

**STAFF REPORT**

**Planning & Zoning:** 12/2/2019      **Staff Contact:** Jeremy Frazzell, Asst. Planning Director  
**City Council:** 1/14/2020      **E-mail:** jeremyf@pflugervilletx.gov  
**Case No.:** REZ1906-01      **Phone:** 512-990-6300

**SUBJECT:** To receive public comment and consider an application to rezone approximately 416.634 acres out of the W. Caldwell Survey, Section No. 66, Abstract No. 162 and out of the E. Kirkland Survey, Abstract No. 458 of Travis County, Texas, from Agriculture/Development Reserve (A), Urban (Level 4: CL4), and Urban Center (Level 5: CL5) to Planned Unit Development (PUD) district; to be known as the Lakeside Meadows PUD Rezoning. (REZ1906-01)

**LOCATION:**

The proposed development consists of 419.52 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. The southern portion of the property is currently zoned Urban (CL4) and Urban Center (CL5) district, while the remainder is currently zoned Agriculture/Development Reserve (A).



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

**HISTORY:**

The northern portion of the property was previously known as the “Cactus Commercial” tract which was associated with a development agreement that was eventually replaced with the agreement that established Sorento. The property was recently annexed in 2017 (ORD No. 1302-17-03-28) and has remained zoned Agriculture/Development Reserve (A). The southern portion of the property was annexed in 2004 (ORD No. 768-04-12-28) as a part of a multi-property annexation in anticipation of the SH 130 construction.

**SITE ANALYSIS:**

The majority of the property has been in general agricultural production and is predominantly unimproved. The LCRA overhead distribution power lines extend through the property from E. Pecan St. to E. Pflugerville Pkwy while overhead service lines extend along all perimeter roadways. As development occurs, overhead service lines are expected to become underground lines.

Wilbarger creek crosses the southern portion of the property in a general west to east direction extending from the western boundary at SH 130 to the eastern extent of the property at Weiss Ln. The creek establishes a natural north/south division of the property which will be used as a public open space amenity with trails and natural buffer between land uses.

**PROPOSED REQUEST:**

The applicant has proposed to rezone the property from the Urban Level 4 (CL4) district, Urban Center (CL5) district, and Agriculture/Development Reserve (A) to Planned Unit Development (PUD) district in order to establish a master planned, “urban destination” mixed use development containing a variety of residential, employment, and commercial uses within a walkable environment. Three collector level roads will break up the property to provide regional connectivity and establish development areas for the variety of land uses, which are more fully described below. Open space is planned throughout the property with the majority along the extent of Wilbarger Creek and pedestrian linkages between the creek, employment, neighborhoods, and Lake Pflugerville.

**Development Areas:**

The northern portion of the property consists of an area located between E. Pflugerville Pkwy and Wilbarger Creek. The northern area is planned to be divided into multiple development areas as depicted in the image to the right (refer to land use plan in attached PUD document) and described in more detail below:

*Mixed Use Commercial:* The Mixed Use Commercial (MX-1, MX-2, MX-3) areas are intended to establish medium height, 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. Roof decks with active spaces are also permitted within the MX areas with conditions that they do not overlook the RV areas. Residential land uses may be permitted in the MX areas provided they are located above the first floor. The MX-1 and MX-2 areas are located at the northern extent of the development with frontage along the re-aligned Pflugerville Pkwy and Lake Pflugerville. The MX-3 area is located along the east side of the new north/south collector.



*Residential Village Homes (Single Family):* The Detached Village Home (RV-2 and RV-3) areas are located in the northern portion of the development, generally between Pflugerville Pkwy and the extension of Colorado Sand Dr/Pleasanton Pkwy. The RV-2 area is proposed in the eastern portion of the development with 40’ wide lots on 23.17 acres, while the RV-3 area is proposed in the western portion of the development with 45’ wide lots on 37.86 acres.

The proposed layout is similar to a golf-course community design with private open space in the center of most blocks and individual homes backing up to the private open space. Private neighborhood trails will provide a pedestrian link between the private open spaces through the neighborhood and connect to the overall development trails. Additional development standards have been provided in the PUD to further establish architectural requirements which are not currently available in Pflugerville.

*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-3 area and will consist of approximately 14.19 acres. The area is planned as a condominium development with residential buildings fronting onto

the roadways and detached garages located off of alleys. All roads within the area are planned as public. Private open space with enhanced landscaping is planned throughout the area.

*Corporate Campus:* The Corporate Campus (CC) area is located along and generally southeast of the new collector and the extension of Pleasanton Pkwy intersection. The CC area will contain approximately 89 acres and is predominantly intended as a major anchoring corporate or institutional campus with opportunities for compatible commercial and entertainment land uses. Buildings are required to be liner styled buildings with a minimum height of two stories. A streetscape zone has been established in the PUD between the buildings and street with enhanced street tree and trail requirements which exceed the minimum UDC requirements.

