



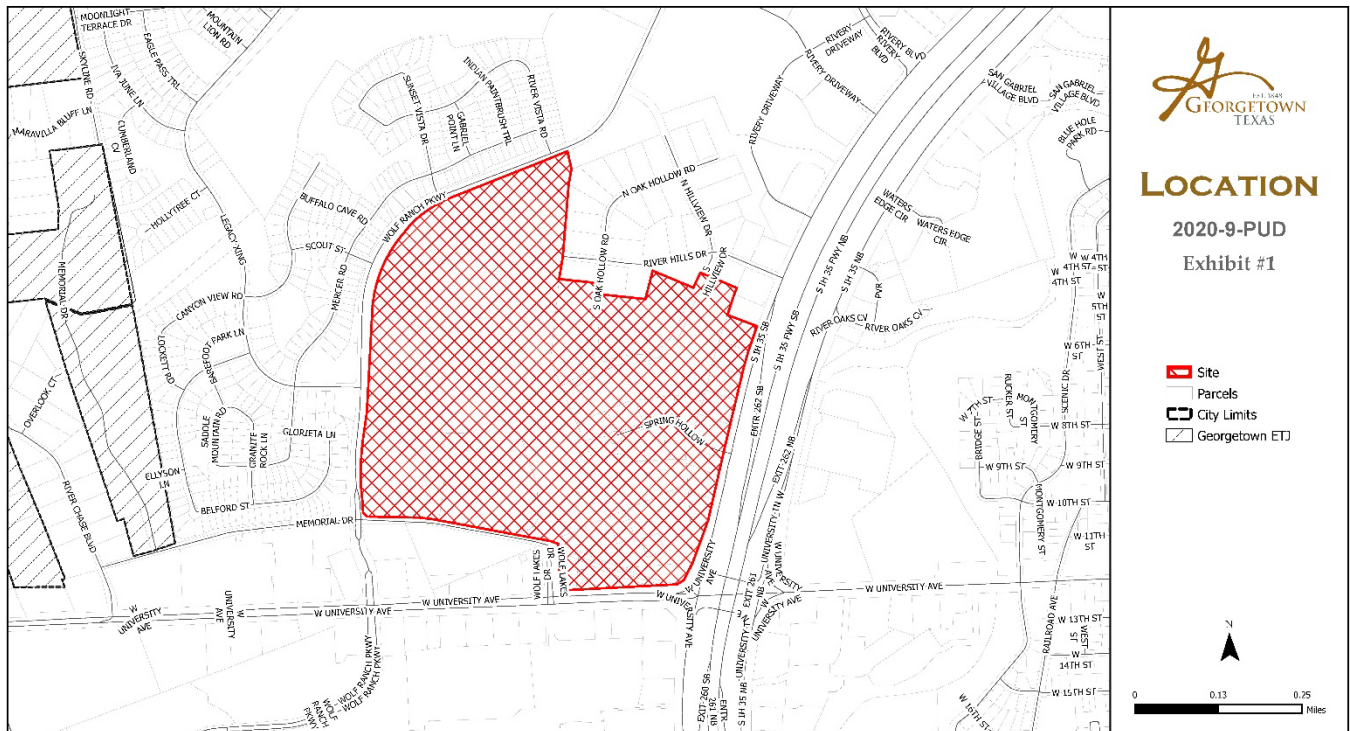
# Planning and Zoning Commission

## Planning Department Staff Report

**Report Date:** April 30, 2021  
**Case No:** 2020-9-PUD  
**Project Planner:** Sofia Nelson, Planning Director; Ethan Harwell, Senior Planner

### Item Details

**Project Name:** Wolf Lakes PUD Amendment No. 2  
**Project Location:** Generally located on the north side of W. University Avenue between IH-35 and Wolf Ranch Parkway, within City Council district No. 2.  
**Total Acreage:** Approximately 164 acres  
**Legal Description:** Approximately 164 acres of land in the J.P. Pulsifer Survey, Abstract No. 498, and the C. Stubblefield Survey, Abstract No. 558  
**Applicant:** Vision 360 Development, c/o Brian Birdwell  
**Property Owner:** Wolf Lakes, LP, c/o Iva Wolf McLachlan; Ascension Seton, c/o Scott Herndon  
**Request:** Zoning Map Amendment to amend the Wolf Lakes Village Planned Unit Development (PUD) to revise the terms for Architectural Design, Street Character Zones, Open Spaces & Amenities, Parking Lots, Utility Screening, Signage, and Terms for Modification.  
**Case History:** This is the first public hearing of this request. This request was presented to the City Council at their March 9, 2021 Workshop Meeting.



## Planning Department Staff Report

---

### Overview of Applicant's Request

The Applicant is seeking to amend the Wolf Lakes Village PUD to provide additional flexibility as the project moves from conceptual planning and entitlements to site design.

Most of the specific changes requested relate to building and site design standards that may make the permitting and design of a "big-box" retail type building difficult such as the architectural design standards, street character zones, and parking lot design standards.

Other changes to the PUD relate to administration and implementation of the PUD Development Plan as users continue to be identified for the site and engineering and site planning continue. These include clarifying language on what can be processed as a minor amendment approved by the Planning Director, and terms for how and when it might be appropriate to remove internal streets identified in the PUD.

### Site Information

#### Location:

The subject property is located at the northwest corner of IH-35 and University Avenue (SH 29), bounded by Wolf Ranch Parkway to the west and the River Hills subdivision to the north.

#### Physical and Natural Features:

The site contains significant tree coverage and generally slopes from the west of the site down to the east side of the site. A small portion of the site along Wolf Ranch Parkway slopes to the northwest.

