



# Westlake Planning and Zoning Commission



## TYPE OF ACTION

Regular Meeting - Action Item

**Monday, August 14, 2017**

**TOPIC:** Conduct a public and consider a recommendation for a zoning change request for an approximately 62.53-acre portion of Lot 1, Block 3, Westlake/Southlake Park #1, located along the south side of Solana Blvd., west of the intersection of Sam School Road and Solana Blvd. the property is currently zoned Planned Development District (PD1-1); Proposed zoning: Planned Development District (PD6) to include primarily single family residential uses, including approval of a concept plan and development plan; approval of a Specific Use Permit for Private Streets.

**STAFF CONTACT:** Ron Ruthven, Director of Planning and Development

## Strategic Alignment

<u>Vision, Value, Mission</u>	<u>Perspective</u>	<u>Strategic Theme &amp; Results</u>	<u>Outcome Objective</u>
Mission: Westlake is a unique community blending preservation of our natural environment and viewscales, while serving our residents and businesses with superior municipal and academic services that are accessible, efficient, cost-effective, & transparent.	Citizen, Student & Stakeholder	High Quality Planning, Design & Development - We are a desirable well planned, high-quality community that is distinguished by exemplary design standards.	Preserve Desirability & Quality of Life
<b><u>Strategic Initiative</u></b>			
Outside the Scope of Identified Strategic Initiatives			

## PLANNING CASE INFORMATION

**Case Number:** Z-06-19-17  
**Development:** The Knoll  
**Applicant:** Lawrence Corson, Wilbow Corporation  
**Owner:** BRE Solana, LLC  
**Developer:** Wilbow Corporation  
**Site Location:** South side of Solana Blvd., west of Sam School Road, east of Granada

Addition

**Site Area:** 62.53 acres

**Existing Zoning:** Planned Development District 1, Planning Area 1 (PD1-1)

**Proposed Zoning:** Planned Development District 6 (Including Concept/Development Plan)  
Specific Use Permit for Private Streets

### **EXECUTIVE SUMMARY (INCLUDING APPLICABLE ORGANIZATIONAL HISTORY)**

This request involves the creation of new Planned Development District, which would be called “PD6”. Included as part of this request is the approval of a concept/development plan as required for PD districts in the zoning regulations, and the approval of a Specific Use Permit for Private Streets. It should be noted that any conditions inherent the current PD1-1 zoning (which includes Ordinances 202, 588, 691, 751, 767 and 774) would not apply to this new PD district if approved as proposed.

The proposed development would include 65 single family detached units with an average lot size of 13,900 square feet. 59.5 percent of the development would be reserved as open space, much of which would involve conservation areas, set aside to provide buffering and preserve native tree stands. Two entrances would be provided from Solana Blvd.

The following is a detailed analysis of the applicant’s proposal. All applicant proposals will be written as regulatory conditions in the approving ordinance for the proposed new Planned Development district. Any staff conditions/recommendations are noted below in **red** and will also be placed in the approving ordinance.

### **EXISTING CONDITIONS**

The subject property is currently 75.2 acres in size and is platted as Lot 1, Block 3, Westlake/Southlake Park #1. The property is zoned Planned Development District Number One, PD1-1, which allows for various commercial and institutional uses including office and retail. The current land use of the property is commercial with a 38,000 square foot fitness center located on the northeast corner of the property at Sam School Road and Solana Blvd. If the rezoning request is approved, the fitness center would remain in the PD1-1 zoning district and be replatted on a new, smaller 12.6 acre lot separate from the remainder of the proposed 62.53 acre development.

### **PROPOSED LAND USE**

The proposed land uses in the development are 65 single-family detached homes, which will be considered the primary uses. Accessory uses include active and passive open space.

### **RESIDENTIAL DESIGN**

According to the applicant, the development will include luxury custom villa homes (3,000 to 5,000 square feet) with one and two story massing and 3-car garages. The applicant estimates the home values to be between \$1.2 and \$1.7 million dollars.

### **Proposed Lot Specifications**

**Lot Density:** 65 residential lots measuring at least 10,000 square feet in area (approximately 80’ x 135’) or approximately 1.04 lots per gross acre.

