

Staff Analysis

S22-0002 / Pathway Woodrow Lane Multifamily

City Council District #1

REQUEST:

A Specific Use Permit (SUP) for a multifamily use.

SITE DATA:

The site is an 11.891-acre parcel carved out of a larger 77.8-acre tract located on the east side of Woodrow Lane, approximately 1,365 feet south of East McKinney Street. Currently undeveloped, the subject property includes tree canopy disbursed throughout the site and a confirmed Riparian Buffer Environmentally Sensitive Area (ESA) along the east boundary. Several utility easements cross the property, including existing electric lines running east and west which will require relocation by the developer.

Property to the north of the site is developed with a variety of commercial and higher-density uses. South and east of the subject site is undeveloped, but the existing zoning pattern would permit adjacent commercial development or multi-family development with an SUP with lower density residential uses further east.

SURROUNDING ZONING AND USES:

Northwest: Zoning: SC Use: Commercial (service and office) and Multifamily	North: Zoning: SC Use: Multifamily	Northeast: Zoning: Public Facilities (PF) Use: Park
West: Zoning: SC Use: Commercial (retail and service) and County operations	SUBJECT PROPERTY	East: Zoning: SC and Residential 2 (R2) Use: Undeveloped
Southwest: Zoning: PF Use: Community Service	South: Zoning: SC Use: Undeveloped	Southeast: Zoning: SC and Residential 4 (R4) Use: Undeveloped

CONSIDERATIONS:

A. Section 2.4.5.E of the DDC provides approval criteria applicable to all applications.

1. *General Criteria*

a. *Unless otherwise specified in this DDC, City review and decision-making bodies must review all development applications submitted pursuant to this subchapter for compliance with the general review criteria stated below.*

The review criteria were applied as required.

b. *The application may also be subject to additional review criteria specific to the type of application, as set forth in Sections 2.5 through 2.9.*

Section 2.5.2.D of the DDC applies to this SUP request. An analysis of this request per those criteria can be found below in Consideration B.

- c. *If there is a conflict between the general review criteria in this section and the specific review criteria in sections 2.5 through 2.9, the applicable review criteria in sections 2.5 through 2.9 controls.*

There are no conflicts between the general criteria and the criteria specific for Specific Use Permit requests.

2. *Prior Approvals*

There have been no prior approvals related to this development.

3. *Consistent with the Comprehensive Plan and Other Applicable Plans*

The decision-making authority:

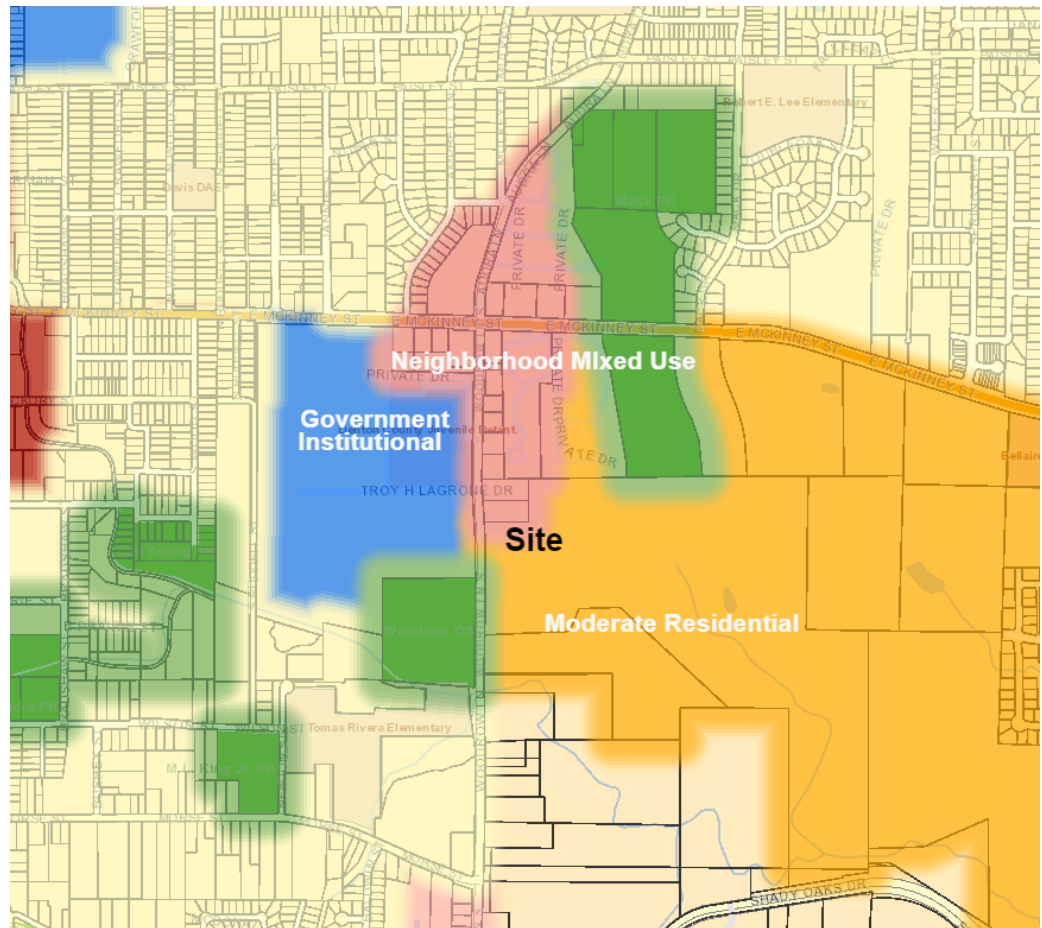
- a. *Shall weigh competing goals, policies, and strategies.*

There are no competing goals, policies, and strategies with this project.

- b. *May approve an application that furthers the overall goals of the Comprehensive Plan even if the development does not match the future land use designation in the Comprehensive Plan.*

Future Land Use

Per the Denton 2040 Comprehensive Plan Future Land Use Map (FLUM), the subject property has a designation of Moderate Residential. This land use applies to areas within the central areas of Denton and transition areas between established single-family neighborhoods and mixed-use or commercial areas that can accommodate greater density, or adjacent to key corridors.

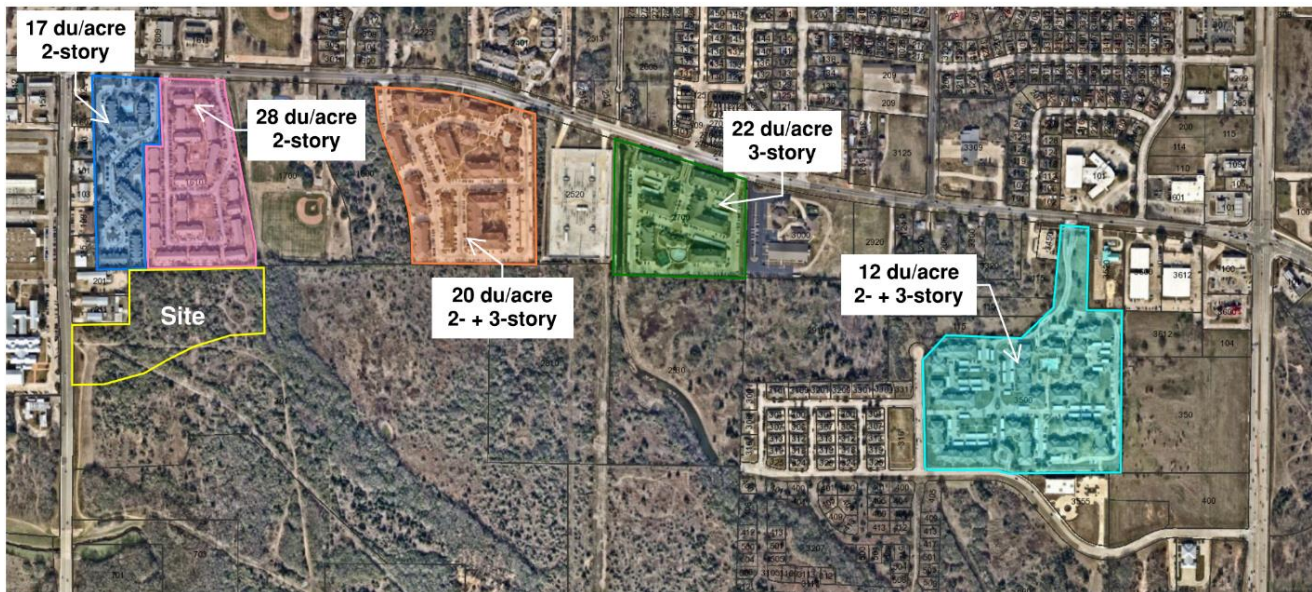


Denton Plan 2040 Future Land Use Map

The FLUM shown above illustrates how Future Land Use Designations can be arranged to provide for a compatible mix of uses and appropriate transitions from areas of high intensity to areas of lower intensity: The Government/Institutional regional employment center is located west of the subject site (area in blue), which is served by commercial and service uses in the Neighborhood Mixed Use area centered at the intersection of McKinney Street and Woodrow Lane (area in pink). Adjacent to the Neighborhood Mixed Use, the desired land uses transition into Moderate Density Residential. Further out, Low Density Residential (area in yellow) becomes the predominant land use pattern, allowing a gradual reduction in development scale from west to east.

Dwellings can vary in scale and style, but typical development in Moderate Density Residential includes compact single-family neighborhoods, low-rise multifamily, and townhomes with a density ranging from 5 to 12 dwellings per acre. Future infill development should maintain a scale, style, and building orientation to complement the prevailing character of its surroundings.

While the proposal's density of 24 dwellings per acre is greater than generally intended for Moderate Residential, the proposal's adjacency to a Secondary Arterial near a regional employment center and supporting commercial uses suggests that the additional densities are appropriate in this instance. A review of the surrounding area indicates the density, scale, and design of the nearby multifamily developments is generally consistent with the proposed project:



Comparison of surrounding multifamily densities.

Furthermore, the proposal is consistent with the FLUM in use, development scale, and design:

- **Use:** The proposal is a residential use with onsite amenities typically found in moderate-density neighborhoods and multifamily developments, including a clubhouse, playground, common seating areas, a dog park, and passive open space.

- **Development Scale:** The site plan and landscape plan reflect six 3-story residential buildings with a clubhouse and surface parking whose total footprint is about 23 percent of the lot area. This proposed development pattern is compatible with the existing built environment along Woodrow Lane, which includes one- and two-story buildings with surface parking.
- **Design:** The proposal is consistent with Urban Design Principles in Table 4.1, including accessibility for pedestrians within the site, pedestrian connectivity to the surrounding public sidewalk network, legible building orientation which defines the public right-of-way and provides logical movement through the site, parking location and design that minimizes the visual impacts from adjacent streets, building elevations provide patios and balconies, wall sconces create visual interest with light and shadows, and landscaping highlights building entrances and enhances shared spaces.

Population Projections

According to Denton 2040 Comprehensive Plan, the City’s population is projected to increase from 139,869 residents in 2020 to 229,192 residents in 2040, requiring the addition of 37,094 total housing units (Table 1.2). Under current growth trends, this will result in 11,239 additional multifamily dwelling units.

The proposed development is consistent with the overall need for additional housing and as a site near the urban core served by existing roadway and utility networks, it further supports the City’s vision of, “A compact development pattern which includes expanded areas of mixed use, a broad array of housing and retail choices responding to changing demographics and market preferences, and re-investment and infill in underutilized areas of the City.”

Preferred Land Preservation Plan

The Riparian Buffer ESA located along the subject property’s eastern boundary is identified as “potential to be preserved” on the Preferred Land Preservation Plan. The proposed site plan and landscape plan associated with the request delineate this area and do not include any impacts, leaving the ESA in its natural state, consistent with the Plan.

Housing

Denton 2040 Comprehensive Plan acknowledges that, “With housing demand expected to increase over the next five years, providing diverse housing options in a variety of densities, styles, and price-points is critical to increasing the affordability of housing in Denton.” The proposed development is consistent with the housing goals within the City, including the following:

- **Goal HN-1:** Develop and maintain a housing stock that meets the needs of all residents with a diverse array of choices in type, cost, and location.
- **Policy 7.2:** Expand the availability of affordable housing choices for community members most in need of housing, including those with low incomes and special needs.

4. Compliance with this DDC

- a. The proposed development shall comply with all applicable standards in this DDC, unless the standard is to be lawfully modified.*

This request complies with all applicable standards for development in the DDC. All subsequent development on this site will comply with all applicable standards in the DDC and with the SUP ordinance and any approved conditions.

- b. *Compliance with these standards is applied at the level of detail required for the subject submittal.*

The review associated with an SUP submittal typically requires a detailed Planning analysis of the proposal to ensure conformance with the development standards specific to the zoning district and multi-family development standards, including bulk and dimensions, parking, landscaping, and site design. Planning also assesses the surrounding uses, development patterns, and neighborhood character to determine general compatibility of the use and specific design elements which could increase the compatibility.

Other departments (Engineering, Solid Waste, Denton Municipal Electric, and Fire) reviewed the proposal for conceptual conformance with the design standards for public facilities and safety. Pending approval of this SUP, additional review for full compliance with the DDC will also take place at submittal of the plat, civil engineering plan, and building permit applications.

5. *Compliance with Other Applicable Regulations*

The site plan and landscape plan indicate that the proposal complies with the 2019 DDC. As noted above, during review of the required preliminary plat, final plat, civil engineering plans, and permits compliance with all other City regulations and criteria manuals for roadway, utility, drainage improvements, and building/fire safety will be assessed.

6. *Consistent with Interlocal and Development Agreements*

There are no interlocal or development agreements for the subject site.

7. *Minimizes Adverse Environmental Impacts*

Development of the site will require conformance with the Tree Preservation Requirements in the DDC Section 7.7.4.

Additionally, the proposed plan does not include any disturbance of the ESA along the east property boundary. The proposed Landscape Plan depicts the limits of the ESA with preserved tree stands and medium-canopy trees planted along the boundary.

8. *Minimizes Adverse Impacts on surrounding Property*

The subject property has a zoning designation of SC District, which is consistent with the immediate surrounding property, including the developed commercial and multi-family uses to the north of the site and the undeveloped property to the south and east. Staff anticipates that any area development or redevelopment would conform with the permitted uses and development scale within the SC District, indicating compatible designs and activities.

9. *Minimizes Adverse Fiscal Impacts*

The proposal is not expected to have an adverse fiscal impact. Any infrastructure improvements needed to serve this site will be the responsibility of the developer.

10. *Compliance with Utility, Service, and Improvement Standards*

This proposed SUP for a multifamily use will not affect the necessity for this site to comply with utility, service, and improvement standards. The proposed development will be reviewed through the platting and civil engineering plan processes to ensure compliance with all applicable standards.

11. *Provides Adequate Road Systems*

The subject property is located on the east side of Woodrow Lane, an existing Secondary Arterial constructed as a four-lane roadway with a continuous left-hand turn lane. Along the property’s south boundary, the 2022 Mobility Plan shows the future alignment of Duchess Drive, a Collector roadway which, when complete, will provide an east/west connection between Woodrow Lane and Loop 288. The proposed development includes 65 feet of right-of-way dedication, design, and construction of Duchess Drive from Woodrow Lane to the subject property’s east property line. This will include two vehicular travel lanes, a continuous left-hand turn lane, and a 10-foot shared-use pathway along the north side of the road, connecting to the existing sidewalk along Woodrow Lane.

Due to the number of trips generated by the request, the applicant submitted a Traffic Impact Analysis (TIA), which included existing traffic volumes, proposed traffic distribution, and potential development-related impacts for review and approval.

Land Use	Size	Weekday Trips	AM/PM Peak
Proposed Multifamily	285 Units	1,902	111/143

According to the study reviewed and approved by Staff, the traffic generated by the proposal is predicted to have minimal impact on the study intersections (Bell Avenue and McKinney Street, Woodrow Lane and McKinney Street, Woodrow Lane and Shady Oaks Drive, Woodrow Lane and Spencer Road). The TIA recommended a northbound right turn lane on Woodrow Lane as part of the construction of Duchess Drive.

Roadway impact fees will be assessed at the time of development. They are determined using a proportionality calculation based on the number of dwelling units and projected vehicle trips and used to make roadway system improvements related to the Mobility Plan.

12. *Provides Adequate Public Services and Facilities*

This proposed SUP will not affect the necessity for this site to comply with utility, service, and improvement standards. When the site is developed, it will be reviewed to ensure compliance with all applicable standards.

The details of these improvements will be reviewed during the platting and civil engineering phase—at that time the plans will be reviewed to ensure compliance with all applicable standards. However, the following analysis provides more detail regarding the public facilities that will be required to support the development.

Water and Wastewater

As part of the development of the site, a 12-inch water line will connect to the existing 20-inch line located in Woodrow Lane and extend to the property’s east boundary within the proposed Duchess Drive. Water to serve the site will connect to this 12-inch line and loop throughout the development. An 8-inch sanitary sewer line must also be extended within the proposed Duchess Drive.

Pedestrian Facilities

Internal pedestrian connectivity allows for circulation throughout the site, connecting the buildings, parking areas, and amenities. The proposal also includes a 10-foot sidepath along the north side of the proposed Duchess Drive to accommodate

pedestrians and bicycles. The internal circulation will connect to the public sidewalk with three connections disbursed along the west and south property lines.

Parks

The Parks Department has begun the planning for a future 10-foot trail west of Woodrow Lane to connect Fred Moore Park, Carl Young Park, and Woodrow Open Space with a linear concrete trail as part of the City's larger trail plans. This is a Capital Improvement Project with an anticipated completion of January 2023. The Parks, Recreation, and Trails Master Plan recommends an additional trail section which runs south of the subject property along the north side of Shady Oaks, nested in a floodplain and an ESA (see map below, shown with a purple dashed line). As the area continues to develop, coordination with property owners will be necessary to design the recommended trail with additional connections to the Mack Park to the north.

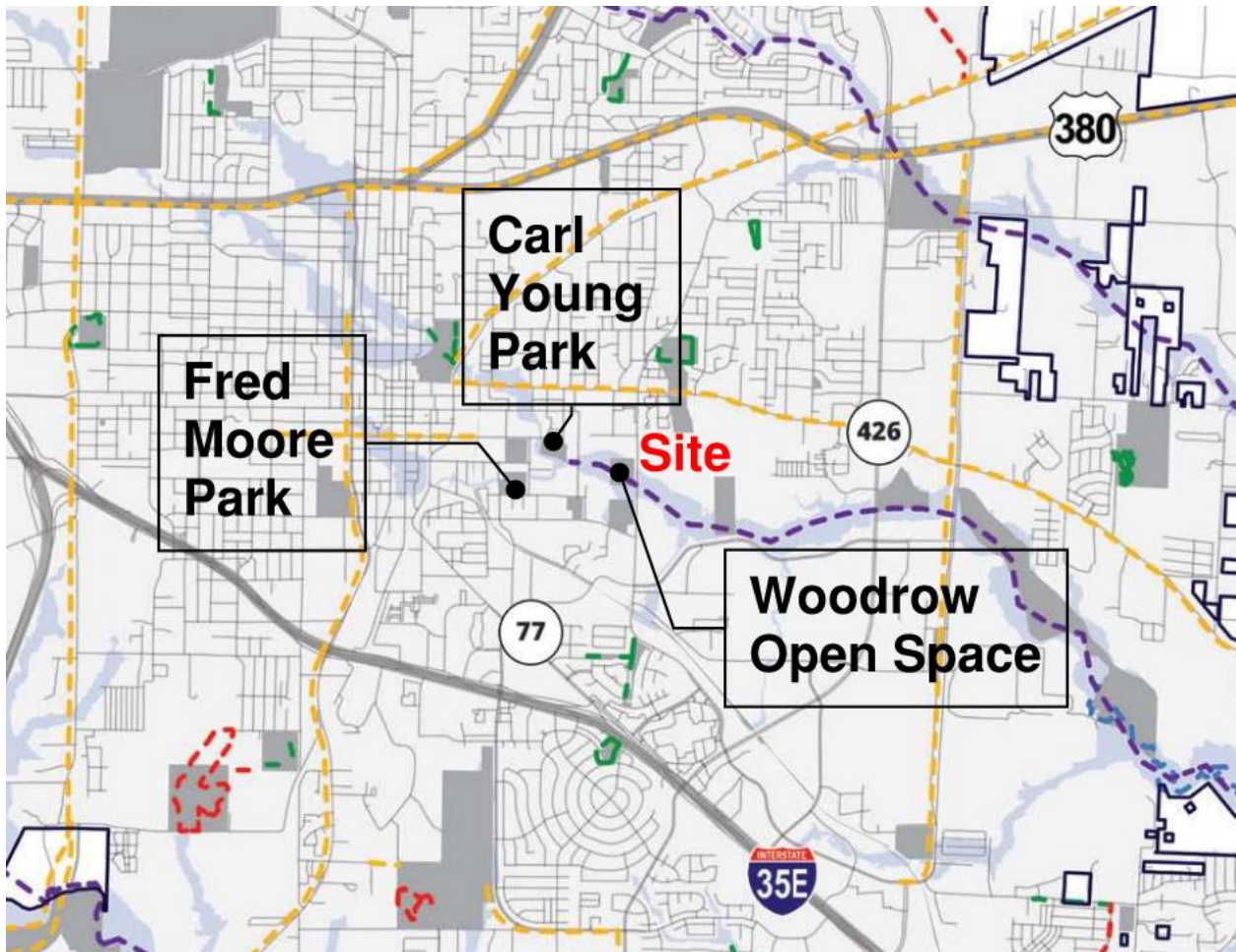


Figure 6.6, Trail Recommendations, in the The Parks, Recreation, and Trails Master Plan

