



CHAPTER 3

**LAND USE, GROWTH &  
DEVELOPMENT**

# INTRODUCTION

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The purpose of this chapter is to plan for the future land use pattern in Pflugerville. This begins with an evaluation of existing land uses, recognizing a need to carry over uses not expected to change within the next 20 years. From there, future land use place types are developed to address new development and anticipated redevelopment, driven by the community's vision and goals, and augmented by fiscal and market data.

Many factors influence the way a city grows and defines its characteristics, but the pattern of land use is one of the most important components affecting the way cities function. The types and value of the various land uses in a community determine how cities operate and provide public services. For these reasons, the land use pattern impacts:

- The type of services and products available to businesses and residents
- Affordability
- The ability to provide services to residents and businesses
- Connectivity and mobility
- Public health and safety
- The factors that contribute to the makeup of the local economy
- The amount of public parks and open space
- Longevity of land use and road infrastructure

All of these collectively contribute to the creation of the quality of life that is so

important in our daily lives. Consequently, it is in the City's best interest to encourage the best pattern of land use to serve its current and future residents and businesses. This extends to fiscal considerations - how the land use pattern places Pflugerville in a fiscal position to support the desired quality of life.

The pattern of land use in Pflugerville has evolved over many years to serve its residents. The amount of acreage used for the various types of land uses is largely determined by the market and demand for those goods and services. However, regulatory approaches can shape whether the market can act on the demand. How this demand will change in the coming decades is a question that is difficult to answer, but past indicators can provide some insight to future demands.

This chapter utilizes existing conditions (see Chapter 1), scenario planning, and community visioning (see Chapter 2) to guide Pflugerville's future land development.

An important goal is to create a Future Land Use Map as a guide for future development decisions.



*Sunset at Lake Pflugerville*



A Future Land Use Map (FLUM) is advantageous to the City in several ways by:

- Helping the private and public sectors make better, more informed choices about land use change
- Informing other planning efforts such as park, transportation, and infrastructure planning
- Assisting in achieving economic development goals by encouraging the most desirable industries and businesses to locate in Pflugerville
- Encouraging more compatible land use patterns
- Helping attain a fiscally-sound land use pattern
- Promoting more predictable land use outcomes

By nature, developing land is a piecemeal process when viewed on a large scale. Different parcels and tracts of land develop or redevelop at different times in response to changing markets. Simultaneously, the City must plan to provide public services such as water, wastewater, roadways and other utilities or infrastructure. Aligning this Plan with other local and regional plans, policies, and processes is one of the most critical post-adoption actions. By aligning future development with the FLUM, Pflugerville will continue to ensure that various land uses ultimately occur over time. The FLUM helps coordinate development with capital improvement planning, so the necessary infrastructure is available to facilitate future private sector development projects. Map 3.3. on page 67 shows Pflugerville's Future Land Use Map.

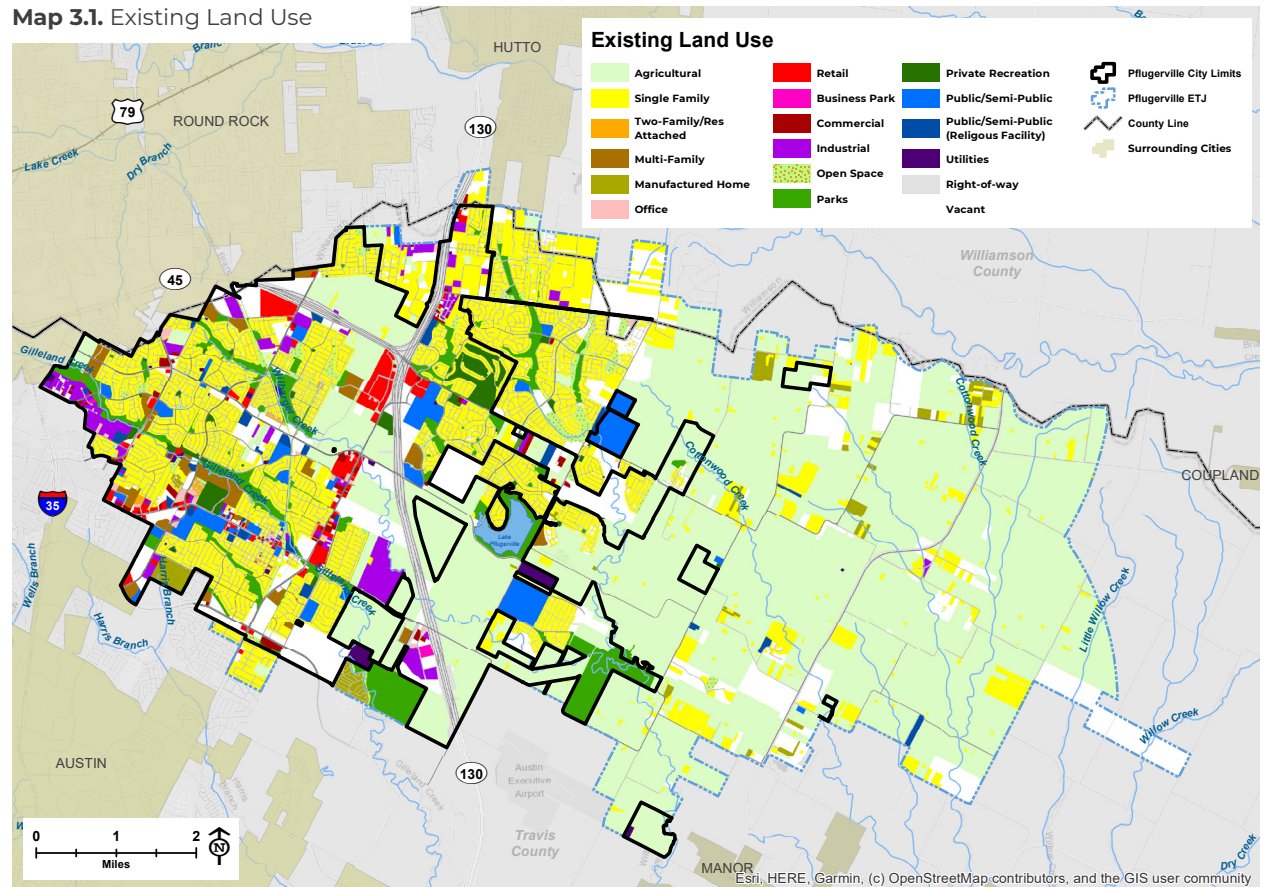
## EXISTING LAND USE

The City is comprised of a combination of existing residential, commercial, industrial, institutional, and recreational developed land use areas. These areas are intermixed with and surrounded by vacant or undeveloped areas. For this cursory existing land use analysis, undeveloped land within the City limits is classified as vacant. Pflugerville is a rapidly growing city, so evaluation of existing land use and entitlements is a snapshot in time.

One of the primary purposes of analyzing existing land use is to get an overall feel for the composition of the City. It is a high-level analysis that helps create the framework for developing the FLUM. In this regard, it is of higher priority to understand the context of the City than to focus on each parcel. As part of this planning process, the analysis of existing land use (Map 3.1., Existing Land Use, and the table on the following page) shows that there is still a large percentage of the land within the City limits that is developable.



















Map 3.2. White Space Map on page 64 shows land that is developed or has development entitlements in gray, and the white area is land that can still be developed. This map was used as a starting point in the discussion of developing the Future Land Use Map. The map identifies areas that are yet to be developed and tells the story of

Map 3.1. Existing Land Use

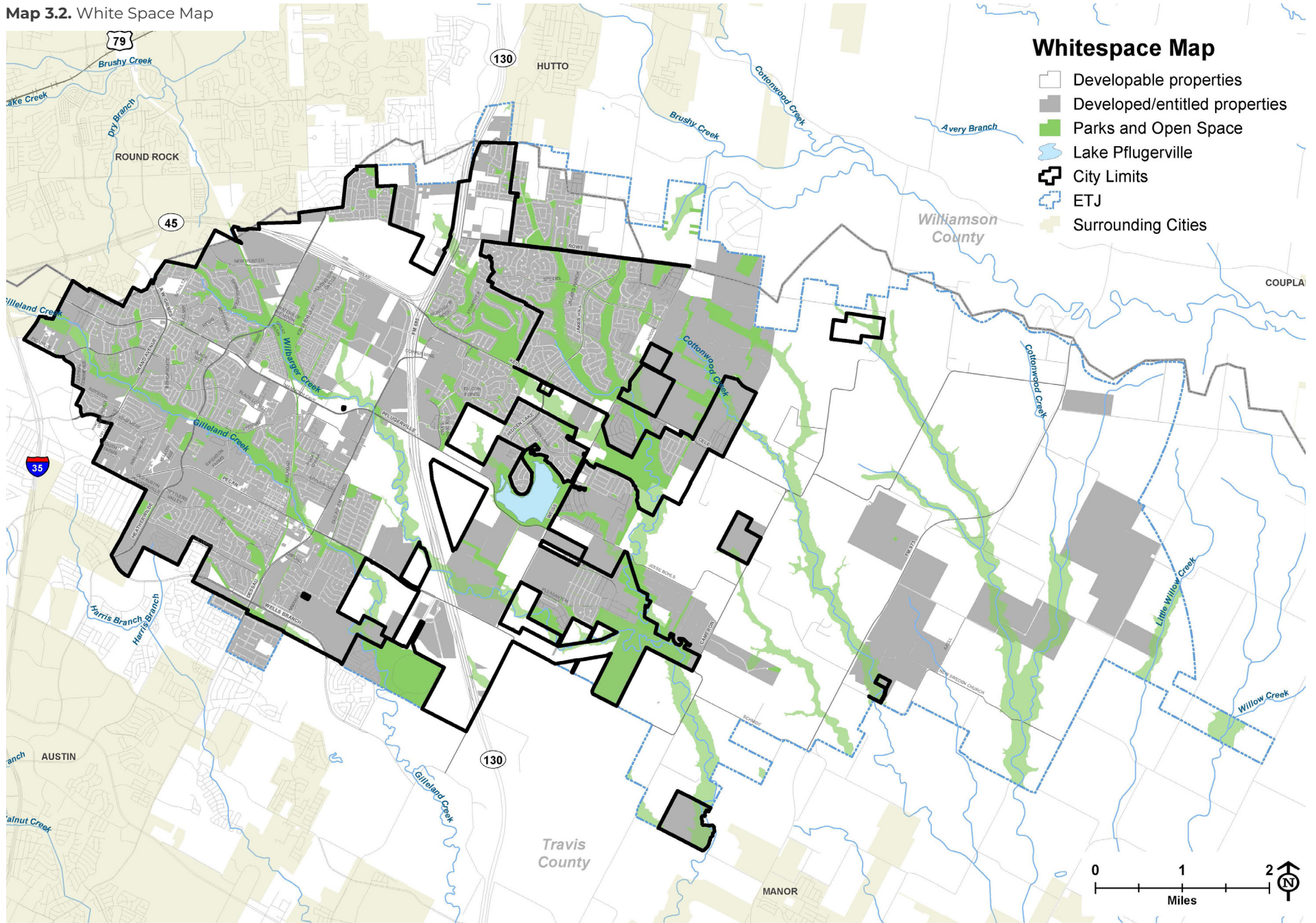


Pflugerville's rapid growth. There is potential for development as the City grows to the east, but infill development and redevelopment opportunities remain in northern and western areas of the City.

