



Planning and Zoning Commission Planning Department Staff Report

Report Date: June 17, 2022
Case No: 2021-22-PUD
Project Planner: Sofia Nelson, Planning Director and Chance Sparks, Freese and Nichols

Item Details

Project Name: Keystone – Establishment of a new PUD
Project Location: 1951 FM 1460, within City Council district No. 7 and across SE Inner Loop from district No. 1.
Total Acreage: 51.055 acres
Legal Description: 51.055 acres of land out of the William Addison Survey, Abstract 21, and Lewis J. Dyches Survey, Abstract 2, Williamson County, TX
Applicant: Keystone National Group, LLC
Property Owner: Marta C. Avery, John S. Avery, A Nelson Avery and Lucille Christina Avery Fell, individually trustees
Request: Zoning Map Amendment to rezone approximately 51.055 acres out of the William Addison Survey Abstract No., 21, and the Lewis J. Dyches Survey, Abstract 2, from the Agriculture (AG), zoning district to a Planned Unit Development District (PUD) zoning district with a base zoning of the C-1, MF-1 zoning districts.

Case History: This application was submitted on December 20, 2021. Below is the location map for the subject property.



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Overview of Applicant's Request

The subject property is located along Maple Street near the corner of Maple Street and Sam Houston Avenue. It has a secondary flag frontage to FM 1460. The applicant wishes to develop the property primarily as low-density multifamily with a small portion of local commercial, adjusted using a PUD to narrow the forms of multifamily. The PUD establishes the following area land uses.

- **Local Commercial (C-1)** for approximately 5.5 acres in size at the southwest corner of SE Inner Loop and Maple Street.
- **Low-Density Multi-Family Residential (MF-1)** for approximately 43 acres in size for the remainder of the property, not including acreage for half of a major collector and a proposed residential collector continuation of Naturita Drive and a local street with knuckle for Ignacia Drive.



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Site Information

Location:

The subject property is located along portions of Maple Street, SE Inner Loop/Sam Houston Ave. and FM 1460. It is comprised of the southwest corner of Inner Loop/Sam Houston Ave. and Maple Street., and is currently vacant.

Physical and Natural Features:

The subject property is located over the Edwards Aquifer Recharge Zone and has heavy tree coverage in the southeast portion of the site and along the northern fence line. The remainder is previously cultivated agricultural property. It is relatively flat with some gentle hillslope, draining from the center of the site towards the southeast, northeast and northwest into the Smith Branch and its tributaries.

