



## *City of El Paso – City Plan Commission Staff Report*

**Case No:** PZRZ14-00033  
**Application Type:** Rezoning  
**CPC Hearing Date:** February 26, 2015  
**Staff Planner:** Michael McElroy, 915-212-1612, mcelroyms@elpasotexas.gov  
**Location:** 5636 Frutas Avenue and 415 N. Glenwood Place  
**Legal Description:** Lots 16 to 30, Block 4, Hughes Addition, City of El Paso, El Paso County, Texas  
**Acreage:** 0.9917 acres  
**Rep District:** 3  
**Existing Zoning:** R-5 (Residential)  
**Existing Use:** Convent  
**C/SC/SP/ZBA/LNC:** N/A  
**Request:** From R-5 (Residential) to G-MU (General Mixed Use)  
**Proposed Use:** General Mixed Use  
**Property Owner:** North American Union of the Sisters of Our Lady of Charity, Inc. – El Paso  
**Representative:** Ray Mancera

### **SURROUNDING ZONING AND LAND USE**

**North:** R-5 (Residential) / Single-family dwellings  
**South:** R-5 (Residential) / Church and single-family dwellings; R-5/sp (Residential/special permit) / duplex  
**East:** R-5 (Residential) / Single-family dwellings  
**West:** R-5 (Residential) / Vacant

**PLAN EL PASO DESIGNATION:** G-2, Traditional Neighborhood (Central Planning Area)

**NEAREST PARK:** San Juan Placita Park (506 feet)

**NEAREST SCHOOL:** Hawkins Elementary School (1,838 feet)

### **NEIGHBORHOOD ASSOCIATIONS**

El Paso Central Business Association

San Juan Neighborhood Improvement Association

### **NEIGHBORHOOD INPUT**

Notice of a Public Hearing was mailed to all property owners within 300 feet of the subject property on February 5, 2014. The Planning division has received no communications in support or opposition to the rezoning request.

### **APPLICATION DESCRIPTION**

The applicant is requesting to rezone the subject property from R-5 (Residential) to G-MU (General Mixed-Use). The property includes seven buildings totaling approximately 23,000 sq. ft. The property is currently used as a convent, and is proposed to continue its existing educational, social, administrative, and residential uses. The mix of uses proposed is detailed in the Master Zoning Plan (MZP) Report (Attachment 4). Setbacks are proposed at zero feet along all property lines. The development requires 10 parking spaces and proposes none. A 100 percent parking reduction is proposed. A parking study has been conducted suggesting sufficient on-street parking availability to accommodate the reduction request (Attachment 5). Vehicular access is proposed from Frutas Avenue.

As the property is less than the required three acres for a G-MU district, the applicant will request City Council waive the minimum district area as part of the rezoning request.

## ANALYSIS

### 20.10.360(G)

Residential, General and Industrial Mixed Use Districts (R-MU, GMU and IMU). Uses permitted in a mixed-use development are as approved by city council through a master zoning plan. A mixed-use development may be authorized to encourage use schemes such as but not limited to, residential, entertainment, medical, and employment centers. The following principles and requirements shall apply to a mixed-use development and shall serve as the basis for approval of a master zoning plan.

1. General Design Principles. These design principles shall serve as guidelines only, and compliance with any guideline within a mixed-use development shall be determined on a case by case basis as part of the master zoning plan and mixed use development plan approval. It is not intended that every mixed-use development conform to all or any set number of the enumerated design guidelines.
  - a. Development Perspective.
    - i. That the natural infrastructure and visual character of the development area be retained as derived from existing topography, riparian corridors and other environmentally sensitive areas.
    - ii. That the development strategy utilized encourages infill and redevelopment in parity with new and existing neighborhoods.
    - iii. That proposed development contiguous to urban areas be organized as town centers and neighborhoods, and be integrated with the existing urban pattern.
    - iv. That proposed development noncontiguous to urban areas be organized in the pattern of an isolated community consisting of a complete town center serving the neighborhood(s).
    - v. That a mixture of housing types and densities be distributed throughout the mixed-use development.
    - vi. That transportation corridors be planned and reserved in coordination with land use patterns.
    - vii. That natural or man-made green corridors and open space areas be used to define and connect neighborhoods to other facilities within the development, and that these areas allow for connectivity outside of the development where feasible.
    - viii. That the development include a framework of transit, pedestrian and bicycle systems that provide alternatives to the automobile.
    - ix. That neighborhoods with town centers be the preferred pattern of development and that developments specializing in single use be discouraged.
    - x. That neighborhoods be compact, pedestrian-friendly, and mixed use.
    - xi. That ordinary activity of daily living occurs within walking distance of most dwellings.
    - xii. That interconnected networks of streets be designed to disperse and reduce the length of vehicle trips.
    - xiii. That within neighborhoods, a range of housing types and price levels be provided to accommodate people of diverse ages and incomes.
    - xiv. That appropriate building densities and land use be provided within walking distance of transit stops.
    - xv. That civic, institutional and commercial activity be embedded, and not isolated, in the development.
    - xvi. That a range of open space including parks, squares, and playgrounds be distributed within the development.
    - xvii. That a development have sufficient size to accommodate the mixed-use concentration of uses.
  - b. Building Perspective.
    - i. That buildings and landscaping contribute to the physical definition of streets as civic places.
    - ii. That the design of streets and buildings reinforce safe environments.

