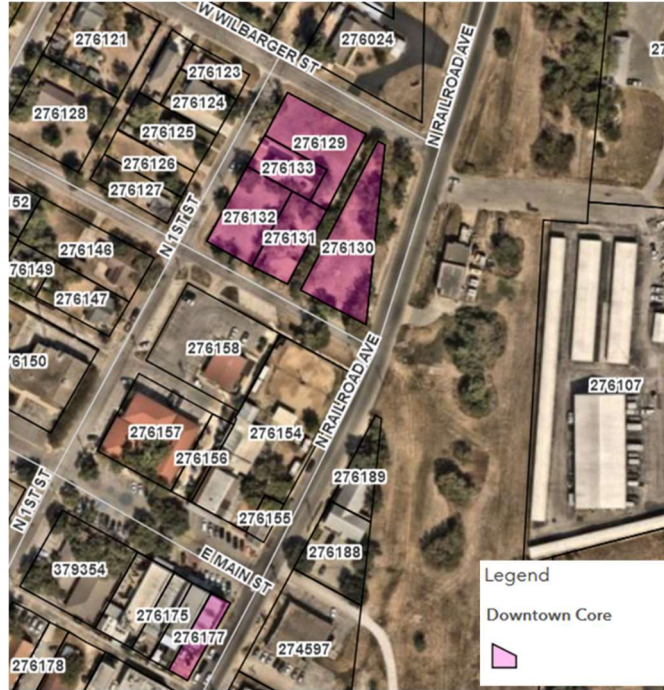


STAFF REPORT

Unified Development Code. The property is part of the St. Augustine’s Anglican church located north of W. Wilbarger Street and west of N. Railroad Ave.

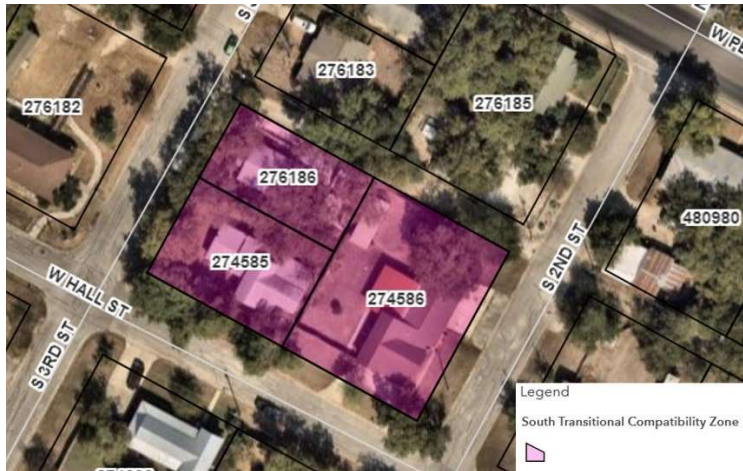
Downtown Core:

There are six properties included in the Downtown Core area, all of which are north of Pecan Street. The properties with Travis Central Appraisal District Property Id of 276129, 276133, 276132, 276131, 276130 are located within the Downtown Core, between N. 1st Street and Railroad Ave, between W. Wilbarger Street and W. Walnut Street. The property with the Travis Central Appraisal District Property Id of 276177 is located within the Downtown District Core, southwest of the E. Main Street and N. Railroad Ave intersection.



South Transitional Compatibility Zone:

The South Transitional Compatibility Zone includes three properties with a Travis Central Appraisal District Property Id of: 274586, 274585, 276186. These three properties are located south of Pecan Street between 2nd Street and 3rd Street, north of Hall Street.



PROPOSED REQUEST

During review of a separate rezoning request, it was identified that the Future Lane Use Map (FLUM) in the Aspire 2040 Comprehensive Plan inadvertently identifies several properties within the Downtown Core Sub-district with a land use category that does not coincide with the current zoning on the property