**Figure 3.1.** Existing Land Use Table

LAND USE CATEGORY		ACREAGE		PERCENTAGE	
		CITY	ETJ	CITY	ETJ
	Agricultural	3,554	16,046	22%	65%
	Single-Family	3,867	3,679	24%	15%
	Two-Family/Residential Attached	30	0	0.2%	0.0%
	Multi-Family	398	18	2%	0.1%
	Manufactured Home	97	311	1%	1%
	Office	75	11	0%	0.0%
	Retail	437	2	3%	0.0%
	Business Park	19	0	0.1%	0.0%
	Commercial	159	9	1%	0.0%
	Industrial	593	59	4%	0.2%
	Open Space	282	262	2%	1%
	Parks	1,303	423	8%	2%
	Private Recreation	312	23	2%	0.1%
	Public/Semi-Public	735	49	4%	0.2%
	Public/ Semi-Public (Religious Facility)	170	53	1%	0.2%
	Utilities	136	5	1%	0.0%
	Right-of-way	2,445	1,197	15%	5%
	Vacant	1,752	2,576	11%	10%
<b>Total</b>		<b>16,364</b>	<b>24,722</b>	<b>100%</b>	<b>100%</b>

Map 3.2. White Space Map



# SCENARIO PLANNING APPROACH

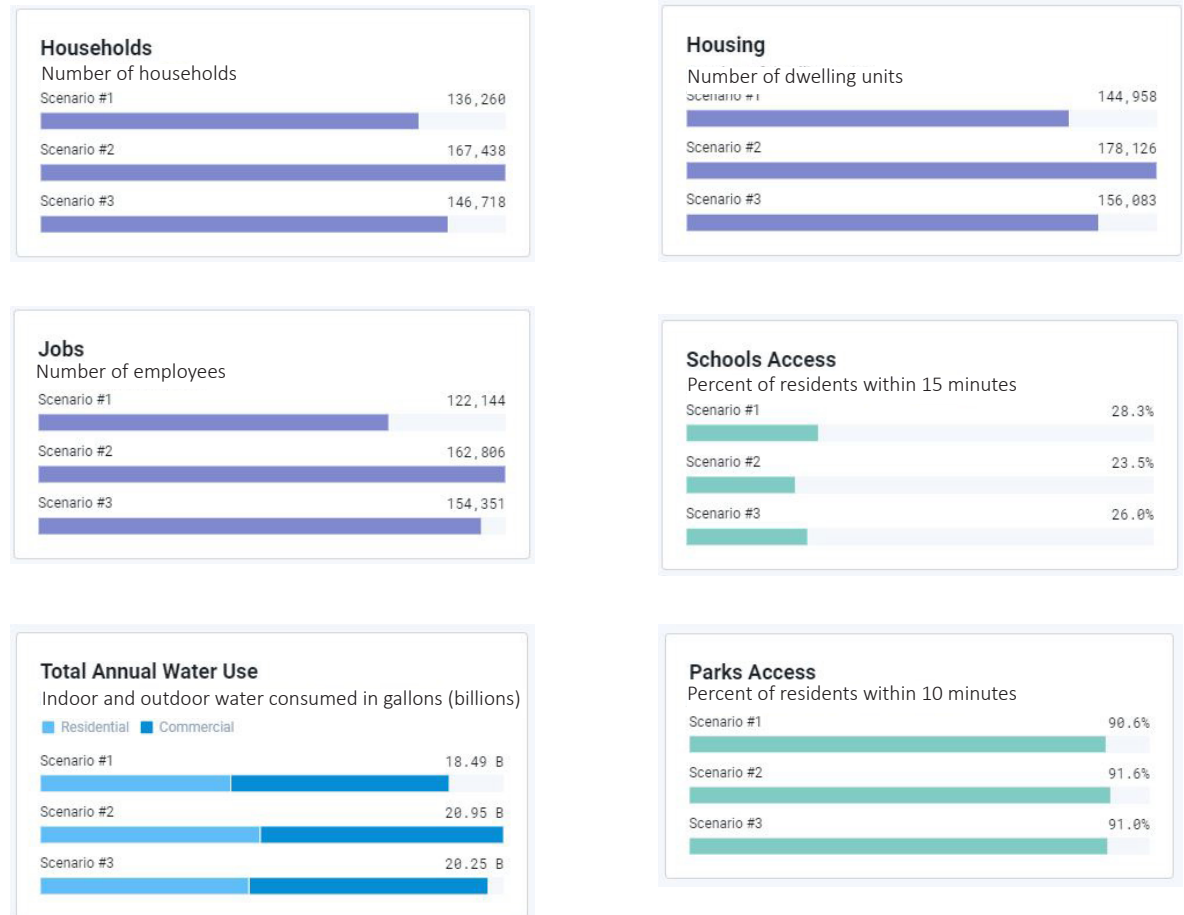
Scenarios were prepared to increase awareness of the interconnectivity, unintended consequences and reduce consideration of silos. Scenarios are designed to illustrate tradeoffs related to complex issues regarding future development patterns. Map 3.2 was created to identify which areas of the City are open for development. The scenarios were then developed based on the land that is not already entitled. All of the scenarios were designed with the following in mind:

- Community input
- Current market demand
- Financial resources

The scenarios were created to understand how a decision made today about what type of development to encourage can impact Pflugerville’s fiscal situation in the future. The scenarios use metrics to help compare and contrast their differences. The following metrics were measured for each scenario.

- Number of households
- Number of jobs
- Number of dwelling units
- Walkability to schools and parks
- Water conservation

**Figure 3.2.** Snapshot of Urban Footprint statistics used to analyze scenarios



# FUTURE LAND USE

## FUTURE LAND USE MAP

The table to the right delineates the City’s future land uses by type and color, which correspond to the same classifications and colors seen in Map 3.3 Future Land Use Map on page 63. The table further breaks down the City’s land area (in acres) based on the Future Land Use Map classifications.

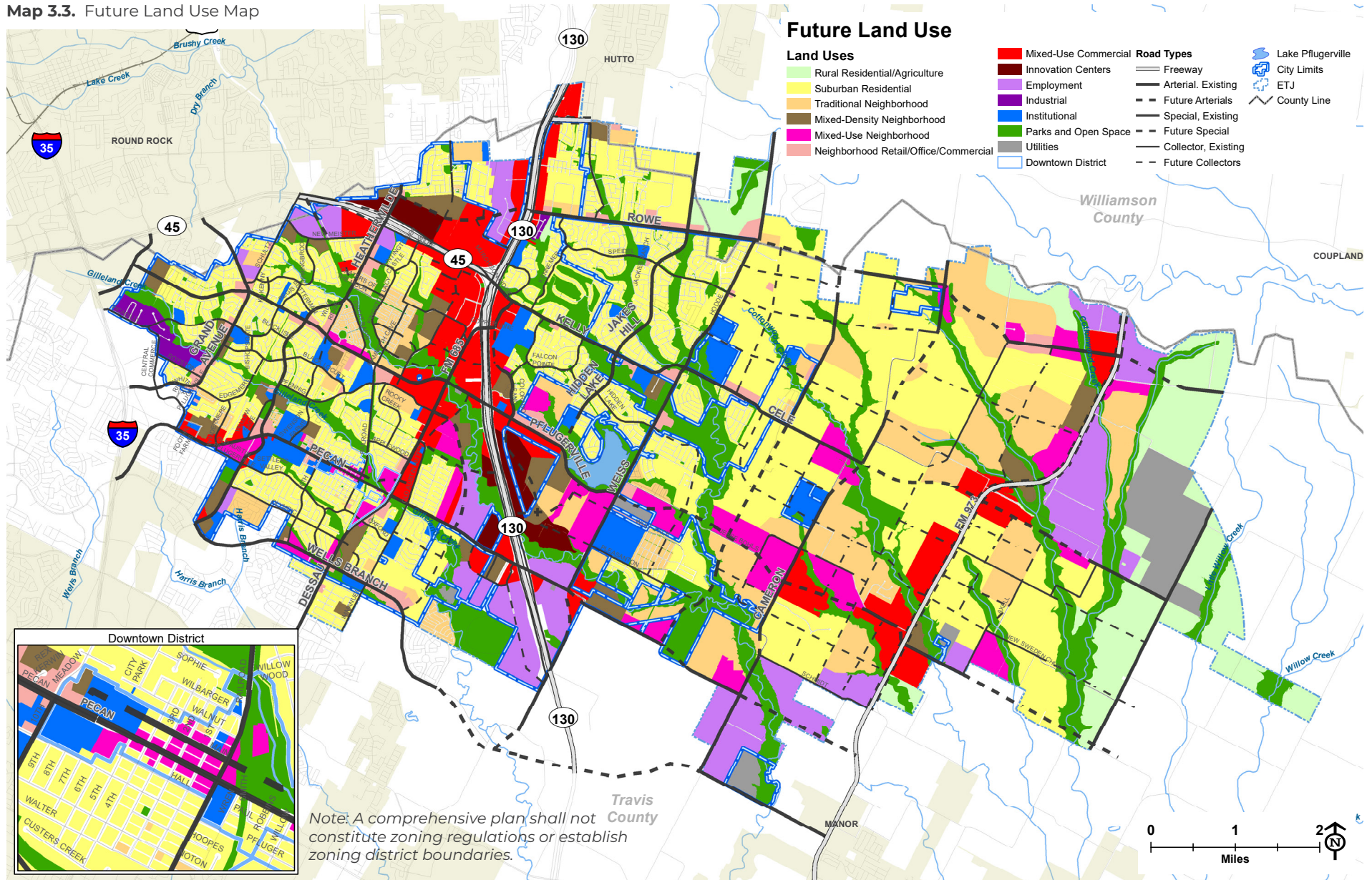
Pflugerville’s most prominent land use will continue to be Suburban Residential, comprising approximately 10 percent of the total City limits. At 43 percent, the ETJ is also designated to develop primarily as Rural Residential/Agriculture and Suburban Residential. In the City limits, the largest nonresidential land uses will be Parks and Open Space, Mixed-Use Commercial, and Employment making up 10, 4, and 3 percent, respectively. The smallest percentages of land uses within the City limits are Rural Residential/Agriculture at 1 percent, Industrial at 1 percent, and Utilities at 1 percent. The overall future land use composition should maintain an approximate mix of two-thirds residential and one-third nonresidential.

Figure 3.3. Future Land Use Table

LAND USE CATEGORY	ACREAGE		PERCENTAGE	
	CITY	ETJ	CITY	ETJ
Rural Residential/ Agriculture	88	2,456	1%	10%
Suburban Residential	3,950	8,226	24%	33%
Traditional Neighborhood	879	3,358	5%	14%
Mixed-Density Neighborhood	794	371	5%	1%
Mixed-Use Neighborhood	503	1,228	3%	5%
Neighborhood Retail/Office/Commercial	490	276	3%	1%
Mixed-Use Commercial	1,603	1,167	10%	5%
Innovation Centers	246	171	2%	1%
Employment	978	1,774	6%	7%
Industrial	180	0	1%	0.0%
Institutional	1,065	56	7%	0.0%
Parks and Open Space	2,951	3,728	18%	15%
Utilities	181	754	1%	3%
Right-of-Way	2,454	1,159	15%	5%
<b>Total</b>	<b>16,364</b>	<b>24,722</b>	<b>100%</b>	<b>100%</b>



Map 3.3. Future Land Use Map



## FUTURE LAND USE CATEGORIES

The Future Land Use Map is composed of 13 land use categories. Each was created by analyzing existing conditions to determine the type of land use and development that could improve and reshape the current development pattern. With Pflugerville’s rapid growth, development efforts will be focused on redevelopment in the City’s core and expanding east. As such, some categories were designed to allow for a mix or combination of land uses that would complement or enhance the general character of the area.

Each category identifies a primary use that is accompanied by secondary uses. This strategy allows the City of Pflugerville to be flexible with market demands that may change from time to time. Although primary uses should remain consistent throughout the life of the Plan, secondary uses have the flexibility to change so long as they complement the primary use.