*Multi-Family Residential:* The Multi-Family Residential (MF-1) area is located along and generally southwest of the new collector and the extension of Pleasanton Pkwy intersection. The MF-1 area will contain approximately 23 acres containing a maximum of 28 dwelling units/acre. Buildings are required to be urban in position and form with a minimum height of four stories. A minimum of 5% of the ground floor is required to be commercial space intended as public social gathering spaces (coffee, restaurant, etc.).

The southern portion of the property is bound by Weiss Ln to the east, E. Pecan Street to the south, SH 130 frontage road to the west, and the Wilbarger Creek to the north. No roadway extensions are proposed. Sidewalk and trail connections with the larger development to the north will be required from both development areas and are intended to encourage opportunities to reduce employee vehicle trips by providing connections between housing and employment areas. The proposed development areas in the southern portion are described in more detail below:



*Campus Industrial:* The Campus Industrial (CI) area will consist of 49.63 acres and is being planned for an industrial campus with large warehouse buildings to accommodate for warehouse/distribution and light industrial uses, while also offering flexibility for commercial and institutional uses. The area will follow the Campus Industrial (CI) zoning district development standards as provided in the Unified Development Code.

*Commercial:* The Commercial (C) area will consist of 11.6 acres located near the intersection of SH 130 and E. Pecan Street. Located along the frontage road with close proximity to Wilbarger Creek with proposed parkland amenities, the area is anticipated to be developed with professional office. Additional commercial land uses are allowed as provided in the PUD land use table and all development of the property will generally follow the Urban Center (CL5) zoning district requirements, unless otherwise identified in the PUD. Buildings in the C area will be required to be a minimum of two stories.

***Land Use:***

The land uses proposed within the PUD have been specifically identified for the above mentioned development areas and are a modification of the CL4 zoning district land uses. Land uses not listed in the PUD will not be permitted. Proposed modifications include the addition of single family, single family attached, and multi-family in specified areas and with conditions, removal of automobile dominant land uses like drive thru and gas station, and including in a specified area light industrial, research and development, distribution/logistics center, call center, office/warehouse, and office/showroom land uses that normally require a specific use permit in the CL4 district. As noted previously, the development areas further specify where the modified land uses are permitted.

The proposed residential land uses will have a maximum density of 28 units/acre for all multi-family in the MX-1, MX-2, MX-3, and MF-1 areas, a maximum of 10 units/acre in the single family attached RV-1 area, and a maximum single family detached density of 6 units/acre in the RV-2 area and 5 units/acre in the RV-1 area. The proposed density is greater than the standard density allowed in the CL4 and CL5 districts and will allow for a variety of housing types and styles that are not currently located in Pflugerville.

In an effort to provide a mix of land use, a provision has been included in the PUD which requires the first phase of development with any single family detached lots to include 50,000 sf of commercial space within the MX-3, C, and CC zones to be platted and developed concurrently with 250 single family detached lots and 250 multi-family units. The remaining single family detached units can be provided with 40,000 sf of MX-2 or MX-3 facing Street C. The single family attached product in RV-1 may be developed as direct connections to Street C and Pflugerville Pkwy become constructed. The MF-1, CC, CI, and C tracts will be allowed to develop with the market demand.

***Development Standards:***

Development standards included in the PUD have been provided to further clarify, provide certainty, and enhance the development. In general, the provided requirements are intended to establish an enhanced streetscape in the northern portion of the development which creates a semi-urban environment with buildings located closer to the street, wide sidewalks, street trees, enhanced building entrances with pedestrian elements, and opportunities for a vertical mix of land uses. Additional notable enhancements per development area include:

- Minimum building height, minimum transparency (windows) along the ground floor, pedestrian entrance requirements, allowance for roof top decks, and provisions to reduce blank walls have been included in the development requirements in the MX and CC development areas to further establish certainty that would not otherwise be achieved through the current UDC.

**STAFF REPORT**

- Buildings in the CI development area will be required to follow the Campus Industrial (CI) zoning requirements of the UDC which includes architectural, landscaping, and screening of truck courts. The proposed base CI requirements are consistent with the UDC requirements for industrial uses in the CL4 and CL5 zoning district.
- The single family detached homes are proposed as two story with a modern architectural style that is not currently available in Pflugerville. The homes are planned with front entry, two car garages, with the garage positioned to be recessed behind the main entry to reduce the visual dominance. Driveways will be traditional in length, but are proposed to be stained and tapered near the right of way to reduce their visual appearance along the street. A variety of articulation and materials are anticipated for the homes, and landscaping is proposed to be enhanced in the yards and along the street. In order to maintain the open space concept in the rear, individual fencing in the rear yards will be limited to an open design decorative fencing that is limited in depth and height.
- The single family attached products will have a minimum height of three stories and will range between four, six, and eight units per building. The architectural design will be an urban, walk-up type, with staggered units to create visual distinction between units. Main entry points for each unit will be located in the front, accessible from a sidewalk. All buildings will have detached garages that will be accessed from an alley.
- Multi-family buildings will have a minimum height of four stories and will be oriented toward the street to create an urban form. Buildings will maintain the unit mix requirement of the UDC. Parking is proposed to be hidden from street view through the use of liner buildings. A minimum of 5% of the ground floor will be required to be commercial space and additional pedestrian space will be required to encourage an active ground floor.
- Notable enhancements within the C development area is the minimum height of two stories and required sidewalk connections to the CC, CI, and regional PUD trail system. Development in the area will comply with the CL5 base zoning district, which is consistent with the current zoning.