**Lot Size:** Minimum lot size: 10,000 sf  
Minimum lot width: 80 feet

**Lot Coverage:** The maximum Footprint for a home shall be limited to 47% of the entire lot area for a 1-story home and 43% for a 2-story residence. Footprint is defined as all areas that are contained within the ground floor air-conditioned space, garages and covered patios of the main residence (excludes open porches, patios, porte-cocheres, or other unenclosed areas and accessory buildings).

### **Proposed Home Specifications**

**Minimum Size:** All residences shall be a minimum of 3,000 sf of air-conditioned living space.

**Massing:** For 2-story structures, the 2nd story shall not exceed 50% of the 1st floor footprint.

**Building Height:** The maximum height of all structures shall be two and one-half stories or 28 feet measured to the mid-point of the highest sloping roof above existing grade.

**Building Setbacks:** Given the relative size of the proposed lots, the following setbacks are proposed:  
Front: 30 feet at the standard front setback line (20 feet on cul-de-sac lots)  
Rear: 20 feet  
Side: 10 feet

A 10' encroachment in the standard front setback is permissible for up to 26' of width of the residence per the attached Lot Dimension exhibits provided by the applicant.

**Garages:** Every house shall have a minimum of three (3) enclosed parking spaces. Garage doors shall be made of sectional wood, or be wood clad, or glass and steel. Garage doors shall be recessed a minimum of six inches from the plane of the adjacent wall. Front facing garage doors are allowed if located further back on the lot than the side-facing garage portion, and are in a motor court setting.

**Roofs:** Roofing materials, where visible, shall be limited to concrete or clay tile, slate, or standing seam metal. No more than two houses on adjacent lots, fronting on the same street, may have the same type and color roof material.

**Exterior Walls:** Exterior walls shall have horizontal and vertical articulation or architectural delineation on all elevations.

**Landscaping:** Landscape beds (including gravel mulch) shall be located along the foundation line of all structures, except where paving is adjacent to the

structure, and must extend away from the foundation a minimum of five feet.

Fences: All homes shall have a back fence comprised of metal picket. Privacy fences comprised of metal picket shall be permitted only on interior side lot lines to provide privacy to outdoor patio and pool areas.

Exterior Lighting: All exterior lighting shall be subdued, indirect, and comply with Town ordinances as well as follow Dark Skies Design Guidelines.

**STAFF RECOMMENDATION:** As a condition of the approval, the residential design requirements included in the residential deed restrictions shall be approved by the Town Council as a later resolution when they are finalized. Approving the design requirements contained in the deed restrictions provides guidance and clarification for staff in reviewing building and other development plans.

### **OPEN SPACE / TREE PRESERVATION / LANDSCAPING AND BUFFERING**

According to the concept plan, 59.5 percent of the development will be composed of open space. Most of the open space is located on the perimeter of the development, with a significant portion located adjacent to Sam School Road. The perimeter open space would be located along Solana Blvd. and the western and southern boundary of the development. The open space along Sam School Road is proposed as a possible park dedication to the Town by the developer as detailed below.

#### **Tree Preservation and Mitigation through Buffering and Landscaping**

Most of the subject property is undeveloped and contains numerous native tree stands. Per the requirements of the Code of Ordinances, all trees that are removed shall be mitigated, either through replanting of additional and/or payment into a tree mitigation fund. According to the applicant, a tree survey was conducted on the property. Based on the survey, there were approximately 105 protected trees per acre on the east side of the sample area, and approximately 162 Protected Trees per acre on the west side of the sample area. The survey was not submitted as part of this request. Staff estimates that total cost of mitigation would be several million dollars at a minimum.

The applicant states that the development is designed to minimize grade and tree disturbance other than for the creation of the private street and utility systems and some grading and clearing of selected lots. The applicant also proposes a “floating post-tension steel concrete slab foundation” that would be required of all builders to allow for minimal impact to tree root systems near each building envelope.

With regard to mitigation, the applicant proposes the following:

- *“Replanting requirements in the common areas and street ROW’s through a formula of caliper inches of approved hardwood trees, or per 30 linear feet of street frontage of the common area”*
- *“No mitigation shall be required of any individual lot. Each lot shall plant at least two 3.5” caliper trees from an approved hardwood tree list. If existing native trees are preserved in the front or street-side side*

yards, they can be utilized to satisfy the tree planting requirement on the lot.”

