



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: December 2, 2025

SUBJECT

Hold a public hearing and consider adoption of an ordinance of the City of Denton, Texas regarding a change in the zoning district and use classification from Rural Residential (RR) District to a Planned Development (PD) District with base zoning of Residential 4 (R4) District, Residential 7 (R7) District, Mixed Use Neighborhood (MN) District, Mixed Use Regional (MR) District, Public Facilities (PF) District on approximately 2,499.35 acres of land generally located west and south of FM 2153, east of FM 2164, and north of Gribble Springs and Shepard Road, in the City of Denton, Denton County, Texas; adopting an amendment to the City's official zoning map; 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 (4-2) to recommend approval of the request. Motion for approval by Commissioner Dyer and second by Commissioner Ketchersid. (PD25-0003a, Craver Ranch MPC, Mia Hines)

<https://dentontx.new.swagit.com/videos/361550?ts=3888>

BACKGROUND

The request is a rezoning from the Rural Residential (RR) District to a Planned Development (PD) District with a mix of Residential 4 (R4), Residential 7 (R7), Mixed-Use Neighborhood (MN), and Mixed-Use Regional (MR) base zoning districts in order to facilitate the development of a mixed-use master planned community. The subject property is approximately 2,499.35 acres and is part of an approved Municipal Management District. This is one of three concurrent applications associated with the Craver Ranch development on this agenda. Details regarding the history of Craver Ranch and the request are provided below.

HISTORY

In August 2005, the City Council directed City staff to annex land within this area and, subsequently, approximately 1,652 acres of the subject property was involuntarily annexed in 2008 with the remaining 848 acres following suit in 2009 to allow the City to ensure development of the property, which was being contemplated by the land owners at that time, was consistent with the comprehensive plan and the City's regulations. Following annexation of the subject property, since development has not occurred as of 2015 when the Denton Plan 2030 was adopted, the Future Land Use Map identified a Rural Area Future Land Use Designation for the subject property and the property was given the placeholder zoning designation of Rural Residential (RD-5x) under the 2002 Denton Development Code. Per the Denton Plan 2030, the Rural Area designation included farms and ranches, rural residential, and rural commercial such as feed stores, farm equipment, etc. with low-profile homes, generous setbacks, and materials that complement the natural surroundings. Similarly, the Denton 2040 Comprehensive Plan, which was a limited-scope update to the Denton Plan 2030, designates the area for Agriculture, which was consistent with the current use of the property when the Plan was updated. Similarly, with the adoption of the 2019 Denton Development Code,

the placeholder zoning transitioned to Rural Residential (RR). Concurrent with this requested Planned Development, the applicant has requested a Comprehensive Plan Amendment (CA25-0001) to change the FLUM designation from Agriculture to Master Planned Community and a Mobility Plan Amendment (MPA25-0003) to shift the alignment of a proposed west-to-east Secondary Arterial to avoid crossing the floodplain at its widest point. The Comprehensive Plan Amendment and Mobility Plan Amendment are on the December 2, 2025 City Council Agenda for separate consideration.

On March 4, 2025, the Denton City Council passed a resolution of support for the creation of a Municipal Management District (MMD) to be considered during the State of Texas' 2025 Legislative session, and the Legislature ultimately approved the creation of the MMD. Staff is working with the developer to draft development and operational agreements that would account for the construction and costs of public infrastructure and facilities needed to support a large-scale development with this proposed mix of uses. While some of the details of the working development and operational agreements are discussed herein, these Agreements are separate requests and are scheduled to be discussed and acted upon by the City Council on December 2, 2025.

On October 21, 2025 and October 22, 2025, the developer and City Staff presented a summary of the Craver Ranch Municipal Management District, related agreements, and development plans to City Council and the Planning and Zoning Commission, respectively, to provide an overview of the project and obtain feedback. During the October 21, 2025 City Council meeting, members of the City Council expressed general support for the proposed mix of residential housing types, the anticipated contributions to the City's overall parkland inventory, and the additional public facilities for public safety and utility services in the area. During the October 22, 2025 Planning and Zoning Commission meeting, the Commission's discussion predominantly focused on the anticipated zoning and land uses with some members of the Commission expressing general support for the proposed variety of housing and lot types but questioning the true market demand for multifamily residences.