#### Future Land Use and Zoning Designations:

The subject property has a Future Land Use designation of Special Area and is currently zoned as a Planned Unit Development (PUD) with a base district of General Commercial (C-3).

#### Surrounding Properties:

The subject property is surrounded by a wide variety of uses, most of which are single-family residential subdivisions or commercial uses primarily characterized by large, auto oriented uses. Each of the other corner tracts at IH-35 and University Ave. (SH 29) are developed with large, heavily traffic shopping centers. These large commercial tracts give way to existing and developing single-family neighborhoods in the areas around them.

The current zoning, Future Land Use designation, and existing uses of the adjacent properties to the north, south, east and west are outlined in the table below:

DIRECTION	ZONING DISTRICT	FUTURE LAND USE	EXISTING USE
North	Residential Single-Family (RS)	Neighborhood	Single-Family Neighborhood
East	Local Commercial (C-1); General Commercial (C-3)	Regional Center	Shopping Center, Multi-Family
South	PUD, base zoning of C-3	Regional Center	Shopping Center
West	PUD w/ base zoning of RS	Neighborhood	Single-Family Neighborhood



## Property History:

The subject property has experienced many development milestones before and during the development of the original Planned Unit Development (PUD) request:

- 1986, Portions of the property along SH 29 were annexed into the city limits
- August 2014, Development Agreement approved
- May 2017, Remaining northern portion of the property was annexed into the city limits
- December 2018, Planned Unit Development approved
- February 2021, Amendment No. 1 approved to relocate the round-about from the Memorial Dr and Wolf Lakes Dr intersection north internally to the property at the intersection of Wolf Lakes Dr and Bella Lago Dr.

Several development applications have also been submitted for the project:

Type	Name	Description	Status
Preliminary Plat	Wolf Lakes Village, Section 1, Phases 1-3	Hindes MF Site, ROW for Legacy, Bella June, and Scout	Approved
Construction Plans	Wolf Lakes Village Offsite Wastewater Improvements	Wastewater line east under IH-35	Under Review
Construction Plans	Wolf Lakes Village Section 2	Improvements for Legacy, Wolf Lakes; Eastern Lakes	Under Review
Construction Plans	Wolf Lakes Village Section 4	Improvements for Bella Lago between Wolf Lakes Dr and IH-35	Under Review
Preliminary Plat	Wolf Lakes Village, Section 2	E. half of Seton site; ROW for Memorial, Wolf Lakes, and Legacy	Under Review
Preliminary Plat	Wolf Lakes Village, Section 3	HEB Site	Under Review
Preliminary Plat	Wolf Lakes Village, Section 4	All ROW for Bella Lago between Wolf Lakes Dr and IH-35	Approved
Site Development Plan	HEB	HEB Site Plans	Under Review
Plat Vacation	River Hills Vacation	Vacation of River Hills Section 2 and Amended River Hills Section 3	Under Review
Site Development Plan	Wolf Lakes Section 1 - Hines Multi-Family	336 dwelling units	Under Review
Final Plat	Wolf Lakes Section 1, Phases 1-3	Final Plat for Hines MF, Legacy (pt) , Bella June, Sunset Vista	Under Review
Construction Plans	Wolf Lakes Village Section 1	Detention and Utilities for Hines MF	Under Review



Comprehensive Plan Guidance

Future Land Use Map:

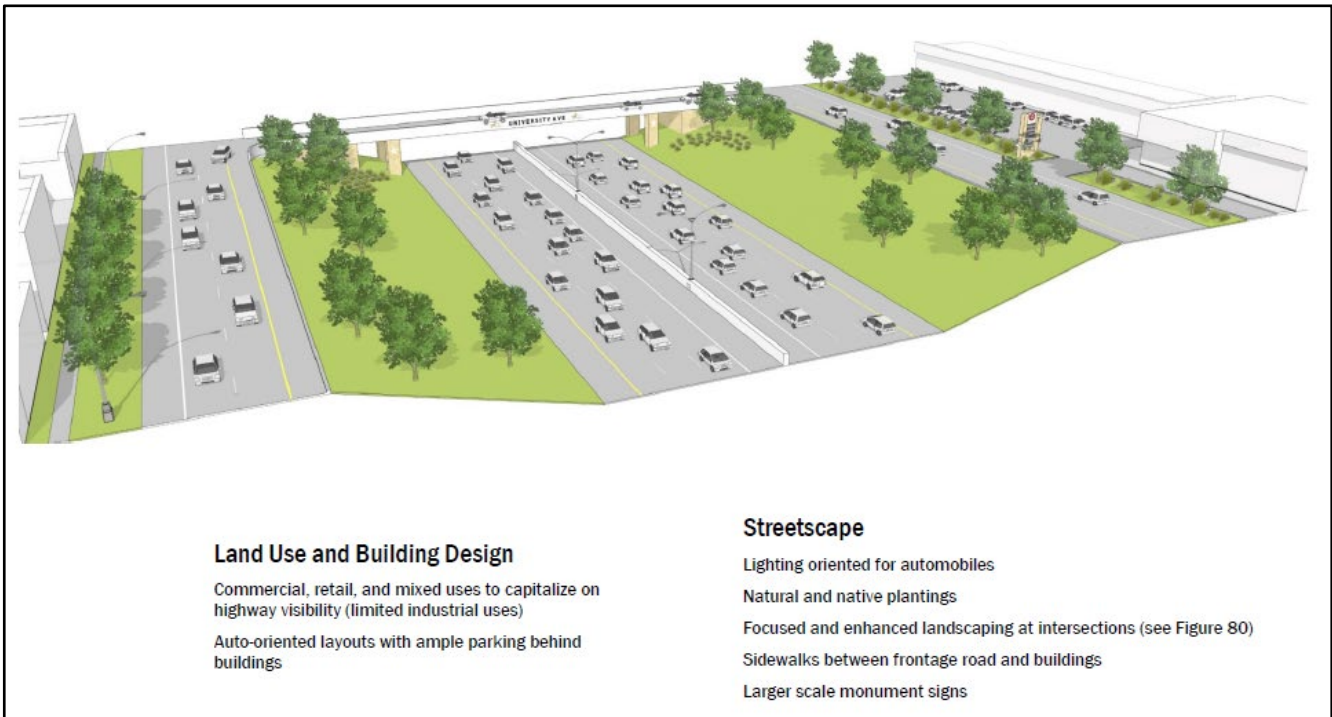
Special Areas are planned areas that integrate a variety of complementary uses, with an emphasis on retail, offices, and entertainment activities. These centers are unique destinations with emphasis on building design, landscaping and the inclusion of public plazas, green spaces and areas for the public to gather. Special Areas are designed in a pattern of pedestrian-oriented, storefront-style shopping streets, with shared parking and strong pedestrian linkages to the surrounding areas.