- “Designation of a 100% wildlife natural preserve (non-disturbance classification) in the 150’ setback areas that border on Granada, and Glenwyck Farms (other than a 25’ wide water line and trail easement cut-through to Dove Road)”
- “Planting of pine trees in the portion of the Solana Boulevard median that fronts the project, in a configuration and size consistent with the proposed Entrada program”
- “Environmental enhancements that may include the following:
  - Investigating rainwater collection systems that would be encouraged on each home to create a first source irrigation option
  - Where possible, bio-swale installation to reduce storm water runoff”
- “In addition to the above components of the Tree Mitigation Plan, two alternatives are proposed to the Town to further address mitigation:
  - Alternate A - Commitment to fund and install improvements to the Parkland Dedication area fronting on Sam School Road that could include options such as:
    - Dedicated trailhead parking spaces as part of the existing adjacent parking lot
    - Wood stairway built into the “Mayor’s Hill” (see attached illustration)
    - Passive fitness stations on the “Mayor’s Hill”
    - Picnic area on the “Mayor’s Hill””
  - Alternate B – Commitment to deed land to the Town that fronts on Sam School Road that can be used for any municipal purpose. In this case, it is assumed that a municipal use would be exempt from the cumulative PD 1-1 coverage test.”

**STAFF RECOMMENDATION:** Staff recommends the following with regard to tree preservation:

- Except where necessary to construct roadway, drainage and/or utility improvements as shown in the civil construction plans submitted by the developer, pre-grading of individual single family lots by the developer is hereby prohibited and all trees not located in future roadways and utility mains shall be preserved in place;
- Existing trees removed on individual single family lots shall require mitigation per the requirements of the Code of Ordinances;
- Trees located in roadways and utility main locations as shown on the preliminary plat and civil construction plans are hereby exempt from the mitigation requirements of the Code of Ordinances;
- All protected trees and tree preservation areas (non-exempt) as shown on the concept plan shall be protected per the requirements of the Code of Ordinances. Additionally, a tree protection plan shall be submitted for review and approved by the Town Manager or their designee prior to any site grading/clearing and tree removal.

### **Parkland Dedication**

The Code of Ordinance requires parkland to be dedicated at one acre per 30 residential units. Given this requirement, 2.17 acres is required for dedication as part of this development. The applicant states that “it is envisioned that a 2.17 acre area fronting on Sam School Road and atop the southeast hill would be an ideal Park area that, at the Town’s election, could either be dedicated to the Town or deeded to the HOA (HOA would have responsibility for maintenance) with a public access easement”. Additionally, as stated above, the applicant proposes to fund and install improvements to this area that could include:

- *“Dedicated trailhead parking spaces as part of the existing adjacent parking lot*
- *Wood stairway built into the “Mayor’s Hill” (see attached illustration)*
- *Passive fitness stations on the “Mayor’s Hill”*
- *Picnic area on the “Mayor’s Hill”*

*Comprehensive Plan Recommendations:* The Parks, Open Space and Trail Plan in the Comprehensive Plan shows a “community park” on the western portion of the subject property. The Comprehensive Plan defines a community park as a “central community park area that provides opportunities for shared community activities. These can include open fields for impromptu sport activities as well as park bench areas, dog-park facilities, pavilions, picnic areas, etc.” The plan further states that a community park should be between 25 and 35 acres in size.