- iii. That architecture and landscape design grow from local climate, topography, history and building practice.
- iv. That public gathering spaces be provided in locations that reinforce community identity.
- v. That the preservation and renewal of historic buildings be facilitated.
- vi. That principal buildings and facades, where possible, be located parallel to the frontage line to encourage a community-friendly environment.

*The applicant complies 20.10.360(G)(1)*

2. General Design Elements. A mixed-use development is characterized by any combination of the design elements described below. These design elements shall serve as guidelines only, and compliance with any design element within a mixed-use development shall be determined on a case-by-case basis as part of the master zoning plan and mixed-use development plan approval. It is not intended that every mixed-use development conform to all or any set number of the enumerated design elements.
- a. Neighborhoods limited in size and oriented toward pedestrian activity.
  - b. A variety of housing types, jobs, shopping, services, and public facilities.
  - c. Residences, shops, workplaces, and other buildings interwoven within the neighborhood, all within close proximity.
  - d. A network of interconnecting streets and blocks that maintain respect for the natural landscape.
  - e. Natural features and undisturbed areas that are incorporated into the open space of the neighborhood.
  - f. A coordinated transportation system with a hierarchy of appropriately designed facilities for pedestrians, bicycles, public transit and automotive vehicles.
  - g. Well-configured squares, plazas, greens, landscaped streets, preserves, greenbelts, or parks dedicated to the collective social activity, recreation, and visual enjoyment of the neighborhood.
  - h. Buildings, spaces, and other features that act as landmarks, symbols, and focal points for community identity.
  - i. Compatibility of buildings and other improvements as determined by their arrangement, bulk, form, character and landscaping to establish a livable and harmonious environment.
  - j. Classification of uses deploying a range from rural-to-urban to arrange in useful order the typical context groupings of natural and urban areas to ensure compatibility of land uses.

*The applicant complies 20.10.360(G)(2)*

3. Architectural Objectives. As part of the review of the mixed-use development plan the architectural design shall achieve the following objectives:
- a. Architectural compatibility;
  - b. Human scale design;
  - c. Integration of uses;
  - d. Encouragement of pedestrian activity;
  - e. Buildings that relate to and are oriented toward the street and surrounding buildings;
  - f. Residential scale buildings in any mixed residential area;
  - g. Buildings that contain special architectural features to signify entrances to the mixed-use development; and
  - h. Buildings that focus activity on a neighborhood open space, square or plaza.

*The applicant complies 20.10.360(G)(3)*

4. Roadway Design. The roadway designs, whether public or private, used within a mixed-use development may vary depending on the proposed function of the roadway, the anticipated land uses, and the anticipated traffic load. A variety of designs to lend character to the neighborhood are encouraged. The requirements of Title 19 (Subdivisions) of this Code shall apply in all instances.