## HOW TO READ THE CATEGORIES

Each Future Land Use Category sheet includes several components to help readers understand the intent and concepts in each category.

### CATEGORY DESCRIPTIONS

This section provides a general description of the broad vision, form, and desired characteristics for each future land use category. These descriptions are aspirational in nature, intended to describe the typical qualities of each category, and may not reflect the full variety of uses and existing conditions of individual locations. *(For example, the Traditional Neighborhood (TN) future land use category, while primarily residential in nature, will cover neighborhoods in Pflugerville ranging from single-family homes to townhomes.)*

### PRIORITIES FOR CATEGORIES

This section provides a list of major priorities and necessary action to achieve the vision for each future land use category.

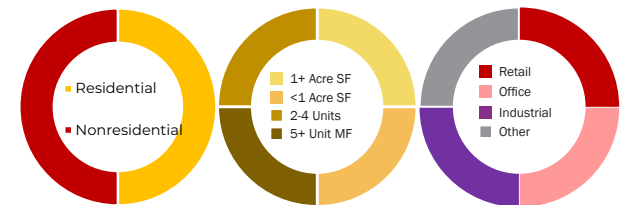
### APPROPRIATENESS OF NEW USES

This chart illustrates the compatibility of land uses for new growth and redevelopment in each category. Some areas may have existing uses noted as “not a compatible use” that are expected to remain in active and productive use.

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

### LAND USE/RESIDENTIAL/EMPLOYMENT MIX

These charts show the typical mix of uses in each category, broken down by general land use, residential types, and nonresidential types. Numbers represent the percentage of acreage for each of the types.

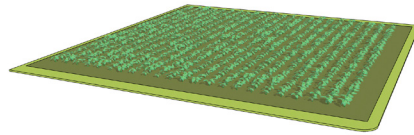


\*SF stands for single-family  
\*MF stands for multi-family

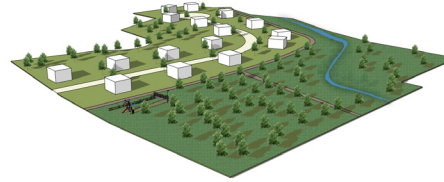
## BUILDING TYPES

The charts with compatibility of new uses also show a list of residential, nonresidential, and mixed-use building types. Those building types are shown in Figure 3.4 and Figure 3.5.

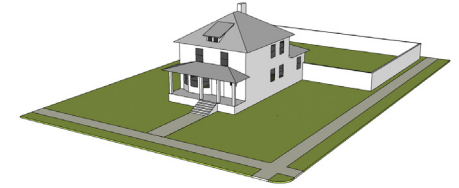
Figure 3.4. Primarily Residential Building Types Graphic



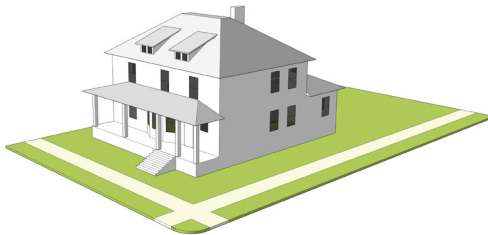
Agricultural



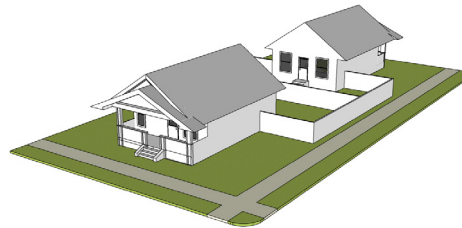
Cluster Subdivision



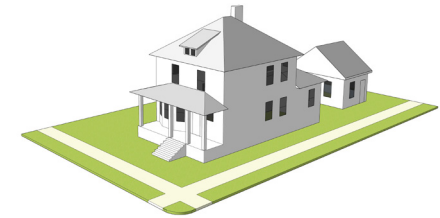
Single-Family, Large Lot



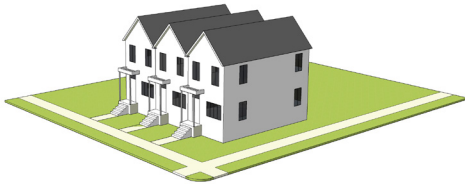
Single-Family, Suburban Lot



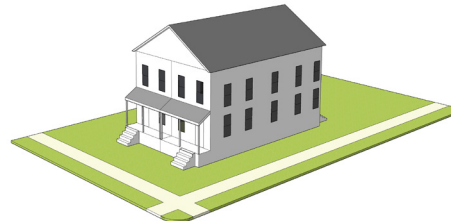
Single-Family, Small Lot



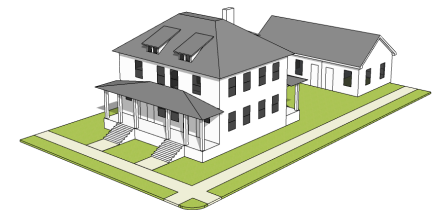
Accessory Dwelling Unit



Townhome



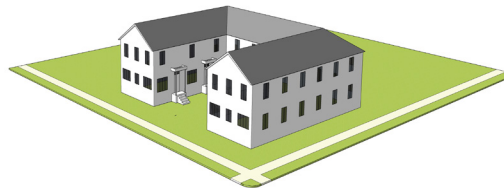
Duplex



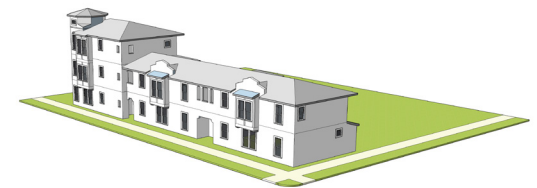
Triplex/Fourplex



Bungalow/Cottage Court

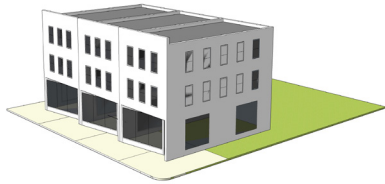


Courtyard/Garden Apartment



Urban Apartment

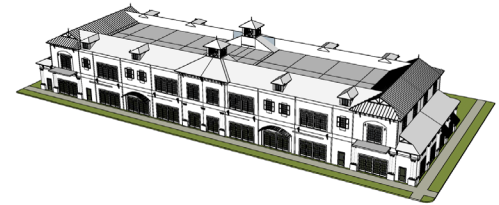
**Figure 3.5.** Primarily Nonresidential and Mixed-Use Building Types Graphic



Mixed-Use, Neighborhood Scale



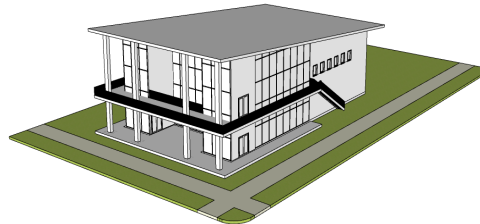
Mixed-Use, Community Scale



Mixed-Use, Regional Scale



Neighborhood Office and Commercial



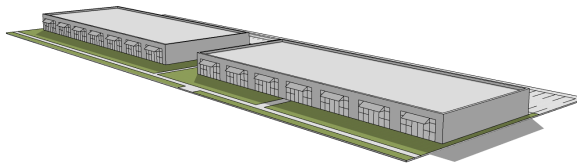
Regional Office and Commercial



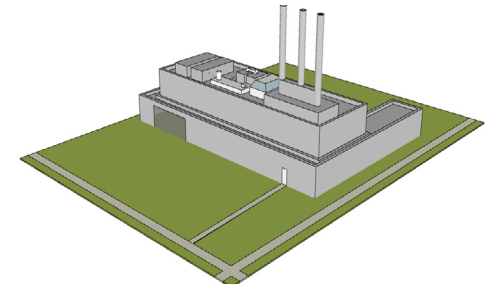
Neighborhood Shopping Center



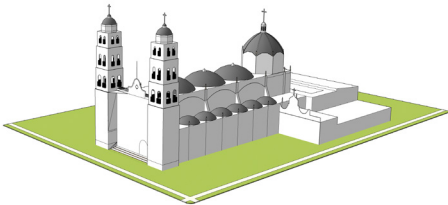
Regional Shopping Center



Light Industrial/Flex Space



Heavy Industrial



Civic/Recreation

## RURAL RESIDENTIAL/AGRICULTURE

These large lot, low-density areas should preserve the rural atmosphere of Pflugerville. Homes should be traditional, single-family residences with large front yard setbacks from roadways and large side yard setbacks separating homes to reinforce the rural openness. Homes are generally farther apart than homes in a traditional residential subdivision and should be buffered from major commercial areas by traditional neighborhoods or suburban residential.

Rural residential development should be in areas with a more natural landscape or rural character.

Rural residential should be buffered and protected from major roadways, but accessible to the major roadway network and commercial establishments.

Rural residential should be buffered from major commercial areas by low- or medium-density residential subdivisions.



Large lot home

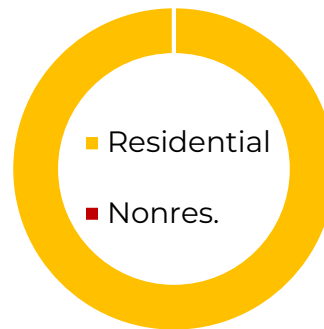
## COMPATIBILITY OF NEW USES AND BUILDING TYPES

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	○○○		

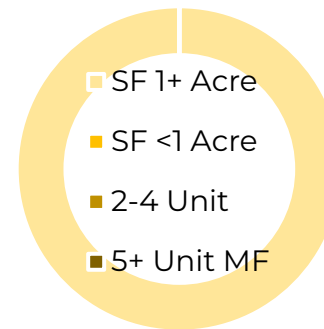
●●● Appropriate primary uses  
 ●●○ Conditional as primary uses  
 ○○○ Inappropriate use

Figure 3.6. Rural Residential/Agriculture

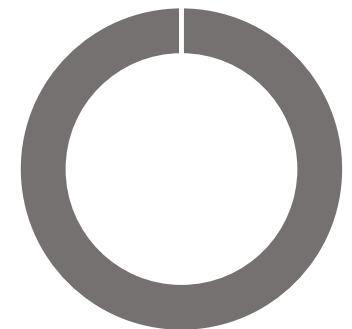
Residential and Nonresidential Mix



Residential Type Mix



Non-Residential Mix



## 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

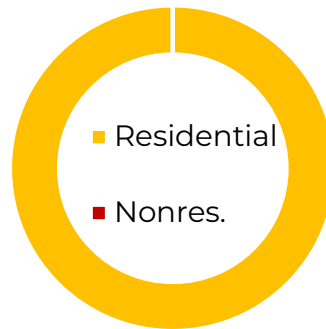
## COMPATIBILITY OF NEW USES AND BUILDING TYPES

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	○ ○ ○		

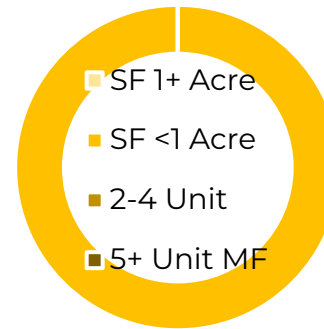
● ● ● Appropriate primary uses  
 ● ● ○ Conditional as primary uses  
 ○ ○ ○ Inappropriate use

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

### TRADITIONAL NEIGHBORHOOD

Traditional Neighborhood represents a traditional single-family detached neighborhood where each dwelling unit is located on an individual lot. Densities may vary from one neighborhood to the next, as well as within the same subdivision to encourage diverse housing options. This land use category is mostly single-family homes on smaller lots and some townhomes, duplexes, or quadplexes. Also, a small amount of neighborhood supporting retail and office employment is appropriate.