- DUA:** 14 or more
- Target Ratio:** Development Specific
- Primary Use:** Mixed-use (high-density residential and retail)
- Secondary Uses:** Medium-density residential, office, commercial, recreational, and civic uses

Other Master Plans: Image Corridors

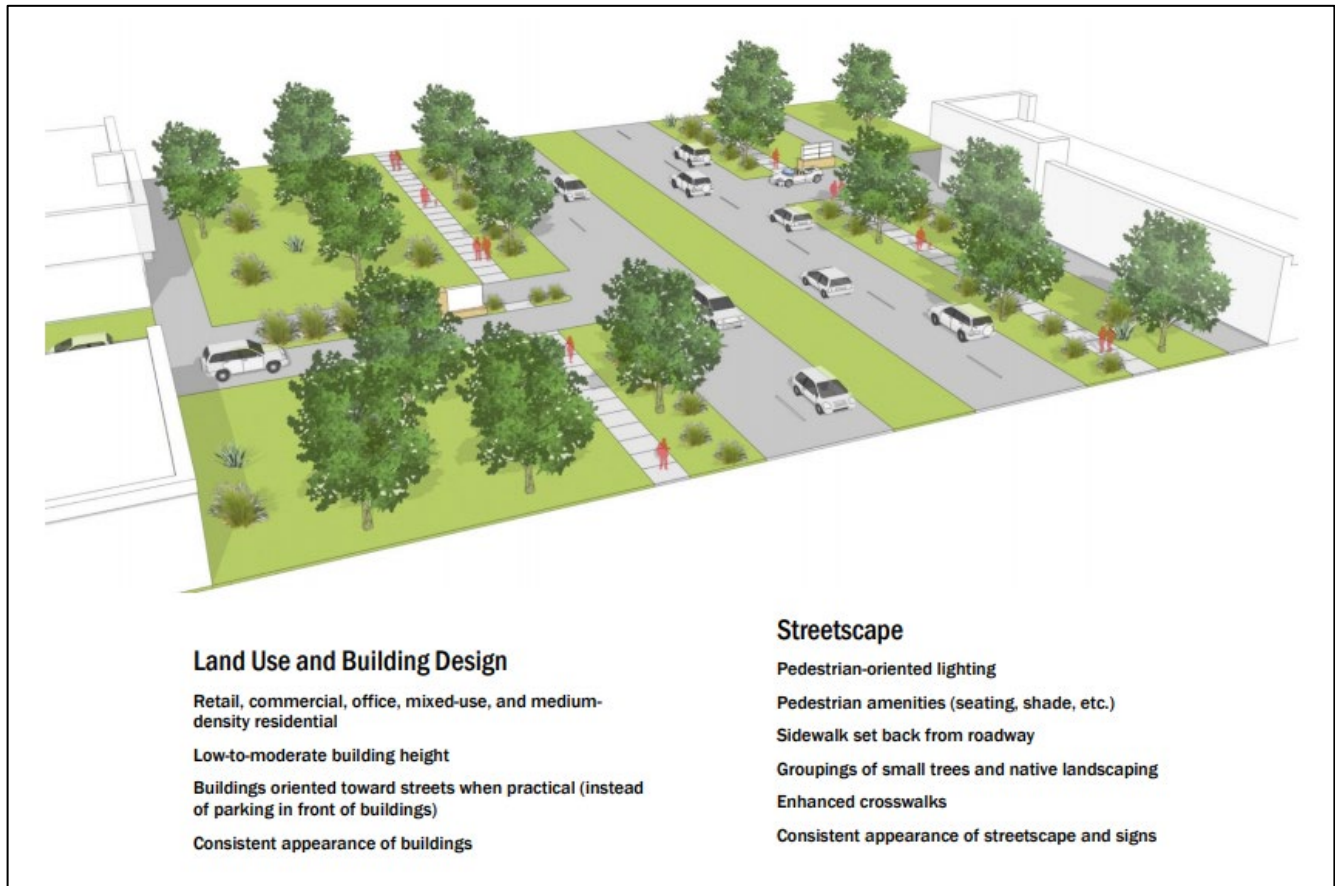
Due to its location along a freeway (IH-35) and major arterial (W University Ave), the subject property is also located within the Highway Corridor and Urban Corridor, two of the Image Corridors adopted as part of the 2030 Plan Update.

Highway corridors are located along the City’s major roadways with the highest traffic volumes and traffic speeds. Highway corridors include primarily auto-oriented, nonresidential development such as commercial, retail, office, and mixed-use to capitalize on highway visibility and access; however, industrial development is not appropriate within these corridors without significant screening and performance standards. Highway corridors are the most visible to residents and visitors and project a positive image of Georgetown.