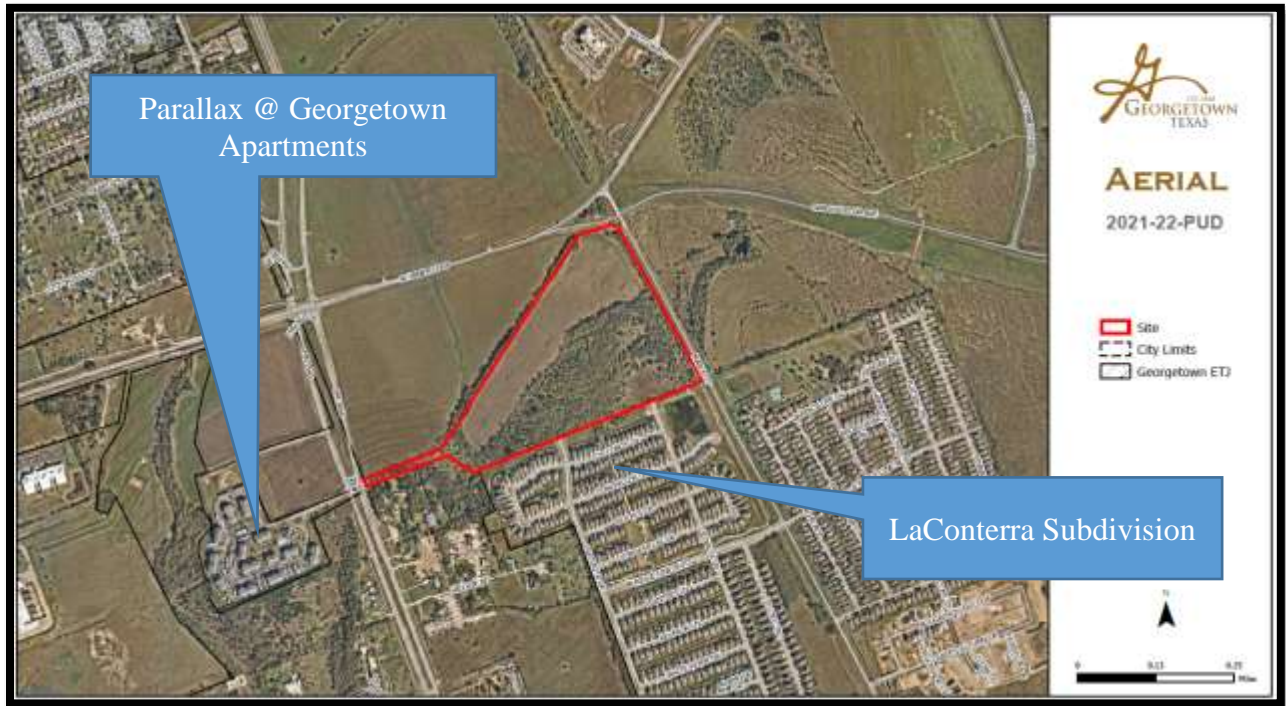
Future Land Use and Zoning Designations:

Approximately $\frac{3}{4}$ of the subject property (western portion) is in the Regional Center Future Land Use designation, with the remainder (eastern portion) falling within the Mixed Density Neighborhood Future Land Use designation. It is currently zoned Agriculture (AG) district.

Surrounding Properties:

The subject property is surrounded by a mixture of undeveloped land with residential, commercial, office and high-density residential use either in place or entitled. 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	AG Agriculture	Regional Center	Undeveloped cultivated agriculture
East	Maple Street; RS Residential Single Family	Mixed Density Neighborhood	SH-195, undeveloped ranching and agriculture
South	LaConterra PUD with RS Residential Single-Family Base Zoning District	Regional Center and Mixed Density Neighborhood	LaConterra residential neighborhood
West	FM 1460; ETJ; AG Agriculture; MF-2 High-Density Multifamily	Regional Center	Parallax @ Georgetown Apartment Homes