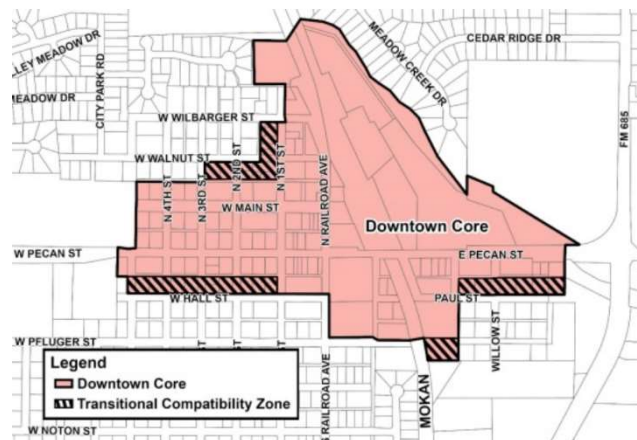
STAFF REPORT

or plans that were envisioned for the property through the Downtown District Overlay as outlined in the Unified Development Code. The current categories appear to have been an inadvertent mapping error at time of the Future Land Use Map creation, and the proposed request is to apply a conforming future land use category to the identified properties. Most of the adjustments are from Suburban Residential to Mixed-Use Neighborhood, which is consistent with the other properties in the Downtown Core Sub-district, however one lot associated with the St. Augustine’s Anglican church is proposed to be adjusted from Suburban Residential to Institutional to coincide with the land use category that was applied to the rest of that church owned property.

The proposed amendments remain consistent with the intent of the Downtown District Overlay for the subject properties and do not adjust any development requirements that are required for the Downtown Core or Transitional Compatibility Zone. Similarly, the amendments do not change any zoning and do not affect the current use of any property.

ZONING

The affected properties are all located within the Downtown District Overlay, specifically within the Downtown Core Subdistrict and Transitional Compatibility Zone as noted in Subchapter 4.5.1 of the Unified Development Code. The Downtown Core is within the center of the Downtown District Overlay and contains specific design requirements specifically tailored to the gridded street pattern and redevelopment potential. The Transitional Compatibility Zone is an area along the perimeter of the Downtown Core Subdistrict that provides

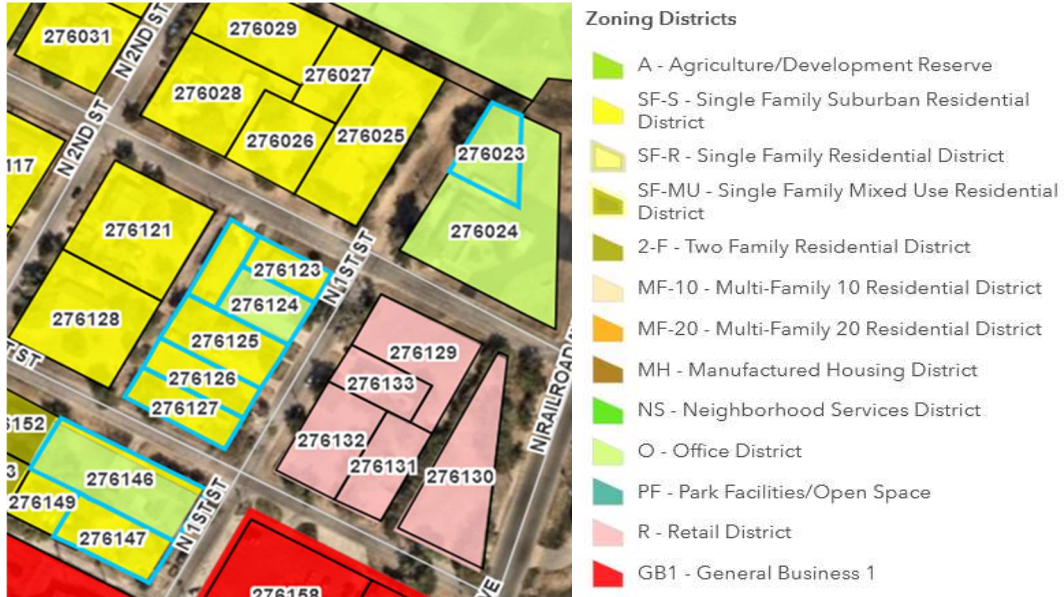


specific development regulations to ensure improved compatibility with the surrounding residential neighborhood. The two Transitional Compatibility Zones that are proposed for adjustment with this amendment are north of Pecan Street and South of Pecan Street, north of Hall Street. Within this report, these areas are identified as North and South Transitional Compatibility Zones for purposes of distinguishing the different locations but are not identified as such in the Unified Development Code.