*20.10.360(G)(4) is not applicable to the proposed development.*

5. Parking. The off-street parking requirements in Chapter 20.14 (Off-Street Parking and Loading Requirements) of this title shall apply for purposes of calculating required spaces. Community-parking facilities or shared parking shall be encouraged in lieu of traditional off-street parking design. This concept would permit the collocation of required parking for individual uses in order to promote pedestrian activity within the neighborhood. In instances where shared parking is proposed, a shared parking study shall be reviewed by the city along with any traffic engineering and planning data that are appropriate to the establishment of parking requirements for the uses proposed. A shared parking study shall include, but not be limited to, estimates of parking requirements based on recommendations in studies such as those from the Urban Land Institute, the Institute of Traffic Engineers, or the Traffic Institute, and based on data collected from uses or combinations of uses that are the same or comparable to the proposed uses. The shared parking analysis shall be based on the mixture of uses and corresponding peak demand for all uses. The study shall document the source of data used to develop recommendations.

*Calculated at a 0.25/resident ratio for a convent use, with 40 estimated residents, the property requires 10 parking spaces and provides none. A 100 percent parking reduction is requested as part of the Master Zoning Plan (Attachment 5). The parking study shows a minimum of 50 parking spaces to be available at any given time within 300 feet of the subject property.*

6. Setbacks. Properties within a mixed-use development shall be allowed zero setbacks for all uses, unless otherwise required by the city council as part of the review of the master zoning plan.

*The applicant complies 20.10.360(G)(6)*

7. Landscaping. Uses within a mixed-use development shall not be required to conform to the landscaping requirements of Title 18 (Building and Construction) of the El Paso City Code. Landscaping, streetscape, and other green areas proposed within the mixed-use development shall be shown and considered as part of the master zoning plan and mixed-use development plan approval process.

*The property has existing landscaping totaling 4,000 sq. ft.*

#### **PLANNING DIVISION RECOMMENDATION**

The Planning Division recommends **approval** of rezoning the subject property from R-5 (Residential) to G-MU (General Mixed Use) and approval of the Master Zoning Plan. The approval recommendation is based on the compatibility with nearby commercial and residential zoning in the area and the G-2 Traditional Neighborhood (Walkable) growth sector in the Central Planning Area.

#### **Plan El Paso- Future Land Use Map Designation**

All applications for rezoning shall demonstrate compliance with the following criteria:

G-2 – Traditional Neighborhood (Walkable): This sector includes the remainder of central El Paso as it existed through World War II. Blocks are small and usually have rear alleys; buildings directly faced streets; schools, parks, and small shops are integrated with residential areas. This sector is well-suited for use of the SmartCode as a replacement for current zoning when planned in conjunction with specific neighborhood plans or identified in this Comprehensive Plan.

The purpose of the G-MU (General Mixed Use) district is to provide large-scale developments that are able to function as individual neighborhoods, as small-scale developments requiring flexibility because of unique design characteristics, or as transitional areas between dissimilar land uses.

**COMMENTS:**

**Planning and Inspections Department- Planning Division - Transportation**

Recommend approval. All existing and/or proposed paths of travel (accessible sidewalks, wheelchair access curb ramps and driveways) located within public rights-of-way shall follow the City of El Paso Design Standards for Construction and be ADA/TAS compliant.

**Planning and Inspections Department – Building and Development Permitting**

No objection to proposed rezoning. Change in occupancy will require submittal of plans for building permits.

**Planning and Inspections Department - Building and Development Permitting - Landscape**

No objections.

**Planning and Inspections Department - Land Development**

No objections.

**Fire Department**

Recommend “Approval” of “Site Plan Application” as presented. \*\*\*\*\*NOTE \*\*\*\*\* PZRZ 14-00033 In accordance with the requirements of the Zoning Code Section 20.04.160 Content of application the Fire Planning Division has reviewed the submitted “Detailed Site Plan for the following: Elevations, Perspective of the building, Dimensions, square footage and height of all structures, Number of dwelling units in Multi-family structures, and Driveways as applicable to following sections of the fire code; Sections 503 and Appendix D Fire Apparatus Access Roads, Section 903 Automatic Sprinkler Systems, Section 905 Standpipe Systems. “When required as per section 905.3.1, 905.4 and 905.5 all fire protections system plans shall be submitted separately to Fire Plan Review for further requirements and comments”. The Fire Planning Division has reviewed the submitted “Preliminary Site Plan Application” as per requirements of the Zoning Code Section 20.04.160 Content of application and has determined that the submission DOES comply within the zoning regulations.

**El Paso Water Utilities**

We have reviewed the zoning change request reference above and provide the following comments:

EPWU does not object to this request.