## Planning Department Staff Report

Urban Corridors are located primarily near the core of the City along roadways with higher traffic volumes. Urban corridors encourage moderate -density commercial development while maintaining a safe and welcoming pedestrian environment. Street geometry and design support all transportation modes, particularly pedestrians and cyclists. These corridors accommodate a blend of retail, commercial, office, mixed -use, medium -density residential, and a limited amount of residential subdivisions.

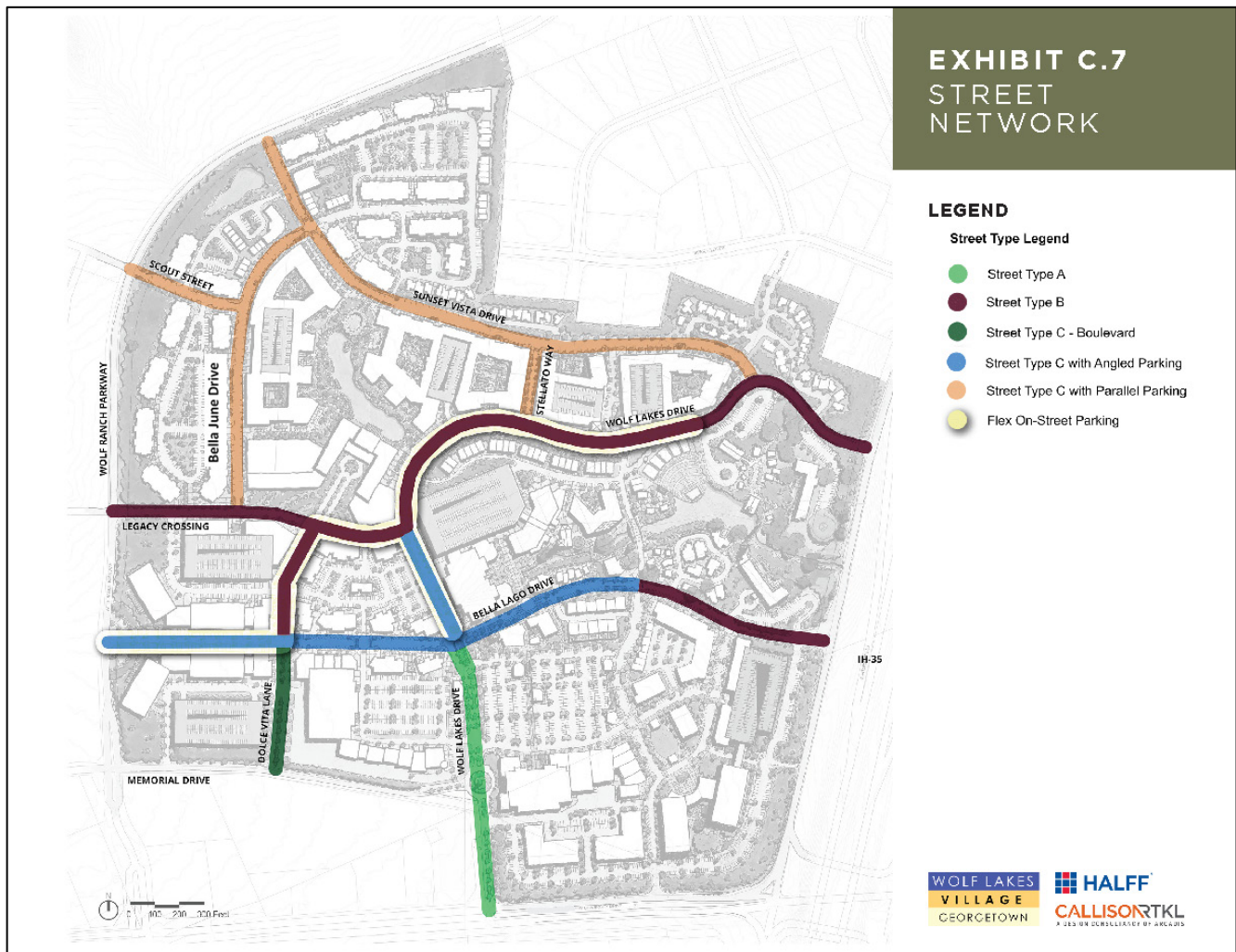


## Utilities

The subject property is located within the City's service area for water, wastewater, and electric. Additionally, portion of the subject property is located within the Georgetown and Oncor service area for electric. It is anticipated that there is adequate capacity to serve the subject property at this time. Utility Evaluations are being completed phase by phase with each Subdivision Plat and/or Site Development Plan to determine capacity and any necessary utility improvements.

## Transportation

The Planned Unit Development has frontage on three master planned roadways – IH-35, a freeway; University Ave, a major arterial road, and Wolf Ranch Parkway, a major collector. The PUD includes its own transportation plan for internal streets and connections to adjacent roadways to allow for movement in and out of the subject property as well as throughout the development. The PUD includes the below future roadway plan.



The development will take access off what it refers to as the perimeter streets – IH-35, West University Avenue, Memorial Drive, Wolf Ranch Parkway, and Wolf Lakes Drive (from West University Avenue to Memorial Drive). Each of these roadways carries a different street classification on the Overall Transportation Plan.

- IH-35 is designated as a Major Arterial Road and Freeway
- University Avenue is designated as a Major Arterial Road
- Memorial Drive and Wolf Lakes Drive are considered Local Streets
- Wolf Ranch Parkway is designated a Major Collector.

The larger roads, such as Major Arterials and Freeways carry traffic movement through and between different areas of the city and the region. Access to adjacent land uses is controlled, but they facilitate major traffic generators and land use concentrations and serve much larger traffic volumes over greater distances.

