



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

**Case No:** PZRZ14-00056  
**Application Type:** Rezoning  
**CPC Hearing Date:** April 9, 2015  
**Staff Planner:** Arturo Rubio, 212-1613 [rubioax@elpasotexas.gov](mailto:rubioax@elpasotexas.gov)

**Location:** South of Olive Avenue, West of Laurel  
**Legal Description:** Lot 1 and East 13 feet of Lot 2, Lot 3 and West 12 feet of Lot 2, Lot 4, Lot 5, Lot 6, Lots 7 & 8, Part of Lot 9 and All of Lot 10, Southeastern Part of Lot 11 to Lot 13, Part of Lot 17 and All of Lot 18, Part of Lot 19 and All of Lot 20, Lot 21, Lot 22 Lots 23 & 24, Lots 25 & 26, Lot 27, Lot 29, Lots 29 & 30, and Lots 31 & 32, Block 19, Bassett Addition, City of El Paso, El Paso County, Texas  
**Acreage:** 1.80 acres  
**Rep District:** 8  
**Existing Zoning:** M-1 (Manufacturing)  
**Existing Use:** Residential, Multi-family and commercial  
**Request:** From M-1 (Manufacturing) to R-MU (Residential-Mixed Use)  
**Proposed Use:** Existing uses  
**Property Owner:** Multiple owners  
**Representative:** Arturo Rubio

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

**North:** M-1 (Manufacturing) / Auto Parts Storage Yard & Manufacturing  
**South:** A-3 (Apartment) / Elementary School & Single-family attached residential  
**East:** A-3 (Apartment) / Apartments  
**West:** M-1 (Manufacturing) / Scrap Yard

**PLAN EL PASO DESIGNATION:** G2, Traditional Neighborhood (Walkable) (Central Planning Area)  
**NEAREST PARK:** El Barrio Park (2,774 feet)  
**NEAREST SCHOOL:** Douglass Elementary School (1,232 feet)

### **NEIGHBORHOOD ASSOCIATIONS**

Notice of the request was sent to the El Paso Central Business Association and Familias Unidas del Chamizal, the only two associations in whose boundaries the subject properties fall, as verified by Community Development association registration.

### **NEIGHBORHOOD INPUT**

Planning staff held two public information meetings to inform residents and property owners of the proposed change. The meetings were held at Douglass Elementary School on January 21 and February 5, 2015, from 4:00 to 6:00 pm. At these meetings, twelve signatures from property owners of the subject properties were gathered in support of the proposal.

Notice of a Public Hearing was mailed to the subject property owners, and all property owners within 300 feet of the subject properties, on March 17, 2015. The Planning Division has not received any letters or phone calls in support or opposition to the rezoning request.

### **APPLICATION DESCRIPTION**

The City of El Paso is requesting a rezoning of the subject properties from M-1 (Manufacturing) to R-MU

(Residential-Mixed Use) to accommodate existing development that is incompatible with the existing M-1 zoning district standards. Staff is requesting the Residential-Mixed Use zoning designation because of the character of the existing development, which is mostly residential. A vast majority of the structures do not meet the setback or lot dimensional requirements for any Residential or Apartment zone. Additionally, the mix of single-family residential, multi-family residential and commercial uses would be best served by the Residential-Mixed Use zoning district, with setback and lot dimensional standards customized to match the area as presently composed. This zoning change will bring the properties into greater conformance with the Future Land Use designation for the area; which calls for walkable traditional neighborhood development. The Master Zoning Plan Report (Attachment 4) details the mix of uses, and proposed setbacks and dimensional standards. Historically, this area has not provided off-street parking for residences or businesses, and therefore a 100% parking reduction is requested as there is sufficient on-street parking in the area to accommodate all of the residents as part of the subject rezoning request.