Both the Commission and City Council's questions focused on the concept of "leapfrogging" development near the city limits, the impacts of the proposed development on the regional drainage system, increased traffic along FM 428, and how the costs of the proposed infrastructure translate to costs for current and future City of Denton residents. Staff has included a discussion of similar planning concepts and relating the proposed greenfield development to potentially competing Comprehensive Plan goals within the detailed Staff Analysis of this request as a follow up to these discussions (see Exhibit 2).

PROPOSED PLANNED DEVELOPMENT

The purpose of the proposed PD is to facilitate the design and development of a master planned mixed-use development. The proposed project includes up to 7,091 single-family detached residences as well as a variety of other housing products and space for commercial development and public facilities such as parks, schools, and fire stations. The proposed amendments to the Denton Development Code (DDC) (i.e. the PD regulations) are outlined in Exhibit 7 and are summarized in the table below. For any standard not specified in the PD regulations, the DDC, as amended, would apply. Additionally, the proposed PD Zoning and Development Plan (Exhibit 8) includes the following general development and design standards:

- 20-foot landscape buffer along both sides of all Secondary Arterial streets;
- 10-foot landscape buffer along both sides of all Collector streets;
- Maximum 7,091 single-family residences;
- Up to 2,099 townhome or zero-lot line residences, with the option for no more than 1,015 of those residences to be constructed as multifamily;
- 181 acres of floodplain-free parkland dedication;
- 13.5 miles of public trails;
- 58 acres of land dedicated to Denton and/or Sanger ISD;

- Approximately 1,243,097 square feet of commercial space.

Current Regulations	Proposed Regulations	Supporting Rationale
DDC Section 8.2.5.B.1 states no more than four model homes per phase prior to final acceptance.	No more than eight model homes per phase prior to final acceptance.	Due to the size of the development and potential for multiple home builders, additional model home permits are anticipated to be needed.
DDC Section 8.3.2.A.3 states side lot lines shall be at right angles or radial to street lines, except where other terrain makes such a design impractical.	Side lot lines may deviate from perpendicular or radial to the right-of-way up to 15 degrees.	Setting a maximum deviation where perpendicular or radial side lots lines may be impractical.
DDC Table 5.2-A allows Single-Family Detached Dwelling as a permitted use under all residential zoning districts, subject to minimum lot dimensions.	Sub-categories under "Single-Family Detached Dwelling" for zero lot line, 70' lots, 60' lots, 50' lots, & 40' lots have been added to assign more specific permissions. Section 3.2 defines dimensional standards for each lot type.	Desire to assign permissions to ensure all alternative lot types are permitted where appropriate within R4, R7, & MN zoning districts.
DDC Table 5.2-A Elderly Housing not permitted within R4 Residential District.	Elderly Housing permitted within R4 Residential District.	Flexibility to allow Elderly Housing within R4 Residential District.
DDC Table 5.2-A Elderly Housing is only permitted with a Specific Use Permit (SUP) within R7 Residential District.	Elderly Housing permitted by right within R7 Residential District.	Flexibility to allow Elderly Housing within R7 Residential District without requiring an SUP.
DDC Section 7.7.5E All single-family, duplex, and townhome lots must contain a minimum of one large shade tree per dwelling.	Zero Lot Line and Townhome lots must contain one small accent tree per lot.	Large canopy trees will require more square footage than available with the small lots and would be too closely spaced to grow to their full size.
DDC Table 7.H Fencing Standards on Individual Lots.	Incorporates fencing requirements for fences facing streets, open spaces, green belts, or amenities.	Enhanced fencing standards by providing additional specificity.
(July 2024 Denton Standard Details, Sheet 15 of 25 Collector Sections) Collector Sections show 10' Multi Use Path in the ROW.	Landscape, sidewalk and Utility Easement (dedicated to the MMD), 10' in width, will run parallel to the ROW. The Multi Use Path can meander in the ROW and Easement.	By allowing a meandering Multi Use Path, there will be more opportunities for a high-quality unique design, the possibility for curbside trees, and a varied user experience.
DDC 3.7.2A.2 minimum lot depth for townhomes is 60 feet.	PD proposes 100 feet minimum depth for Zero Lot Line lots.	The Zero Lot Line home allows for a diversity of housing types. The 100' minimum lot depth will ensure smaller homes and