Major Collector roads are intended to balance traffic between arterial streets and local streets. These streets tend to carry a high volume of traffic over shorter distances, providing access and movement between neighborhoods, parks, schools, retail areas and the arterial street system.

## Planning Department Staff Report

---

Roads like Memorial Drive or Wolf Lakes Drive are given designations in the OTP and are classified based on their size. Memorial Drive, as a local street, is meant to provide access to adjoining properties by collecting the traffic from surrounding areas and distributing it to adjoining collectors or arterial streets. Wolf Lakes Drive is considered a local street, but it will serve as the primary entrance to the Wolf Lakes Village development. Specific buildout conditions of this street are included in the PUD.

A Traffic Impact Analysis (TIA) has been completed for the PUD. This TIA identified the total impact of the project at buildout and improvements required to mitigate for the impact.

### Proposed Zoning District

---

#### Overview

Amendment No. 2 to the Wolf Lakes Village PUD is meant to follow and complement Amendment No. 1. In the first modification of the PUD, the Wolf Lakes Circle, an entry feature and traffic circle, was relocated further into the site, and the standards for driveway spacing were modified to facilitate the urban village and pedestrian oriented environment that the PUD envisions in its guiding principles.

The guiding principles of the PUD are to:

- Create cohesive architectural design that integrates different uses and sub-areas.
- Enhance social interaction through recreation, public spaces, and live/work/play proximity.
- Generate sufficient density to promote user demand, destination identity, and a sense of place.
- Orchestrate best-in-class users that create optimum conditions for a dynamic micro-economy.
- Design a pedestrian-oriented village to de-emphasize vehicular traffic and expansive parking lots.
- Ensure sustainability through consistent focus on quality and a long-term strategic vision.

This second amendment is meant to modify several portions of the PUD to allow for a greater flexibility for users. Many of the form-based standards in the original development plan are not well adopted to a more auto-oriented or “big box” type user that can be expected to develop along the IH-35 or University Avenue frontages. To accommodate this type of user, Amendment No. 2 proposes changes to the following sections of the PUD:

- Architectural Design
- Street Character Zones
- Open Spaces & Amenities
- Parking Lots
- Utility Screening
- Signage
- Terms for Modification



## Planning Department Staff Report

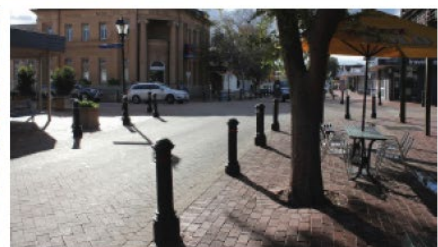
### Architectural Design & Street Character Zones

The architectural design standards of this PUD take the guiding principles into account by requiring a number of concepts(?) to be applied into the design of buildings within the district. These items include building materials, architectural features and ornamentation to be placed on a building and on each side/building façade, and the relationship of the building to the street.

**Table 4.1 Building Materials**

BUILDING MASONRY TYPES	WOLF LAKES VILLAGE DISTRICTS			
	Village	Mixed-Use	Office	Residential
Class I (minimum)	90%	50%	50%	30%
Class I materials include: Stone, Rock, Brick, Thin Brick, Stone Veneer				
Class II (maximum)	5%	45%	45%	65%
Class II materials include: Stucco, Architectural concrete masonry block				
Prohibited Materials: EIFS, Fiber Cement, Metal R-Paneling, Unfinished concrete wall (except for structured parking)				

### **MIXED USE URBAN CHARACTER ZONE**



While these standards were imposed with the anticipation of development along the IH-35 or University Ave frontages, it was done in such a way to create a dense, urban built form along these frontages with buildings and active spaces closer to the roadway and surface parking internal to the site behind the buildings. This district was not created to allow large areas of surface parking between the roadway and building, as it is typically seen in the traditional big-box retail store type building. The anticipated and proposed big-box building typology poses challenges the scale and orientation for building placement, which is not addressed in the current standards of this PUD.

To allow this type of building and site design, the following changes are proposed to the PUD's Architectural Design standards and the standards for the Highway/Gateway Street Character Zones:

- On buildings that front more than one street:
  - Architectural features such as windows, doors, balconies, awnings, trees or green walls shall be provided on the non-primary façade to break up massing.
  - A 15-foot wide landscape buffer may be provided adjacent to the non-primary façade when needed to provide screening of mechanical equipment and loading zones. This buffer area shall have a mixture of evergreen shrubs and both ornamental and shade trees.
- When a building sits outside of the prescribed setback for any Street Character Zone, landscape features such as plantings, hardscapes, and screening walls shall ensure that an appropriate transition from the public realm to the private realm exists.



