

# MEMORANDUM



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**TO:** UDC Update Advisory Committee Members  
**FROM:** Freese and Nichols, Inc.  
**SUBJECT:** August 3 Discussion Topics  
**DATE:** 7/27/2026  
**PROJECT:** Pflugerville Unified Development Code Update

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## Purpose

This memorandum provides background and policy direction on the following key topics in the draft Unified Development Code (UDC):

- Topic 1: Two-Family (2-F) District
- Topic 2: Tree Preservation on Existing Residential Lots
- Topic 3: Zero Lot Line Homes
- Topic 4: Data Centers
- Topic 5: Park Dedication Requirements

The purpose of this memo is to prepare the Advisory Committee for discussion and obtain direction on several policy choices that influence how the UDC implements the Comprehensive Plan. These topics reflect areas where multiple approaches are possible and where the consultant and City staff have worked together to identify a preferred direction for consideration.

## Overall Context

The draft UDC builds on the City's 2040 Aspire Comprehensive Plan, the diagnostic assessment, and ongoing staff input. The overall approach is to refine and modernize the code while maintaining predictability for residents and applicants.

In general, the draft UDC:

- Maintains the core structure of the existing districts where they are functioning well
- Introduces targeted tools to expand housing variety
- Focuses on clear, implementable standards rather than discretionary processes
- Seeks to balance flexibility with compatibility

## Topic 1: Two-Family (2-F) District

### **Background**

At the April Advisory Committee meeting, the Committee supported removing the Single-Family Estate (SF-E) district because it is not currently mapped and is unlikely to be used in the future. As part of the broader effort to simplify Pflugerville's residential zoning districts, FNI also evaluated whether the existing Two-Family (2-F) district should continue as a standalone district.

The draft UDC introduces a new **Neighborhood Flex Residential (NFR) district**, which is intended to accommodate a broader range of neighborhood-scale housing, including single-family detached homes, duplexes, townhouses, triplexes, quadplexes, and neighborhood-scale multifamily. It is designed to provide additional housing options while maintaining compatibility with surrounding neighborhoods through development standards and transitions.

### **Discussion**

The Committee may wish to consider three options:

#### **Option A: Retain the 2-F district.**

Continue using the existing Two-Family Residential district as a standalone district intended primarily for duplex development. The existing 2-F areas would be generally limited to duplex development.

#### **Option B (FNI Recommendation): Replace the 2-F district with Neighborhood Flex Residential (NFR).**

The 2-F would be converted to NFR. In addition to duplexes, these areas would allow other neighborhood-scale housing types, such as townhouses, triplexes, quadplexes, and neighborhood-scale multifamily, subject to the development standards of the district. This would simplify the City's residential zoning districts by eliminating a district that serves a narrow purpose while retaining duplexes and allowing additional housing types in appropriate locations. However, this would also allow single-family detached homes in existing 2-F areas.