Traditional single-family homes

### COMPATIBILITY OF NEW USES AND BUILDING TYPES

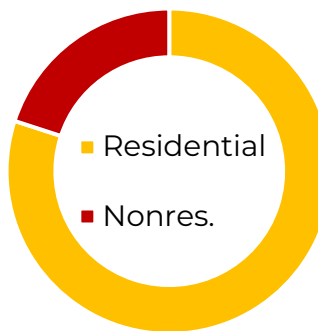
Primarily Residential		Primarily Nonresidential and Mixed-Use	
Agricultural	○○○	Mixed-Use, Neighborhood Scale	●●○
Cluster Subdivision	●●○	Mixed-Use, Community Scale	○○○
Single-Family, Large Lot	○○○	Mixed-Use, Regional Scale	○○○
Single-Family, Suburban Lot	○○○	Neighborhood Office and Commercial	●●○
Single-Family, 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	○○○		

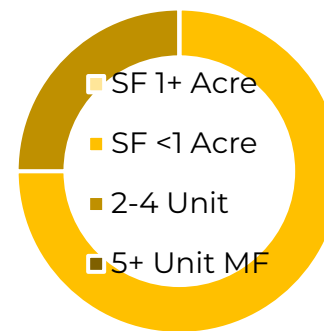
●●●	Appropriate primary uses
●●○	Conditional as primary uses
○○○	Inappropriate use

Figure 3.8. Traditional Neighborhood

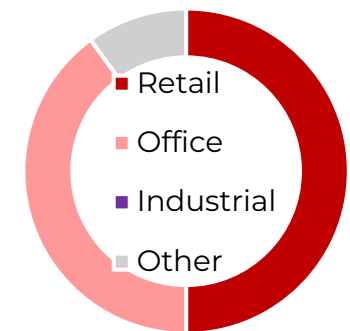
Residential and Nonresidential Mix



Residential Type Mix



Nonresidential Mix



# MISSING MIDDLE HOUSING

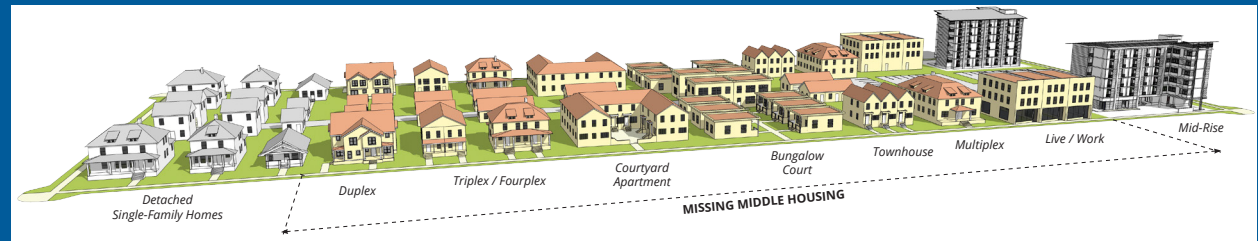
Missing Middle Housing<sup>1</sup> is a term that describes a range of multi-family housing, including low-rise, low-density residential to duplexes to small apartment buildings that complement single-family neighborhoods. These housing types are important because they can buffer low-density developments and high density developments. They also help provide affordable housing options for people in different phases of the housing cycle, including young families, young professionals, and empty-nesters. Each of these housing types varies in price. It is possible to have a mixture of affordable and premium points for each type. They also provide an easier path to embracing small-town character emphasized by so many in Pflugerville while simultaneously meeting Pflugerville's changing housing needs.

Some missing middle housing already exists in Pflugerville. There are townhomes and duplexes, but not enough to meet the needs of the community in the future. Additional housing types that could be considered for Pflugerville are accessory dwelling units, live/work spaces, courtyard apartments, triplexes, fourplexes, and bungalow courts.

## Accessory Dwelling Units

These are dwelling units located at the rear of or adjacent to a single-family lot. This could be above a garage or at ground level.

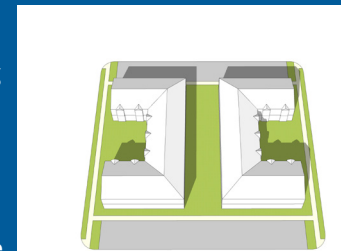
**Figure 3.9.** Missing Middle Housing



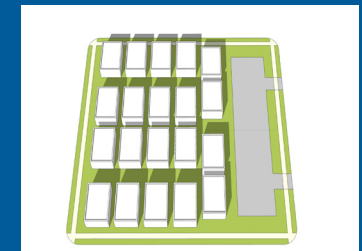
This diagram highlights the housing types that are known as the missing middle.

## Courtyard Apartments

Medium- to large-sized structures consisting of side-by-side and stacked dwelling units accessed from a courtyard.



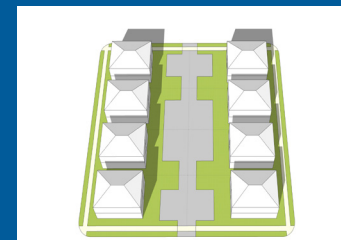
**Courtyard Apartment**  
20-30 Units per Acre  
(28 Units per Acre Illustrated)



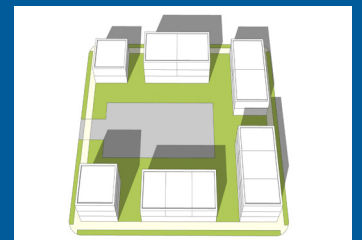
**Bungalow Court**  
19-35 Units per Acre  
(20 Units per Acre Illustrated)

## Triplexes/Fourplexes

Often takes the form of a single-family house in scale and character but contain three or four units.



**Fourplex**  
15-35 Units per Acre  
(32 Units per Acre Illustrated)



**Live/Work**  
7-15 Units per Acre  
(12 Units per Acre Illustrated)

## Bungalow Court

Small, detached structures that provide multiple units arranged to define a shared court. The court takes the place of a private rear yard and is an important community enhancing element.

## Live/Work

A small- to medium-sized attached or detached structure consisting of one dwelling unit above or behind a flexible ground floor space for nonresidential uses. Both the primary ground floor and the second unit are owned by one entity.

These diagrams highlight four housing types that are included in the missing middle.

Missing middle housing includes some of the housing types illustrated in the diagram above.

<sup>1</sup> [www.missingmiddlehousing.com/](http://www.missingmiddlehousing.com/)



### MIXED-DENSITY NEIGHBORHOOD

Mixed-density housing options should be complementary to the traditional neighborhoods, emphasizing connectivity and access to neighborhood amenities, including schools and parks. Development standards for medium-density housing and any nonresidential uses should be in place to ensure compatibility through increased setbacks for taller buildings, architectural designs that are consistent with the neighborhood, and enhanced landscaping. Additionally, any nonresidential uses should be located primarily at larger intersections, and should include appropriate buffering and pedestrian orientation to support the surrounding residents. Medium-density residential can be used as a transitional use between low-density areas, and higher intensity uses, such as commercial, retail, and industrial activity.



Mixed-Density Neighborhood

### COMPATIBILITY OF NEW USES AND BUILDING TYPES

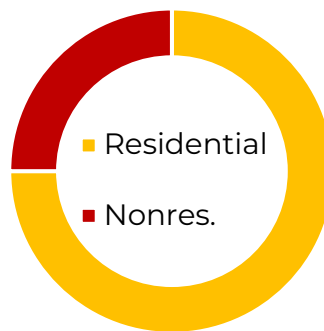
Primarily Residential		Primarily Nonresidential and Mixed-Use	
Agricultural	○○○	Mixed-Use, Neighborhood Scale	●●●
Cluster Subdivision	○○○	Mixed-Use, Community Scale	●●○
Single-Family, Large Lot	○○○	Mixed-Use, Regional Scale	○○○
Single-Family, Suburban Lot	○○○	Neighborhood Office and Commercial	●●○
Single-Family, 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	●●●		

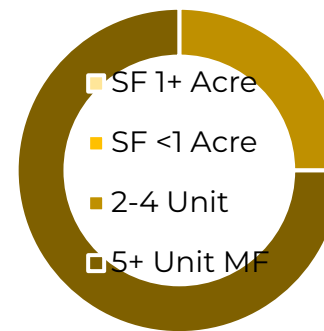
●●●	Appropriate primary uses
●●○	Conditional as primary uses
○○○	Inappropriate use

Figure 3.10. Mixed-Density Neighborhood

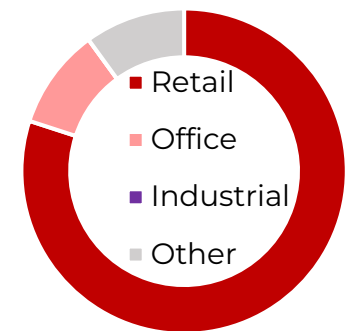
Residential and Nonresidential Mix



Residential Type Mix



Nonresidential Mix



## QUALITY OF LIFE

There are numerous benefits to providing access to community amenities, like improved quality of life, including mental health, physical health, and overall well-being. Also, the homes in vibrant neighborhoods tend to have higher property values because they are well-rounded with access to vital community facilities and services. Having cultural amenities, grocery stores, and other community-oriented places nearby increases the sense of belonging in a community because these places provide opportunities for chance meet-ups that build community. When planning for the future, the City should consider ways to create neighborhoods that are rich with community amenities. In addition to essential community building blocks like schools, job opportunities, and affordable housing, these areas should include gathering spaces like parks, coffee shops, bakeries, markets, bars, and more.



*Walkable area with outdoor dining*



*Patio dining with shade structure and lighting*



*Food hall with courtyard and outdoor seating*

## NEIGHBORHOOD RETAIL/OFFICE/COMMERCIAL

The Neighborhood Retail/Office/Commercial future land use category applies to retail sites at the intersections of major arterial roadways that have traditionally served the convenience retail, service, office, and institutional needs of surrounding neighborhoods. Neighborhood Retail establishments include a variety of retail and personal service businesses that meet the daily needs of the residents. This development type generally includes small- or medium- scale development ranging from 1,500 square feet to 45,000 square feet and one to two stories in height.

Not all corners of an intersection may be developed with commercial uses; however, a quadrant will typically be anchored by a small-scale grocery store, drug store, or gas station. Adequate transitions in building setback and height must be considered when development is proposed near neighborhoods.

Due to recent changes in retail consumer trends, these areas are increasingly susceptible to decline. Revitalization and reinvestment are strongly encouraged through parking lot landscaping enhancements, building façade renovations, and other improvements to sustain their vitality and attractiveness. Redevelopment may be appropriate to reduce retail square footage, integrate new uses, increase walkability, limit visual impacts of parking, and enhance community form.