		townhomes are able to be built with adequate rear yard space.
DDC 5.3.3B.2 allows for townhome dwellings to have direct access to a street OR alley.	PD proposes requiring rear-entry garages and access from alley for all Zero Lot Line AND Townhome lots.	By requiring alley Access for the narrow Zero Lot Line lots a continuous and enhanced streetscape, without driveway interruptions, and with more street parking opportunities, is provided.
DDC Table 5.2-A allows the following uses either by right or with an SUP: chapter house, dormitory, club/lodge, RV park, administrative office, bed and breakfast, short-term rental, in R4.	PD proposes not allowing these uses in the R4 subareas.	These uses are not desired in the R4 District areas of the PD. Therefore, removal of these uses will add to the overall quality of the development by limiting allowable uses within this district to achieve intended neighborhood continuity.
DDC Table 5.2-A allows the following uses either by right or with an SUP: homeless shelter, RV park, administrative office, bank, self-service laundry, bed and breakfast, short-term rental in R7	PD proposes not allowing these uses in R7 subareas.	These uses are not desired in the R7 District areas of the PD. Therefore, removal of these uses will add to the overall quality of the development by limiting allowable uses within this district to achieve intended neighborhood continuity.
DDC Table 5.2-A allows the following uses either by right or with an SUP: chapter house, dormitory, club/lodge, business/trade school, private club, music studio, credit access business, printing/copying establishment, self-service laundry, personal service, tattoo/body piercing parlor, bed and breakfast, boarding house, in MN	PD proposes not allowing these uses in MN subareas.	These uses are not desired in the MN District areas of the PD. Therefore, removal of these uses will add to the overall quality of the development by limiting allowable uses within this district to achieve intended neighborhood continuity.
Table 5.2-A allows the following uses either by right or with an SUP: club/lodge, funeral facility, business/trade school, private club, music studio, credit access business, printing/copying establishment, self-service laundry, personal service, tattoo/body piercing parlor, smoke shop, short-term rental, bed and breakfast, boarding house, motel in MR	PD proposes not allowing these uses in MR subareas.	These uses are not desired in the MR District areas of the PD. Therefore, removal of these uses will add to the overall quality of the development by limiting allowable uses within this district to achieve intended neighborhood continuity.

DDC 7.10.3D prohibits the same building elevation within 2 adjacent lots and 5 lots across the street	PD proposes prohibiting the same building elevation within 2 adjacent lots and 4 lots across the street.	This will allow for more unification amongst the building types provided.
Code of Ordinances 33.14.1 (b) Effective area and height. No ground sign shall have an effective copy display area greater than fifty (50) square feet or a greater height than six (6) feet.	PD proposes no ground signs shall have an effective copy display area greater than five hundred (150) square feet or a greater height than twenty-five (20) feet.	This will allow for flexibility in the signage for residential districts.

A full Staff Analysis is provided in Exhibit 2.

OPTIONS

1. Approve
2. Deny
3. Postpone Item.

PLANNING AND ZONING COMMISSION

During the November 19, 2025 Planning and Zoning Commission meeting, the Commission opened the hearing for this item as well as the related Mobility Plan Amendment and Planned Development, and public comment was received on all items concurrently. Several residents and property owners spoke in opposition to the proposed Craver Ranch development concerning the following topics:

- Water use and supply,
- Increasing traffic congestion on adjacent roadways,
- Application of landscape buffers to properties within the City's ETJ,
- Following the adopted Comprehensive Plan,
- Financial impact to the City and the possibility of future residents incurring those expenses,
- Protection of wildlife corridors,
- Uncertainty with regard to TxDOT improvements of existing roadways and the alignment of the proposed Denton County Regional Outer Loop, and
- A desire for more public input and coordination with the neighboring property owners and residents.