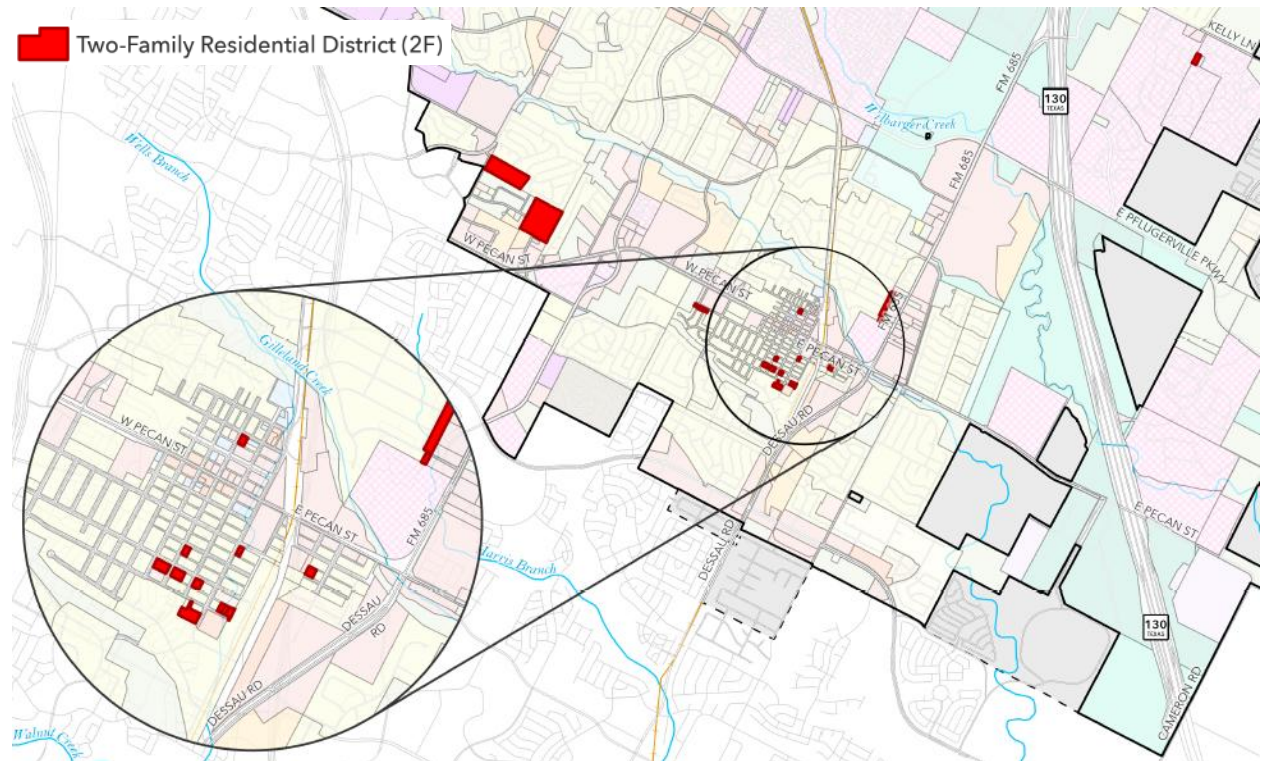
#### **Option C: Eliminate the 2-F district and incorporate duplexes into a single-family district.**

The standalone 2-F district would be merged into SF-R or SF-S, and duplexes would instead become an allowed housing type within one of the City's single-family residential districts, while higher-intensity neighborhood housing would remain in NFR.

### **Key Question**

Which of the three Two-Family (2-F) district options above best supports the City's vision and needs?

Existing 2-F district locations:



## Topic 2: Tree Preservation on Existing Residential Lots

### Background

The current UDC requires tree preservation during the development process, including subdivision and site development. However, once a single-family or two-family home has received a Certificate of Occupancy, the property is generally exempt from the City's protected tree preservation and mitigation for tree removal requirements. As a result, protected trees on existing residential lots may be removed without City approval or subsequent tree mitigation.

### Discussion

The draft UDC removes this exemption and extends the City's protected tree preservation and tree mitigation requirements to existing single-family and two-family residential properties after development is complete. Under the draft, property owners would be required to obtain approval before removing a protected tree (trees of a DBH of 18 inches or greater), unless an exemption applies, such as for dead, diseased, or hazardous trees. This provision would apply to all Class 3, Class 4, and Class 5 tree types.

## SUBCHAPTER 12. TREE PRESERVATION STANDARDS

### 12.2 APPLICABILITY/TREE TECHNICAL MANUAL ADOPTED

#### 12.2.1 Applicability of Provisions

Except as specifically exempted below, the provisions of this Subchapter shall apply to all property located within the City and ETJ.

A. The following properties are exempt from this Subchapter 12:

- ~~1. Developed single-family and two-family dwelling units with certificates of occupancies.~~
2. Properties designated for agricultural purposes and uses, being limited to those properties granted an agriculture tax exemption by the applicable county tax appraisal district and, in addition, being located in an Agriculture/Development Reserve (A) district as designated by the City, are exempt, except in relation to Section 12.4(l) of this Subchapter, which shall apply; and
3. Capital improvements projects by the City, State or Federal government, on property or rights-of-way for which the entity owns or controls.