**Water:**

1. There is an existing 6-inch diameter water main extending along Frutas Street that is available for service, the water main is located approximately 10-ft north from the center line of the right-of-way.
2. There is an existing 6-inch diameter water main extending along Glenwood Drive that is available for service, the water main is located approximately 10-ft east from the center line of the right-of-way.
3. EPWU records indicates one (1) active 1-inch water meter and two (2) active 1-1/2-inch water meters serving the subject property. The service addresses for these meters are 5636 Frutas Avenue and 415 Glenwood Street.

**Sanitary Sewer:**

1. There is an existing 8-inch diameter sanitary sewer main extending along Frutas Avenue that is available for service, the sewer main is located approximately 10-ft south from the center line of the right-of-way.
2. There is an existing 8-inch diameter sanitary sewer main extending along Glenwood Drive that is available for service, the sewer main is located approximately 5-ft west from the center line of the right-of-way. The line changes to an eastern direction approximately 10-ft north of Ybarra Street.

**General:**

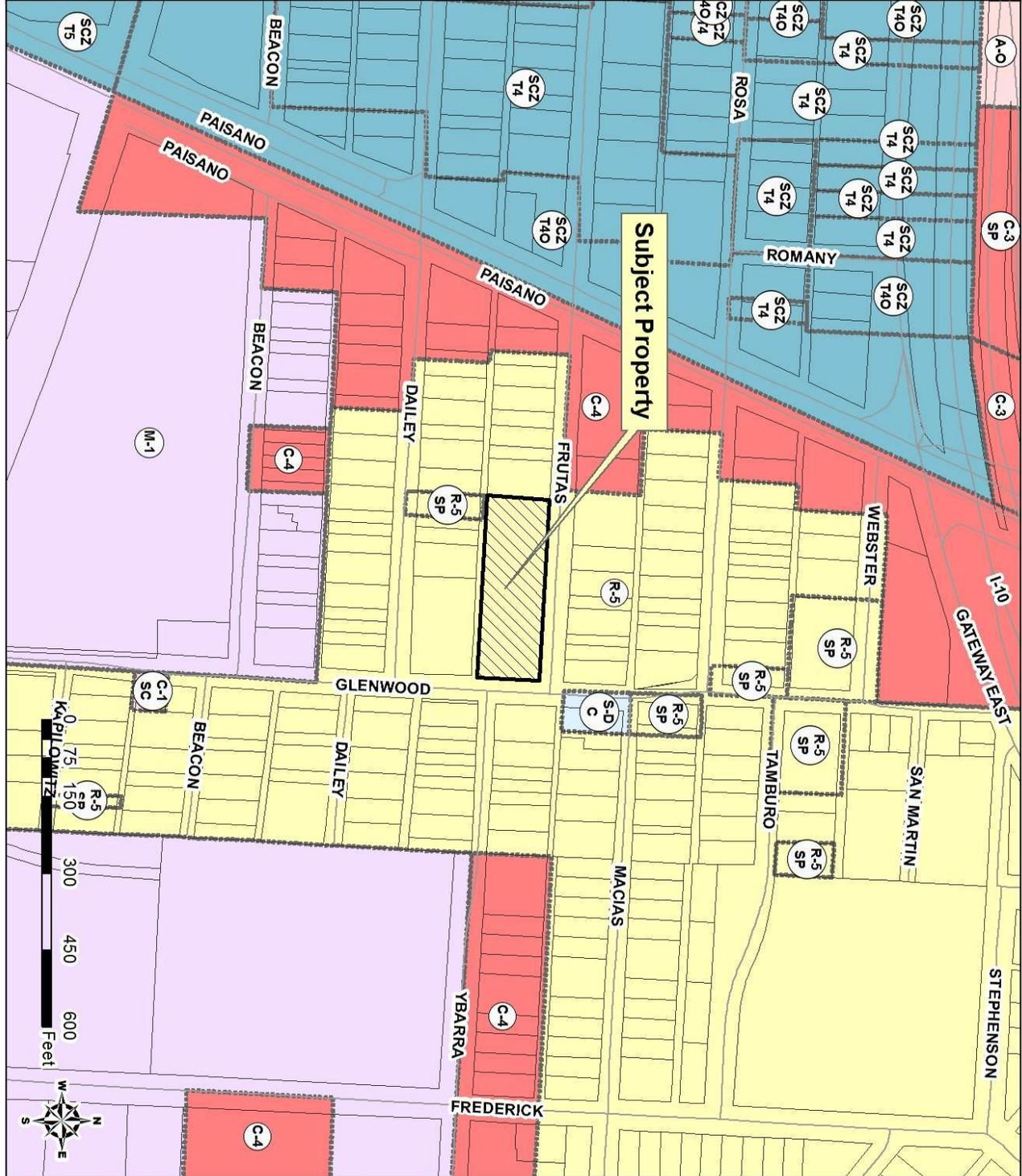
EPWU requires a new service application to provide additional service to the property. New service applications are available at 1154 Hawkins, 3rd floor and should be made 6 to 8 weeks in advance of construction to ensure water for construction work. A site plan, utility plan, grading and drainage plans, landscaping plan, the legal description of the property and a certificate-of-compliance are required at the time of application. Service will be provided in accordance with the current EPWU – PSB Rules and Regulations. The applicant is responsible for the costs of any necessary on-site and off-site extensions, relocations or adjustments of water and sanitary sewer lines and appurtenances.