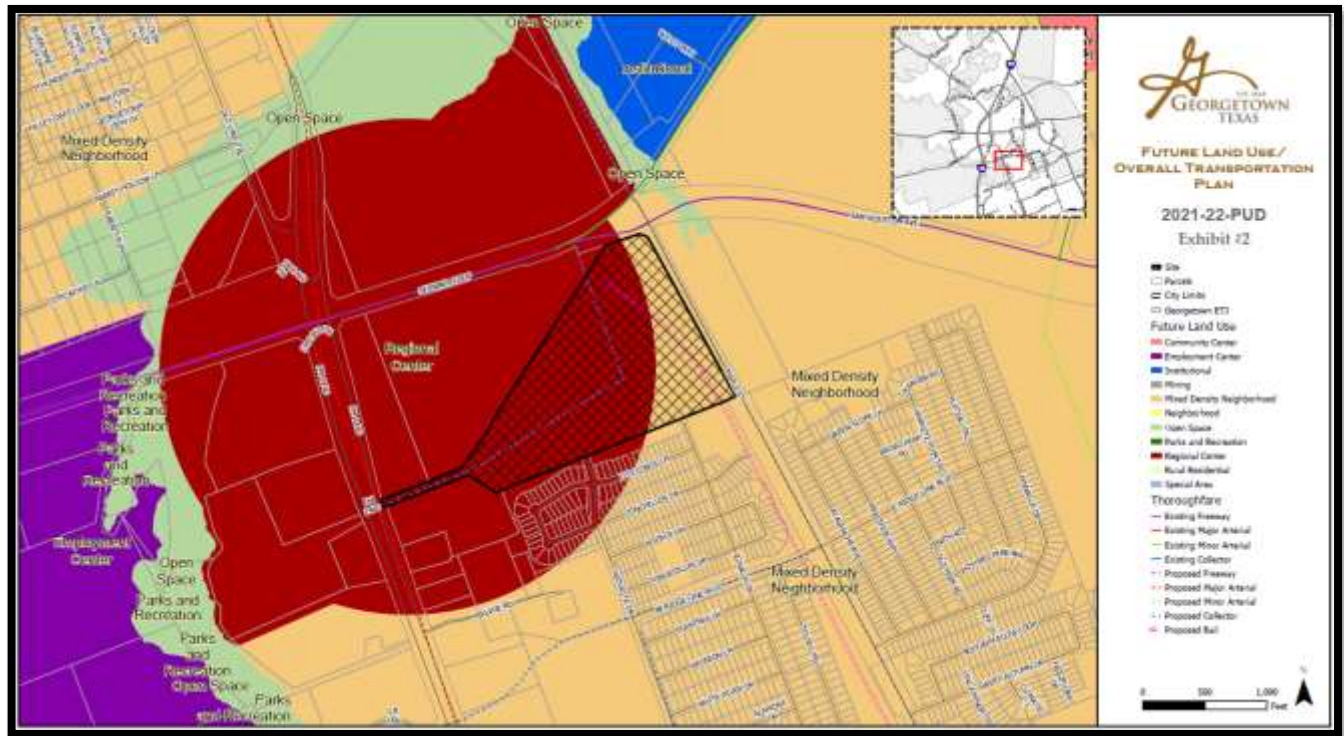
Property History:

The subject property was annexed and initially zoned into the city as Agriculture (AG) on September 28th, 2004 as part of Ordinance 2004-58.

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Comprehensive Plan Guidance

Future Land Use Map:



Regional Center: Approximately the western $\frac{3}{4}$ of the subject property is designated as a Regional Center. Developments may be configured as major shopping centers, stand-alone big-box retailers, or large-scale mixed-use developments, as well as supporting flex office space and office/warehouse development. These developments are typically automobile-oriented with convenient access from major transportation routes and highway interchanges, however internal pedestrian connectivity is maximized and includes opportunities for pedestrian activity. Well-integrated residential developments, which encourage the interaction of residents and businesses, are appropriate and vertical mixed-use is encouraged.

DUA: 18 or more

Target Ratio: 75% nonresidential, 25% residential

Primary Use: Large retailers

Secondary Uses: Mixed-use, high density residential, chain restaurants, specialty retailers, professional office and civic uses

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Mixed Density Neighborhood: Approximately the eastern ¼ of the subject property is designated as a Mixed Density Neighborhood. This category includes a blend of single-family and medium-density housing types. Medium density housing options are consistent with and complementary to the traditional single-family neighborhood with emphasis on connectivity and access to neighborhood amenities including schools and parks. Development standards for medium density housing and any nonresidential uses are in place to ensure compatibility through increased setbacks for taller buildings, architectural designs that are consistent with the neighborhood, location of more intense uses and development nearer to the edge of developments, and enhanced landscaping. Additionally, any nonresidential uses are located primarily at arterials and other major roadway intersections and include appropriate buffering and pedestrian orientation to support the surrounding residents.

DUA: 5.1-14.0

Target Ratio: 20% nonresidential, 80% residential

Primary Use: Variety of single-family home types (detached, duplex, townhome)

Secondary Uses: Limited neighborhood-serving retail, office, institutional and civic uses

Other Master Plans: Image Corridors

The subject property has marginal frontage on FM 1460, limited to right-of-way to and through the project; development doesn't begin until just over 700 feet from the FM 1460 frontage. As such, FM 1460's status as a Scenic Corridor is not considered with this evaluation.