Figure 10.3-1. Tree Classification

| Tree Classification |                                                                                                                                                              |
|---------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Class 1             | Unprotected Trees: Invasive species and naturally occurring trees less than 6" DBH.                                                                          |
| Class 2             | Protected Trees with DBH 6 - 17.99 inches and<br>Trees planted to satisfy requirements of Subchapter 9, Landscaping and Screening                            |
| Class 3             | Protected Trees with DBH 18 - 24.99 inches                                                                                                                   |
| Class 4             | Protected Trees with DBH 25 inches or greater (Not a Heritage Tree species)                                                                                  |
| Class 5             | "Heritage Tree" – Any Protected Trees with DBH 25 inches or greater listed within Section 10.3.3 or<br>Any native tree species with DBH 32 inches or greater |

This change is intended to preserve Pflugerville's tree canopy over time by ensuring that protected trees of substantial size, which contribute significantly to the City's tree canopy, remain subject to the City's tree preservation standards after development is complete. It also creates a more consistent approach by applying the City's protected tree regulations to residential properties in the same manner as other developed properties.

The draft UDC also incorporates tree replacement standards for existing single-family and two-family residential properties after development is complete for any protected tree (trees of a DBH of 18 inches or greater) that is

removed, damaged, or killed as a result of development activity or improper maintenance. The mitigation ratios for replacement caliper inches are tailored to the applicable tree class type. These tree mitigation standards would apply to all Class 3, Class 4, and Class 5 tree types.

Figure 10.8-2. Tree Mitigation Ratios – Developed Single-Family and Two-Family Properties

| Tree Mitigation Ratios – Developed Single-Family and Two-Family Properties |                                                                                                                                                     |                  |
|----------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------|------------------|
| Tree Classification                                                        |                                                                                                                                                     | Mitigation Ratio |
| Class 1                                                                    | Unprotected trees: Invasive species and naturally occurring trees less than 6" DBH.                                                                 | N/A              |
| Class 2                                                                    | Trees with DBH 6 - 17.99 inches and<br>Trees planted to satisfy requirements of Subchapter 9, Landscaping and Screening with DBH less than 6 inches | N/A 1:1          |
| Class 3                                                                    | Trees with DBH 18 - 24.99 inches                                                                                                                    | 1:12:1           |
| Class 4                                                                    | Protected Trees with DBH 25 inches or greater (Not a Heritage Tree species)                                                                         | 1:12.5:1         |
| Class 5                                                                    | "Heritage Tree" - Trees with DBH 25 inches or more                                                                                                  | 1:13:1           |

### Key Questions

Should the City begin requiring approval before applicable protected trees are removed from developed single-family and two-family residential lots?

Should the City begin requiring tree mitigation for applicable removed, damaged or killed protected trees for single-family and two-family residential lots? Are the mitigation ratios appropriate based on the associated tree DBH or class type?

## Topic 3: Zero Lot Line Homes

### **Background**

The current UDC generally requires side setbacks for detached single-family homes and does not include standards for zero lot line (sometimes referred to as patio home) development. The draft UDC introduces a limited form of zero lot line development only within the proposed Cluster Development standards, where the minimum building separation may be reduced from 14 feet to 10 feet when zero lot line development is utilized. Cluster Developments are permitted only on sites of at least five acres.

### **Discussion**

Zero lot line (patio home) development is a detached single-family housing type where the dwelling is located along one side property line, creating a larger usable side yard on the opposite side. This housing type is commonly used to provide compact detached ownership housing while maintaining private outdoor living space.

Rather than establishing a new zoning district, the UDC could allow zero lot line homes as an optional development pattern within selected residential districts. Similar to the proposed Cottage Court and Cluster Development standards, this development pattern would establish modified development standards that apply in lieu of certain underlying district requirements. For example, the development pattern could permit reduced minimum lot sizes and modified side yard setbacks while instead requiring a minimum building separation between adjacent homes. In exchange for these modifications, the City could establish additional design standards, such as alley-loaded garages, reciprocal maintenance easements, or other design features that support neighborhood character and functionality.

