

**CITY OF EL PASO, TEXAS
AGENDA ITEM DEPARTMENT HEAD'S SUMMARY FORM**

DEPARTMENT: Development Services Department, Planning Division

AGENDA DATE: Introduction: July 22, 2008
Public Hearing: August 12, 2008

CONTACT PERSON/PHONE: Melissa Kellum, 541-4730

DISTRICT(S) AFFECTED: 4

SUBJECT:

An Ordinance amending The Plan for El Paso and the Year 2025 General Land Use Map by amending the Smart Growth Plan for the Northeast as a specific study area plan. Applicant: City of El Paso (District 4)

BACKGROUND / DISCUSSION:

See attached report.

PRIOR COUNCIL ACTION:

N/A

AMOUNT AND SOURCE OF FUNDING:

N/A

BOARD / COMMISSION ACTION:

Development Coordinating Committee (DCC) – Unanimous Approval Recommendation
City Plan Commission (CPC) – (Recommendation Pending)

*****REQUIRED AUTHORIZATION*****

LEGAL: (if required) N/A

FINANCE: (if required) N/A

DEPARTMENT HEAD: _____ **DATE:** _____

APPROVED FOR AGENDA:

CITY MANAGER: _____ **DATE:** _____

ORDINANCE NO. _____

**AN ORDINANCE AMENDING THE PLAN FOR EL PASO AND THE YEAR 2025
GENERAL LAND USE MAP BY AMENDING THE SMART GROWTH PLAN FOR THE
NORTHEAST AS A SPECIFIC STUDY AREA PLAN**

WHEREAS, *The Plan for El Paso*, as subsequently amended, was initially adopted by the El Paso City Council on April 27, 1999 pursuant to provisions of the Texas Local Government Code now found at Section 213.003, as the comprehensive plan for the City; and

WHEREAS, the comprehensive plan serves as a general guide for the future growth and development of the City to promote public health, safety and welfare; and

WHEREAS, a specific recommendation of *The Plan for El Paso* is the creation of specific study area plans that will serve as separate policy documents which give general support to the objectives of the City's comprehensive plan; and

WHEREAS, the El Paso City Council previously approved the Smart Growth Plan for the Northeast for a portion of the Northeast Planning area on January 9th, 2007; and

WHEREAS, the El Paso Water Utilities Public Service Board has requested an amendment to the Plan for El Paso for a portion of the Northeast Planning Area to reflect a more refined and detailed approach while still meeting the Smart Growth goals of the City Council; and

WHEREAS, the City Plan Commission, after conducting a public hearing, recommends adoption of the changes to *The Plan for El Paso* as herein enumerated; and

WHEREAS, the El Paso City Council finds that the amendment to *The Plan for El Paso* as herein enumerated will have no negative impact upon the public health, safety, morals and general welfare of the City, and that the study area plan will carry out the purpose and spirit of the policies expressed in *The Plan for El Paso*.

WHEREAS, the City Plan Commission, after conducting a public hearing, recommends adoption of the requested changes, as detailed in Exhibit 'A', which is a specific study area plan titled *Update to the Smart Growth Plan for the Northeast*; and

WHEREAS, the El Paso City Council finds that the amendment to *The Plan for El Paso* as herein enumerated will have no negative impact upon the public health, safety, morals and general welfare of the City, and that the study area plan will carry out the purpose and spirit of the policies expressed in *The Plan for El Paso*.

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF EL PASO:

1. That the El Paso City Council hereby adopts the “*Update to the Smart Growth Plan for the Northeast*” (Northeast Plan) attached hereto as Exhibit "A" as a specific study area plan for the subject area, and incorporates the Northeast Plan into The Plan for El Paso for all

purposes, including amending the Year 2025 Projected General Land Use Map for the long-range development of the Northeast Planning Area.

2. That "*The Plan for El Paso*" and its related documents, as herein modified, shall remain in full force and effect as to the long-range general policies for guiding growth and development in the City.

PASSED AND APPROVED this _____ day of _____, 2008.

THE CITY OF EL PASO

John F. Cook, Mayor

ATTEST:

Richarda Duffy Momsen, City Clerk

APPROVED AS TO FORM:

Lupe Cuellar
Assistant City Attorney

APPROVED AS TO CONTENT:

Victor Q. Torres

Victor Q. Torres, Director
Development Services Department

CITY CLERK DEPT.
08 JUL 17 AM 11:25

**UPDATE TO
THE SMART
GROWTH
PLAN
FOR THE
NORTHEAST**

APPROVED

BY

THE

CITY COUNCIL

AUGUST , 2008

(Ordinance #)







PUBLISHED BY AUTHORITY OF THE MAYOR AND CITY COUNCIL

APPROVED BY THE CITY COUNCIL: AUGUST , 2008

(Ordinance #)