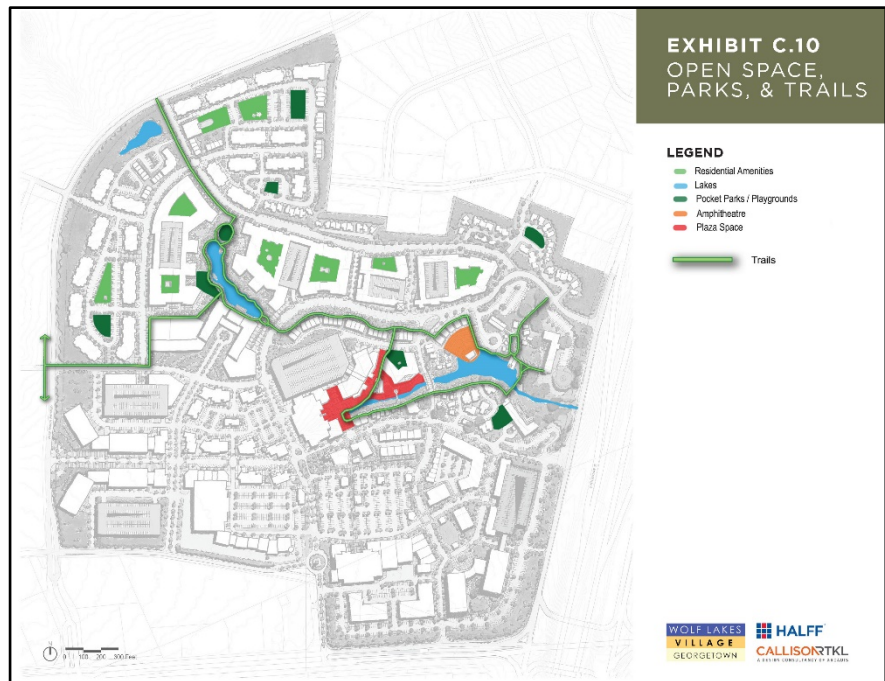
## Planning Department Staff Report

- Loading zones adjacent to any Street Character Zone must be screened with masonry walls or landscaping.
- All buildings within 200 feet of IH-35 or University Ave are expected to comply with the building material requirements.
- Buildings with a footprint larger than 50,000 square feet are expected to use architectural elements such as sloped roofs, multiple intersecting roof planes, glazing, clerestory windows, arcades/colonnades, etc. to reduce the visual appearance and mass that large buildings can have.

### Open Spaces & Amenities

Established in the PUD is a series of trails to be constructed throughout the development. These trails are envisioned to be a 6-foot wide concrete trail that connects the core of Wolf Lakes Village to the trail along Wolf Ranch Parkway. This would allow a trail user to head south to the trails along the South Fork of the San Gabriel River, or north to the North Fork trailhead at Rivery Park from Wolf Ranch Parkway.

Amendment No. 2 proposes language that clarifies the location of the trails through the Wolf Lakes Village is conceptual and subject to change. The amendment clarifies that the alignment may be altered, but sets the standard that at least 8,000 linear feet (approximately 1.52 miles) of trail must be constructed.



### Parking Lots

Within the Wolf Lakes Village PUD, parking design is an important feature in order to create a pedestrian oriented environment that is in line with the urban character of the district, while accommodating and welcoming users from an auto-oriented city.

Terms related to where parking can be placed in relationship to internal streets are established, as well as guidance on structured parking design and location. Surface parking lots in the development will make use of accent materials like stamped concrete, rock, stone, brick, etc. to create more inviting spaces for pedestrians. Within the PUD's Mixed-Use District, where the majority of the proposed amendments are anticipated to affect, there is no minimum parking amount established for commercial uses.

The proposed amendment would require the pedestrian pathways through the surface parking lots to also make use of the required accent materials. Colored concrete would also be added to the list of accent materials. Additionally, the proposed language would require screening of parking lots from

IH-35 and University Ave with shrubs and trees.

### Utility Screening

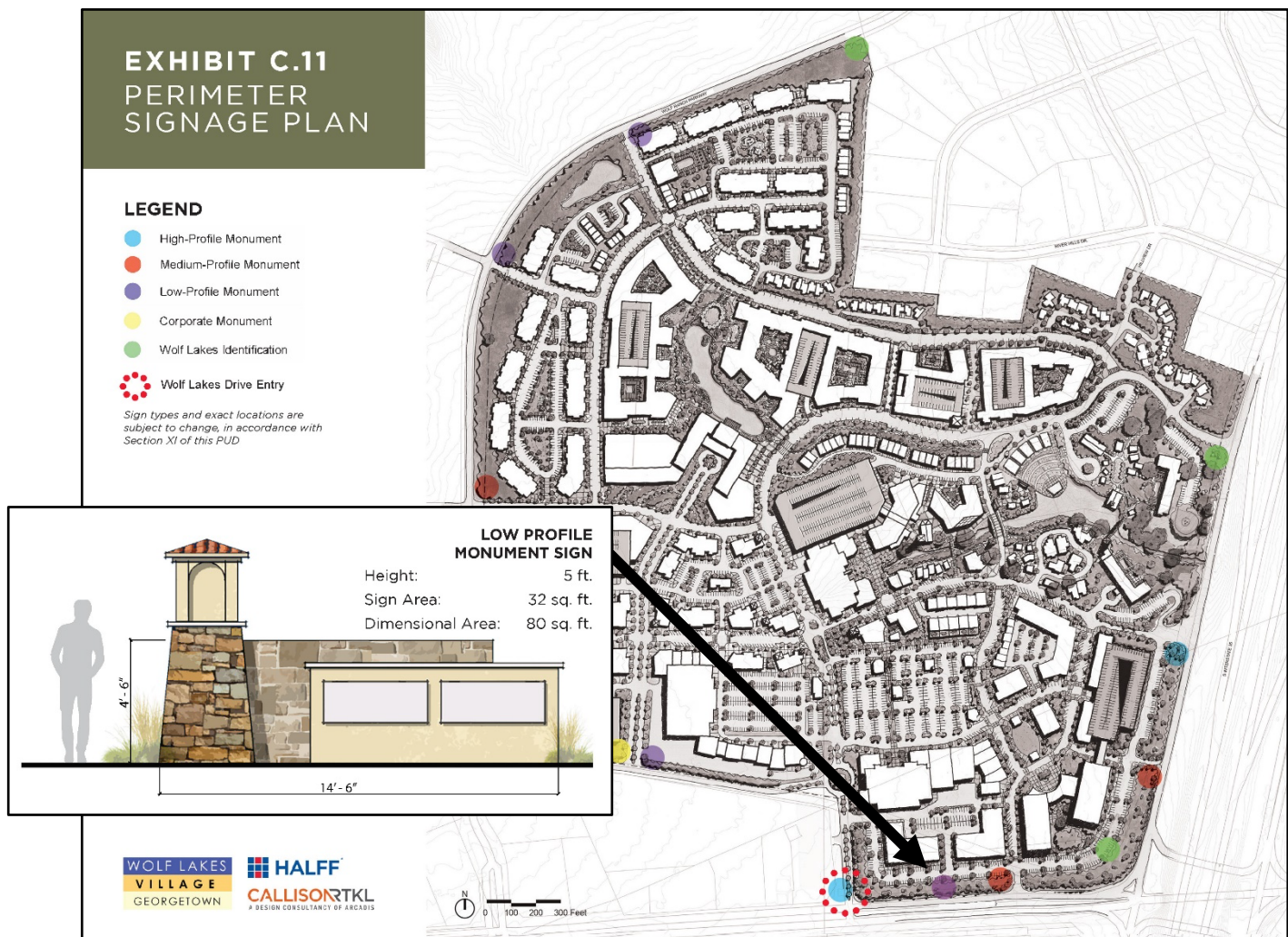
The original PUD established that above-ground electric transformers should be located away from primary streets, intersections, and entry points. The proposed language in Amendment No. 2 would clarify how these transformers should be screened with landscaping or camouflaged. The proposed language also includes terms that clarify transformers must be screened from public streets, private streets, and public gathering spaces internal to the development.