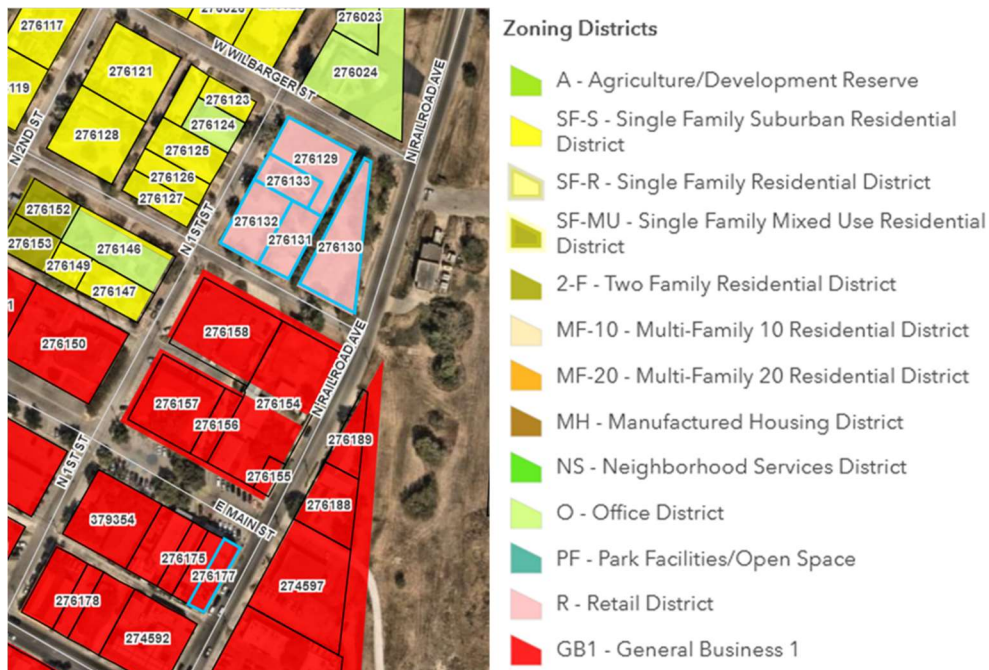
The affected properties within the Transitional Compatibility Zone north of Pecan are located along the west side of N. 1st Street, generally between the alley north of Main Street and W. Walnut Street. Properties within this area are zoned Single-Family Suburban (SF-S) and Office (O) districts and consist of residential structures that are either used for single family, office, or are anticipated to be pursued for a future transition in land use. If the proposed amendment is approved, a future rezoning request can be anticipated for one of the properties in this area.

STAFF REPORT

St. Augustine’s Anglican church property contains a worship structure with associated prayer garden and open space. The property in entirety is zoned Office (O) district.



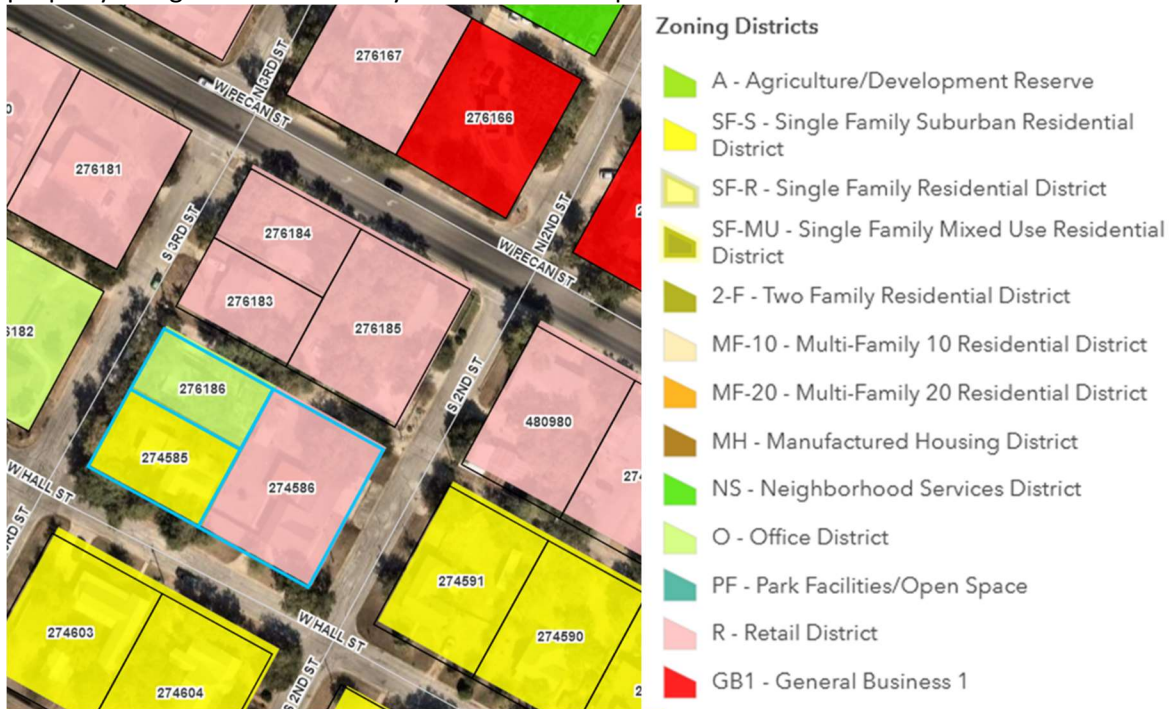
The affected properties within the Downtown Core are predominantly located between N. 1st Street and Railroad Ave, between W. Wilbarger Street and W. Walnut Street. and are zoned Retail (R) district. The properties currently consist of undeveloped properties and single-family structures. One property at the southwest corner of Main Street and Railroad is zoned General Business 1 (GB1) district and