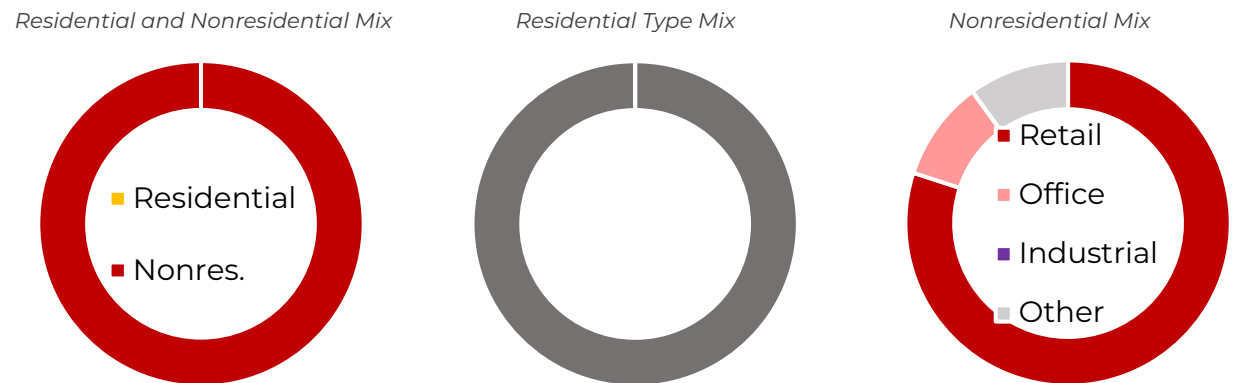
### COMPATIBILITY OF NEW USES AND BUILDING TYPES

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 3.11. Neighborhood Retail/Office/Commercial



## MIXED-USE

There are two types of mixed use place types in the FLUM; Mixed-Use Neighborhood, Mixed-Use Commercial. The mixed-use categories are designated in areas where a combination of dense nonresidential and residential uses are appropriate to create walkable and pedestrian focused destinations. The mixed-use categories are intended to diversify the type of development that currently exists in the City of Pflugerville.

Many developments in Pflugerville serve a single land use, either commercial or residential, but rarely a combination of both. The mixed-use categories encourage redevelopment combining residential, commercial, and institutional land uses to coexist in one space where they are physically and functionally integrated. The FLUM utilizes the mixed-use categories to transform underutilized sites, such as the commercial strip center with high vacancies and too much parking, to encourage reinvestment in underutilized commercial areas of the City.

The first step in revitalizing and improving the type of development that exists in the City is to identify areas of opportunity. This allows the City to target specific areas of the City to focus their efforts on. Most importantly, mixed-use categories will identify the strategies to transform opportunity areas into walkable and vibrant gathering spaces where people want to be.

## BENEFITS OF MIXED-USE CATEGORIES

Mixed-use developments do much more than provide a face lift. They also help spread market risk. Mixed-use developments do not hinge on the market demand for only one use. Therefore, if one use fails the remainder of the project remains viable. In typical commercial strip centers, a main anchor or retailer drives the success of the entire shopping center. In a well designed mixed-use development, the loss of a key anchor would not lead the rest of the development to ruin.

Mixed-use centers create long-term value. They have a higher likelihood of appreciating in the long term as activities from different uses reinforce one another and rents reflect higher pedestrian traffic and improved pedestrian amenities. The proximity to jobs and services reduces transportation costs to residents. In homage to the needs of real estate developers that need faster returns on investment, mixed-use redevelopment creates a higher, short-term value. Once approved, portions of the site can be sold to third party developers at a higher price than if the entire site had been sold for land value only.

These centers help connect neighborhoods with commercial services and focus on creating walkable destinations. Well designed mixed-use centers can become activity generators or “hot spots” for people to meet and gather. Activity generators increase community interaction, which help establish a sense of belonging, community identity, and pride.



*Active street with mixed-use development*

## 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

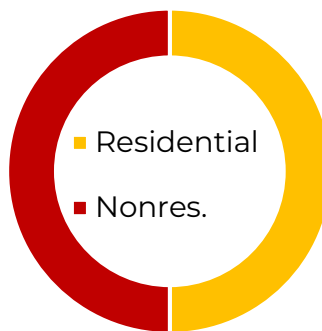
Primarily Residential		Primarily Nonresidential and Mixed-Use	
Agricultural	○○○	Mixed-Use, Neighborhood Scale	●●●
Cluster Subdivision	○○○	Mixed-Use, Community Scale	●●○
Single-Family, Large Lot	○○○	Mixed-Use, Regional Scale	○○○
Single-Family, Suburban Lot	○○○	Neighborhood Office and Commercial	●●○
Single-Family, 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	○○○		

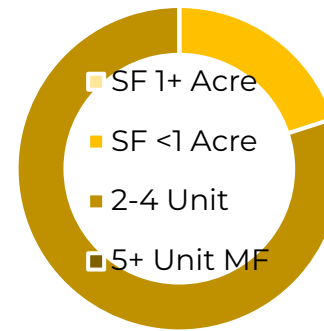
●●●	Appropriate primary uses
●●○	Conditional as primary uses
○○○	Inappropriate use

Figure 3.12. Mixed-Use Neighborhood

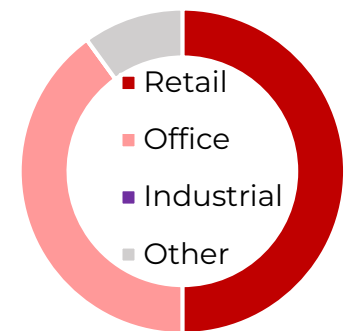
Residential and Nonresidential Mix



Residential Type Mix



Nonresidential Mix



## MIXED-USE COMMERCIAL

The Mixed-Use Commercial future land use category applies to areas designated for significant development or redevelopment with high intensity mixed-use activity centers attracting large corporations, specialty shopping, dining, entertainment, and high-density residential development. These areas are typically a minimum of 100 acres and include mid- to high-rise buildings with a compact block structure, and human-scale street and building design, which create a highly walkable urban form.

**Residential Uses** - Low-rise single-family, retirement, and middle housing types are desired for compatibility with existing adjacent neighborhoods. New housing should be thoughtfully integrated into neighborhood corner development and, where feasible, safe, and convenient connections from existing neighborhoods should be provided. In many cases, the layout of existing neighborhoods may preclude direct walking connections to neighborhood corners.



Mixed-use office and retail

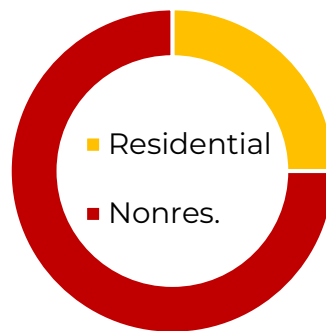
## COMPATIBILITY OF NEW USES AND BUILDING TYPES

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	●●●		

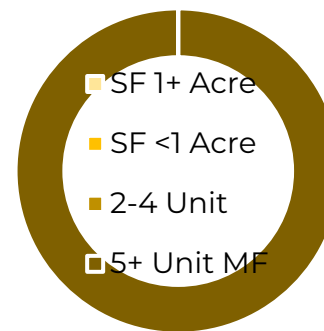
●●● Appropriate primary uses  
 ●●○ Conditional as primary uses  
 ○○○ Inappropriate use

Figure 3.13. Mixed-Use Commercial

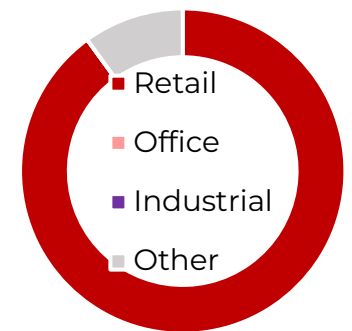
Residential and Nonresidential Mix



Residential Type Mix



Nonresidential Mix



## INNOVATION CENTERS

The Innovation Centers future land use category applies to the business centers along SH 45 and SH 130. The primary uses for Innovation centers are large urban employment centers, corporate campuses, and mixed-use environments.

Large corporate campuses have been the trend for economic development in recent years. Although these provide desirable open space and urban tree canopy, these sprawling office complexes are often isolated from supporting restaurants, entertainment, service uses, and transit connections that many large businesses are seeking in today's office environment.

## 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	●●○		

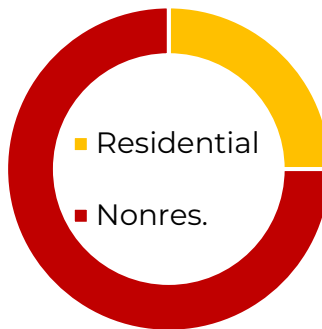
●●●	Appropriate primary uses
●●○	Conditional as primary uses
○○○	Inappropriate use

Figure 3.14. Innovation Centers

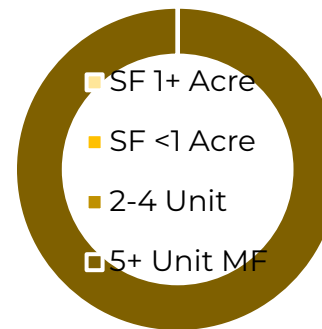


Multi-story office building

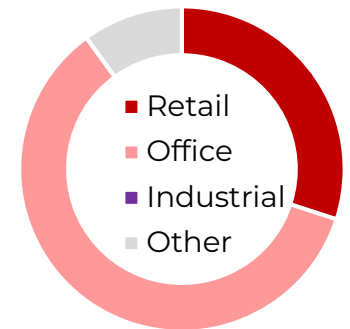
Residential and Nonresidential Mix



Residential Type Mix



Nonresidential Mix



## EMPLOYMENT

The Employment future land use category applies to the industrial flex space opportunities along SH 45 and SH 130. The primary uses for Employment centers are a mix of office, industrial, and flex space uses.

Industrial flex space development includes a variety of manufacturing and storage uses that have a wide range of appearances and intensities.

Residential uses are not appropriate within these areas in order to ensure the City's ability to attract and maintain employment generating uses.

## 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	○○○		

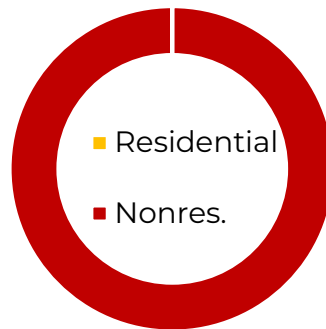
●●●	Appropriate primary uses
●●○	Conditional as primary uses
○○○	Inappropriate use



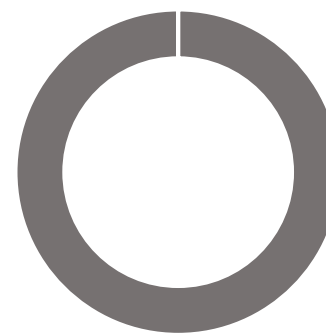
View of an employment center

Figure 3.15. Employment

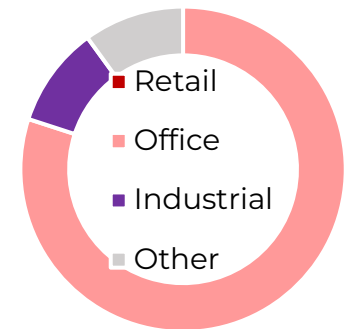
Residential and Nonresidential Mix



Residential Type Mix



Nonresidential Mix





## INDUSTRIAL

The Industrial future land use category applies to areas that are devoted to manufacturing, storage, and distribution businesses/operations, assembly, and processing.

Industrial development includes more intense industrial uses and may involve outdoor storage or activities involving toxic or biological material or elements that may cause a nuisance to surrounding areas.

Industrial areas should be located along arterial thoroughfares, in proximity to freeways, rail lines and areas with access to airports and other transportation outlets.

These areas should be screened and buffered from residential uses using a major roadway, commercial/retail/office use, or floodplain/natural area.