*Staff analysis:* The Comprehensive Plan Land Use Plan shows a large portion of the subject property as open space, mostly on the western portion of the property where the community park area is also shown. The approximate acreage shown as open space in the Comprehensive Plan is 33 acres, or 52.8% of the total subject property area. The applicant’s proposal includes a total of 37 acres of open space, or 59.5% of the subject property area. The open space proposed by the applicant is broken down as follows:

- Parkland Dedication (southeast Hill): 15 acres (40.5% of total open space)
- Western and Southern Conservation  
150 foot buffers: 11 acres (29.7% of total open space)  
All other open space: 11 acres (29.7% of total open space)

**STAFF RECOMMENDATION:** Given the above proposals by the applicant and the recommendations of the Comprehensive Plan, staff recommends the following:

- Staff recommends that the 15 acre southeast hill portion of the development be developed as a community park, thereby satisfying both the parkland dedication requirements of the Code of Ordinances and the recommendations of the Comprehensive Plan.
- Said park shall remain privately owned but shall be accessible to the public at all times and shall, at a minimum, include amenities as described in Alternate A above.
- Maintenance responsibilities, details of amenities, and final locations of parking and trails shall be approved through a separate agreement between the applicant/developer and the Town. Said agreement shall be approved before a notice to proceed with the construction of public improvements is issued by the public works director.
- Prior to approval of the final agreement between the developer and the Town, a public workshop shall be held whereby public input is received concerning the final park design and amenities.

Based on staff's analysis, relocating the community park approximately one-half mile to the west will provide for:

- reduced tree destruction resulting from parkland construction;
- better buffering between existing neighborhoods while maintaining open space corridors and linkages;
- better access to trails and public parking as well as current and future daytime population areas such as the existing fitness, retail and commercial development in The Solana.

### **SIDEWALKS AND TRAILS**

The applicant requests a variance to sidewalk construction requirements as follows: "A variance to the Code of Ordinances is requested to allow for a single sidewalk on one side of the main spine road (sidewalks are normally required on both sides of a roadway for lots of 12,000 square feet or less) within the development, in the general location shown on the Concept Plan.

Sidewalk width inside the development would be a minimum of 5 feet. All sidewalks shall be made of concrete, stone, or pavenstone.

The Code of Ordinances only requires sidewalks along public streets. The proposed development will be served by private internal streets.

In terms of trails, the applicant states that "the internal sidewalk will tie into the Solana Boulevard public Town Trail via gated connections at both entries. Any public trail construction (outside of the community) will be a minimum of 6 feet in width, other than the connections to the internal sidewalk which shall be a minimum of 5 feet in width (all identified public trails can be seen on the Concept Plan). At the Town's election, the portion of the Solana Boulevard public Town Trail that fronts on the project will be improved to either a concrete condition or be maintained with the existing decomposed granite".

Per the trail plan provided by the applicant, public trail linkages will be constructed from the proposed park area on the eastern portion of the subject property and from the existing Granada Trail. The linkages will connect the private sidewalks proposed to be constructed within the development.

The Code of Ordinances states that hike and bike sidewalks [trails] shall be constructed along streets designated for hike and bike trails. Such sidewalks shall be built by the owner at the time of site development.

### **STAFF RECOMMENDATION: Staff recommends the following:**

- The existing decomposed granite trail along Solana Blvd. shall be replaced by the developer with an eight (8) foot wide concrete trail along the entire frontage of Solana Blvd. adjacent to the subject property. Said trail shall, as closely as possible, follow the course of the existing trail with all trees to be preserved as existing at the time of construction. Said trail shall be constructed prior to the final acceptance of public improvements.

The eight (8) foot trail recommendation maintains consistency with the existing trails in the Town, most of which are eight (8) feet concrete trails.

### **FENCING**

The applicant states that “Solana Boulevard frontage will have a decorative metal picket fence and entry gates with optional masonry columns and/or panels where screening is necessary on the Solana Boulevard frontage. The fence shall be located at the boundary of the 100’ Solana Boulevard buffer and the development zone. In addition, all individual lot line fences adjacent to the buffer and common areas shall be limited to decorative metal pickets so as to create a more transparent view in the undeveloped forest land. The primary goal for the fencing is to effectively disappear and allow the natural forest land setting to be open to view from all perspectives.”

All homes shall have a back fence comprised of metal picket. Privacy fences comprised of metal picket shall be permitted only on interior side lot lines to provide privacy to outdoor patio and pool areas.

### **TRAFFIC, STREETS AND ACCESS**

The proposed development will have two entrances from Solana Boulevard located at existing median cuts. The applicant has provided a traffic memorandum performed by a registered professional engineer. The memorandum states that the development will generate a total of 707 trips per day. The memorandum also recommends the construction of a left-turn lane at the easternmost entrance Drive. The reason for the recommendation is due to the higher site volumes, the complexity of the intersection, and the higher amount of competing traffic. Staff concurs with the recommendation and this requirement will be included in the proposed PD ordinance and the development agreement.