STAFF REPORT

consists of the portion of the building that contains non-residential uses such as the Pflugerville Taco House, Freedom Machine Tattoo, and an office space on the second floor.

Properties in the South Transitional Compatibility Zone are south of Pecan Street, north of Hall Street and are zoned Retail (R), Single Family Suburban (SF-S), and Office (O) district. The Office zoned property along 3rd Street recently transitioned to a professional office.



COMPREHENSIVE PLAN

The Aspire Pflugerville 2040 Comprehensive Plan has multiple components, Land Use Growth and Development, which includes the Future Lane Use Map (FLUM), as well as chapters related to the City’s vision with guiding principles and goals, economic development and fiscal resilience, transportation and mobility, and healthy communities and neighborhood vitality. The FLUM currently designates the identified properties as Suburban Residential which is described as follows:

Existing: Suburban Residential

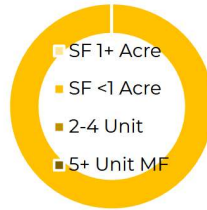
The Suburban Residential land use category is intended to create a suburban atmosphere. According to the Comprehensive Plan, clustering should be encouraged to preserve open space and environmentally sensitive areas. Development standards should ensure adequate open space and efficient roadway and pedestrian connectivity to schools, neighborhood amenities, and parks. Supporting nonresidential uses should be similar in scale to the residential properties, including appropriate landscaping and buffering, and be located on major thoroughfares. The Suburban Residential land use category is intended for 100-percent single-family type development with an

ability for nonresidential provided as civic/recreation at major collectors or arterial roadways when serving the nearby neighborhood.

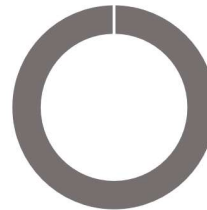
Figure 3.7. Suburban Residential
 Residential and Nonresidential Mix



Residential Type Mix



Nonresidential Mix*



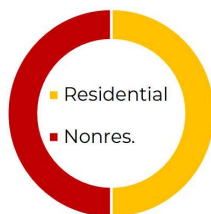
*Nonresidential mix to allow for commercial nodes along major collector and arterial roads when appropriate

Proposed: Mixed-Use Neighborhood

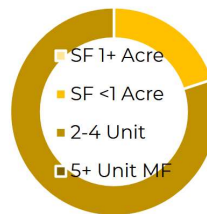
According to the Comprehensive Plan, the Mixed-Use Neighborhood land use category is intended to create a development pattern that incorporates different uses such as office, retail, commercial and residential in one area. Mixed-use development can be either vertical or horizontal. Vertical mixed-use describes a single structure with multiple uses within the structure where 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 proximity. Uses can be located within a single structure, or in separate buildings adjacent to each other. The mixed-use neighborhood 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.

The Mixed-Use Neighborhood land use category identifies a variety of housing options including urban apartments, courtyard/garden apartments, bungalow/cottage court, triplex/fourplex, duplex, and townhomes to be appropriate residential building types. It also finds mixed-use neighborhood scale as an appropriate building type for commercial land uses and single-family small lot, accessory dwelling units, mixed-use community scale, neighborhood office and commercial, and neighborhood shopping center are listed as conditional as a primary use.

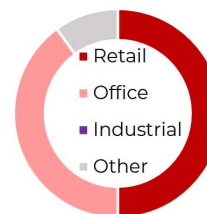
Figure 3.12. Mixed-Use Neighborhood
 Residential and Nonresidential Mix



Residential Type Mix



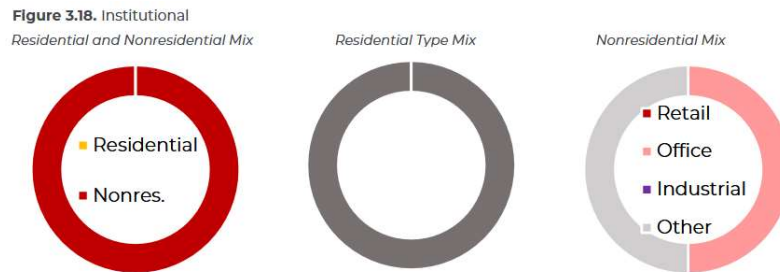
Nonresidential Mix



STAFF REPORT

Proposed: Institutional

According to the Comprehensive Plan, the Institutional land use category is intended to include a wide range of public and private uses such as major public schools, athletic complexes, recreational facilities, libraries, government office buildings, and places of worship. These facilities should project a positive image of the community and be located to provide ample public access that ensures regional recreation and social opportunities.