### 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	○○○		

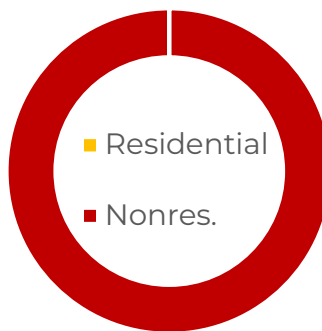
●●●	Appropriate primary uses
●●○	Conditional as primary uses
○○○	Inappropriate use



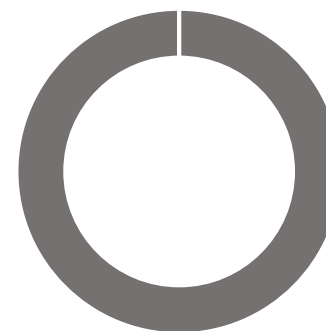
Industrial pipe yard

Figure 3.16. Industrial

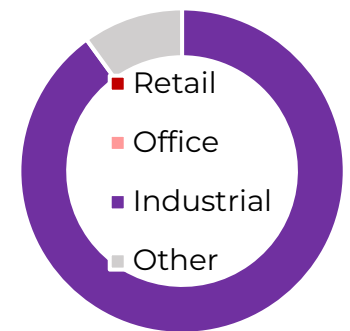
Residential and Nonresidential Mix



Residential Type Mix



Nonresidential Mix



## PARKS AND OPEN SPACE

This land use category is intended to preserve open spaces for the protection and enjoyment of natural areas. Areas within this designation are primarily located along the floodway running throughout the City. Parks, trails, and other recreational amenities should be integrated into and easily accessible from residential neighborhoods and developments. These uses are typically allowed in any zoning district; therefore, future park locations are not identified on the Future Land Use Map but are identified in the Parks and Open Space Master Plan.



Lake Pflugerville

## 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	○○○		

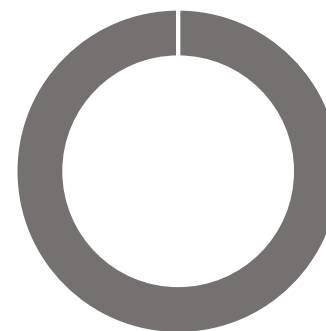
  

●●●	Appropriate primary uses
●●○	Conditional as primary uses
○○○	Inappropriate use

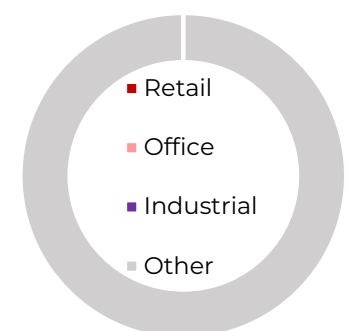
Figure 3.17. Parks and Open Space Residential and Nonresidential Mix



Residential Type Mix



Nonresidential Mix



## 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

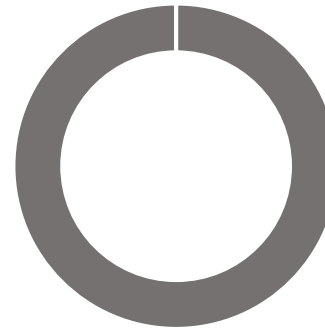


Pflugerville Public Library

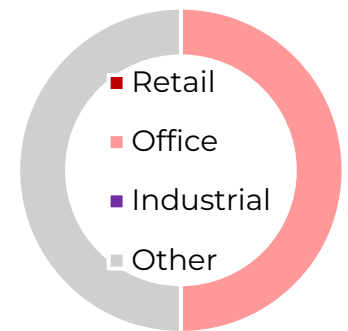
**Figure 3.18.** Institutional  
Residential and Nonresidential Mix



Residential Type Mix



Nonresidential Mix



## UTILITIES

The Utilities land use category includes areas where public utilities and associated structures are necessary. Existing facilities support development and are crucial to the future growth of the City. Utilities should be located away from residential uses, when possible. Transitional land uses or screening should be provided between utilities and residential land uses.



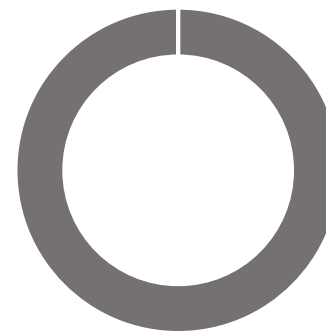
Wastewater Treatment Plant

**Figure 3.19.** Utilities

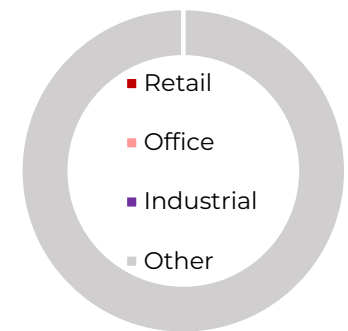
*Residential and Nonresidential Mix*



*Residential Type Mix*



*Nonresidential Mix*



# POPULATION AND GROWTH PROJECTIONS

This Plan utilizes historical data from two primary sources. Every ten years, the U.S. Census Bureau conducts a systematic count of the number of people living in the country. Additionally, the Environmental Systems Research Institute (ESRI) provides five-year projections derived from current events and past trends over a period of several years. It should be noted that it is easier to predict populations when growth is steady as opposed to rapid growth.

According to the Census Bureau’s April 1, 2020 estimate, the City’s 2020 population is 65,191. That is up 37.2% since 2010, when the population was 46,936. The five-year projection for the population is 68,480 on the low end and 99,057 on the high end. It is important to understand population projections are estimates and are subject to change. They can be impacted by many factors, such as local and national economies, the real estate market, and annexation.

## ULTIMATE POPULATION CAPACITY

Ultimate capacity, or build out, is the maximum number of residents the City can support given available land within its current City limits. An estimate of the City’s population at full build out is shown in Figure 3.21 and is based on the place types designated in the FLUM. The City of Pflugerville is mostly landlocked to the north, south and west. At full build out it is estimated that the City of Pflugerville could reach a population of approximately 194,530

**Figure 3.20.** City Limits Population Growth Scenario

YEAR	GROWTH RATE SCENARIOS			VARIABLE <sup>1</sup>
	1.0%	3.0%	5.0%	
2020	65,191	65,191	65,191	68,217
2021	65,808	67,043	68,278	73,627
2022	66,466	69,054	71,692	79,465
2023	67,131	71,126	75,276	85,767
2024	67,802	73,260	79,040	92,568
2025	68,480	75,458	82,992	99,057
2026	69,165	77,721	87,142	106,001
2027	69,857	80,053	91,499	113,432
2028	70,555	82,455	96,074	121,383
2029	71,261	84,928	100,877	129,892
2030	71,974	87,476	105,921	137,816
2031	72,693	90,100	111,217	146,222
2032	73,420	92,803	116,778	155,142
2033	74,155	95,587	122,617	164,606
2034	74,896	98,455	128,748	174,647
2035	75,645	101,409	135,185	185,300
2036	76,401	104,451	141,945	196,603
2037	77,165	107,585	149,042	208,596
2038	73,848	105,105	145,581	221,320
2039	74,586	108,258	152,860	234,821
2040	75,332	111,506	160,503	249,145

Source: U.S. Census Bureau April 1, 2020

Note: The population estimates do not correspond to the City’s estimates for 2020 and 2021. The City’s population estimate in December 2020 was 74,393.

The population projections indicated herein may exceed the Ultimate Population Capacity Estimates in Figure 3.21. The capacity estimates are constrained by the City’s current planning area boundaries; however, the population projections are not, as the City’s boundaries may change at a later date.

<sup>1</sup> These variable estimates align with the Water and Wastewater Master Plans growth projections.

persons within its current planning area boundaries. This means the City could add about 50,159 new dwelling units if the remaining vacant land was built out to the maximum densities shown in the table to the right. Historically, the City of Pflugerville has increased in population by approximately 3.0 percent. The City can anticipate a population of 111,506 people in 2040 if it continues on the current growth trend. Refer to Figure 3.20 to view Pflugerville’s population projections to 2040.

**Figure 3.21.** Ultimate Population Capacity Estimates

VACANT RESIDENTIAL LAND USE	VACANT ACRES		DUA <sup>1</sup>	OCC. RATE <sup>2</sup>	PPH <sup>3</sup>	FUTURE PROJECTED		
	CITY LIMITS	ETJ				HOUSING UNITS	HOUSEHOLDS	POP
Rural Residential/Agriculture	68	7,244	1	98.9%	3.05	7,312	7,232	22,056
Suburban Residential	501	5,640	2	98.9%	3.05	12,282	12,147	37,048
Traditional Neighborhood	377	473	3.5	98.9%	3.05	2,975	2,942	8,974
Mixed-Density Neighborhood	495	209	10	94.2%	2.49	7,040	6,632	16,513
Mixed-Use Neighborhood	454	339	10	94.2%	2.49	7,930	7,470	18,600
Mixed-Use Commercial	942	320	10	94.2%	2.49	12,620	11,888	29,601
Ultimate Capacity within Vacant Areas						50,159	48,311	132,793
Current Population						21,911	21,186	65,191 <sup>4</sup>
Ultimate Population Capacity						72,070	69,497	194,530

1 Dwelling unit per acre (net acreage)

2 Occupancy rate (98.9%) was obtained for homeowners and (94.2) for rentals from the 2015-2019 American Community Survey 5-year estimates

3 Persons per household (3.05) for owner-occupied and (2.49) for renter-occupied units was obtained from the 2015-2019 American Community Survey 5-year estimates

4 U.S. Census Bureau, April 1, 2020

# GOALS, POLICY STATEMENTS, AND ACTION ITEMS

Figure 3.22. Goals, Policy Statements, and Action Items Diagram















Goals and policy statements were developed for each chapter of this plan; in some cases, more detailed action items were also developed to provide more specific direction. The goals are broad overarching statements that Pflugerville aspires to reach. The policy statements are more specific ways to achieve those goals. Finally, the action items explain particular steps and resources needed to meet each policy statement. The diagram to the left shows how each element relates to one another. This is because action items often accomplish multiple policy directions and even multiple goals. Therefore, action items are not nested under policy statements or individual goals but instead within the goal subject areas.

The land use goals are divided into four subject areas: housing and neighborhoods, development character and placemaking, employment and commercial centers, and sustainable growth and ETJ management. The table on the following page illustrates how the goals and guiding principles interact. As discussed in Chapter 2, the guiding principles reflect the City’s values in the future. The guiding principles are listed below.

Figure 3.23. Guiding Principles Icons



Figure 3.24. Land Use Goals Table

Subject Area	Goal	Guiding Principles
Housing and Neighborhoods	1. Diversify the housing supply, types, and locations to meet community needs through each phase of life.	
	2. Provide homeownership opportunities that encourage residents of diverse backgrounds and housing preferences to make Pflugerville home.	
Development Character and Placemaking	3. 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.	
	4. Develop community character and identity by recognizing and treating key corridors, activity centers, and unique districts to leverage economic opportunity, bolster equity throughout the City, and promote fiscally and environmentally sustainable outcomes, community identity, sense of place, and connectivity.	
	5. Support resilient development patterns that encourage non-residential and residential developments to adapt and change with market needs and consumer preferences, avoiding future obsolescence.	
	6. Preserve Pflugerville’s history and agricultural heritage to promote community identity, celebrate character, and encourage families of all types and backgrounds to connect with Pflugerville’s history and access to healthy, locally-sourced food.	
	7. Ensure all neighborhoods have access parks, open space, amenities, and the trail system.	
Employment and Commercial Centers	8. Create a land development ecosystem supportive of diverse employment opportunities ranging from small start-ups to Fortune 500 corporations to increase the amount of residents that work in Pflugerville and also elevate the community’s image.	
Sustainable Growth and ETJ Management	9. Proactively secure land in key corridors to target specific desired development patterns and land uses.	
	10. Leverage financing and development tools available in the extraterritorial jurisdiction (ETJ) to achieve the City’s vision and goals.	
	11. Foster development patterns, locations, and annexation choices that improve the City’s fiscal position and efficient service delivery.	
	12. Promote environmental sustainability and encourage development and building practices that reduce negative environmental impacts.	