### **ANALYSIS**

20.10.360(G) Residential, General and Industrial Mixed Use (RMU, GMU and IMU). Uses permitted in a mixed-use development area 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 a guideline 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 the 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 proposal supports 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 proposal supports 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 architecture features to signify entrances to the mixed-use development; and
- h. Buildings that focus activity on a neighborhood open space, square or plaza.

*The proposal supports 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.

*A 100 percent parking reduction is requested as part of the Master Zoning Plan. This matches existing conditions throughout the application area and thereby encouraging other forms of parking rather than the traditional forms of off-street parking.*

- 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 proposal supports 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.

*This project's landscaping is not required to conform to the requirements of Title 18.*

**PLANNING DIVISION RECOMMENDATION**

The Planning Division recommends **approval** of rezoning the subject property from M-1 (Manufacturing) to RMU (Residential Mixed Use).

The area proposed for rezoning is currently occupied by single-family and multi-family residences primarily, all of which fail to conform to the setback restrictions of the traditional R and A zoning districts. The RMU designation will help to maintain neighborhood cohesion in one of the city's oldest residential districts. The rezoning request is compatible with adjacent properties and is compliant with the *Plan El Paso* Land Use Designation G-2 in the Central Planning Area.

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

All applications for a 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 face 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 the Comprehensive Plan.

The purpose of the R-MU (Residential-Mixed Use) district is to provide neighborhood-serving residential and commercial land uses, provide service to a neighborhood with uses compatible with the residential areas that the uses serve, and to allow flexibility and encourage more creative, efficient and aesthetically desirable design and placement of land uses.

**COMMENTS:**

**Planning Division – Transportation**

No objections.

General Note:

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

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

No comments provided.

**Planning & Inspections Department – Landscape Review**

No comments provided.

**Planning & Inspections Department – Land Development**

Recommend approval.

**El Paso Fire Department**

Recommend approval.

**El Paso Police Department**

No comments provided.

**El Paso Water Utilities**

No comments provided.

**Sun Metro**

Sun Metro does not oppose this request. Recommend the construction of sidewalks to permit pedestrians to access mass transit opportunities. Routes 21, 22, 55 and 62 provide mass transit services along Magoffin Avenue. Bus stop approximately 0.06 miles north of subject property. Alameda RTS will provide services along Alameda. Corridor is approximately ¼ mile north of subject property.

**Texas Department of Transportation**

Not on a state roadway.