Utilities

The subject property is located within the City's service area for water and wastewater, and partially within the Georgetown Electric service area with the southern portion in Pedernales Electric Cooperative (PEC) service area. It is anticipated that there is adequate capacity to serve the subject property at this time. A Utility Evaluation will be required at time of Preliminary Plat to determine capacity and any necessary utility improvements.

Transportation

The subject property is located along Maple Street, which is a proposed collector, and is split by a proposed collector connecting FM 1460 and SE Inner Loop/Sam Houston Ave. These streets 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.

SE Inner Loop/Sam Houston Ave. to the north is designated as a freeway. Freeways and Tollways are controlled access roadways that allow for the movement of traffic through and around the City. This classification includes interstate highways, state highways, tollways and loops. Direct property access is limited as access is not the intended purpose of these facilities. Design characteristics of these facilities include multiple travel lanes, limited access points, high traffic volumes and high traffic speeds.

FM 1460 to the west is designed as a major arterial. Arterial streets provide traffic movement through and between different areas within the city and access to adjacent land uses. Access is more controllable because driveway spacing requirements are much greater and, if safety dictates, overall access can be

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limited to specific turning movements. Major Arterials connect major traffic generators and land use concentrations and serve much larger traffic volumes over greater distances.

A connection of Ignacia Drive to Maple Street is included in the southeast portion of the subject property as a local connection, with a knuckle. As a residential local street, these streets are intended to provide access to adjoining properties by collecting the traffic from surrounding areas and distributing it to adjoining collectors or arterial streets. Local streets can access both collector level streets and arterial level streets.

A Traffic Impact Analysis (TIA) will be required for any development that generates more than two thousand (2,000) average daily trips based upon the latest edition of the Institute of Transportation Engineers (ITE) Trip Generation Manual.

Proposed Zoning Districts and PUD

The Low-Density Multifamily District (MF-1) is intended for attached and detached multifamily residential development, such as apartments, condominiums, triplexes, and fourplexes, at a density not to exceed 14 dwelling units per acre. The MF-1 District is appropriate in areas designated on the Future Land Use Plan as high density residential or one of the mixed-use categories and may be appropriate in the moderate density residential area based on location, surrounding uses, and infrastructure impacts. Properties zoned MF-1 should have convenient access to major thoroughfares and arterial streets and should not route traffic through lower density residential areas. The MF-1 District is appropriate adjacent to both residential and non-residential districts and may serve as a transition between single-family districts and more intense multifamily or commercial districts. Permitted uses in this district include, but are not limited to, multifamily detached dwelling units and multifamily attached dwelling units. Certain land uses, including bed & breakfast facilities, middle schools and activity centers, require a Special Use Permit (SUP).

The Local Commercial District (C-1) is intended to provide areas for commercial and retail activities that primarily serve residential areas. Uses should have pedestrian access to adjacent and nearby residential areas, but are not appropriate along residential streets or residential collectors. The district is more appropriate along major and minor thoroughfares and corridors. Permitted uses in this district include, but are not limited to, government facilities like post offices, hospitals, lodging except for extended stay and motels, food & beverage establishments, select entertainment and recreational uses (indoor, low impact), health services, professional and businesses offices, and consumer retail sales and services. Certain land uses, including permanent mobile or outdoor food vendors, restricted personal services, and indoor self-storage, require a Special Use Permit (SUP). Automotive sales and services, like auto repair, vehicle sales, fuel sales and car washes are not permitted.

The proposed PUD has been designed to address the following development standards:

1. **Multi-family Density:** Area B has capped the total number of residential units at 375, or approximately 13 units per acre (as compared to 14 units per acre allowed under base zoning). Area B is envisioned as a “big home” format of apartment mansions with single-family character. Area C has capped the total number of residential units at 150, or approximately 10.6 units per acre (as compared to 14 units per acre allowed under base zoning). Area C is designated for lower density multifamily designed with the appearance of townhomes and

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lower density than Area 2. With 43 total acres designated for residential, the overall residential density is 12.2 units per acre.