**Attachments:**

- Attachment 1: Zoning Map
- Attachment 2: Aerial Map
- Attachment 3: Master Zoning Plan (MZP)
- Attachment 4: Master Zoning Plan (MZP) Report
- Attachment 5: Parking Study

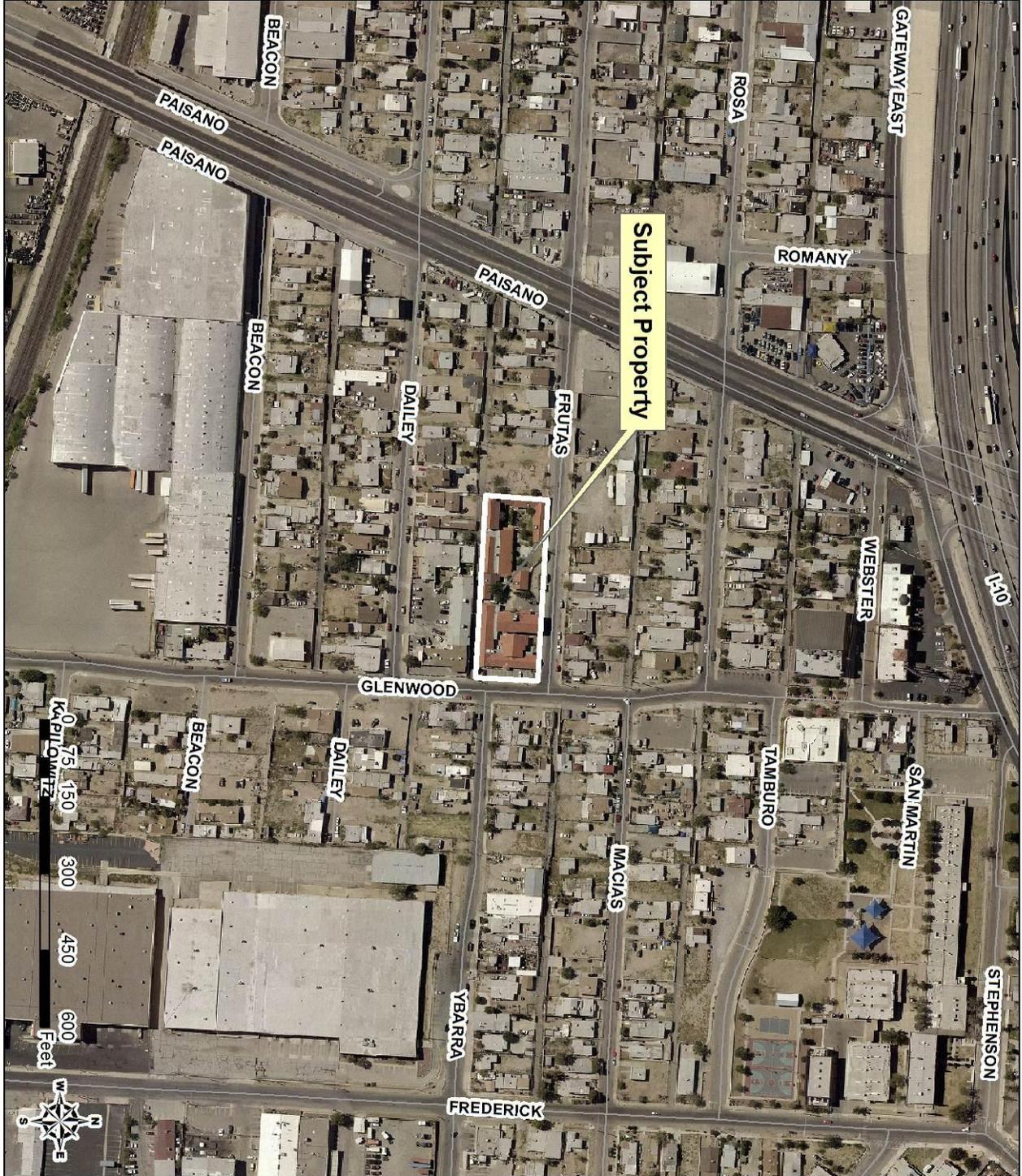
ATTACHMENT 1: ZONING MAP

PZRZ14-00033

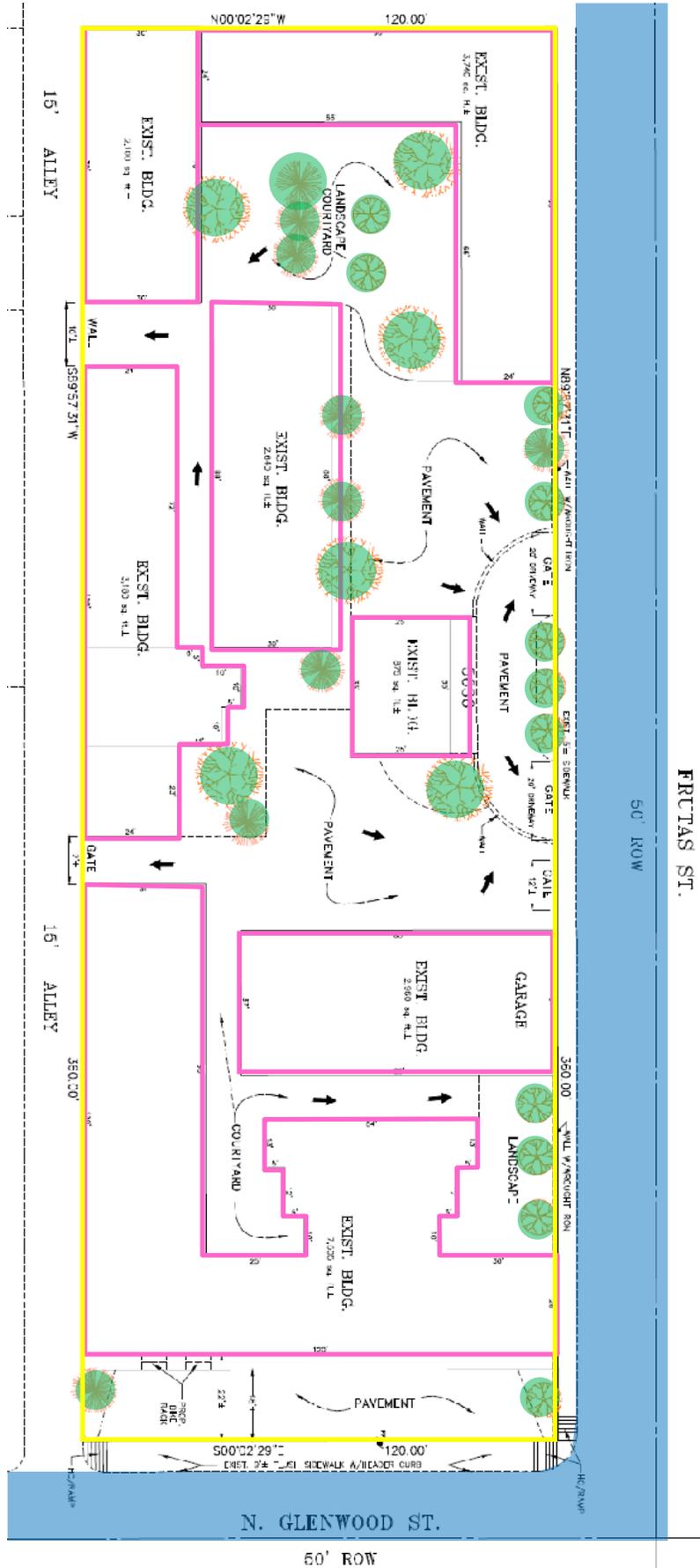


ATTACHMENT 2: AERIAL MAP

PZRZ14-00033



**ATTACHMENT 3: MASTER ZONING PLAN (MZP)**



## ATTACHMENT 4: MASTER ZONING PLAN (MZP) REPORT

### **Master Zoning Plan for a General Mix Use District (G-MU)**

**Owner:** North American Union of the Sisters of Our Lady of Charity, Inc.

**Address:** 5636 Frutas

#### **I. Purpose and Intent:**

The purpose of this project and request for a change of zoning from R-5 to G-MU is to recognize and validate the various existing land uses the North American Union of the Sisters of Our Lady of Charity have provided since 1929 and will continue to provide in the future to the neighborhood and community in general. The project is located adjacent to San Juan Bautista Church which is part of the Catholic Diocese of El Paso. This project will enhance services to the neighborhood; promote walkable communities and the city of El Paso comprehensive plan and smart growth objectives and initiatives throughout the city.

These Objectives will be followed with these outlined initiatives:

- Recognize the current design standards currently found in the smart code that promotes walk up family oriented services in areas such as spiritual, housing, and human development.
- Provide a existing complex that promotes walk up social, housing, and general welfare to individuals and families to the existing neighborhood while promoting public transportation and pedestrian linkages with the rest of El Paso.
