

Introduction

The Pflugerville 2030 Comprehensive Plan is officially adopted by the Planning Commission and City Council, which establishes a vision and framework for the future of Pflugerville. Crafted following numerous public meetings and hearings, it reflects the vision and desires of Pflugerville residents. Issues are discussed, goals are established, and the means by which goals can be met are identified. This Comprehensive Plan updates and supersedes the 2004 Land Use and Transportation Plans which grew outdated in light of unprecedented growth and changing conditions.

Throughout the process, residents were asked many questions related to growth and development:

- Where are we now? What are Pflugerville’s past trends and what is Pflugerville’s present situation with regard to population, land use, environmental features, and public facilities?
- Where are we going? What will happen if Pflugerville’s Comprehensive Plan and Unified Development Code remain unchanged? What alternatives to Pflugerville’s current direction should we consider and what issues and opportunities should we address?
- Where do we want to be by 2030? How do we get there? What is Pflugerville’s vision for the future? What actions (planning, regulatory and capital investment) should be taken to achieve Pflugerville’s vision?

The Pflugerville 2030 Comprehensive Plan guides and influences the following types of decisions:

- It provides a general framework for evaluating individual land development and referral applications submitted to the City on an ongoing basis.
- It provides an action plan for revisions to Pflugerville’s Unified Development Code and official Zoning Map, which are the regulatory tools by which the City implements this Comprehensive Plan. It also provides a context within which Pflugerville can make capital improvement investment decisions to implement the Pflugerville 2030 Comprehensive Plan.
- It establishes the priorities for more detailed plans which Pflugerville will likely formulate for specific areas of Pflugerville (the sub-area plans) and for specific topics (such as open space, trails, and roads).

The following subsections contain information intended to aid in understanding and using the Pflugerville 2030 Comprehensive Plan. Objectives, standards related to content, a user’s guide, a brief history of planning in the United States and a discussion of planning requirements in the State of Texas are provided.

What is the Pflugerville 2030 Comprehensive Plan?

It is a comprehensive plan or a guiding visionary document that shapes the Pflugerville Unified Development Code and government actions in its application. In addition to setting out policies and direction for the use, development, and protection of land, a comprehensive plan sets goals for the social, economic, and natural environment of Pflugerville.

Who is affected by this comprehensive plan?

In Texas, comprehensive plans are advisory only. Nonetheless, this plan represents the vision and goals of the people of Pflugerville. The degree to which this plan is followed will in large part determine the degree to which the stated vision and goals will be met.

Relevant provisions of this plan should be used to guide all decisions regarding land use, the environment, the economy, transportation, housing, or any other topic of potential impact to the quality of life enjoyed by the people of Pflugerville. Every landowner, developer, government department, appointed and/or elected official should recognize the significance of this plan and the implementation tools it contains. General conformance to its policies should be required.

What does this plan consist of?

This plan consists of written chapters supported by maps, plan definitions and other related material.

Specifically, it contains:

Part I: Introduction covers the purpose and objectives of this document. A user guide is included to help navigate the plan. An executive summary found here will provide an overview of the document.

Part II: Vision illustrates the vision and values that drive the contents of the plan. This chapter describes qualitatively the desired condition of Pflugerville in 2030.

Part III: Metrics describe indicators of success and a long-term monitoring regime.

Part IV: Pflugerville Policy Framework contains local planning policies related to governance, development, the economy, housing, community services, and the environment.

Part V: Implementation contains guidance for phasing of implementation, a summary of potential fiscal benefits of the plan, implementation strategies, and reviewing amendment policies.

How do I use this comprehensive plan?

Policy frameworks: The Policy Frameworks contain the long-term directions and outcomes contemplated by this plan. These policies are implemented through Pflugerville's Unified Development Code, as well as capital improvement planning processes.

The maps: Sophisticated Geographic Information System (GIS) mapping was used as an analysis tool during the development of the plan. Several maps, including a reference map, analysis maps, and the most current Preferred Land Use Vision, are included in the plan. Other analysis maps are available for review upon request at the City of Pflugerville's Planning Department.

Definitions: Words used in this plan are assigned their common meaning unless otherwise defined or explained by Texas Local Government Code or defined in other relevant legislation. If the meaning of a word in the plan is questioned, please consult Pflugerville Planning Staff.

How do I find out about requirements affecting my land?