2. **Site Standards, Landscape and Buffers:** Six ornamental trees per the first 10,000 s.f. of street yard, plus three ornamental trees per every additional 10,000 s.f. of street yard thereafter, in addition to required street yard landscaping under UDC 8.04.030. A masonry buffer wall shall be provided between Areas A and B for internal compatibility, and a wrought iron buffer wall shall be provided along the southern property boundary for Areas B and C, which is adjacent to an open space associated with the LaConterra subdivision. Parking will be no closer to the street than the buildings within the MF-1 areas. Building heights within the MF-1 area are restricted to no more than two stories, with remaining area complying with the UDC.
3. **Impervious Cover.** The UDC allows a maximum of 50 percent impervious cover for MF-1 over the Edwards Aquifer Recharge Zone. The PUD includes language allowing up to 60 percent if a combination of four waivers established in the UDC are invoked. There is also a provision that allows consideration of an alternative waiver mitigation agreed upon with Georgetown Development Engineering Review staff. It further states that impervious cover in the PUD shall not exceed 65 percent.
4. **Parkland.** The PUD establishes the project will pay a fee-in-lieu required, paid at the time the site development permit has been scheduled for the Planning and Zoning Commission.
5. **Use Adjustments.** The PUD limits the uses permitted in the C1 district, primarily uses that may not be compatible with adjacent residential uses as well as residential uses within C1. Fuel stations and similar automobile-oriented uses remain allowed either limited or by SUP consistent with UDC base zoning for C1. The MF-1 area prohibits multifamily detached dwelling units as well as a collection of group living uses.
6. **Vehicular Circulation:** Specific roadway sections are included, with dedication of two major collectors. One of the collectors will be a half-street, pending development of property to the north.

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, and elements related to the PUD have been addressed via correspondence and revisions to result in the proposed PUD documents attached.

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	
1. The application is complete and the information contained within the application is sufficient and correct enough to allow adequate review and final action.	Complies
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.	

ZONING MAP AMENDMENT (REZONING) APPROVAL CRITERIA

2. The zoning change is consistent with the Comprehensive Plan.

Partially
Complies

The consistency with the Comprehensive Plan is evaluated in the following 3 ways: Balance of Land Uses, Density, and use for areas of the Mixed Density Neighborhood and Regional Center future land use designations.

Balance of Land Uses: In reviewing this area as a whole, including Regional Center characteristics Mixed Density Neighborhood characteristics that encompasses the subject property, the requested mix of zoning districts would help achieve a mix of residential and commercial uses (LU.1). The mix of housing types proposed, coupled with Local Commercial uses, supports development of complete neighborhoods across Georgetown with a variety of housing options and neighborhood serving commercial (LU.2 and LU.11). The PUD appears to promote a mixture of housing types and densities across the community using a modified multifamily zoning district to accommodate different housing needs (H.10).

