



# City of Denton

City Hall  
215 E. McKinney Street  
Denton, Texas  
[www.cityofdenton.com](http://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 Comprehensive Plan amendment from the Agriculture Future Land Use designation to the Master Planned Community Future Land Use designation on approximately 2,499.35 acres generally located west and south of FM 2153, east of FM 2164, and north of Gribble Springs Road and Shepard Road in the City of Denton, Denton County, Texas; adopting an amendment to the City's official Future Land Use 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 McDade and seconded by Commissioner Dyer. (CA25-0001a, Craver Ranch MPC, Mia Hines) <https://dentontx.new.swagit.com/videos/361550?ts=3889>

### **BACKGROUND**

This request is for a Future Land Use Map (FLUM) amendment for an area generally located near the northernmost edge of the City, west and south of FM 2153, east of FM 2164, and north of Gribble Springs Road and Shepard Road. The request is to modify the FLUM designation from Agriculture to Master Planned Community to facilitate the development of a predominantly single-family residential community with some nodes of higher density housing and commercial uses along major roadways or intersections. 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 had 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. 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. As discussed herein, this category denotes areas that have large tracts of land in active agriculture uses for preservation but may allow lots as small as one acre. While it is clear that the market's demand for significant development within the northernmost parts of the City and its Extraterritorial Jurisdiction (ETJ) was accounted for within the 2022 Mobility Plan and 2018 Water Distribution System

Master Plan, neither the Denton Plan 2030 nor the updated Denton 2040 Comprehensive Plan envisioned a future land use for the subject property or surrounding areas beyond agriculture. Given current market trends and an increase in housing demand within the region, the applicants have expressed an intent to develop the approximately 2,500-acre property as a Master Planned Community that includes parks, a variety of residential product types and commercial land uses, and contribute to infrastructure needed to support their development as well as development within the City's ETJ where the city has a responsibility to provide services but has little control over land uses and development standards.

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).

#### EXISTING CONDITIONS AND PROPOSED CHANGE

The Denton 2040 Comprehensive Plan designates the subject property as Agriculture land use, and parcels are currently zoned Rural Residential (RR). Most of the subject property is undeveloped and used for farming and grazing. As shown in Exhibit 8 the area is bisected by floodplain stretching north to south along the western boundary of the subject property and traversing northwest to southeast on the eastern side of the subject property. An approved Environmentally Sensitive Area (ESA) field assessment reflects the existence of water related habitat and riparian buffers within these floodplain corridors.

Abutting properties, both within the City limits and within the City's ETJ, are undeveloped or currently developed with single-family residential uses on lots of varying sizes, but typically larger than 1 acre. Abutting roadways include FM 2168 to the west, FM 2153 to the east, and Shephard Road and Gribble Springs Road to the south, all of which are currently constructed with two lanes. As shown in Exhibit 9, the current alignment options for TxDOT's proposed Denton County Outer Loop reflect an intent to either pass along the southernmost boundary of the subject property or bisect the entire subject property. These alignments are being refined as TxDOT is still in the process of seeking comments from the public regarding the proposed project, and the timing of this roadway construction is unknown at this time. Ultimately the

Outer Loop will connect all the way from Collin County, where portions of the road are already built, to I-35 North.

There is no documented discussion from the Denton 2040 Comprehensive Plan adoption process regarding the future land use of this area beyond the current Agricultural designation, which was a continuation of the previous Rural designation as well as a reflection of the existing land use. Upon receipt of the MMD petition, Staff informed the applicant that the proposed development did not comply with the FLUM and Staff had no immediate intentions on updating the FLUM within this area. However, Staff recognizes the need to consider the future land use of this area beyond its current agricultural uses given growth patterns in the broader area and the future Outer Loop's extension through the area. As stated in the project narrative (Exhibit 6), the applicant has applied for this amendment at this time in response to the market demand for housing and development within the region, anticipating lot turnover within the first phase of the development by Summer 2028.

In addition to this requested Comprehensive Plan Amendment, the applicant also submitted a proposal for a new Planned Development (PD) to allow for a master planned development that would consist of a variety of housing options, park space, and public facilities, including: 338 acres of park land, approximately 13.5 miles of trails, three sites reserved for Denton and Sanger Independent School Districts (ISD), and up to 7,091 single-family residential units, 1,084 townhome or zero-lot line units, and 1,015 multifamily residential units which may be reallocated towards additional townhome or zero-lot line units. Additionally, the applicant has submitted a Mobility Plan Amendment to realign a future secondary arterial roadway that is shown to traverse the property from east to west. Both the request to rezone to a PD and the Mobility Plan Amendment are also on the December 2, 2025 City Council agenda for separate consideration (items PD25-0003 and MPA25-0003, respectively).

The Denton Development Code (DDC) Section 2.7.1 establishes the comprehensive plan amendment process to provide flexibility in response to changing circumstances, to reflect changes in public policy, and to advance the general welfare of the city. Denton 2040 Comprehensive Plan was adopted on March 22, 2022 as an update to the previous comprehensive plan, Denton Plan 2030. To guide the City's zoning decisions and land use distribution, the plan includes a Future Land Use Map (FLUM) which identifies the locations of the different future land uses. Each Future Land Use Designation has distinct characteristics, and these are summarized below for the categories pertinent to this request:

- a. **Agriculture (existing designation):** This category includes farms and ranches as the predominant use along with rural residential (a maximum of one unit per five acres) and rural commercial including feed stores, farm equipment, etc. This land use may allow lots as small as one acre under the gross density provision to allow for conservation development which clusters smaller lots while permanently protecting scenic rural open space (through conservation easements). This land use may also include single-family homes on large lots, which are suited for areas on the periphery of the city that complement a more suburban type of development. Development in this future land use category will continue the present character of the rural areas of Denton with low-profile homes of no greater than two stories, generous lots and setbacks, and materials that complement the natural surroundings and ranch heritage.
- b. **Master Planned Community (proposed designation):** This category denotes large-scale developments that are guided by separate development approvals, which establish the land uses, densities and intensities of development, and character. These developments typically provide for mixed uses that balance residential and non-residential uses and provide connectivity to other development throughout the city.

This Comprehensive Plan amendment is not a change to the existing zoning of any property within the subject boundary, nor does it render any use or property non-conforming. The accompanying Planned Development application shall be considered as a separate request.

A detailed Staff Analysis of the Comprehensive Plan Amendment request 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 request 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 2.7.1D of the DDC for approval of a comprehensive plan amendment.

**PRIOR ACTION/REVIEW (Council, Boards, Commissions)**

Date	Council, Board, Commission	Request	Action
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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	Direction received
October 22, 2025	Planning and Zoning Commission	Work session report	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.

### **EXHIBITS**

Exhibit 1 - Agenda Information Sheet

Exhibit 2 - Staff Analysis

Exhibit 3 - Site Location Map

Exhibit 4 - Existing Future Land Use Map

Exhibit 5 - Proposed Future Land Use Map  
Exhibit 6 - Project Narrative  
Exhibit 7 - Existing Thoroughfare Map  
Exhibit 8 - Existing ESA and Floodplain Map  
Exhibit 9 - TXDOT's Denton County Outer Loop Alternatives  
Exhibit 10 - Notification Map  
Exhibit 11 - Draft Ordinance  
Exhibit 12 - Presentation

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