JOHN COOK, MAYOR
JOYCE WILSON, CITY MANAGER

ANN MORGAN LILLY, DISTRICT 1

SUSANNAH M. BYRD, DISTRICT 2

EMMA ACOSTA, DISTRICT 3

MELINA CASTRO, DISTRICT 4

RACHEL QUINTANA, DISTRICT 5

EDDIE HOLGUIN JR., DISTRICT 6

STEVE ORTEGA, DISTRICT 7

BETO O'ROURKE, DISTRICT 8



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PURPOSE

This document, to include the attached maps, constitutes an amendment to the specific study area plan amendment to *The Plan for El Paso*. There are approximately 16,000 acres of City owned land between US 54 and the New Mexico state line. This Specific Study Area Plan will affect approximately 4,833 acres as shown on Map 1. The study area is located on the east side of the Franklin Mountains State Park and north of the Patriot Freeway (US 54). The study area is bounded to the south and east by US 54 and the gas line easement and bounded to the north by a line approximately two miles north of Loma Real Avenue. The area is primarily vacant with the exception of the Painted Dunes Golf Course.



Map 1: Study Area

CURRENT PROJECTED GENERAL LAND USE

The current Projected General Land Use map is shown to the right (Map 2). This Specific Study Area Plan amends the Projected General Land Use Map to that shown in Map 3. The Projected Land Use Map as amended by this plan for the study area contains a mix of land uses including Commercial, Residential, Mixed-Use, Parks, and Open Space, and a Natural Transition Buffer between development and the State Park. Taken together, these land uses are designed to create a desirable quality-of-life for all future residents.



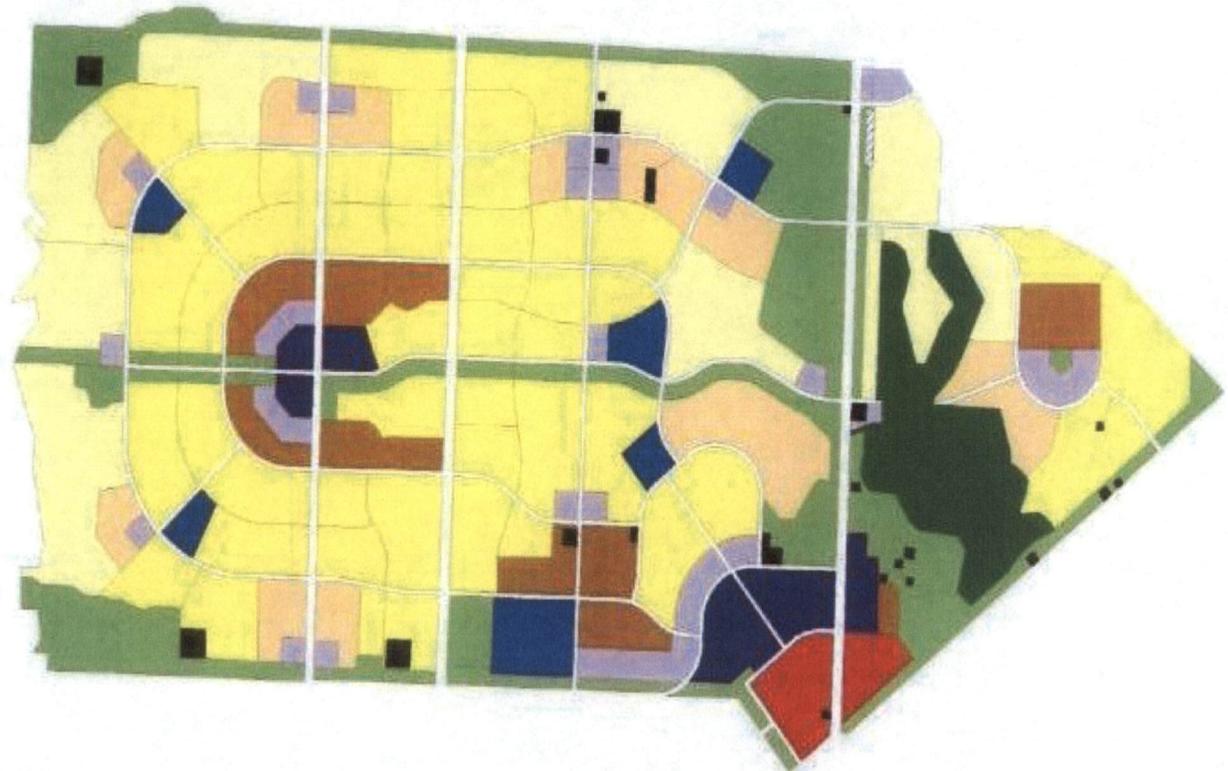
Map 2: Current Projected General Land Use for the NE (Legend on Page 3)