It would be helpful to read the user guide, and to understand the policies applicable to your area. The Preferred Land Use Vision will provide helpful information. You should also refer to the current Pflugerville Unified Development Code for specific standards that apply to all properties. City planners are available should you have any questions.

The Pflugerville 2030 Comprehensive Plan and Pflugerville Unified Development Code are available for viewing at the Planning Department office at 100 East Main Street, Suite 400, Pflugerville, TX 78691 (Phone: 512-990-6300 or Fax: 512-251-8525), or the City's of Pflugerville website: www.cityofpflugerville.com.

Need more help?

Contact a City planner if you:

- Have a general inquiry about this plan.
- Are unsure what policies apply to your land.
- Would like to know how this plan may be changed.

The American Planning Association website (www.planning.org) is a helpful resource for general planning information.

Planning in the United States and Texas

Planning in the United States

The History of Planning in America is excerpted from *The Practice of Local Government Planning* (1998), edited by Frank S. So and Judith Getzels.

The European settlers brought their concept of town planning, which was based on the European idea of the powers of municipal government, to America. The American Revolution and the subsequent adoption of the Constitution pushed local authority to state governments, with counties acting as agents of the states. Cities and towns operated under limited powers, focusing mostly on the maintenance of order and the provision of basic services. Authority to control the development of private property was unclear, as states and counties generally did not act in this capacity.

The American population exploded in the late 1800s and early 1900s. In 1907, the first planning board, the Hartford Commission on a City Plan, was created by the Connecticut legislature. Other planning boards soon followed, most created to sponsor the development of a plan, to oversee its execution, and to encourage financial support of public construction projects. In 1909, Wisconsin passed the first state enabling act granting municipalities the right to engage in city planning.

In 1915, land use zoning came to the U.S. Supreme Court in *Hadacheck v. Sebastian*, and many interpreted the findings of the case to have granted implicit approval of land use zoning. The role of City government in planning became more evident. Comprehensive plans were developed, and became the controlling document guiding growth based on a set of comprehensive, long-term community goals. In *Village of Euclid v. Amber Realty Co.* (1926), the U.S. Supreme Court upheld the constitutionality of comprehensive zoning.

Physical planning gave way to planning for social programs in the 1960s. In 1965, the U.S. Department of Housing and Urban Development was created and programs for rent supplements, low-interest loans, and subsidies were created. The 1970s saw a shift to growth management and environmental planning, and as the 1980s approached, historic preservation became a major focus for planners. For the last several decades, comprehensive plans have become the centerpiece in many jurisdictions to help direct physical, operational, and capital planning endeavors.

Planning in the State of Texas

NOTE: The following information is intended to provide a general overview of legislative enabling authority for land use planning in Texas. Before utilizing any of the land use powers cited here, the relevant statutes and case law should be carefully reviewed. This is not a complete review of all Texas land use law, and is not to be construed as legal advice. All statutory citations refer to the Local Government Code (LGC), as amended.

Through passage of numerous bills with implications for land use planning and regulation, the Texas Legislature has placed the majority of land use responsibility and control at the local (municipal) level of government. The following discussion is limited to those statutes that address land use planning and control directly. There is additional legislation enabling local governments and state agencies to perform a variety of functions that indirectly affect land use. All of the statutes listed below, unless otherwise noted, are enabling legislation only. This means that these are tools for local governments to use at their prerogative in planning; though they are not mandated or enforced by the State (unless otherwise noted).

Most of the legislation governing municipalities can be found in the Texas Local Government Code; Title 7. Regulation of Land Use, Structures, Businesses, and Related Activities; Subtitle A. Municipal Regulatory Authority.

- Municipalities are authorized to appoint a planning and zoning commission (Sec. 211.007. Zoning Commission).
- Municipal planning commissions may adopt or amend a comprehensive plan by ordinance following a hearing at which the public is given the opportunity to give testimony and present written evidence and review by the municipality's planning commission or department. A municipality may establish, in its charter or by ordinance, procedures for adopting and amending a comprehensive plan (Sec. 213.003. Adoption or Amendment of Comprehensive Plan).
- Land use regulation through zoning is available for municipalities (Chapter 211. Municipal Zoning Authority).
- The adoption of subdivision regulations by municipalities is allowed (Chapter 242. Authority of Municipality and County to Regulate Subdivision in and outside Municipality's Extraterritorial Jurisdiction).