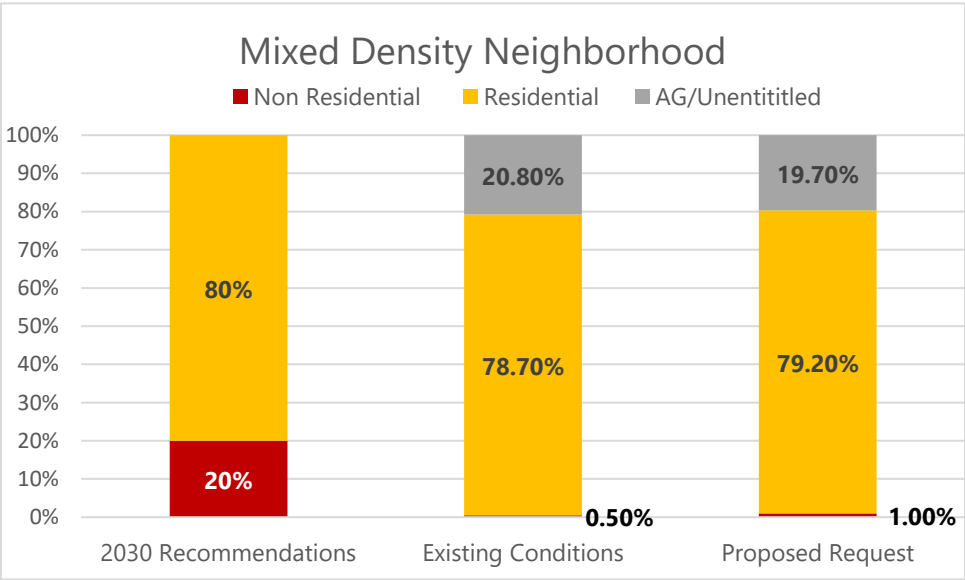
Density: The Mixed Density Neighborhood has a density between 5.1 and 14 units per acre, while Regional Center calls for 18 units per acre or more. The proposed development contains 525 units within the portions identified as low density multifamily, resulting in an average density of 12.2 units an acre. Within this, densities peak at 13 units an acre as the project approaches Maple Street. This density is consistent with the comprehensive plan and considers transitions to adjacent residential single family.

Use: The proposed use of retail, supporting commercial and multi-family is consistent with the intent of the Regional Center and Mixed Density Neighborhood.

- The layout of the PUD follows the node development pattern outlined in the comprehensive plan, providing a transition of high intensity commercial uses out from an intersection of major roadways to less intense commercial and moderate to high density residential uses. Lesser roadways enable moderate to high density residential uses to be integrated within or immediately adjacent to commercial activities. The size of the node is determined major roadways, geographic features, geo-political boundaries and established developments but are generally ¼ to ½ miles from the center.
- Target Ratio: The target ratio for the Mixed Density Neighborhood was evaluated utilizing the following boundaries: the boundaries of the centers located at FM 1460 and SE Inner Loop, Westinghouse and FM 1460 and Westinghouse at Rockride Lane; and the connecting thoroughfares between those centers to the intersection of Sam Houston Ave. and Rockride Lane; approximately 1,182 acres. This area has a substantial portion of ETJ, and is largely zoned Residential Single Family (RS), with small portions of Agriculture (AG) including the subject property, some Low Density Multifamily (MF-1) and a portion of Office (OF). Below is an assessment of the current ratio and ratio under the proposed rezoning request within the Mixed Density Neighborhood Area of the subject property. The overall balance of land uses

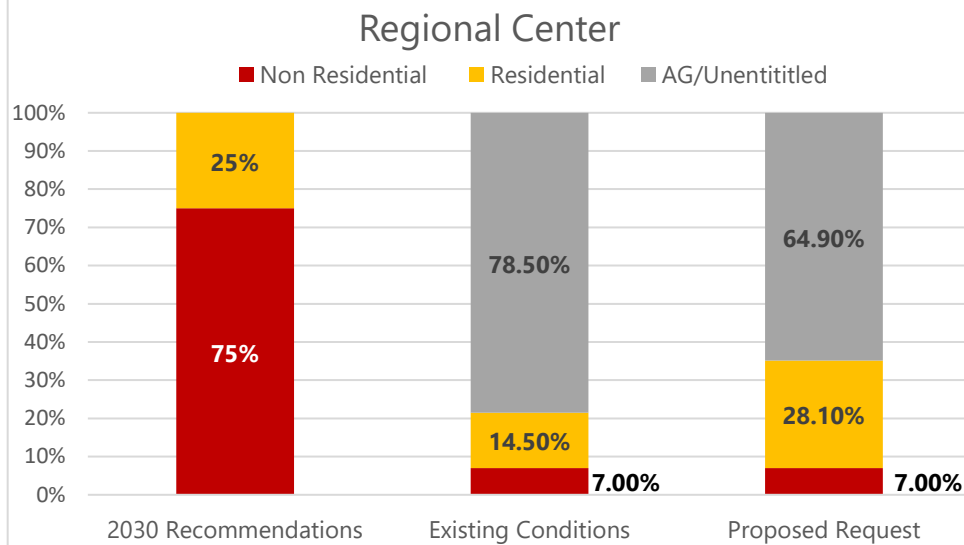
ZONING MAP AMENDMENT (REZONING) APPROVAL CRITERIA