**AMENDED
PROJECTED
GENERAL LAND
USE**

PROPOSED 2025 GENERAL LANDUSE

-  EPWU NE Land Study Boundary
-  Industrial
-  Commercial
-  Mixed-Used
-  Residential
-  Parks & Open Space
-  Apartment-Office
-  Ft Bliss & Other Military Land
-  Public Safety Facilities
-  Public Use Facility
-  Residential-Heavy Density
-  Residential-Medium Density
-  Residential-Medium-High Density
-  Residential-Light Density
-  Residential-Unspecified Density
-  Right-of-Way

Legend for Map 2



LEGEND

 LOW DENSITY RESIDENTIAL 3.5	 MIXED USE LOW INTENSITY	 OPEN SPACE
 LOW DENSITY RESIDENTIAL 5.5	 MIXED USE HIGH INTENSITY	 GOLF
 MEDIUM DENSITY RESIDENTIAL 7.1	 REGIONAL RETAIL	 EPWU WELL
 MEDIUM DENSITY RESIDENTIAL 12.0	 SCHOOLS	 TXDOT DRAINAGE

Map 3: Amended Projected General Land Use for the NE

GOALS

In recent years the City of El Paso has begun incorporating Smart Growth concepts into policy decisions in an effort to foster vibrant, sustainable communities with a strong sense of place. The Northeast area Public Service Board (PSB) managed land affords the City a unique opportunity to create a truly exemplary development with quality of life amenities based on recognized Smart Growth Principles.

The following design guidelines have been developed with these Smart Growth Principles in mind, in order to encourage the development of a truly unique community that will serve as a model for smart growth in El Paso. The goal of this smart growth plan for the area encompassed by the proposed Northeast URS Land Study is to encourage development that will form a vibrant, sustainable and walkable community, based on the following smart growth principles and incentives, where the citizens of El Paso can live, work and play.



Key Smart Growth Principles

- Mixed Land Uses
- Take advantage of Compact Building Design
- Create a range of Housing Opportunities and Choices
- Create Walkable Neighborhoods
- Foster Distinctive, Attractive Communities with a strong sense of Place
- Preserve Open Space, Farmland, Natural Beauty, and Critical Environment

Developer Incentives for Smart Growth

- Higher density
- Increased building heights and lot coverage
- Flexible setbacks
- Shared parking facilities
- Reduced/shared landscaping areas

OBJECTIVES

The following objectives and guidelines will be incorporated into the Northeast URS Land Study, PSB bid and land sale documents in order to ensure compliance with this plan. Non-compliance with a particular principle shall be evaluated on a case-by-case basis as part of the master development plan and detailed site plan approval. It is not intended that every project within the mixed-use area conform to all or any set number of the enumerated objectives, however conformity to these objectives is strongly encouraged.

1. 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.
2. That transportation corridors be planned and reserved in coordination with land use patterns.
3. That natural or man-made green corridors and open space areas be used to define and connect neighborhood to other facilities within the development, and that these areas allow for connectivity outside of the development where feasible.
4. That the development include a framework of transit, pedestrian and bicycle systems that provide alternatives to the automobile.
5. That neighborhoods with a mixed-use town center be the preferred pattern of development and that developments specializing in single use be discouraged.
6. That a mixture of housing types and densities be distributed throughout the mixed-use development.
7. That neighborhoods be compact, pedestrian-friendly, and composed of diverse housing types.
8. That there be opportunity for ordinary activity of daily living to occur within walking distance of most dwellings.
9. That interconnected networks of streets be designed to disperse and reduce the length of vehicle trips.

10. That within neighborhoods, a range of housing types and price levels be provided to accommodate people of diverse ages and incomes.
11. That appropriate building densities and land use be provided within walking distance of transit stops.
12. That civic, institutional and commercial activity be embedded, and not isolated, in the development.
13. That a range of open space including parks, squares, and playgrounds be distributed within the development.
14. That a development have sufficient size to accommodate the mixed-use concentration of uses.
15. That well-configured squares, plazas, greens, landscaped streets, preserves, greenbelts, or parks be dedicated to the collective social activity, recreation, and visual enjoyment of the neighborhood.
16. That buildings and landscaping contribute to the physical definition of streets as civic places.
17. That the design of streets and buildings reinforce safe environments.
18. That architecture and landscape design grow from local climate, topography, history and building practice.
19. That public gathering spaces be provided in locations that reinforce community identity.
20. That Principal buildings and facades, where possible, be located parallel to the frontage line to encourage a community-friendly environment.
21. That buildings, spaces, and other features act as landmarks, symbols, and focal points for community identity.
22. That Compatibility of buildings and other improvements as determined by their arrangement, bulk, form, character, and landscaping establish a livable and harmonious environment.