All community streets will be private and constructed of asphalt with concrete outer bands and/or mountable curbs fronting the lots. The streets are proposed to be 27 feet in width including a mountable concrete curb on both sides. A Code of Ordinances requires a Specific Use Permit (SUP) for any development containing private streets. The required SUP is included with this request.

Street lighting shall be located at all corners and intersections. Lights shall be low pedestal type fixtures that comply with Town ordinances as well as follow Dark Skies Design Guidelines.

### **PLATTING**

Although the subject property is already platted, if approved, the portion of the current plat that includes the subject property will be required to be vacated, after which a Preliminary Site Evaluation and a final plat will be required for submission and approval.

Approval of a separate development agreement between the Town and the developer is also required by the Code of Ordinances.

### **PUBLIC ART**

The Town Design Structure Plan in the Comprehensive Plan contains design action standards that include public art recommendations. The plan states that “it is preferable that art is intrinsic to the design of the space rather than a commissioned piece to be installed in the space. In February and June 2017 respectively the Town Council approved a public art plan and nominated members for



a public art competition advisory committee. The developer proposed the following public art contribution:

*“Donation: Wilbow will make a contribution of \$10,000 for public art to the Town of Westlake to be designated toward an outdoor sculpture. Wilbow would welcome matching funds to the extent they are available.*

*Location: At a location within the boundaries of the 62.5 acre parcel, to be selected by either the Town of Westlake Public Art Committee or by Town Council. Wilbow recommends a location in the public-access area of the open space near the Sam School frontage.*

*Competition: Wilbow encourages the concept of a public art competition. The competition should be managed by the Town of Westlake Public Art Committee.*

*Maintenance: To the extent the final artwork will require maintenance, Wilbow recommends the Homeowners Association (“HOA”) associated with The Knolls at Solana be required to fund and provide maintenance.*

*Timing: Based on the current development schedule, it is expected that home construction at The Knolls at Solana will commence in early 2019 with first residents expected in late 2019, early 2020. Ideally, the artwork would be complete and installed by the end of 2019. Wilbow funding would occur at time of land development commencement.”*

*The public art proposal will be referenced in the draft PD ordinance with the above terms to be included in the development agreement between the Town and the applicant.*

### **COMPREHENSIVE PLAN RECOMMENDATIONS**

The following is an analysis of the compliance of the proposed development to the elements of the 2015 Comprehensive Plan:

(1) The Land Use Plan: The Land Use Plan recommends the following land uses for the subject property, which is broken down by approximate area for each zone:

- Open Space (33 acres approximate)
- CC2-A Community Commercial 2 / View Shed Zone (29.5 acres approximate)

Based on staff’s analysis, the development is consistent with Land Use Plan recommendations as follows:

1. The open space acreage proposed is higher than that recommended by the plan;
2. Transitional Residential Uses, such as those proposed by the applicant, are permitted in the CC2-A Community Commercial 2 / View Shed Zone (see explanation in Housing Plan below)

(2) The Thoroughfare Plan: Solana Blvd. is designated as a Town Arterial on the Thoroughfare Plan. Solana Blvd. is currently in compliance with the Thoroughfare Plan. Per the applicant’s proposal above, given the recommendations a traffic analysis, a left

turn lane will be added to westbound Solana Blvd. at the easternmost entrance into the development.