Parking ratios will be provided generally as required by the UDC per land use unless otherwise noted in the individual development areas. Structured parking is not a requirement, but if provided, will follow the UDC requirements. Where surface parking is provided, it will be required to be oriented behind buildings, not visible from the street as specified in the respective development areas, and at a minimum screened per the UDC.

Additional opportunities for enhancement in the PUD includes discussion of integrating water elements for aesthetic and recreational purposes into the development and the request to integrate purple pipe infrastructure into the development for non-potable irrigation.

**Roadways:**

Approximately 40-acres of the development will be attributed to right of way. Streets are proposed with typical travel lanes, wide sidewalks, landscape planting areas, segments of roadway with raised medians, a segment containing on-street parking/bus lane, opportunities for shared bike/vehicle travel lanes, and an alternative curb design in the local street. Cross sections are included in the PUD and will be further refined during the subdivision process.

A realignment of E. Pflugerville Pkwy (Street “D”) is proposed in the northern portion of the property and will provide an east/west gateway into the development. The proposed realignment is envisioned to establish developable land with frontage along the lake, creating opportunities for unique destination land uses. A conceptual cross section is included in the PUD that will be further refined with coordination of planned City projects.

An extension of Pleasanton Pkwy (Street “B”) will provide general east/west regional connectivity to and through the property and provide a future connection with Colorado Sand Drive. A new north/south collector level road (Street “A” and Street “C”) will connect SH 130 frontage road with the aforementioned realigned E. Pflugerville Pkwy. The new collector is intended to establish a defined gateway into the development with an enhanced, pedestrian streetscape and variety of land uses planned to front the street. As the development is designed during the subdivision process, adjustments will be made as needed to ensure the design remains compliant with emergency service needs.

Streets will predominantly be public, with license agreements anticipated between the city and a future property owner’s association for maintaining street trees and any pedestrian related amenities (e.g. benches, art). Alternative utility assignments are also included as an option in the cross sections to allow for opportunities for enhanced streetscape.

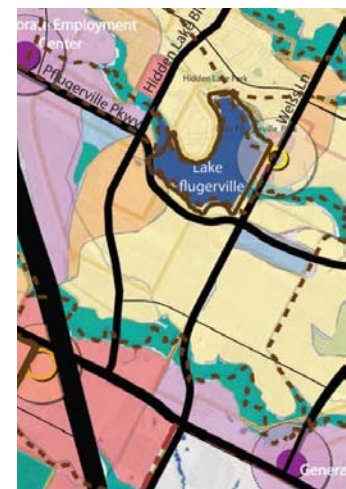
**PARKS:**

A total of 441 single family units and 500 multi-family units will require a minimum of 15.33 acres of public parkland to be dedicated. The PUD includes a total of 78.95 acres of dedicated land, of which approximately 55 acres of non-creditable land is located within the 25-year floodplain and 9.36 creditable acres are located between the 25 year and 100 year floodplain. In total 19.33 acres of creditable land is proposed, which exceeds the minimum requirement. The PUD includes further details on how development fees will be applied to amenities within the development.

On November 22, 2019, the Parks and Recreation Commission considered the request outlined in the PUD and unanimously approved the proposal with no conditions or adjustments.

**COMPREHENSIVE PLAN:**

The Land Use Plan identifies 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 development standards 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 in order 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 that 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:**

Similar to the 130 Commerce Center located generally southeast of the E. Pecan Street and SH 130 frontage road intersection, the proposed location for employment land uses in the CI development area will offer efficient access to and from SH 130 for large vehicles and will continue an established land use in the area. The proposed Corporate Campus will offer additional employment opportunities with convenient access from the SH 130 frontage road, Pleasanton Pkwy extension, and connected trails.

Located along Pflugerville Pkwy, directly south of the lake, the opportunity for a vertical mix of land uses with active ground floors and active roof decks is anticipated to become a new destination location for the community and region. The variety of single family and multi-family land uses included in the



**STAFF REPORT**

development will offer additional housing opportunities to the area, and offer product types and designs not currently available in Pflugerville or readily available in the surrounding area.