The Planning Process

To ensure that the process engaged the community from the beginning, a Public Participation Plan was created and executed as a first step in the process. This plan included detailed action items to involve a Citizens Advisory Committee (CAC) and a Technical Advisory Committee (TAC); define methods for reaching out to the public and stakeholders prior to major events; methods for engaging participants at the events; and tools for capturing input and reporting back to participants.

The CAC consisted of representatives of the Chamber of Commerce, Pflugerville Independent School District (PISD), Downtown Merchants Association, Pflugerville Council of Neighborhood Associations (PfCONA), cultural community, development groups, design professionals, and large landowners recommended by staff and approved by the City Council. This group met multiple times over the course of the project and provided guidance at key milestones. The TAC included local technical experts in the fields of transportation, environment, economic development, and housing.

The core of the public engagement process included a round of key stakeholder in-depth interviews, an online survey, and three large public meetings. It was important to reach out to a broad cross-section of the community early in the process to ensure all issues were being discussed and evaluated. Participants in the stakeholder in-depth interviews included key elected and appointed officials; representatives from Downtown Planning Committee, Pflugerville Council of Neighborhood Associations, and Chamber of Commerce, and the development community.

The **Values Workshop** was held on June 11, 2009 with more than 170 people in attendance. Hand-written surveys were collected and participants had an opportunity to map “sacred places” and areas that “need fixing”. This information was used to reflect community sentiments about strengths, weaknesses, and future initiatives. The meeting began with a presentation about what a comprehensive plan is, why plan now, and the process for completing the plan. A summary of the initial issues, opportunities, and challenges the team has heard so far was presented. The consultant presented the key structural elements of a quality community – centers, transportation, parks/open space, and environmental systems. Questions such as “What makes successful city centers?”, “What does quality design around major transportation routes look like?”, “What are cutting-edge methods for protecting natural systems?”, and “How do communities successfully plan for growth?” were addressed. The participants were led through a series of 50 questions with the keypad polling devices. Results were immediately posted in the presentation. Results of keypad polling can be found in the appendix. Input from this meeting was used to create performance measures, a set of metrics to evaluate alternatives.

The **Vision Workshop** was held July 9, 2009 with more than 190 people in attendance. The maps placed near the sign in sheets showed the location of 104 homes owned by participants and 46 participants’ employment locations. A “no action build out” scenario was presented using current growth trends and population projections. There was information regarding how current conditions can be altered through planning policy to reflect a community vision focusing on key structural elements of a quality community – centers, multi-modal transportation systems, parks/open space hierarchy, and preserved environmental systems. A growth challenge game (Chip Game) was the key public input effort of the evening. Participants were given one hour and twenty minutes to play the game. Nearly 20 tables of 8-10 people participated. Each table designed the City of Pflugerville of 2030 using provided chips. Three tables were asked to present their plans. The three tables were selected because they used unique strategies for placing chips – focusing development around SH 130, creating new centers in the eastern portion of the Extra Territorial Jurisdiction, and using public transportation as an organizing element. The results of each table were evaluated against the performance measures defined at the Values Workshop.

More than 150 people were present for the **Modeling Possible Futures Workshop** on August 6, 2009. The consultants summarized the “chip game” results from the Vision Workshop. Analysis of each scenario according to the performance measures discussed at the Values and Vision Workshops was



The Values Workshop used key pad polling to gather community input.



Over 190 people participated in the Growth Challenge Game during the Vision Workshop.

presented. Keypad polling devices were used to ask clarifying questions about growth, development, and performance measures. Four scenarios were presented that summarized the results of the “chip game.” The unit count, job count, development potential, proximity to trails, vehicle miles traveled and other factors were reported for each scenario. Examples were given of each scenario from within the region. Keypad polling devices were used to draw out the perceived strengths and weaknesses of each alternative. Finally, the participants were asked to vote on their preferred plan. The Compact Public Transportation–Based scenario received the highest number of votes, followed by the Hierarchy of Centers scenario. (These scenarios are described in detail on pages 31-34.) The preferred alternative was ultimately a combination of these top two scenarios. To close the session, keypad polling devices were used to determine preferences on commercial and industrial development types as well as implementation strategies.

The results of the analysis, public involvement, and planning process resulted in the vision, metrics, and policy plans are found within this plan.



The TAC and CAC were instrumental throughout the process.



A huge community outreach and marketing program led to the unprecedented community participation.