of the PUD overall does bring the area slightly closer to the 2030 recommendation, with a small increase in nonresidential, but the overall area remains below target for nonresidential. In reviewing other undeveloped properties, including some with residential zoning, other parcels may be better positioned from a market standpoint to provide additional nonresidential uses such as near the intersection of Rockride and Sam Houston Avenue, as well as the Sam Houston Ave. frontage and southeast corner of Sam Houston Ave. and Maple Street. Their future development presents opportunities to effectuate a greater change towards the target ratios.



The target ratio for the Regional Center was evaluated utilizing the entire boundary of the Regional Center located at the intersection of FM 1460 and SE Inner Loop. This area has some ETJ, and is largely zoned Agriculture (AG). Some General Commercial (C-3) is present, with similar portions of Residential Single-Family and High Density Multifamily. Below is an assessment of the current ratio and ratio under the proposed rezoning request within the Regional Center Area of the subject property. The overall balance of land uses of the PUD overall causes the total center to exceed the desired target of 25 percent residential, bringing it to 28 percent residential. Since the project does not contain commercial uses within the Regional Center area, the nonresidential proportion does not shift from seven percent. The subject property does not have substantial frontage on SE Inner Loop or FM 1460, limiting its ability to raise the nonresidential ratio. Properties at the northeast, northwest and southeast corners of SE Inner Loop and FM 1460 have greater market potential. Their future development presents opportunities to effectuate a greater change towards the target ratios, though the acreage of residential within the subject property eliminates the potential to reach a full 75 percent nonresidential within this Regional Center without rezoning or redevelopment of other parcels.

ZONING MAP AMENDMENT (REZONING) APPROVAL CRITERIA



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

Partially Complies

The Local Commercial (C1), Low Density Multifamily (MF-1) The subject property is situated in a way that its true frontage is on Maple Street, a major collector. The project accounts for additional major collectors through to connect with FM 1460 and ultimately SE Inner Loop, introducing improved access to neighborhood-serving commercial uses within this project while improving overall connectivity. The adjustments/waivers and potential relaxation of impervious cover present deviations from UDC standards that may not align with healthful development of the City, though this concern could be alleviated by defaulting to UDC language or committing to methods the Development will specifically employ regardless of impervious cover maximum.

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 PUD is using a Low Density Multifamily (MF-1) base district for internal transition as well as transition to the adjacent Residential Single Family (RS). The PUD is not incompatible with the proposed uses of this request or adjacent development. The PUD recognizes this using a less dense product (townhouse format) in the southwestern portion of the property.

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

Partially Complies

The size and requested acreage for each zoning district is sufficient to accommodate any of the uses permitted in the Local Commercial (C-1) and Low Density Multi-Family (MF-1) zoning districts, as modified by the PUD and in compliance with the zoning standards including setbacks, bufferyards, impervious cover, parking and landscaping (with the PUD providing equivalent or better standards). The adjustments and potential relaxation of impervious cover present deviations from UDC standards that do not recognize the sensitivity of the Edwards Aquifer Recharge Zone, though this concern could be alleviated by defaulting to UDC language.