ECONOMIC OPPORTUNITIES FOR ALL



FISCALLY RESPONSIBLE



COMMUNITY ORIENTED



DIVERSE AND EQUITABLE



ENVIRONMENTALLY SUSTAINABLE



SAFE AND HEALTHY



## HOUSING AND NEIGHBORHOODS GOALS AND POLICY STATEMENTS

1. Diversify the housing supply, types, and locations to meet community needs through each phase of life.
  - 1.1. Encourage housing to support the differing needs of households and changing household characteristics.
  - 1.2. Ensure housing that supports the needs and lifestyles of seniors and is located in areas with access to existing and proposed services.
  - 1.3. Provide programs and regulations to achieve incremental transitions in design and scale between areas of high density and intensity and existing neighborhoods.
  - 1.4. Encourage housing that addresses the needs and desires of employers and targeted industries.
  - 1.5. Create a regulatory ecosystem that encourages and fosters diverse housing choices to fit resident needs.
2. Provide homeownership opportunities that encourage residents of diverse backgrounds and housing preferences to make Pflugerville home.
  - 2.1. Encourage housing at both ends of the affordability spectrum, diversifying options and increasing the potential for someone to make Pflugerville home for any profession.
  - 2.2. Enable and encourage housing types capable of simultaneously supporting affordable ownership and rental options, particularly those housing types commonly referred to as the “missing middle.”
  - 2.3. Consider equity, diversity, and inclusion alongside other methods of development evaluation already in use, such as fiscal impact.

**Figure 3.25.** Actions to Support the Housing and Neighborhoods Goals and Policy Statements

Action Items
HOUSING
3.25.1. Enable live-work units in O and NS districts, and explicitly allow the minimum number of ground floor units to establish the ground floor as the accessible floor for Fair Housing Act accessibility compliance. (This allows for live-work with 4 or more units in a structure without triggering an elevator)
3.25.2. Incorporate in SF districts where appropriate to allow 2 family homes by-right with appropriate conditions
3.25.3. Consider adding residential use types for smaller format multifamily 2-4 units on a lot and 5-12 units on a lot to enable alternatives to large garden apartment complexes. This differentiation allows for more multifamily while reducing community resistance. (include feature about an owner-occupied structure with up to 4 units can be financed with traditional FHA mortgages)
3.25.4. For condominium and multifamily in the R and GB1 districts, consider allowing a density bonus and reduction in maximum ground floor residential if parameters for higher-quality development are met.
3.25.5. Consider adding ADUs permitted conditionally in 2-F. This helps support the next increment of development intensity to maintain neighborhood character, especially for duplexes in which a unit is owner-occupied.
3.25.6. Update ADU regulations to either remove the ownership requirement or alter so that the owner can live in the ADU. This allows a person from a family that no longer needs the larger home to transition to the smaller ADU, introducing the possibility of rental income to help with fixed income scenarios and allowing them to remain in their neighborhood with existing social support networks.

**Figure 3.26.** Actions to Support the Housing and Neighborhoods Goals and Policy Statements (continued)

Action Items
<p>3.25.7. Establish regulatory pathways for assisted living and nursing home/skilled nursing conditionally as integrated parts of neighborhoods with single family zoning to create opportunities for people to age within neighborhoods with existing social support networks.</p>
<p>3.25.8. Consider regulatory incentives and bonuses, such as reduced lot widths, reduced lot sizes and increased density, for projects that voluntarily choose to achieve higher/preferred design standards. Examples include alley-loaded housing products, use of masonry, urban-style design using build-to lines and for multifamily interior-accessed units, enhanced streetscape landscaping, wider sidewalks and similar provisions.</p>
<p>3.25.9. Consider regulatory incentives and density bonuses for placement of higher density residential projects near amenities and opportunities. Examples include, but are not limited to, shopping centers and grocers with fresh food, schools and higher education facilities, concentrations of public services such as libraries, medical services, parks and trails systems, and similar attributes.</p>
PARKING
<p>3.25.10. Evaluate whether to continue enforcing minimum parking ratios. Consider the following when evaluating parking ratios:</p> <ul style="list-style-type: none"> <li>* At a minimum, evaluate unusual scenarios created by current ratios such as: <ul style="list-style-type: none"> <li>* 3 bedroom house = 2 spaces, but 3 bedroom apartment = 3 spaces despite median household size for renters being smaller, and a single-family home being more likely to have larger households. (Example only, not specific to Pflugerville)</li> <li>* Requirements for guest parking</li> <li>* Assisted living and nursing appear to have disproportionately large parking lots</li> </ul> </li> <li>* Consider circumstances in which parking ratios are reduced such as: <ul style="list-style-type: none"> <li>* Number of shopping centers and grocers with fresh food, schools and higher education facilities, concentrations of public services such as libraries, medical services, parks and trails systems, and similar attributes located within ¼ mile without crossing an arterial roadway (easy 5 minute walk).</li> <li>* Consider adoption of a specific shared parking model or development of Pflugerville’s own shared parking spreadsheet based on an industry model, such as the Urban Land Institute Shared Parking Model.</li> </ul> </li> </ul>

## DEVELOPMENT, CHARACTER, AND PLACEMAKING GOALS AND POLICY STATEMENTS

3. 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.

3.1. Encourage and remove barriers to market-supported mixed-use development. The barriers may be site development requirements, open space, parking, in addition to exclusive zoning.

3.2. Focus dense and high-activity and employment uses in locations with high amenities, access, and opportunity.

3.3. Support land use and place type configurations to achieve walkable 10-minute neighborhoods (where daily needs and amenities are within walking distance) throughout the City, allowing high access to goods, services, and opportunities without exclusive reliance on personal automobiles.

3.4. Create a regulatory ecosystem that encourages mixed-use and particularly vertical mixed-use and, where compatible with adjacent areas, high-density developments, creating the types of engaging spaces attractive to residents and major corporate employers.

4. Develop community character and identity by recognizing and treating key corridors, activity centers, and unique districts to leverage economic opportunity, bolster equity throughout the City, and promote fiscally and environmentally sustainable outcomes, community identity, sense of place, and connectivity.

4.1. Enhance primary gateways into Pflugerville through the addition of street trees, sidewalks, landscaping, and public art improvements to provide a clear sense of arrival and departure into and out of the City.

4.2. Create local gateways and a hierarchy of neighborhood, community, and regional centers, encouraging development character and signage that promotes neighborhood identity that is unique from others in Pflugerville and other regional cities.

4.3. Establish a system of districts and develop regulations, initiatives, and incentives based on the needs of identified districts.

4.4. Create development tools and approaches that leverage corridors as gateways and representations of community identity while also leveraging their potential to create access to opportunity.

4.5. Create landscaping and streetscaping standards for targeted districts of dense employment, a mixture of uses, and larger-scale offices, that enhance employment and commercial development areas.

4.6. Strategically invest in streetscapes to promote distinct neighborhood and district character and support future development and redevelopment.

4.7. Encourage residential neighborhood associations to provide streetscaping and common maintenance of subdivision perimeter fences/walls to support beautification efforts.

4.8. Create a partnership with PCDC in furthering the City's goals of a streetscape program.

5. Support resilient development patterns that encourage non-residential and residential developments to adapt and change with market needs and consumer preferences, avoiding future obsolescence.

5.1. Develop regulations, programs and incentives to support suburban retrofitting and incremental redevelopment.

6. Preserve Pflugerville's history and agricultural heritage to promote community identity, celebrate character, and encourage families of all types and backgrounds to connect with Pflugerville's history and access to healthy locally sourced food.

6.1. Conserve agricultural uses and patterns, particularly in the eastern area of the ETJ.

6.2. Support urban agriculture and reconnecting people with Pflugerville's agricultural heritage.

6.3. Support affirmative efforts towards historic preservation through regulatory approaches and incentives.

7. Ensure all neighborhoods have access parks, open space, amenities, and the trail system.

7.1. Continue to evaluate residential subdivision/site design and amenity requirements to promote the creation of unique places and cohesive districts.

7.2. Continue to evaluate the standards for public parkland dedication, private parks, amenities, and trails for new development to ensure such standards support the City's goals and intended outcomes.

7.3. Evaluate and update the Parks, Recreation, and Open Space Master Plan and the Trails Master Plan to ensure access to parks, open space, amenities, and trails are well distributed, and appropriately amenitized, in the community.

7.4. Require trail connections to link all neighborhoods/districts.

7.5. Coordinate with PfISD to ensure new housing developments will be served by nearby schools, and ensure 'safe routes to school' are analyzed with development and the site selection of new schools.

**Figure 3.27.** Actions to Support the Development, Character and Placemaking Goals and Policy Statements

Action Items
STREETSCAPING, PUBLIC SPACES & ART
3.27.1. Continue to evaluate requirements for streetscape treatments and amenities for new development, with an emphasis on incentivizing decorative street lighting, landscaping, decorative pavement design, increased tree canopy, and pedestrian amenities. Consider the establishment of standard product packages.
3.27.2. Develop and fund a streetscaping program focusing on the relocation of overhead utility lines underground and landscaping along major corridors within street medians to support beautification efforts.
3.27.3. Provide usable space and facilities for civic and public functions integrated within the streetscape.
3.27.4. Establish provisions for public spaces within nonresidential and mixed-use developments, such as outdoor plazas, dining, and activity areas. Such standards should be designed to achieve meaningful, useful, and engaging spaces appealing to users and not be afterthoughts.
3.27.5. Dedicate a portion of the construction budget for all applicable capital improvements to enhance public spaces, public parks and trail systems and streetscapes.
3.27.6. Consider supporting through funding and other means, local art organizations, and community art events in public and semi-public spaces.
3.27.7. Develop and regularly update license agreement policies for median and streetscape enhancements.
3.27.8. Consider expanding the purpose of a streetscaping program to include collaborating with existing residential subdivisions without homeowners’ associations for improvement and rehabilitation of subdivision perimeter fencing along the City’s arterial roadways.
GATEWAYS, BRANDING & COMMUNITY IMAGE
3.27.10. Consider including branded street design elements to support the City’s branding efforts.
3.27.11. Require new residential subdivision perimeter fence/walls to be constructed with long-lasting materials and maintained by homeowners’ associations along major corridors and gateways.
3.27.12. Develop proactive efforts to address property maintenance and appearance along major corridors and gateways, including incentives for improvements and require the maintenance and improvement of subdivision perimeter fence/walls by homeowners’ associations.
3.27.13. Consider special gateway treatments or cross street signage within the Downtown.
3.27.14. Develop a City-wide Wayfinding, Signage, and Gateway Master Plan that identifies appropriate locations, scale, and design language for gateways as well as for city wayfinding including vehicular, pedestrian, public transportation, trail, and other signage.
3.27.15. Continue to encourage the construction of neighborhood identity signage in new subdivisions and developments that reflect the character of the neighborhood.