The applicant responded to these public comments by clarifying the scope of their requests, confirming that the observed ESA within the subject property is proposed to be undisturbed and preserved for open space, and the proposed mobility plan realignment is intended to avoid the floodplain.

While detailed engineering for utilities will not occur at this time, Staff clarified that they are in the process of completing water and wastewater studies to ensure the development and operating agreement associated with the approved Municipal Management District establishes both construction and capacity requirements and a payment mechanism that would be beneficial to the City. Staff also clarified that the applicant performed a Traffic Demand Model for the proposed project to confirm that adequate roadway capacity exists to serve the proposed project. Additionally, each phase will require City review and approval of a Traffic Impact Analysis to determine roadway improvements needed to ensure the continued provision of adequate roadways through the lifetime of the project's development.

The Planning and Zoning Commission voted (4-2) to recommend approval of the Comprehensive Plan Amendment. The Commissioners who voted in opposition expressed concerns similar to those stated above that were heard from area residents.

RECOMMENDATION

Staff recommends approval of the requested PD contingent upon approval of the requested Comprehensive Plan Amendment and Mobility Plan Amendment 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 2.7.3.E of the DDC for approval of a Planned Development.

PRIOR ACTION/REVIEW (Council, Boards, Commissions)

Date	Council, Board, Commission	Request	Action
2008	City Council	City-initiated annexation of approx. 1,652 acres	Approved
2009	City Council	City-initiated annexation of approx. 848 acres	Approved
March 4, 2025	City Council	Consent to the creation of a MMD	Approved
October 21, 2025	City Council	Work session report of proposed development	Direction received
October 22, 2025	Planning and Zoning Commission	Work session report of proposed development	Direction received
November 19, 2025	Planning and Zoning Commission	Comprehensive Plan Amendment from Agriculture FLUM to Master Planned Community FLUM	Recommend approval
November 19, 2025	Planning and Zoning Commission	Thoroughfare Map Amendment to realign portion of proposed east-west secondary arterial	Recommend approval
November 19, 2025	Planning and Zoning Commission	Rezoning from RR to PD-R4, R7, MN, & MR	Recommend approval

PUBLIC OUTREACH:

Seventy-five (75) notices were sent to the property owners within 200 feet of the subject boundary. As of the writing of this report, no responses have been received by the City.

Thirty-five (35) notices were sent to residents within 500 feet of the subject boundary. As of the writing of this report, no responses have been received by the City.

A notice was published in the Denton Record Chronicle on Sunday, November 2, 2025 and November 16, 2025.

A notice was published on the City's website on October 30, 2025 and November 13, 2025.

23 signs were posted on the property on November 7, 2025.

The applicants hosted two public meetings at the dates and times listed below:

Meeting 1: Monday, July 14, 2025, 6:00pm

Meeting 2: Wednesday, September 24, 2025, 6:00pm

These meetings were largely attended by owners of property currently within the City's ETJ. The applicants presented the land use and density details of the proposed development. Meeting attendees generally sought clarity on those details, but none reported general support nor objection regarding the proposed requested.

DEVELOPER ENGAGEMENT DISCLOSURES

No developer contact disclosures have been provided to staff from members of this body as of the issuance of this report.

EXHIBITS

Exhibit 1 - Agenda Information Sheet
Exhibit 2 - Staff Analysis
Exhibit 3 - Site Location Map
Exhibit 4 - Existing Zoning Map
Exhibit 5 - Existing Future Land Use Map
Exhibit 6 - CA25-0001 Proposed Future Land Use Map
Exhibit 7 - PD Development Standards
Exhibit 8 - PD Zoning and Development Plan
Exhibit 9 - Comparison of Allowed Uses
Exhibit 10 - Fiscal Impact Summary
Exhibit 11 - Economic Impact Study
Exhibit 12 - Notification Map
Exhibit 13 - Draft Ordinance
Exhibit 14 - Traffic Demand Model
Exhibit 15 - LLC Members List
Exhibit 16 - Presentation

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