In addition to the rezoning criteria above, staff has reviewed the request and determined that the proposed request complies the criteria and objectives established in UDC Section 3.06.040 for a Planned

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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.	Partially complies
The configuration of the Low-Density Multi-family (MF-1), splitting into “big home” configuration and townhouse configuration, creates a neighborhood in which approximately 29 percent of housing units are in a form of townhouse while the remaining portion is in a small apartment format. Local Commercial (C-1) is located at the corner with reasonable access, though the configuration seems to indicate limited connection between it and the adjacent residential. It is not clear why a PUD is necessary to achieve this outcome, which is otherwise possible using base zoning only. The purpose appears to be to provide certainty regarding the built form of multifamily based on adjacency to RS. The project does not substantially advance progress towards the target ratios of land use for the Regional Center or the Mixed Density Neighborhood.	
2. An orderly and creative arrangement of all land uses with respect to each other and to the entire community.	Partially complies
The proposed PUD allows for the most intense uses, including commercial and the denser portion of the MF-1 product, to be located along the Maple Street corridor. The split in styles within the MF-1 area introduces some creativity, but still in an orderly manner. While the layout of the PUD follows the node development pattern outlined in the comprehensive plan to create transitions between commercial and less dense residential development, it remains unclear why a PUD is necessary to achieve this outcome. The intent seems to be providing certainty regarding the built form due to adjacency to RS zoning. The lack of clear connection between residential portions of the project and the commercial portion in a way that fosters the benefits of a mixed-use environment as envisioned by the Regional Center is not clear, with them being walled-off from one another.	
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.	Partially complies
The proposed PUD envisions some looped trails within Areas B and C, with entry points to the adjacent major collectors planned with the project. The major collectors are standard, with limited enhancement for pedestrians and only 4-foot bicycle lanes. The anticipated connections to the major collectors do not align across to one another, which limits the ability to implement enhanced pedestrian features like raised mid-block crosswalks. The proposed PUD does account for the thoroughfare plan and adjust the alignments to fit the land. It is unclear why a PUD is necessary to achieve the proposed transportation system.	
4. The provisions of cultural or recreational facilities for all segments of the community.	Does not comply
The PUD provides direction to pay fee-in-lieu for dedication and development of parks, consistent with the UDC, though it appears specific timing of payment is a consideration. A trail connection through LaConterra could have been continued and potentially linked to the Local Commercial (C-1) to promote walkability but was not. A PUD does not appear necessary to achieve the outcome proposed for the subject property. The presence of trees along the fence line and within the southeast portion of the site does not appear to have been a consideration. This could be enhanced	

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PLANNED UNIT DEVELOPMENT (PUD) APPROVAL CRITERIA	
by including language to allow flexibility in geometries to accommodate large trees, etc.	
5. The location of general building envelopes to take maximum advantage of the natural and manmade environment.	Partially complies
The location of Local Commercial (C-1) near the Maple Street and Sam Houston Avenue intersection recognizes the manmade environment. It appears the southern portion with heavier tree cover was not significantly factored in PUD standards. It is not clear how the PUD advances this significantly beyond what the proposed base zoning would accomplish.	
6. The staging of development in a manner which can be accommodated by the timely provision of public utilities, facilities, and services.	Complies
Specific throttling or phasing of development within the PUD is not discussed but is understood to be unnecessary given the proximity to public utilities, facilities and services.	

Based on the findings listed above, the requested zoning districts are found to be appropriate for the subject property and area. The development presents a reasonable outcome, although it does not significantly advance progress towards target ratios in either the Regional Center or Mixed-Density Neighborhood. The proposed addition of the subject property to a PUD is less clear in terms of necessity. It is not clear how the PUD is achieving a substantially higher quality development than could otherwise be achieved through straight zoning beyond limiting the low-density multifamily to specific forms.

Meetings Schedule

June 21, 2022 – Planning and Zoning Commission
July 12, 2022 – City Council First Reading of the Ordinance
July 26, 2022 – City Council Second Reading of the Ordinance

Public Notification

64 property owners were notified. To date, staff has received 0 written comments in favor, and 0 in opposition to the request.

Attachments

Exhibit 1 – Location Map
Exhibit 2 – Future Land Use Map
Exhibit 3 – Zoning Map
Exhibit 4– Letter of Intent
Exhibit 5 – PUD Development Plan