Additional Land Use Goals, Policy Statements, and Action Items: The Aspire Pflugerville 2040 Comprehensive Plan also makes recommendations through Goals, Policy Statements, and Action Items, among which include the following which remain applicable to both designations:

Land Use, Development and Growth:

- Diversify the housing supply, types, and locations to meet community needs through each phase of life.
- Provide homeownership opportunities that encourage residents of diverse backgrounds and housing preferences to make Pflugerville home.
- Foster transit-ready development patterns and combinations of land use that support walkable access to goods, services, entertainment, opportunity, and quality of life while also providing appropriate transitions of intensity and scale between uses.
- Support resilient development patterns that encourage non-residential and residential developments to adapt and change with market needs and consumer preferences, avoiding future obsolescence.

Transportation and Mobility:

- Develop 10-minute neighborhoods.
- Invest in designated areas to create an urban mixed-use environment to attract people and create a sense of place.

Economic Development and Fiscal Resilience:

- Diversify the tax base to create a sustainable revenue stream to provide high-quality public sector services to residents and businesses.
 - o Support commercial and industrial development that result in at least 30 percent of the property tax base coming from non-residential land uses.

STAFF REPORT

- Encourage and promote sales tax generating businesses to locate in Pflugerville to increase taxable retail sales per capita. Partner with large landowners to increase the supply of shovel-ready sites within Pflugerville.
- Develop offices and other environments that are attractive to innovative, growing companies that have demonstrated agility in responding to market needs and that provide job opportunities aligned to Pflugerville residents.
 - Increase inventory of nonresidential sites that are shovel-ready to be responsive to business recruitment opportunities. Use utility infrastructure to incentivize where appropriate.

Neighborhood Districts:

The Comprehensive Plan also includes subdistricts within the plan that identify aspirational actions for each neighborhood area. The subject properties are located within the historic Downtown which is included within the Central District subdistrict. Among the Central District aspirational actions, emphasis is provided on the development of locally owned businesses and dining options, walkability, context sensitive design, and fostering communications and relationships within established neighborhoods. The Central District is envisioned to have a diversity of housing and seek opportunities for aesthetic improvements of older commercial centers. The proposed amendment will continue to support the identified aspirational actions of the Central District subdistrict.

APPROVAL CRITERIA AND STAFF ANALYSIS

Per Section 3.4, Comprehensive Plan Amendment Process, in the Unified Development Code, the following is the approval criteria regarding proposed comprehensive plan amendments.

- A. The City Council shall consider the following approval criteria in an analysis of immediate needs and consideration of the long-term effects.
 - 1. The application is complete and the information contained within the application is sufficient and correct enough to allow adequate review and final action; **The request for the amendments is at the request of the City after identifying the inconsistencies.**
 - 2. The amendment promotes the health, safety or general welfare of the City and the safe orderly, and healthful development of the City. **The request will provide a conforming land use category to the properties that are consistent with the current zoning and the Downtown District Overlay in the Unified Development Code.**
- B. In considering amendments to the Comprehensive Plan, the City Council should be guided by the following:
 - 1. The need for the proposed change;
The request for the proposed amendments will provide a conforming land use category to the property that is consistent with the current zoning and the Downtown District in the Unified Development Code.
 - 2. The effect of the proposed change on the need for City services and facilities;
The proposed amendment is not anticipated to have an effect on the need for City service or facilities given the proximity to properties with the same land use designation.

STAFF REPORT

3. The compatibility of the proposed change with the existing uses and development patterns of nearby property and with the character of the neighborhood;
The proposed amendment will provide a consistent land use category with the current zoning and other properties in the Downtown District Overlay. The proposed amendment does not change the zoning or current use of the properties.
4. The implications, if any, that the amendment may have for other parts of the Plan.
The proposed amendments will continue to support the purpose of the Transitional Compatibility Zone and the vision of balancing opportunities to live, learn, work, and play in Downtown. The amendments also maintain the Land Use Goals, Policy Statements, and Action Items of the Comprehensive Plan as identified above.