The draft currently limits this development pattern to Cluster Developments. Alternatively, the City could establish standards allowing zero lot line homes in selected residential zoning districts. Potential districts include:

- SF-S - Traditional suburban neighborhoods
- SF-MU - Small-scale mixed-use neighborhoods
- NFR - Missing Middle neighborhoods
- N-MU - Neighborhood mixed-use centers

### **Key Question**

Should the UDC allow zero lot line (patio home) development as an optional development pattern beyond Cluster Developments? If so, in which residential zoning districts?

## Topic 4: Data Centers

### Background

Communities throughout Central Texas and across the country are experiencing increased interest in data center development due to growing demand for cloud computing, artificial intelligence (AI), and digital infrastructure. While data centers can provide economic development opportunities, they also present unique land use considerations related to water consumption, power demand, noise, and compatibility with surrounding development.

The current UDC permits data centers by right in the Commercial Industrial (CI), Light Industrial (LI), and General Industrial (GI) districts, with limited use-specific standards. In response to emerging trends and recommendations shared by Council Member Jonathan Coffman, the draft UDC proposes additional standards to better address the potential impacts of future data center development.

### Discussion

The draft UDC incorporates many of the broader land use recommendations submitted by Council Member Coffman; however, more technical and operational issues, such as utility capacity verification, noise studies, and ongoing compliance reporting, are not proposed as citywide development standards and are instead recommended to be addressed through the Specific Use Permit process, as appropriate for individual projects.

The proposed changes include:

- Updating the definition of **Data Center** to better reflect modern data center facilities and distinguish them from typical on-site server rooms.
- Requiring a **Specific Use Permit for data center developments larger than 25,000 square feet**, while allowing smaller facilities by right.
- Requiring **closed-loop cooling systems** to reduce potable water consumption.
- Establishing a **300-foot setback** from residentially zoned property.

These changes are intended to provide a more predictable framework for evaluating future data center proposals while helping protect nearby neighborhoods and public infrastructure.

### Key Question

Does the Advisory Committee support the proposed approach of establishing additional standards for future data center development to address compatibility with surrounding properties and potential impacts on City infrastructure?



## Topic 5: Park Dedication Requirements

### **Background**

The City is updating Subchapter 14 Public Parkland and Open Space Standards, which governs how new residential development contributes to the City's park system through land dedication, fees in lieu of dedication, and alternative compliance. These updates are intended to ensure the City's park standards keep pace with both state law and the community's vision for a connected, high-quality park system.

The proposed revisions focus on three things: ensuring the City's requirements align with current Texas statutory requirements; drawing a clear distinction between developer dedication obligations and the broader goals of the adopted Parks, Recreation, and Open Space Master Plan; and reflecting Pflugerville's current growth conditions and planning priorities.

### **Discussion**

The proposed amendments include the following key changes:

- **Simplified Dedication Calculation:** The existing density-based, tiered table is replaced with a straightforward unit-based ratio: 1 acre per 47 dwelling units for development with one or two dwelling units per lot, and 1 acre per 71 dwelling units for development with three or more dwelling units per lot. This approach aligns with state law requirements and improves predictability for developers and administrators.
- **Increased Minimum Acreage Standards:** The minimum contiguous parkland size increases from 5 to 7 acres, and the threshold for fee-in-lieu of parkland dedication increases from 3 to 7 acres. These updates align with the City's future park planning objectives and help ensure the efficient use of Operations and Maintenance funds for the long-term stewardship of dedicated parkland.
- **Clarified Mixed-Use Provisions:** New language allows parkland determination to be deferred for mixed-use or corridor-zoned properties until site plan or final plat approval, better reflecting how development occurs in growth areas.

### **Key Question**

Does the City support moving forward with the above proposed amendments to Subchapter 14?