### Signage

The original PUD document provided renderings of different sizes and styles of signage that provide a branding element and coordinated design elements around the 164-acre development. The PUD identified the specifics of multiple different types of signs that could be used around the perimeter of the development including general design elements, signage, and quantity. The conceptual plans also identified potential locations for each sign.

- Two (2) High-Profile Monument Signs for multi-tenants
- Three (3) Medium-Profile Monument Signs for multi-tenants
- Four (4) Low-Profile Monument Signs, potentially for multi-tenants
- Three (3) Corporate Monument Signs, potentially for multi-tenants
- Four (4) Wolf Lakes Village (branding) Monument Signs. (not a residential “Subdivision Entry” signs, as those signs are defined by the UDC)

With Amendment No. 2, the applicant is requesting to add an additional Low Profile Monument Sign to the concept plan and increase the total number of low-profile signs. Of the four (4) low-profile signs permitted by the original PUD, only three (3) locations were shown on the concept plan – leaving flexibility to determine where the fourth might be needed at time of development. With this amendment, the concept plan would be updated to show a fourth low-profile monument sign on the University Ave frontage to provide signage for a future fuel sales use. The text would be amended to allow a fifth low-profile monument sign for future flexibility.



### Terms for Modification

Being a conceptual document, the Wolf Lakes Village PUD established terms for how to interpret the concept plans in the PUD Development Plan and how the plans could adapt and change once site planning began and actual users were identified.

Since the first development permits were submitted, the modifications needed to implement the plans in the PUD have been shown to be just outside of what the scope intended could be modified administratively. The proposed terms expand these administrative modifications and set expectations under which the Planning Director could consider these modifications. It is proposed for the Director to consider:

- Adjustments to district boundaries, not to exceed 20% of total area,
- Ingress/egress locations on perimeter streets,
- Deviations up to 10% of any numerical standard,
- Relocation of required elements so long as it does not result in elimination of the element.

The original terms for reading and interpreting the concept plan specifically identified that the locations and alignments of drive aisles and streets were conceptual in nature and could change. Streets shown can be public or private within the boundaries of the PUD. The applicant proposes to further expand



## Planning Department Staff Report

the modifications related to streets by including terms that would allow for eliminating streets. The Planning Director would have the authority to consider the elimination of a street as a minor deviation if:

- Elimination of a street is the last option exercised (save re-routing, reclassifying, making public or private, etc.)
- Wolf Lakes Drive, Sunset Vista Drive, Legacy Crossing, and Bella Lago (east of Wolf Lakes Drive) are not eligible for elimination.
- The following must be provided to the Planning Director in a request for street elimination:
  - An explanation and demonstration of what unique conditions or site constraints exist that prevent planned streets from being rerouted or constructed as streets;
  - An explanation as to how the removal of a planned street promotes the Vision and Guiding Principles of the PUD;
  - An explanation as to how the removal of the planned street is compliant with the design standards for the Street Character Zone and Subdistrict; and
  - An engineered study of the impact of the removal of a street on the vehicular and pedestrian circulation internal to the PUD and the potential impact to the circulation of perimeter streets. The need for an update to the already approved TIA will be evaluated at the time of the request based on the scope of the roadways to be eliminated.

### Intergovernmental and Interdepartmental Review

The proposed rezoning request was reviewed by all applicable City Departments to determine the appropriateness of the requested zoning on the subject property. No comments were issued regarding the zoning request.

### Approval Criteria

Staff has reviewed the proposed rezoning request and has found that it complies with the criteria established in UDC Section 3.06.030 for a Zoning Map Amendment, as outlined below:

ZONING MAP AMENDMENT (REZONING) APPROVAL CRITERIA	
<b>1. The application is complete and the information contained within the application is sufficient and correct enough to allow adequate review and final action.</b>	<b>Complies</b>
An application must provide the necessary information to review and make a knowledgeable decision in order for staff to schedule an application for consideration by the Planning and Zoning Commission and City Council. This application was reviewed by staff and deemed to be complete.	
<b>2. The zoning change is consistent with the Comprehensive Plan.</b>	<b>Complies</b>
The proposed amendments are not intended to affect the purpose, guiding principles, or proposed uses permitted within the PUD. The proposed amendments are intended to address the need for a building typology that was not anticipated, as well as include alternatives and flexibility during the site plan stage as site design is finalized depending on the user.	
Consideration of the big-box store typology would allow development along IH-35 and University Ave to be oriented towards the automobile user typically seen along freeways and major arterials.	