**Attachments:**

Attachment 1: Zoning Map

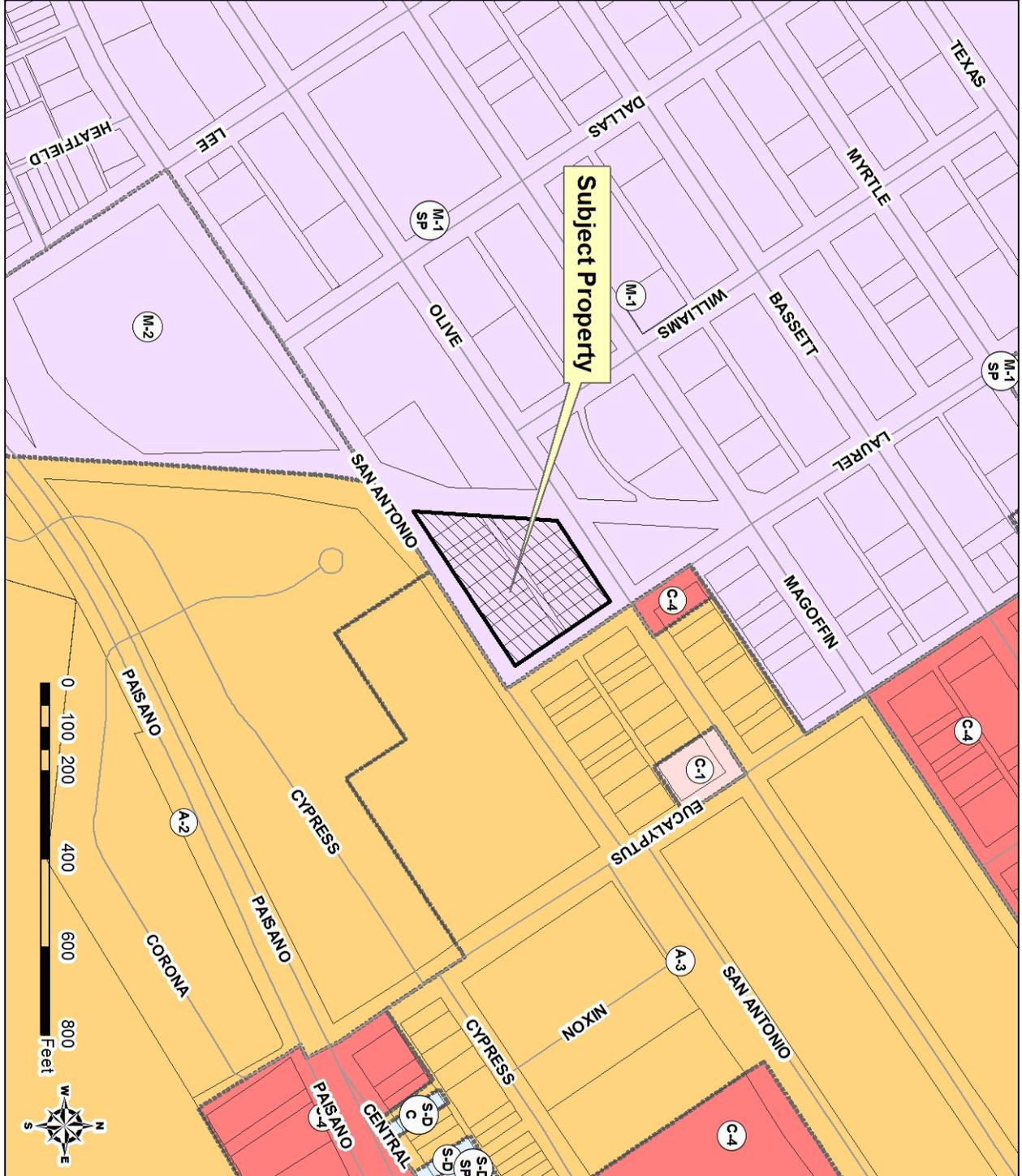
Attachment 2: Aerial Map

Attachment 3: Master Zoning Plan Map

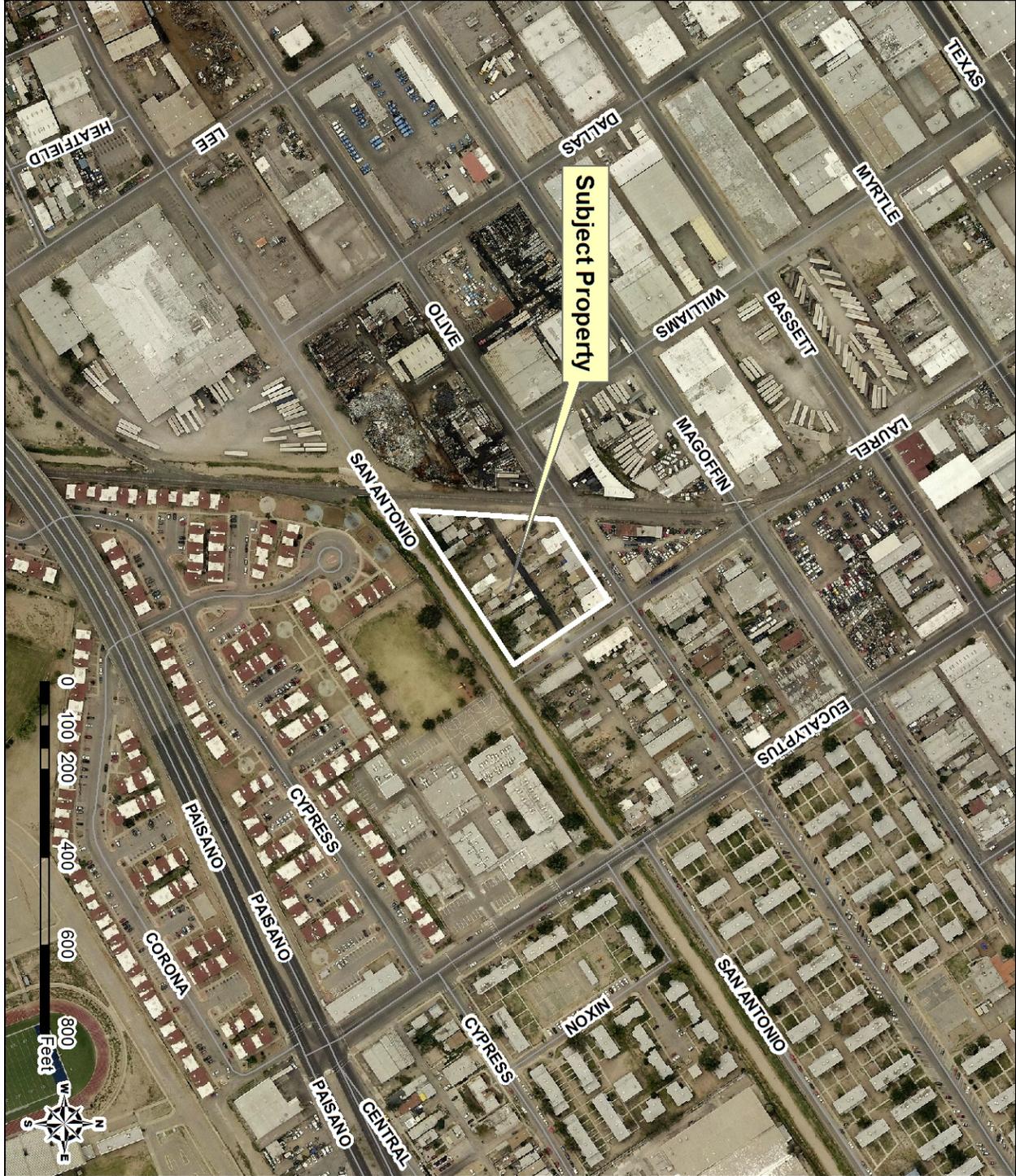
Attachment 4: Master Zoning Plan Report

ATTACHMENT 1: ZONING MAP

PZRZ14-00056



PZRZ14-00056





## ATTACHMENT 4: MASTER ZONING REPORT

### **Master Zoning Plan**

Currently, the Olive Avenue and Laurel Street area has significant challenges in the incorporation of uses and appropriate development and infrastructure to support a very diverse mix of existing residential and commercial uses. This includes commercial uses and single-family and multi-family residential building types. The design principles for the proposed development serve to support the guidelines of the Residential Mixed Use District within a mixed-use development while maintaining compatibility with the existing development. The design and development of the proposed uses are part of the Master Zoning Plan and Mixed Use Development Plan approval. The proposed uses, which include single-family and multi-family residential, and warehousing, serve to complement a mixture of commercial and residential uses currently existing within the area; however, the lack of flexibility of conventional zone districts has proven to be the cause of difficulty for the incorporation of current and future development. The proposed development also serves to support the area's revitalization effort.