STAFF RECOMMENDATION

The proposed amendments will ensure the land use categories included in the Future Land Use Map in the Aspire Pflugerville 2040 Comprehensive Plan are consistent with the current zoning and allow for the flexibility that is provided in the Transitional Compatibility Zone and the Downtown Core Sub-district. The proposed amendments will continue to support the vision of Old Town and goals and actions identified in the Aspire Pflugerville 2040 Comprehensive Plan. The amendments do not change any zoning and do not affect the current use of any property. Based on the above analysis, staff recommends approval of the Future Land Use Map Comprehensive Plan Amendment.

NOTIFICATION:

Notification was published in the newspaper in accordance with state law.








ATTACHMENTS:

General Location Map
Zoning Map
Future Land Use Map
Suburban Residential Details
Mixed-Use Neighborhood Details
Institutional Details
Neighborhood District: Central District

STAFF REPORT

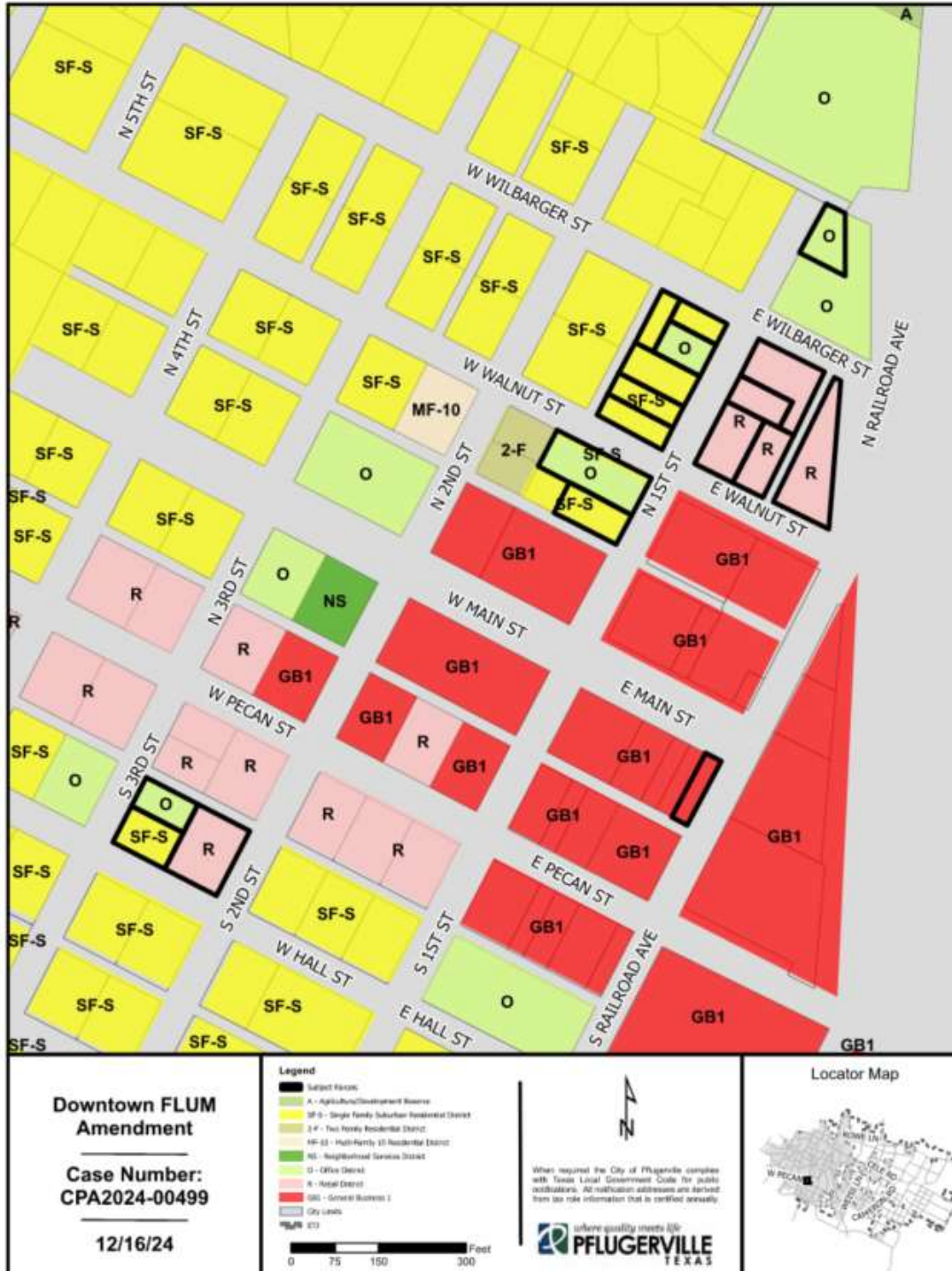
GENERAL LOCATION MAP:



<p>Downtown FLUM Amendment</p> <p>Case Number: CPA2024-00499</p> <p>12/16/24</p>	<p>Legend</p> <ul style="list-style-type: none">  Subject Parcels  City Limits  ETJ <p></p>	<p style="text-align: center;"></p> <p><small>When required the City of Pflugerville complies with Texas Local Government Code for public applications. All notification addresses are derived from the most information that is certified annually.</small></p> <p style="text-align: center;"></p>	<p style="text-align: center;">Locator Map</p> 
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STAFF REPORT

ZONING MAP:



STAFF REPORT

FUTURE LAND USE MAP:



**Downtown FLUM
 Amendment**
 Case Number:
CPA2024-00499
 12/16/24

Legend

- Subject Parcels
- Suburban Residential
- Traditional Neighborhood
- Mixed-Use Neighborhood
- Institutional
- Parks and Open Space
- City Limits
- ETJ

0 75 150 300 Feet

When required the City of Pflugerville complies with Texas Local Government Code for public notifications. All notification addresses are derived from tax role information that is certified annually.

where quality meets life
PFLUGERVILLE
 TEXAS

Locator Map

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SUBURBAN RESIDENTIAL LAND USE CATEGORY:

SUBURBAN RESIDENTIAL

Suburban residential should focus on creating a suburban atmosphere. Clustering should be encouraged to preserve open space and environmentally sensitive areas. Development standards should ensure adequate open space and efficient roadway and pedestrian connectivity to schools, neighborhood amenities, and parks. Supporting nonresidential uses should be similar in scale to the residential properties, including appropriate landscaping and buffering, and be located on major thoroughfares.



Single-family home

COMPATIBILITY OF NEW USES AND BUILDING TYPES

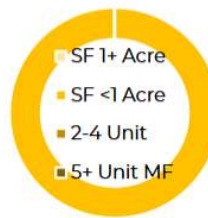
Primarily Residential		Primarily Nonresidential and Mixed-Use	
Agricultural	○○○	Mixed-Use, Neighborhood Scale	○○○
Cluster Subdivision	●●●	Mixed-Use, Community Scale	○○○
Single-Family, Large Lot	●●○	Mixed-Use, Regional Scale	○○○
Single-Family, Suburban Lot	●●●	Neighborhood Office and Commercial	○○○
Single-Family, Small Lot	●●●	Regional Office and Commercial	○○○
Accessory Dwelling Unit	●●○	Neighborhood Shopping Center	○○○
Townhome	○○○	Regional Shopping Center	○○○
Duplex	○○○	Light Industrial/Flex Space	○○○
Triplex/Fourplex	○○○	Heavy Industrial	○○○
Bungalow/Cottage Court	○○○	Civic/Recreation	●●●
Courtyard/Garden Apartment	○○○		
Urban Apartment	○○○		

●●● Appropriate primary uses
 ●●○ Conditional as primary uses
 ○○○ Inappropriate use

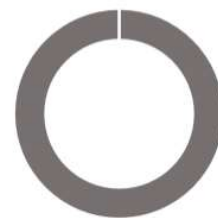
Figure 3.7. Suburban Residential Residential and Nonresidential Mix



Residential Type Mix



Nonresidential Mix*



*Nonresidential mix to allow for commercial nodes along major collector and arterial roads when appropriate.

STAFF REPORT

MIXED-USE NEIGHBORHOOD LAND USE CATEGORY:

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.



Mixed-Use Neighborhood building at an intersection

COMPATIBILITY OF NEW USES AND BUILDING TYPES

Primarily Residential		Primarily Nonresidential and Mixed-Use	
Agricultural	○○○	Mixed-Use, Neighborhood Scale	●●●
Cluster Subdivision	○○○	Mixed-Use, Community Scale	●●○
Single-Family, Large Lot	○○○	Mixed-Use, Regional Scale	○○○
Single-Family, Suburban Lot	○○○	Neighborhood Office and Commercial	●●○
Single-Family, Small Lot	●●○	Regional Office and Commercial	○○○
Accessory Dwelling Unit	●●●	Neighborhood Shopping Center	●●○
Townhome	●●●	Regional Shopping Center	○○○
Duplex	●●●	Light Industrial/Flex Space	○○○
Triplex/Fourplex	●●●	Heavy Industrial	○○○
Bungalow/Cottage Court	●●○	Civic/Recreation	●●●
Courtyard/Garden Apartment	○○○		
Urban Apartment	○○○		

●●● Appropriate primary uses
 ●●○ Conditional as primary uses
 ○○○ Inappropriate use

Figure 3.12. Mixed-Use Neighborhood



STAFF REPORT

INSTITUTIONAL LAND USE CATEGORY:

INSTITUTIONAL

The Institutional land use category includes a wide range of public and private uses such as major public schools, athletic complexes, recreational facilities, libraries, government office buildings, and places of worship. These facilities should project a positive image of the community and be located to provide ample public access that ensures regional recreation and social opportunities.