- Continue with the redevelopment patterns that the City of El Paso is promoting.
- Demonstrate that these trends are economically and socially needed in central El Paso.

#### **II. Objective:**

This District will recognize, validate and ensure the existing buildings are in conformance with approved development standards and the land uses provided for decades at the District will also be recognized and validated

#### **III. Characteristics:**

**Description:** This is an infill project that occurred many decades ago and has continuously been used and maintained. The building is an existing 23,000 square feet multi-use facility used for living, cafeteria, and offices. A more detailed description of the design elements are as follows:

## ATTACHMENT 4: MASTER ZONING PLAN (MZP) REPORT

**Access:** This building complex will have access along Frutas Street and Glenwood Street. There are several contiguous buildings and some detached with parking on the interior of the property. Access to the parking lot will be from Frutas Street. There will be pedestrian access thru both Frutas and Glenwood Streets. Utilities, services, and trash collection will continue to be provided as has been for decades.

**Setbacks:** The building(s) were built with zero set back along Frutas Street and alley. This decades old development were built to then building code standards which has provided a closer relationship with the neighborhood promoting pedestrian life.

**Density:** The District Density will be continue the set of buildings comprising approximately 23,000 square foot situated on 0.9917 Acres. This is compatible with the adjacent San Juan Bautista Catholic Church also built at the turn of the century.