#### **A. Development Perspective.**

- i. The natural infrastructure of the area has been modified through a century of urban development, however, the area will remain subject to the landscape requirements of Title 18. The existing adjacent Franklin Canal will not be altered, and this proposal will not significantly alter the existing topography, riparian corridors and other environmentally sensitive areas.
- ii. The proposed development encourages infill and redevelopment in parity with new and existing neighborhoods in the surrounding area by permitting a mix of dwelling unit and commercial uses.
- iii-iv. The proposed development is contiguous to urban areas and will be organized to complement existing town centers and nearby neighborhoods, and will be integrated with the existing urban pattern.
- v. A mixture of dwelling units and commercial uses will be distributed evenly throughout the mixed-use development.
- vi. The transportation corridor along Alameda Avenue will serve to complement proposed uses in coordination with land use patterns.
- vii. The natural infrastructure of the area has been modified through a century of urban development. The adjacent Franklin Canal is not publicly accessible, but future reconsideration may allow for connectivity to outside development where feasible.
- viii. The development includes a framework of transit, pedestrian and bicycle systems that provide alternatives to the automobile.
- ix. The commercial uses and dwelling unit mix will be the preferred pattern of development.
- x. The surrounding neighborhoods are compact, pedestrian-friendly, and include a wide array of mixed uses to include dwelling units and commercial uses.
- xi. The ordinary activity of daily living of surrounding neighborhoods and communities occurs within walking distance of most uses within the proposed development.

## ATTACHMENT 4: MASTER ZONING REPORT

- xii. The interconnected network of streets along Alameda Avenue is designed to disperse and reduce the length of vehicle trips.
- xiii. The surrounding neighborhoods are located within a wide range of housing types and price levels to accommodate people of diverse ages and incomes.
- xiv. This proposal will permit appropriate building densities and land uses provided within walking distance of transit stops to support both the existing residential and commercial uses.
- xv. The civic, institutional and commercial activity is embedded, and not isolated, from the proposed development.
- xvi. The existing range of open space including parks, squares, and playgrounds, is distributed throughout the surrounding areas of development.
- xvii. The proposed development has sufficient size to accommodate the mixed-use concentration of uses proposed.

### **B. Building Perspective.**

- i. The existing buildings and landscaping contribute to the physical definition of streets as civic places.
- ii. No redesign of streets is proposed, but this proposal would permit development that will use the design of buildings to reinforce safe environments.
- iii. The architecture and landscape design grow from local climate, topography, history and building practice.
- iv. The preservation and renewal of historic buildings is facilitated and encouraged.
- v. The principal buildings and façades, where possible, are located parallel to the frontage line to encourage a community-friendly environment served by a mix of uses.

### **C. General Design Elements.**

The proposed mixed-use development is characterized by a combination of the design elements described below. These design elements serve to complement and support mixed-use development and are included as part of the master zoning plan and mixed-use development plan approval process.

- i. The existing neighborhoods are limited in size and oriented toward pedestrian activity.
- ii. There is an existing variety of housing types, jobs, shopping, services, and public facilities in the surrounding area.
- iii. Residences, shops, workplaces, and other buildings are integrated within the neighborhood and exist within a close proximity.
- iv. As a major arterial, Alameda Avenue serves a network of interconnecting streets and blocks which maintains and respects the natural landscape and residential and commercial uses. Public transit and bicycle as modes of transportation are encouraged as part of the proposed development.
- v. There are supporting existing and proposed additions to the natural features and undisturbed areas that are incorporated into the open space of the neighborhood in support of the Alameda Corridor Revitalization Project.

## ATTACHMENT 4: MASTER ZONING REPORT

- vi. The existing coordinated transportation system containing a hierarchy of appropriately designed facilities for pedestrians, bicycles, public transit and automotive vehicles is being strengthened through the proposed development and the Alameda Corridor Revitalization Project.
- vii. Well-configured squares, plazas, greens, landscaped streets, preserves, greenbelts, or parks dedicated to the collective social activity, recreation, and visual enjoyment of the neighborhood exist within the Alameda Corridor to support the proposed development and are continually being upgraded.
- viii. Buildings, spaces, and other features that act as landmarks, symbols, and focal points for community identity exist along the Alameda Corridor and support the proposed development.
- ix. Compatibility of buildings and other improvements as determined by their arrangement, bulk, form, character and landscaping serve to establish a true mix of uses to create a livable and harmonious environment.
- x. The proposed development ensure that future development remain compatible with the urban neighborhood form existing at present.