**Figure 3.28.** Actions to Support the Development, Character and Placemaking Goals and Policy Statements (continued)

Action Items
LAND USE DENSITY
3.28.16. Consider enabling live-work units in O and NS districts.
3.28.17. Consider transitioning multifamily to a conditional by-right use in CL4.
3.28.18. Consider increasing by-right density in CL4 and CL5 to the amounts allowed under the current density bonus (60 units/acre and 75 units/acre, respectively). Achieving densities above 40 units/acre generally requires structured parking. 41-75 units per acre typically yields a four-story with central garage structure.
3.28.19. Consider broadening permitted uses in the O and NS categories to allow uses likely to draw foot traffic from neighborhoods if located within a reasonable walking distance, such as Brewpub/Wine Bar, Health and Fitness Centers under a certain square footage, laundromats and mobile food parks.
3.28.20. Number of residential units, schools and higher education facilities, concentrations of public services such as libraries, parks and trails systems, and similar attributes should be located within ¼ mile without crossing an arterial roadway where feasible (easy 5 minute walk).
3.28.21. Broaden the zoning districts in which community gardens are allowed, with appropriate conditions.
INCENTIVES & BONUSES
3.28.22. Consider increasing the density bonus for CL5 to 95 units per acre, which typically yields a five-story with central garage structure or a 4-5 story over a podium garage structure.
3.28.23. Establish provisions for cluster and conservation subdivision practices in applicable codes, including significant regulatory incentives and density bonuses to prompt their adoption by the market. This may vary geographically. For example, this may be more encouraged in eastern portions of the city with more intact agricultural lands and a stronger desire to maximize the efficiency of infrastructure for fiscal reasons. Such conservation subdivisions may provide a logical pathway to support executive housing seeking a unique rural setting without the maintenance of a ranchette.
PARKING
3.28.24. Consider reductions in minimum parking ratios for projects in the CL4 and CL5 districts due to the mixed-use, walkable environment, and increased likelihood of amenities, employment, and services being located within comfortable walking distance.
3.28.25. Consider adoption of a specific shared parking model or development of Pflugerville’s own shared parking spreadsheet based on an industry model, such as the Urban Land Institute Shared Parking Model.
3.28.26. Evaluate whether to continue enforcing minimum parking ratios. This has the most significant impact on the ability to support the redevelopment of aging commercial centers and changing occupancies. At a minimum, evaluate the potential to consolidate parking uses and ratios to simplify calculations and better support reuse/change-in-use. Consider circumstances in which parking ratios are reduced.

**Figure 3.29.** Actions to Support the Development, Character and Placemaking Goals and Policy Statements (continued)

<b>Action Items</b>
SMALL AREA PLANNING
3.29.27. Develop a small area plan program.
HISTORIC PRESERVATION
3.29.28. Establish a local historic landmark marker program.
3.29.29. Conduct a historic resources survey of Pflugerville to better identify and preserve structures and sites of historical significance.
3.29.30. Based on the historic resources survey results, consider adopting a historic landmark preservation ordinance consistent with recommended practices of the Texas Historical Commission Certified Local Government program.



# SMALL AREA PLANNING

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## WHAT IS SMALL AREA PLANNING?

A small area plan (SAP) is a long-range plan - just like a comprehensive plan - applied to smaller areas of a City to allow stakeholders to address an area's unique issues with tailored solutions. It is an aspirational community plan that defines a local vision for the future as property ownership and other conditions change over time. It enables the City to prioritize and coordinate capital projects and to set the stage for ensuing private investment.

With goals to enhance the quality of life and public safety, SAPs address elements of the built environment - housing, businesses, parks/open space, public improvements (e.g., flood control, water/sewer services) - and the transportation network that connects them. SAPs also thoughtfully recommend ways to optimize public investments by integrating the built environment with the natural environment.

Social issues and related services cannot be directly addressed through the SAP; however, the small area plan can enable solutions to certain community issues through best practices of land use planning and design. For example, a plan may recommend locations in the public realm for sidewalk and streetlight improvements to mitigate crime and increase the public's perception of safety in the area or recommend increased landscape buffers to separate conflicting land uses. Implementing

plan recommendations like these can result in improved public safety, more attractive business districts, better neighborhoods, and better quality of life.

SAPs are intended to focus on smaller geographic areas so that stakeholders can tailor solutions to local issues. Defining a plan area boundary - the first step in the SAP process - must consider the actual size (in acres or square miles) as well as adjacent land uses, environmental issues, and the interests of nearby stakeholders.

“Small” refers to geographic extent as well as level of complexity. In terms of geography, a small area plan can cover as few as 10 acres or as many as thousands. Larger geographic areas tend to generate levels of complexity that can dilute the key issues and render the plan as well as the planning process less effective than intended.

Factors contributing to plan area complexity - numbers of properties and owners within the boundaries, the potential for multiple issues, and diverse stakeholder groups - can hinder the consensus-building nature of SAPs. Larger plan areas may include more public elements (i.e., streets, sidewalks, storm/sanitary sewers, parks, and open space) and associated issues that may be too expansive to resolve through a small area plan. Criteria for defining the SAP boundary can help stakeholder groups focus on key issues through a more manageable planning process.

## SUCCESS STORIES

The City of Corpus Christi has 10 Area Development Plans (ADPs). Since the adoption of the Corpus Christi Plan in 2016, staff has been working continuously to update these plans. The planning team ensures these plans are actionable with implementable action items and community driven with a community engagement process was transparent and inclusive. In addition to vision themes and policy initiatives, action items and projects were broken down in to three timeframes short, mid and long. To address the needs of each planning area a tailored engagement strategy was implemented.

Although each planning area has differences in demographics and job opportunities and faces unique challenges, each ADP follows the same format identifying vision themes, policy initiatives, and action items. This framework ensures that each area of the City is planned equitably. Going forward, the ADPs equip community leaders and stakeholders the ability to continue the momentum and community engagement into implementation. The ADPs are a significant step in the continuous effort to improve the City.



*Canals in Flour Bluff, an area with a recently adopted Area Development Plan*

## EMPLOYMENT AND COMMERCIAL CENTERS GOALS AND POLICY STATEMENTS

8. Create a land development ecosystem supportive of diverse employment opportunities ranging from small start-ups to Fortune 500 corporations to increase the amount of residents that work in Pflugerville and also elevate the community’s image.

- 8.1. Encourage the creation of Class A office and corporate spaces, reserving and incentivizing priority locations.
- 8.2. Create small and incremental development or tenant spaces for easier market entry for local entrepreneurs.
- 8.3. Identify appropriate roles and ideal locations for industrial flex spaces.
- 8.4. Cultivate, support, and grow small businesses by providing not just spaces for the start-up, but spaces for their next step in growth.
- 8.5. Establish a clear, coordinated approach between all partners involved in growing economic opportunities in Pflugerville.
- 8.6. Further development regulations in support of creating flexible spaces for employment while maintaining the character of the area.



*Employment center*

**Figure 3.30.** Actions to Support the Employment and Commercial Centers Goal and Policy Statements

Action Items
3-30.1. Foster redevelopment opportunities within the City in an effort to revitalize unused or underused property.
3-30.2. Locate and concentrate commercial development that support both the local and regional market.
3-30.3. Promote diversification of the commercial/industrial base.
3-30.4. Adapt retail and commercial spaces to accommodate market trends.
3-30.5. Identify and develop physical connections between employment center and surrounding neighborhoods.
3-30.6. Improve transportation access to education, training, and employment opportunities.

# PARKING REQUIREMENTS

Cities will always need parking, especially cities with a dominant car culture. How parking is managed is changing, though. Traditionally parking requirements have been used to allocate a set number of parking spaces based on land use type, square footage, and spaces per unit. For example, an office building or shopping center would require more parking spaces than a single-family house. Often these large lots are not used to their full capacity outside of peak times.

Those who argue against parking requirements say they significantly limit the way cities grow and develop by consuming precious land with parking spaces, driving up housing costs. This is especially true in cities facing the housing crisis and housing affordability concerns. Excessive parking lots can also be destructive to the fabric of neighborhoods by pushing homes and business further apart, harming walkability.

Cities across the nation have eliminated their parking requirements. Some cities have eliminated the requirements entirely, while others have reduced parking requirements in Transit-Oriented Developments (TOD) or downtowns. Ultimately, cities should revisit their parking requirements to ensure they still meet the needs of their residents, business owners, and visitors.



*A parking garage in the region*



*Parking in the median*



*Parking lot in commercial area*

## SUSTAINABLE GROWTH & ETJ MANAGEMENT GOALS AND POLICY STATEMENTS

### 9. Proactively secure land in key corridors to target specific desired development patterns and land uses.

9.1. Coordinate with Pflugerville Community Development Corporation to attract innovative, growing companies and increase inventory of shovel-ready property.

9.2 Conduct analyses to identify the particular market gaps for target industries, their likely causes, and whether securing land in such a manner is an appropriate tool to bridge these gaps.

9.3 Long-term return-on-investment should consider the specific project, and also the role the project could play in attracting further similar development.

### 10. Leverage financing and development tools available in the extraterritorial jurisdiction (ETJ) to achieve the City's vision and goals.

10.1. Continue to evaluate and update policies for special districts (MUDs, etc.) that leverage them as partners to support Pflugerville's fiscal sustainability, achieve revenue capture,

and further other planning goals and objectives.

10.2. Use available tools, such as non-annexation development agreements.

### 11. Foster development patterns, locations, and annexation choices that improve the City's fiscal position and efficient service delivery.

11.1. Prioritize development in areas that support efficient municipal services deliveries and redirects development from those areas likely to strain service delivery.

11.2. Establish and update an 'Urban Service Boundary' periodically in determining the appropriateness of proposed annexations to ensure municipal services may be provided without creating an undue strain on the system of services.

11.3. Seek policies and strategies to minimize inefficient leapfrog style development.

### 12. Promote environmental sustainability and encourage development and building practices that reduce negative environmental impacts.

12.1. Promote green infrastructure and stewardship of natural resources to reduce Pflugerville's vulnerability to droughts, floods, and other natural disasters.

12.2. Support renewable energy production at both site-specific and utility-scale levels.

12.3. Support development patterns and details that reduce urban heat island effects.

12.4. Preserve natural areas and highly sensitive land, such as floodplains, through the public parkland system.

12.5. Encourage requirements for green building such as USGBC LEED or Energy Star programs for development approvals.

### 13. Consider the use of special purpose districts to advocate for and implement the comprehensive plan and other adopted plans in terms of future land uses and transportation, utility, parks, and trails capital improvements.

### 14. Consider all available tools as authorized in consent agreements and strategic partnership agreements (SPAs).

14.1. Consider strategic partnership agreements concurrently with the creation of new MUDs, as applicable, as the establishment of SPAs retroactively may be challenging.

14.2. Establish SPAs for MUDs whose consent agreements explicitly call for them.

- 14.3. Evaluate for full purpose annexation of nonresidential areas within the MUD consent agreements.
- 14.4. Update special district policies and develop a checklist of essential items for inclusion when establishing (consenting to) or amending special districts.
- 14.5. Consider “limited district” approaches, often called “in-city MUDs,” as potential options for future development.
- 14.6. Encourage the conversion of existing MUDs into ‘limited districts’ upon full purpose annexation through SPAs to ease the fiscal impact of the City’s potential assumption of remaining district debt.
- 14.7. Conduct fiscal impact analysis with every annexation.

**Figure 3.31.** Actions to Support the Sustainable Growth and ETJ Management Goals and Policy Statements

Action Items
ETJ MANAGEMENT AND SPECIAL PURPOSE DISTRICTS
3.31.1. Review current special districts policy and develop a checklist of requirements for including when consenting to or amending special districts.
3.31.2. Minimize potential negative impacts of growth and prepare the development for possible future annexation in the Municipal Utility District (MUD) consent process.
3.31.3. Establish Strategic Partnership Agreements (SPAs) with Municipal Utility Districts to provide a smoother transition to “limited districts” and dissolution of the districts.
ENVIRONMENTAL SUSTAINABILITY
3.31.4. Evaluate the landscaping requirements for new development for opportunities for increased natural cooling and shade.
3.31.5. Consider enacting policies that affect building orientation opportunities in the layout and construction of new development.
3.31.6. Encourage the installation of solar panels on new construction of buildings and existing development.
3.31.7. Promote environmental sustainability by harnessing renewable energy on City buildings and other city-owned infrastructure and within the City’s public parkland system.
3.31.8. Develop and maintain a long-range urban forestry program.
3.31.9. Evaluate potential for the City to partner with a nearby solar farm within the ETJ for educational programming opportunities and solar power incentives to residents.
3.31.10. Encourage drought-tolerant landscaping.

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