**Landscaping:** Landscaping will be what the current landscaping exists around the parameter of the building and inside the courtyard. The required landscape of 3 project trees, 10 street tree and 5 gallon shrubs requiring 136 gallons are currently met with the existing site landscape of 4,000 sf ± based on a property size of 43,199 sf less 23,000 sf of building.

**Parking:** Ten parking spaces are required based on 0.25/resident. There is no on-site parking provided within the District as the property was built over 50 years ago with zero lot lines and no on-site parking. Therefore, a 100% parking reduction is being requested. However, there is plenty of on-street parking available within 300' radius of the property as concluded in a Traffic Study, conducted February 6, 2015, that shows there are a minimum of 50 street parking spaces available.

**Sub Districts:** There will be no Sub Districts in the Plan.

**Phasing:** There is no phasing since the District is existing in its entirety and no planned additions or alterations are being proposed.

**Infill Development and Economic Incentive Program:** The applicant will not be submitting for any city economic incentive privileges inherent in General Mixed Use and/or Infill Development applications.

#### **IV. Relationship with Plan for El Paso:**

This District will enhance the neighborhood's economic and social vitality and will follow the overall city of El Paso's Goals to promote higher densities and mixed uses, and Smart Code development design standards.

**ATTACHMENT 4: MASTER ZONING PLAN (MZP) REPORT**

The existing surroundings have a walk able housing community with schools, churches, and retail within walking distance.