## Planning Department Staff Report

### ZONING MAP AMENDMENT (REZONING) APPROVAL CRITERIA

The amended PUD would still be in line with the vision of the Special Area Future Land Use designation, which encourages unique, pedestrian oriented developments that contribute to an urban village type environment. While the PUD would allow the orientation of a big-box store toward the highway, other terms exist in the PUD to ensure that the proposed development interfaces well with the adjacent streetscapes and other districts within the PUD.

**3. The zoning change promotes the health, safety or general welfare of the City and the safe orderly, and healthful development of the City.**

**Complies**

The proposed amendments will continue to promote the health, safety and general welfare, as well as the safe, orderly, and healthful development of the City by continuing to allow the mix and integration of uses as a unified development with uniform building, site design and landscaping standards and without adversely impacting the surrounding area..

**4. The zoning change is compatible with the present zoning and conforming uses of nearby property and with the character of the neighborhood.**

**Complies**

The proposed amendments are internal to the project. No changes to the proposed land use, landscaping, buffering, or dimensional standards that would impact surrounding properties is proposed at this time.

**5. The property to be rezoned is suitable for uses permitted by the District that would be applied by the proposed amendment.**

**Complies**

The property has few natural features that limit development. These features do not have any impact on the feasibility of the proposed amendments.

In addition to the rezoning criteria above, staff has reviewed the request and determined that the proposed request complies with the criteria and objectives established in UDC Section 3.06.040 for a Planned Unit Development (PUD), as outlined below:

### PLANNED UNIT DEVELOPMENT (PUD) APPROVAL CRITERIA

**1. A variety of housing types, employment opportunities, or commercial services to achieve a balanced community.**

**Complies**

The proposed amendments do not include changes to the approved development framework or land use plan.

**2. An orderly and creative arrangement of all land uses with respect to each other and to the entire community.**

**Complies**

The proposed amendments do not impact the land use plan or development framework established in the PUD. This amendment, as proposed, would ensure that the changes to the building design to accommodate a larger building will still be in harmony with the urban character of the PUD district and surrounding area. In addition, the proposed amendments should have no negative impact on future phases as the new terms proposed – such as additional landscaping features to provide a

PLANNED UNIT DEVELOPMENT (PUD) APPROVAL CRITERIA	
transition between the public and private realms and architectural features and roof styles - were carefully considered with the master developer and potential users to better accommodate the big-box type of development proposed along the University Ave and IH-35 frontages in the PUD's Mixed-Use district.	
<b>3. A planned and integrated comprehensive transportation system providing for a separation of pedestrian and vehicular traffic, to include facilities such as roadways, bicycle ways, and pedestrian walkways.</b>	<b>Complies</b>
<p>The proposed amendments will not significantly impact the PUD's transportation plan. The terms for providing pedestrian connections from the perimeter streets to the buildings on each site remain. This amendment also proposes the enhanced materials be used on pedestrian pathways through parking lots.</p> <p>Additionally, the proposed terms for the removal of streets includes information that the developer must provide to ensure that the overall vision of the PUD and guiding principles are maintained, the internal street connectivity is maintained, and the impact the removal of a planned would have on perimeter streets is evaluated.</p>	
<b>4. The provisions of cultural or recreational facilities for all segments of the community.</b>	<b>Complies</b>
The proposed amendments does not substantially impact the quantity or quality of the planned trails through the development. It does, however, give the developer more flexibility in the location of the trails as more engineering and site planning work is completed and end users are identified.	
<b>5. The location of general building envelopes to take maximum advantage of the natural and manmade environment.</b>	<b>Complies</b>
The combination of the additional building design options to the architectural design standards should result in the development of a big-box building that successfully interacts(?) the major roadways it faces while ensuring a pedestrian streetscape along the boundary the building shares with adjacent property and internal to the district.	
<b>6. The staging of development in a manner which can be accommodated by the timely provision of public utilities, facilities, and services.</b>	<b>Complies</b>
The PUD allows for phasing in the development as is logical but requires no specific order the improvements are to be built. Additionally, the additional language to Section XII. Modifications and Administration retains the ability to be flexible with the administration of the PUD, but ensures that any changes or deviations would be made with the Guiding Principles of the PUD in mind.	

In general, the proposed amendments address the applicants desire to ensure the big-box building typology is feasible within this PUD in harmony with the urban character and built form of this district. This PUD and proposed amendments continue to promote a balanced community at the corner of



## **Planning Department Staff Report**

---

University Ave and IH 35.

### **Meetings Schedule**

May 4, 2021 – Planning and Zoning Commission

May 11, 2021 – City Council First Reading of the Ordinance

May 25, 2021 – City Council Second Reading of the Ordinance

### **Public Notification**

As required by the Unified Development Code, all property owners and registered neighborhood associations within a 300-foot radius of the subject property were notified of the Zoning Map Amendment request (94 notices), a legal notice advertising the public hearing was placed in the Sun Newspaper (April 4, 2021) and signs were posted on-site. To date, staff has received 2 written comments in favor, and none in opposition to the request (Exhibit 6).

### **Attachments**

Exhibit 1 – Location Map

Exhibit 2 – Future Land Use Map

Exhibit 3 – Zoning Map

Exhibit 4 – PUD Development Plan

Exhibit 5 – Letter of Intent

Exhibit 6 – Public Comments