Located along multiple arterial streets, within close proximity to existing and planned trails, parks, schools, and existing commercial services, the proposed mix of land uses is 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 pedestrian friendly environment. A balancing of residential to commercial development has been included to ensure a balance is retained and multiple housing structure types will provide flexibility and offer an opportunity for a variety of living opportunities within close proximity of employment opportunities.

The extension of planned collectors is included through the development to ensure regional connectivity is provided, and a variety of trails are planned to create a walkable, connected development. The Parks and Recreation Commission recommended approval of the parkland with no modifications. The location and proposed PUD Development Standards are consistent with the Comprehensive Plan for a mixed use development, and Staff recommends approval.

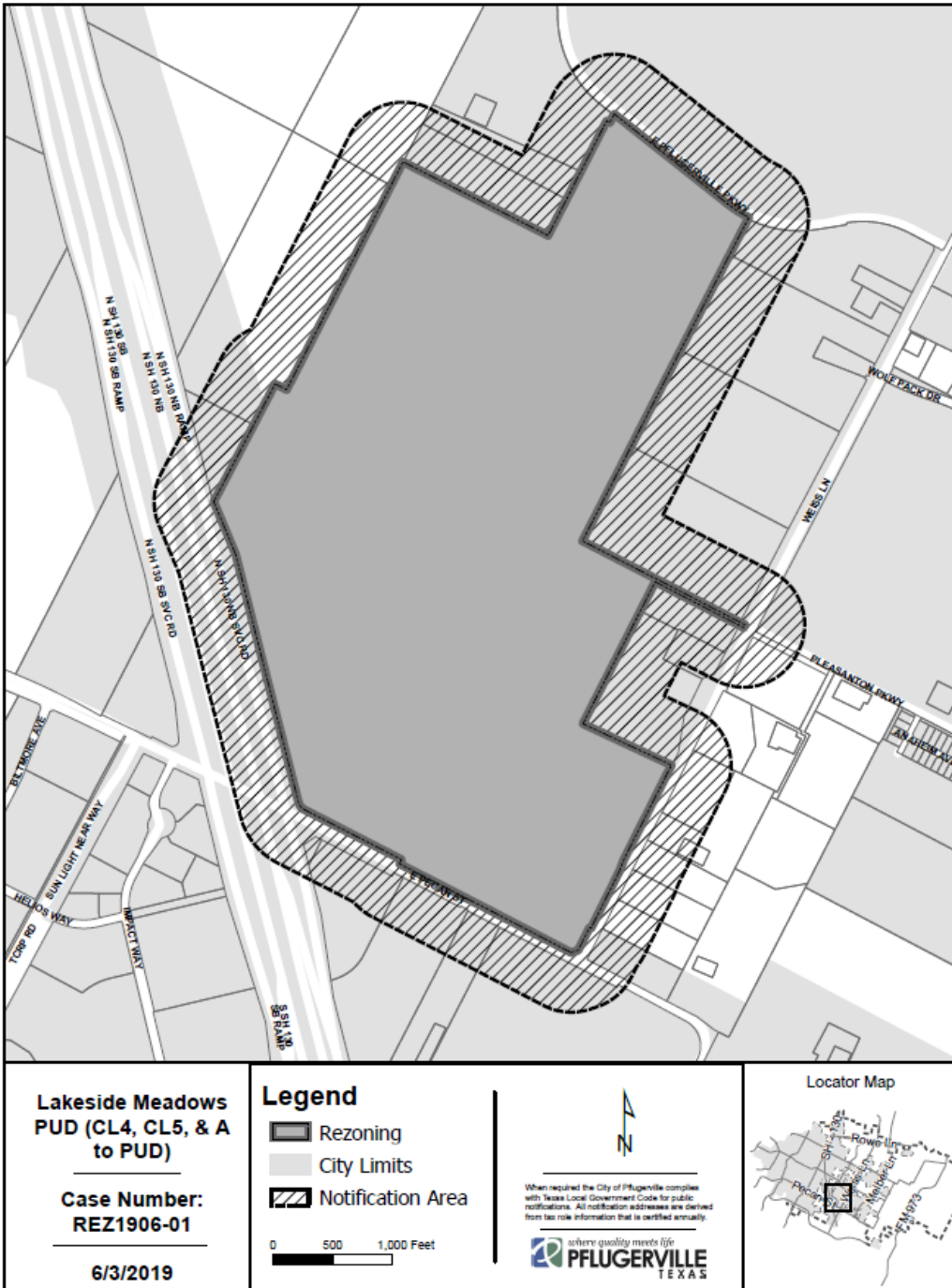
**NOTIFICATION:**

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
- Lakeside Meadows PUD Development Standards (separate attachment)

**NOTIFICATION MAP:**



AERIAL:

