



City of Denton

City Hall
215 E. McKinney Street
Denton, Texas
www.cityofdenton.com

AGENDA INFORMATION SHEET

DEPARTMENT: Department of Development Services

DCM: Cassey Ogden

DATE: September 16, 2025

SUBJECT

Hold a public hearing and consider adoption of an ordinance of the City of Denton, Texas, regarding a City-initiated Comprehensive Plan Amendment to modify the Thoroughfare Map of the 2022 Mobility Plan, including but not limited to modifications to the functional classification of Eagle Drive between North Texas Blvd to South Carroll Blvd, Welch Street between Eagle Drive to West Oak Street, and Avenue A between Highway I-35E and Eagle Drive from Secondary Arterial to Collector. The general area of change is located south and east of the University of North Texas in the City of Denton, Denton County, Texas; adopting an amendment to the City's official mobility plan; providing for a penalty in the maximum amount of \$2,000.00 for violations thereof; providing a severability clause and an effective date. The Planning and Zoning Commission voted 5-0 to recommend approval of the request. Motion for approval by Commissioner Riggs and seconded by Commissioner Dyer. (MPA24-0003, Eagle Drive, Avenue A, & Welch, Sahar Esfandiyari). <https://dentontx.new.swagit.com/videos/352450?ts=5318>

BACKGROUND

The request is for a city-initiated Mobility Plan Amendment to modify the Thoroughfare Map by lowering the functional classification of Eagle Drive (from North Texas Blvd to South Carroll Blvd), Welch Street (from Eagle Drive to West Oak Street), and Avenue A (from Highway I-35E to Eagle Drive) from Secondary Arterial to Collector. This amendment aims to “right-size” these roads to accommodate the appropriate modes of travel and vehicle capacity, ensuring safe access for pedestrians, cyclists, and drivers while acknowledging existing developed conditions. With the adoption of the 2022 Mobility Plan, the functional classification of Welch Street and Avenue A was increased from Collectors to Secondary Arterials, with the intention being to acknowledge the need for potential improvements to these roadways to move traffic through the area around the University of North Texas. However, recent development applications in the area have brought to light the significant implications that a 110-foot wide right-of-way width would have in this already developed part of the city. After further analysis, staff has determined that the necessary mobility infrastructure can be achieved within the narrower 65-foot Collector right-of-way width and create less disturbance for surrounding properties for these sections of Welch Street, Avenue A, and Eagle Drive

Mobility Plan

The Mobility Plan is a component of the Denton 2040 Comprehensive Plan which establishes the future roadway, pedestrian, and bicycle networks to ensure adequate connectivity and efficient movement. Like the Comprehensive Plan's Future Land Use Designations, the Mobility Plan is not intended to provide detailed drawings and plans; rather, it is intended to provide broad policies and general street alignments

which are further refined either as part of a development project or a capital improvement project. Essentially, the Mobility Plan is the first step to:

- Inform the public and property owners of the general location of future roadways so that they can be incorporated into any development proposal.
- Guide transportation investments by outlining the community's vision for future connection points, policy directives, and mobility goals.
- Ensure the City's plans coordinate with TxDOT and the County transportation initiatives.

The Mobility Plan has three major elements: it determines roadway alignments with the Thoroughfare Map (location, connection points), it determines the needed right-of-way (width of the road), and it develops the roadway design standards (the types of road classifications). In order to stay relevant, the plan should be modified and updated regularly, either in response to a specific concern or as part of the City's comprehensive planning efforts.

Roadway Classifications

The City currently defines a variety of roadway classifications: Primary Arterial, Secondary Arterial, Major Collector, Collector, and Residential Street (descriptions shown below and attached as Exhibit 4). Transportation networks are designed to distribute traffic among these types of roadways as a defined hierarchy: neighborhood streets connect to collectors, collectors connect to arterials, and arterials connect to freeways, with each subsequent roadway type allowing for higher speeds and capacity. Each roadway classification is established based upon the expected fully developed traffic volumes and requires standard right-of-way dedication and geometric street sections for sidewalks, vehicular travel lanes, parking, etc.

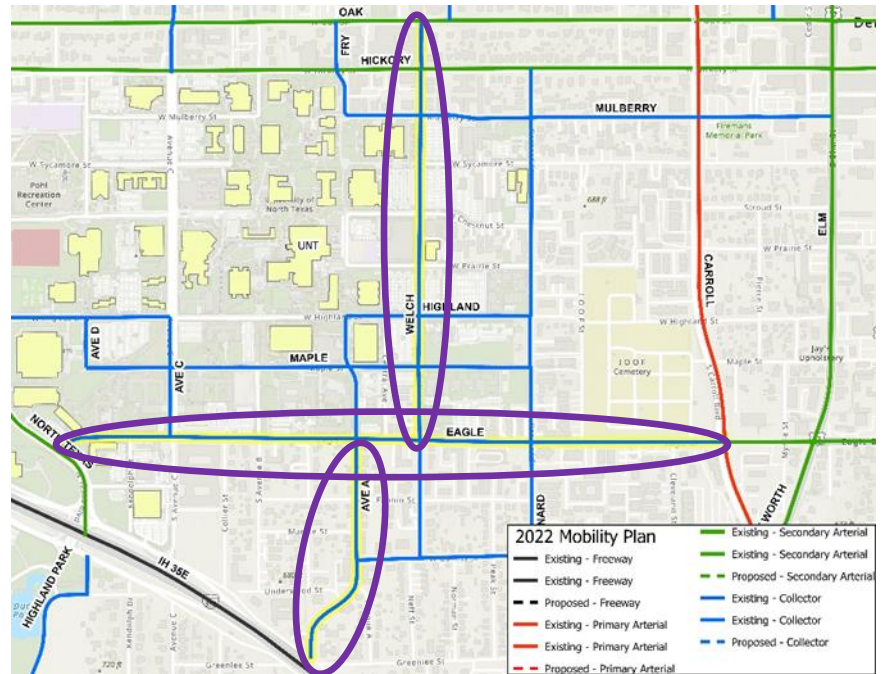
| | |
|---------------------------|---|
| Residential | Associated with residential development within an urban and/or suburban environment. 55 feet of total ROW <i>Typical speeds: 25 – 30 mph</i> |
| Collector | Collects traffic from residential streets and local commercial and industrial streets and connects to Arterials. 65 feet of total ROW <i>Typical speeds: 30 – 35 mph</i> |
| Major Collector | Collects traffic from residential streets and local commercial and industrial streets and connects to Arterials. Provides for greater pedestrian and bicycle connectivity. 110 feet of total ROW <i>Anticipated speed: 35 mph</i> |
| Secondary Arterial | Major routes throughout the city. The number of driveway connections are limited to reduce friction and allow traffic to flow. 110 feet of total ROW <i>Typical speeds: 35 – 40 mph</i> |
| Primary Arterial | Major routes throughout the city and county. The number of driveway connections are limited to reduce friction and allow traffic to flow. 135 feet of total ROW <i>Typical speeds: 40 – 45 mph</i> |

[continued on next page]

Existing Conditions

There are three target roads for this proposed amendment. The current status of these roads is described below, and the proposed changes follow under the “Proposal” section.

Eagle Drive, a two-way east-west road, stretches from South Bell Avenue/Dallas Drive to North Texas Boulevard, with the studied section between South Carroll Boulevard and North Texas Boulevard. The north side features University of North Texas (UNT) campus buildings, student housing, and the IOOF Cemetery, while the south side consists of standalone and integrated residential and commercial uses. The road is about 55-65 feet wide, with one lane in each direction, a two-way left turn lane, and bike lanes. The speed limit is 30 mph. Eagle Drive serves as a significant corridor into Denton, attracting substantial vehicular and pedestrian traffic due to commercial offerings among students. The proximity of residential units and parking lots leads to heavy foot traffic accessing UNT facilities.



Welch Street, runs north-south between West Oak Street and West Collins Street, within the UNT campus, with varying lane configurations throughout the study area. The right-of-way width ranges from 45 to 65 feet, and the speed limit is set at 20 mph. The street accommodates multiple student residential apartments, Greek life houses, and clinical outreach facilities. Approximately ten surface parking lots further increase pedestrian activity as students navigate to campus buildings. The combination of diverse land uses and high vehicular traffic brings safety challenges.

Avenue A, a north-south road between West Highland Street and I-35E, is classified as a Secondary Arterial in the study segment south of Eagle Drive. It features a right-of-way width of about 50-65 feet, with two travel lanes in each direction and a speed limit of 30 mph. As the primary southern exit for the UNT campus, Avenue A includes a mix of residential and commercial developments on both sides, contributing to its vibrant character.

Comprehensive Plan 2024

With the adoption of the 2022 Mobility Plan the target roads (Eagle Drive, Welch Street, and Avenue A) are identified as Secondary Arterial and require 110 feet of total ROW width. According to the Denton 2040 Comprehensive Plan Future Land Use Map, this area is identified as a Neighborhood/University Compatibility area. The existing development pattern is characterized by predominantly single-family neighborhoods and multifamily developments surrounding university and commercial buildings with a few vacant parcels planned for the additional facilities, commercial uses, and student housing needed to support the projected increase in university enrollment. This land use designation is intended to create compatible form and land uses for the areas that serve both the universities and the established neighborhoods around them.

Proposal

This proposed Mobility Plan Amendment would modify the Thoroughfare Map by changing the functional classification of Eagle Drive (between North Texas Blvd to South Carroll Blvd), Welch Street (between Eagle Drive to West Oak Street), and Avenue A (between Highway I-35E to Eagle Drive) from Secondary Arterial to Collector. The reasons are:

- Enhance safety for pedestrians, cyclists, and motorists by reducing the speed limit in and around UNT to between 30 and 35 mph.
- The close proximity of the target roads to commercial units, educational institutions, and residential buildings enhances traffic movement and connectivity, making them more suitable as Collectors rather than Arterials.
- The target roads are located in fully developed areas, with most adjacent properties owned by UNT or the State. By reclassifying these roads as Collectors, the City can maintain their current widths.

The following chart shows the characteristics of the Secondary Arterial and the Collector road classification.

| Street Class | Definition | Context | ROW | Lanes | Target Speed | Volume Capacity |
|--------------------|--|----------|------|-------|--------------|-----------------|
| Secondary Arterial | Primarily owned by City Serves citywide traffic Moderate levels of traffic Incorporates other modes of travel | Standard | 110' | 4 | 35 - 40 mph | 29,000 |
| Collector | Owned and maintained by City Serves neighborhood traffic Low levels of traffic | Standard | 65' | 2 | 30 - 35 mph | 11,500 |

As an element of the Comprehensive Plan, amendments to the City's Mobility Plan follow the procedures for Comprehensive Plan Amendments in the 2019 Denton Development Code (DDC) Section 2.7.1.

A full Staff Analysis is provided in Exhibit 2.

PLANNING AND ZONING COMMISSION

The Planning and Zoning Commission held a public hearing for the request at their August 13, 2025, meeting. Staff presented the proposed Mobility Plan Amendment and analysis. Commissioner Riggs inquired whether the transition from Secondary Arterial to Collector would lead to any traffic movement issues or affect the level of service. In response, staff indicated that due to the proximity of these roads to the UNT campus and the heavy pedestrian activity in the area, the intention is to slow down traffic to enhance safety for all road users. Also, the traffic volume data provided by the City Traffic Engineer indicates that the target roads have sufficient capacity to function as a collector. Chair Pruett also questioned why the roadway functional classification was changed from Collector to Secondary Arterial back in 2022 when Mobility Plan was approved, and why the amendment now requests a reclassification back to Collector. Staff explained that changes in the area, increasing developments, and the need to prioritize safety have led to this request. Commissioner McDuff expressed support for the amendment, noting that it acknowledges the complexity of traffic around the university community and the needs of pedestrians.

At the close of the public hearing, the Planning and Zoning Commission voted to recommend approval of the request (5-0).

OPTIONS

1. Approve
2. Approve, Subject to Conditions.
3. Deny
4. Postpone Item.

RECOMMENDATION

The Planning and Zoning Commission recommended approval of the proposal (5-0).

Staff recommended approval of the proposal as it complies with the criteria in Section 2.4.5.E of the Denton Development Code (DDC) for approval of all applications and Section 2.7.1.D of the DDC for approval of a Comprehensive Plan Amendment.

PUBLIC OUTREACH:

Six (6) signs were posted in the study area, and one hundred ninety (190) notices were sent to property owners within 200 feet of the conceptual roadway alignment. Three hundred fifty (350) notices were sent to physical addresses within 500 feet of the conceptual roadway alignment. As of the writing of this report, staff received 1 response in favor of this request.

A notice was published in the Denton Record Chronicle on August 2, 2025.

A notice was published on the City's website on August 1, 2025.

Six (6) signs were posted in the study area on July 14, 2025.

Staff held an in-person community meeting at UNT on Tuesday, March 25, 2025, with 14 members of the public in attendance, and a virtual meeting on Wednesday, March 26, 2025, via Zoom with 2 members of the public in attendance to discuss the amendment and received community's feedback. During the meeting, members of the public expressed general support for the proposed amendment and suggested improvements they would like to see within these corridors in the future like wider sidewalks for improved pedestrian mobility.

PRIOR ACTION/REVIEW (Council, Boards, Commissions)

| Date | Council, Board, Commission | Request | Action |
|-------------------|----------------------------|--|--|
| December 15, 1998 | City Council | Mobility Plan | Resolution R98-065 replaced 1988 Thoroughfare Plan |
| December 7, 1999 | City Council | The Denton Plan 1999-2020 (Comprehensive Plan) | Approved (99-439) |
| January 16, 2001 | City Council | Mobility Plan Amendment | Approved (2001-036) |
| January 8, 2002 | City Council | Mobility Plan Amendment | Approved (2002-022) |
| February 3, 2004 | City Council | Mobility Plan Amendment | Approved (2004-034) |

| | | | |
|--------------------|--------------------------------|---------------------------------------|-----------------------|
| March 2, 2004 | City Council | Mobility Plan Amendment | Approved (2004-061) |
| November 2, 2004 | City Council | Mobility Plan Amendment | Approved (2004-348) |
| September 12, 2006 | City Council | Mobility Plan Amendment | Approved (2006-249) |
| December 12, 2006 | City Council | Mobility Plan Amendment | Approved (2006-345) |
| September 12, 2007 | City Council | Mobility Plan Amendment | Approved (GDP07-0002) |
| July 19, 2011 | City Council | Mobility Plan Amendment | Approved (2011-117) |
| January 5, 2016 | City Council | 2015 Mobility Plan | Approved (2016-012) |
| August 3, 2021 | City Council | Mobility Plan Amendment | Approved (CA21-0001a) |
| March 22, 2022 | City Council | Denton 2022 Mobility Plan | Approved (22-513) |
| June 18, 2024 | City Council | Mobility Plan Amendment (MPA24-0001) | Approved |
| November 19, 2024 | City Council | Mobility Plan Amendment (MPA24-0002b) | Approved |
| November 19, 2024 | City Council | Mobility Plan Amendment (MPA24-0004b) | Approved |
| June 17, 2025 | City Council | Mobility Plan Amendment (MPA25-0001a) | Approved |
| June 17, 2025 | City Council | Mobility Plan Amendment (MPA25-0002a) | Approved |
| August 13, 2025 | Planning and Zoning Commission | Mobility Plan Amendment (MPA24-0003) | Recommend Approval |

EXHIBITS

Exhibit 1 - Agenda Information Sheet

Exhibit 2 - Staff Analysis

Exhibit 3 - Future Land Use Map with Proposed Mobility Plan Amendments

Exhibit 4 - Roadway Types

Exhibit 5 - 2022 Mobility Plan

Exhibit 6 - Proposed Mobility Plan

Exhibit 7 - Notification Response Map

Exhibit 8 - Ordinance

Exhibit 9 - Presentation

Respectfully submitted:
Farhan Butt, Ph.D., P.E., M. ASCE
Deputy Director of Transportation Services Division

Prepared by:
Sahar Esfandyari
Senior Transportation Planner

Mia Hines, AICP
Senior Planner