### **D. Architectural Objectives.**

The architectural design of the development proposes to achieve the following objectives:

- i. Architectural compatibility within the Chamizal neighborhood and Alameda Avenue Corridor and surrounding development;
- ii. Human scale design;
- iii. Integration of uses as proposed by the Mixed Use Development Plan;
- iv. Encourage pedestrian activity through the support and limit of vehicle alternatives such as bus transit and bicycle use;
- v. Buildings that relate to and are oriented toward the street and surrounding buildings in support of the Alameda Corridor;
- vi. Dwelling scale buildings in the mixed use area;
- vii. Buildings that contain special architectural features to signify entrances to the mixed-use development and support the Chamizal neighborhood and Alameda Avenue Corridor; and,
- viii. Buildings that focus activity on a commercial/residential/industrial mixed-use development.

### **E. Roadway Design.**

The existing roadway design as part of the street network related to the Alameda Avenue Corridor supports the proposed mixed-use development and will not vary the proposed function of the roadway, as the anticipated land uses and the anticipated traffic load may be reduced due to optional transportation options, such as bicycle and public transit and reduction in additional parking areas. A variety of designs is encouraged to lend character to the neighborhood. The requirements of Title 19 (Subdivisions) of this Code will be in conformance in all instances.

### **F. Parking.**

Off-street parking supplies do not meet Title 20 standards, however the interconnected street network and mix of uses in the surrounding neighborhood ensures that a lack of parking is not problematic. The proposed development proposes to reduce excess parking and encourage other

ATTACHMENT 4: MASTER ZONING REPORT

forms of transportation to include bus transit and bicycle options in support of the mixed use development and sustainability goals of the San Antonio and Alameda Street Corridors. Community parking facilities or shared parking situations are encouraged in lieu of traditional off-street parking design, if needed. The parking concept permits the colocation of required parking for individual uses in order to promote pedestrian activity within the neighborhood. The development is open to shared parking and other options to minimize the negative impact of parking in the area.

**G. Setbacks.**

The proposed mixed-use development proposes zero setbacks for all structures, with the exception of commercial uses, for which a 15 foot rear setback shall be required, and storage areas and utility and trash facilities, for which a 5 foot setback from all property lines shall be required. In general, new development should roughly match the front setback of neighboring properties.

	<b>Residential</b>	<b>Commercial</b>	<b>Storage Areas Utility &amp; Trash Facilities</b>
Front Setback	0 feet	0 feet	5 feet
Rear Setback	0 feet	15 feet	5 feet
Side Interior Setback	0 feet	0 feet	5 feet
Side Street Setback	0 feet	0 feet	5 feet
Maximum Height Primary Structure	35 feet	35 feet	12 feet
Maximum Height Secondary Structure	35 feet	35 feet	N/A
Maximum Lot Coverage	80%	80%	N/A
Off-Street Parking Minimum	0	0	N/A
Minimum Lot Area	2,600 sq. ft.	3,000 sq. ft.	N/A
Minimum Lot Width	20 feet	35 feet	N/A
Minimum Lot Depth	80 feet	110 feet	N/A

**H. Landscaping.**

Additional uses will be subject to the full requirements of Title 18 (Building and Construction). No new landscaping, streetscape, or other green areas are proposed at this time.

**I. Uses.**

## ATTACHMENT 4: MASTER ZONING REPORT

The following are the proposed uses; no other uses are proposed at this time. If new uses are proposed at any time, the Master Zoning Plan will be amended appropriately per the El Paso City Code:

- i. Single-family attached dwelling
- ii. Duplex
- iii. Triplex
- iv. Quadraplex
- v. Apartment building
- vi. Storage of supplies, equipment, goods