COMPATIBILITY OF NEW USES AND BUILDING TYPES

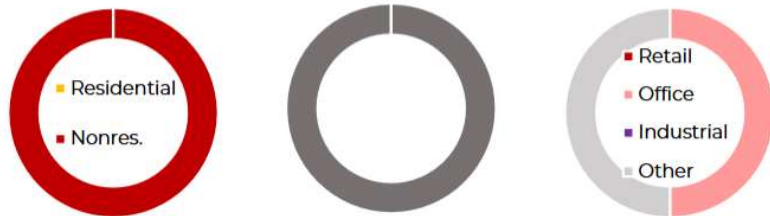
Primarily Residential		Primarily Nonresidential and Mixed-Use	
Agricultural	○○○	Mixed-Use, Neighborhood Scale	○○○
Cluster Subdivision	○○○	Mixed-Use, Community Scale	○○○
Single-Family, Large Lot	○○○	Mixed-Use, Regional Scale	○○○
Single-Family, Suburban Lot	○○○	Neighborhood Office and Commercial	●●○
Single-Family, Small Lot	○○○	Regional Office and Commercial	●●○
Accessory Dwelling Unit	○○○	Neighborhood Shopping Center	○○○
Townhome	○○○	Regional Shopping Center	○○○
Duplex	○○○	Light Industrial/Flex Space	○○○
Triplex/Fourplex	○○○	Heavy Industrial	○○○
Bungalow/Cottage Court	○○○	Civic/Recreation	●●●
Courtyard/Garden Apartment	○○○		
Urban Apartment	○○○		

●●● Appropriate primary uses
 ●●○ Conditional as primary uses
 ○○○ Inappropriate use

Figure 3.18. Institutional Residential and Nonresidential Mix



Pflugerville Public Library

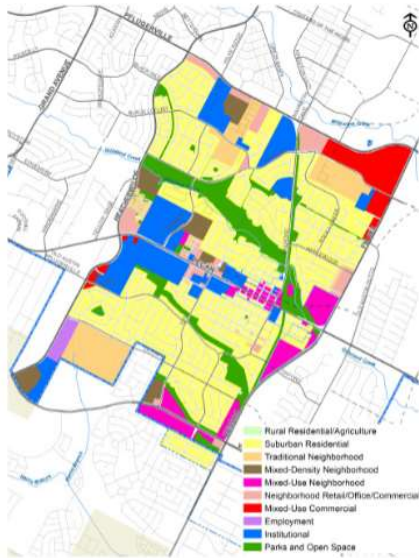


STAFF REPORT

NEIGHBORHOOD DISTRICT: CENTRAL DISTRICT

CENTRAL DISTRICT

Map 8.6. Central District



ASPIRATIONAL ACTIONS

- Monitor and update plans for Downtown, the Historic Colored Addition and eastward to the northwest intersection of Dessau Road and Pecan Street, in order to continue focusing on defining character, intensity and transportation (particularly the Pecan Street corridor) in this District.
- Emphasize the development of locally-owned businesses and particularly locally-owned dining options. This should consider tools to reduce risk of entry, such as food truck parks.
- Increase access to trails, with safety enhancements such as lighting along trails and streets feeding into the trail system.
- Improve pedestrian safety along major roadways, with improved connectivity.
- Emphasize walkability and context-sensitive design within the District, recognizing its unique, historic character.

- Develop the northwest corner of Pecan Street and FM 685 to support public facility needs, considering use of public-private partnership approaches so that such facilities catalyze economic opportunity.
- Retain and enhance the natural beauty of Gilleland Creek, linking it to Pflugerville's history and connecting people with nature. Use trail system connections as an opportunity to create unique, exciting experiences at different parks along the route, along with supportive wayfinding directing to destinations.
- Develop programs to diversify housing stock with thoughtful infill development. Consider the creation of a pattern book in order to establish a level of comfort with the existing neighborhoods.
- Foster communications and relationships within established neighborhoods.
- Seek opportunities to incentivize aesthetic improvements and modernization of older commercial centers in the 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.