- (3) The Parks, Open Space, and Trail Plan: As described above, a community park is recommended by the plan for the western portion of the property. Staff recommends this park be moved approximately one-half mile to the east where the southeast hill is located. Given the current alignment of the Granada Trail, the applicant's proposal to provide linkages to the development from both the east and the west where trail linkages do not currently exist complies with the plan's intent to create trail linkages where opportunities exist.
- (4) The Town Design Structure Plan: The portion of the plan is vital to maintaining the aesthetic qualities that are unique to Westlake. The overall layout of the development complies with the recommendations contained in this section of the plan with regard to active and passive open space and neighborhood and open space edges. However, the more specific elements should be required to comply with the community pallets recommended by this section, including public art, which is described above.
- (5) The Facilities and Town Hall Plan: This section is not applicable to the proposed development.
- (6) The Storm Water and Water Conservation Plan: The applicant states that development runoff will employ a combination of bio-swales, detention pond(s), and connection to the existing public street storm water system. This is generally compliant with the recommendations of this section.
- (7) The Housing Plan: As referenced in the Land Use Plan above, the CC2-A Community Commercial 2 / View Shed Zone encourages more open space and/or transitional housing opportunities (as further defined in the Housing Plan) for district where possible, particularly on the edge of the district next to existing residential areas. The Housing Plan describes two housing submarkets whereupon the development is generally consistent: (1) "Diversify the higher-income market to attract younger buyers", and (2) "Meet future housing needs of an aging population".

Regarding the attraction of younger buyers, the plan states that *"product types could be priced over \$800,000 or \$1 million, but would come in lower maintenance forms such as villas and small-lot detached homes designed for busy lifestyles and convenience, without sacrificing quality."*

With regard to older, aging buyers, or "empty nesters", the plan states that *"product types appealing to this buyer include higher density (townhomes, villas, and garden residences), higher security, and lower maintenance typologies with housing interiors capable of handling art and furnishings of the wealthy older folks. The ideal size of these projects is approximately 15 to 35 acres, making them ideal for small parcels north of Dove Rd., as transitional between lower density, single-family development and commercial development."*

- (8) The Economic Development Plan: Tactic C-3-2 in the plan states: *"Establish sequence by several measures. First move important transitional spaces into the public domain via*

*acquisition, easement, or dedication (such as the central open space as shown on the Park, Open Space and Trail Plan). Second, incentivize density and building form transitions from areas of higher commercial intensity to areas of residential use.”* The proposed development is consistent with this tactic.

Based on the above analysis, staff concludes that the development is generally consistent with the recommendations of the Comprehensive Plan.

### **PUBLIC NOTIFICATION**

A total of 51 public hearing notices were sent to property within a minimum 200 feet of the subject property. Additionally, notice of the public hearing was published in the Fort Worth Star Telegram a minimum of ten days prior to the Planning and Zoning Commission meeting. At the time the packet was sent, staff has received a total of five emails opposed to the request. Copies of all correspondence received to date will be provided to the Commission at the August 14, 2017 meeting.

### **SUMMARY AND RECOMMENDATION**

The subject property is currently undeveloped. The land itself is a somewhat ancient remnant of the rapidly disappearing cross-timbers forests that once covered large portions north and central Texas. The current PD1-1 zoning of the subject property, originally approved in 1992, allows for a myriad of commercial and institutional uses including offices, restaurants, hotels, schools, etc. In order to construct any of these uses, the only legislative approval required is the submission of a site plan. The land uses themselves are already entitled to the property and the PD1-1 regulations contain no provisions for buffering, open space set-asides or tree preservation beyond what the Code of Ordinances already requires. Therefore, the current zoning of the property presents a scenario wherein development may occur that is markedly inconsistent with the recommendations of Comprehensive Plan, as described in this briefing, nor contextually sensitive to the surrounding area given the changes that have occurred in the 25 years since the original zoning was approved.

In comparison, the proposed development is generally consistent with the recommendations of the Comprehensive Plan and addresses aesthetics, buffering, tree preservation, parks, and open space in a manner that is sensitive to the surrounding neighborhoods and the topography of the property.

Therefore, staff recommends approval subject to the conditions contained in this report.

### **ATTACHMENTS**

1. Existing Location Map
2. Developer Submittal: Applications and Written Proposals from Developer
3. Developer Submittal: Development Concept Plans and Exhibits
4. Developer Submittal: Entryway Exhibits
5. Developer Submittal: Lot Layout Exhibits
6. Developer Submittal: Open Space Amenities
7. Developer Submittal: Traffic Memorandum
8. Staff Exhibit: Current Zoning Map
9. Staff Exhibit: Comprehensive Plan Parks, Open Space and Trails Plan
10. Staff Exhibit: Comprehensive Plan Land Use Plan