**V. Allowable Uses for this District**

<b>5636 Frutas General Mix Use Table</b>					
<b>Land Use</b>	<b>Maximum Area</b>	<b>Set backs</b>			<b>Maximum Building Height</b>
		<b>Front</b>	<b>Back</b>	<b>Side</b>	
Adult Day Care Center	23,000 S.F.	0	0	0	35 Ft
Child Care Facility, Type 3 to 7	23,000 S.F.	0	0	0	35 Ft
Child Care Institution	23,000 S.F.	0	0	0	35 Ft
Community Recreation Facility	23,000 S.F.	0	0	0	35 Ft
Office, Administrative & Manager's	23,000 S.F.	0	0	0	35 Ft
Office Medical	23,000 S.F.	0	0	0	35 Ft
Office Professional	23,000 S.F.	0	0	0	35 Ft
Assisted Living Facility (elderly)	23,000 S.F.	0	0	0	35 Ft
Clinic	23,000 S.F.	0	0	0	35 Ft
Convalescent Home	23,000 S.F.	0	0	0	35 Ft
Intermediate Care Facility (elderly)	23,000 S.F.	0	0	0	35 Ft
Nursing Home	23,000 S.F.	0	0	0	35 Ft
Rest Home	23,000 S.F.	0	0	0	35 Ft
Boarding House/Facility 5 residents or more	23,000 S.F.	0	0	0	35 Ft
Convent	23,000 S.F.	0	0	0	35 Ft
Monastery	23,000 S.F.	0	0	0	35 Ft
Orphanage, Shelter	23,000 S.F.	0	0	0	35 Ft
Transitional Living	23,000 S.F.	0	0	0	35 Ft
School, public, private or parochial (9-12, Pre K – 8) Trade, Vocational	23,000 S.F.	0	0	0	35 Ft
Office, Administrative & Manager's,	23,000 S.F.	0	0	0	35 Ft
Office medical	23,000 S.F.	0	0	0	35 Ft
Office professional	23,000 S.F.	0	0	0	35 Ft
School, arts and crafts	23,000 S.F.	0	0	0	35 Ft
Assisted Living Facility (elderly)	23,000 S.F.	0	0	0	35 Ft
Clinic	23,000 S.F.	0	0	0	35 Ft
Convalescent Home	23,000 S.F.	0	0	0	35 Ft
Book Store	23,000 S.F.	0	0	0	35 Ft
Thrift Store	23,000 S.F.	0	0	0	35 Ft

**5636 Frutas - Traffic Study To Satisfy Parking Requirements  
Comparison of Parking Spaces Available, Spaces Taken, and Total Spaces Available  
Performed February 6, 2015**

<b>Page 1</b>	<b>Macias St – Right of Glenwood</b>	<b>Frutas St – Left of Glenwood</b>	<b>Ybarra St.</b>						
	Gross Pkg Spaces Available	Pkg Spaces Taken	Net Parking Available	Gross Pkg Spaces Available	Pkg Spaces Taken	Net Parking Available			
7 am	8	3	5	18	16	2	17	1	16
10 am	8	1	7	18	13	5	17	1	16
1 pm	8	3	5	18	10	8	17	3	14
4 pm	8	5	3	18	10	8	17	1	16
7 pm	8	2	6	18	10	8	17	4	13

<b>Page 2</b>	<b>Dailey St – Left of Glenwood</b>	<b>Dailey St – Right of Glenwood</b>	<b>Glenwood St</b>			<b>(*)</b>				
	Gross Pkg Spaces Available	Pkg Spaces Taken	Net Parking Available	Gross Pkg Spaces Available	Pkg Spaces Taken	Net Parking Available	Total Parking Available All Streets			
7 am	35	26	9	5	1	4	19	2	17	50
10 am	35	20	15	5	4	1	19	0	19	
1 pm	35	22	13	5	2	3	19	0	19	
4 pm	35	22	13	5	2	3	19	1	18	
7 pm	35	30	5	5	2	3	19	3	16	

**(\*) Note: All Dimensions Exclude Driveways**

**Summary:** 5636 Frutas 23,000 SF of Building. Using a 0.25/resident ratio the number of parking spaces required are 10. Traffic Study concludes there is a **minimum of 50 off-street parking spaces** at any one time within 300' radius enough to satisfy the 10 parking space deficit.