The subject site is just east of Woodrow Open Space and southwest of Mack Park. Woodrow Open Space is currently undeveloped, and area pedestrian connections are limited:

- **Woodrow Open Space:** Woodrow Lane is constructed with a continuous sidewalk along both sides; however, signalized crossings are limited, so pedestrians must either travel north to the East McKinney intersection or south to the Shady Oaks intersection to safely cross the street. However, future area trail improvements are desired to provide a safe mid-block crossing near the subject site.

- **Mack Park:** Due to the current park development (including fencing, dense tree stand, lack of an improved pathway, and a drainage facility), a logical pedestrian connection to the park from the subject site is not feasible. However, future development will provide opportunities for north/south pedestrian connections to Mack Park.

Due to the existing pedestrian conditions, both parks would require access via vehicle rather than by foot. While there are multiple recreational opportunities in the area within a short drive, the subject property is not within a 10-minute walk to a park. However, the developer is proposing multiple amenities within the development to provide recreational opportunities for residents. This includes a pool area, a dog park area, and a playground.

Additionally, in order to provide for adequate parks, all residential developments must provide the following:

- Dedicated park land or fees paid in lieu of dedication. Dedication fees are assessed prior to the filing of the plat and are based upon a formula that follows the standard of two and one-half acres of park land per one thousand population.
- Park development fee. A park development fee of \$187.00 for each multi-family dwelling is required with every building permit.

Schools

Per the Denton Independent School District's student generation formula, the proposal would generate approximately 86 elementary students, 31 middle school students, and 46 high school students. The proposed development is located within the attendance zone of Rivera Elementary School, Myers Middle School, and Ryan High School.

Nearest Fire Station

The subject property is approximately 1.48 miles from Fire Station #2 (110 Mockingbird Lane) and approximately 1.6 miles from Fire Station #1 (332 E Hickory Street). The subject property is within the eight minutes or less response time boundary from either fire station.

13. Rational Phasing Plan

The multi-family development would be developed as a single phase.

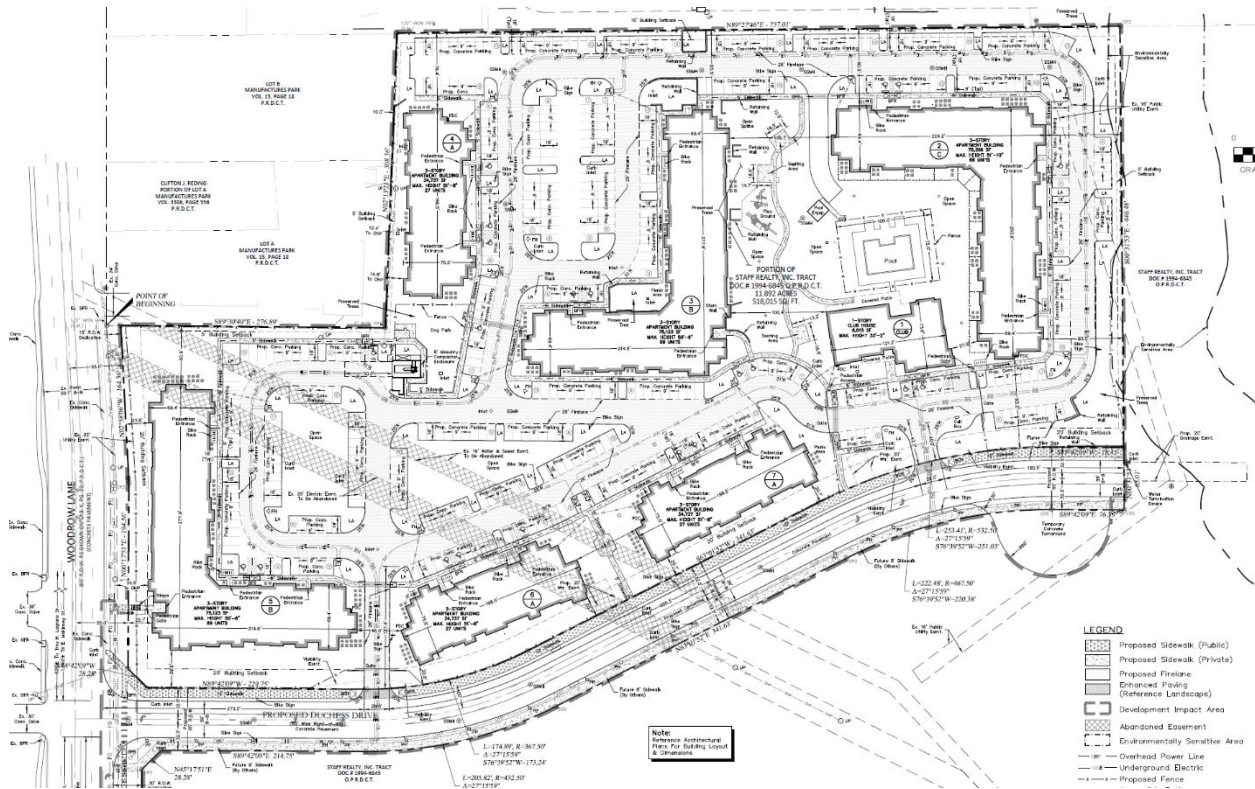
- B. Section 2.5.2.D of the DDC states that an application for a SUP may be approved based on whether:

1. *The specific use proposed is compatible with the surrounding area.*

The subject property is located along a Secondary Arterial, neighboring a regional employment/activity node (Denton County facilities) and a commercial intersection. Multifamily is compatible with these uses, as it provides necessary housing to support the surrounding development, contributing to the mixed-use nature of the area.

Since there are existing multifamily developments north of the subject site, the proposal will not introduce new uses or activities to the area. The design, density, and development scale of the proposal is consistent with these neighboring properties. As noted above, the surrounding densities range from 12 dwellings per acre to the east of the site to 28 dwellings per acre in the abutting property to the north. The requested density of 24 dwellings per acre fits within the established range and would not be incompatible. Furthermore, the

garden-style building arrangement, 3-story heights, and onsite amenities are consistent with the adjacent development pattern.



2. *The specific use proposed has minimal impacts on future development in the area.*

The proposed use would not introduce any new or incompatible activities to the area, as properties to the north of the subject site are currently developed with multifamily uses. Additionally, given that the surrounding zoning pattern corresponds to the site's SC District, Staff anticipates that any future development or redevelopment would be compatible with the proposed use and development scale.

3. *The specific use proposed meets all other standards of the DDC and all other applicable city codes.*

The proposed multi-family use meets all applicable requirements in the DDC and other city codes. The proposed development will be reviewed through the platting and civil engineering plan processes to ensure compliance with the City's subdivision and infrastructure standards.

4. *Any impacts associated with access, traffic, emergency services, utilities, parking, refuse area, noise, glare and odor have been adequately mitigated.*

The proposed use is not anticipated to generate negative impacts for the following:

- **Access:** Two driveways will connect to the proposed Duchess Drive; no driveways will connect to Woodrow Lane. Three sidewalk connections to perimeter public sidewalks (with pedestrian gates) allow for additional modes of travel.
- **Traffic:** As discussed above, the approved TIA indicates that the proposal is predicted to have minimum impact to area traffic.
- **Emergency Services:** The site plan allows for adequate emergency access.
- **Utilities:** Utility extensions will be required as part of site development, and no negative capacity impacts have been identified.

- **Parking:** On-street parking will not be permitted on Woodrow Lane or Duchess Drive. Although the proposed plan includes a 150-space parking reduction as allowed for affordable housing projects in accordance with DDC Section 7.9.5E., due to the site's location, staff does not anticipate that the parking for the proposed development will impact any existing neighborhoods.
- **Refuse, noise, glare, and odor:** The proposal is not anticipated to create negative impacts related to noise, glare, and odor. Adequate refuse facilities are required to be provided for the development and are reflected on the site plan.

5. *The use is in conformance with the Comprehensive Plan and any other adopted plans.*

The proposal is consistent with the Future Land Use designation and the goals of the Denton Plan 2040 as discussed in A3.

6. *The use adversely impacts the health, safety, and welfare of the inhabitants of the area and the City of Denton.*

The multi-family use is not expected to adversely affect the health, safety, and welfare of the inhabitants of the area and the City of Denton.