OBJECTIVES

LAND USE

The amended map (Map 3) proposes land use categories designated by color and defined in the legend. The categories reflect the future land uses and development intensities intended for that segment of the study area. The land use map and text is the major implementation tool for carrying out development review processes. It does not specify zoning for any area. Instead, it should be used to guide future zoning decisions in a way that ensures that any proposed zoning conforms to the density guidelines issued herein. The Building and Zoning Advisory Committee (BZAC) review process has recommended the establishment of new mixed-use zoning districts that contain guidelines similar to those detailed in this plan. Specific urban design standards for the mixed use town centers, street design, and open space will need to be incorporated into the land study, bid and land sale documents, as well as the zoning ordinances, to achieve the goals and objectives of this plan.

Acreage by Land Use Category:

Low Density Residential 3.5	758
Low Density Residential 5.5	1,869
Medium Density Residential 7.2	424
Medium Density Residential 12.0	314
Mixed Use Low Intensity	251
Mixed Use High Intensity	167
Regional Retail	93
Schools (Elementary & Middle)	85
Schools (High)	51
Utilities	46
Golf Course	257
Open Space	886

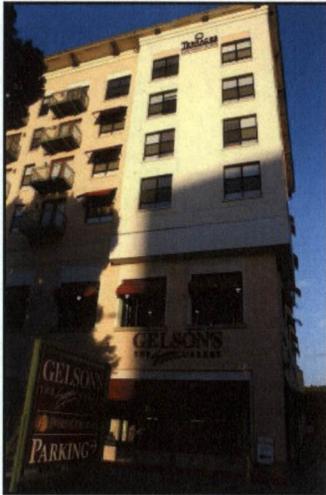
Residential Development Potential by Overall District:

Gross Site Area	4,847
Gross Residential Density	4.08 units/acre
Estimated Residential Dwelling Units	19,800

Residential Development Potential by Residential Land Use:

Residential Site Area	3,540
Residential Density	5.59 units/acre
Estimated Residential Dwelling Units	19,800

LAND USE



There are approximately 418 acres of mixed-use area, distributed among a number of town center nodes. The mixed-use town center development may have the highest concentration of varied land uses, however a mix of uses is expected throughout the study area. The study area is divided into general land uses that will have different characteristics. These may include a neighborhood center area, a mixed residential area, a neighborhood edge area, or a combination thereof.

Neighborhood Center

A neighborhood center may contain retail, commercial, and other services that meet the daily needs of neighborhood residents. It is pedestrian-oriented, and it is designed to encourage pedestrian movement between the center and a mixed residential area.

Mixed Residential

The mixed residential area shall include a variety of residential land uses. Residential scale office and retail uses are permitted within the mixed residential area and are required to blend into the residential character of the neighborhood. Pedestrian activity shall be promoted through varied streetscapes that also provide for safe and efficient movement of vehicular traffic.



Neighborhood Edge

A neighborhood edge area has the least residential density characterized with larger lots and greater setbacks than the rest of the mixed-use development. Only residential dwellings are permitted and shall be designed to appropriately adjoin existing or platted conventional housing.

LAND USE



The area within the town center mixed-use development should have a distribution of diverse land use categories. The amounts of land allocated to a particular land use category should be reasonably proportional throughout the town center.

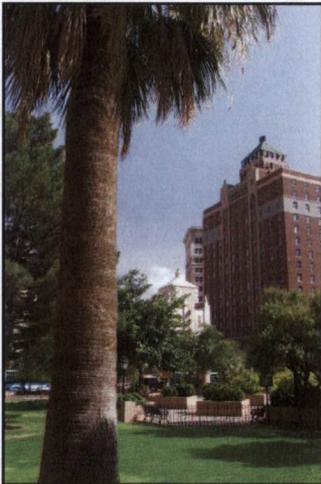
Neighborhood Center Areas

These areas are defined as the most concentrated mixed-use areas along Painted Dunes Boulevard and other defined town center nodes. These areas should have a balanced distribution of neighborhood commercial services and offices along the street front and may have multi-family residential on second and third floors.



Open Space

Open space as a character and place defining feature should be incorporated into the design of the town center. A major lateral park is proposed along Painted Dunes Boulevard, however, other parks, plazas and drainage facilities should be planned and developed in a manner that will contribute to the overall sense of place.



Civic Use

Civic uses should be planned for prominent locations in the town center and be integrated into an open public plaza or space for pedestrian and neighborhood activity.

LAND USE

Residential Land Use Categories

The land use map designates four residential land use categories that provide for an array of family housing at varying densities. Gateways and street design are two of the most critical elements of good neighborhood design. Therefore, design in residential subdivisions should include a pedestrian friendly theme including walkways/alleys to connect blocks, and street layouts should include, however reasonably possible, a grid-type pattern.

The type and intensity of development for each category is described below and applies to this specific study area only. These land use and density designations are not meant to be mutually exclusive. A mix of housing types at ground level, nodal neighborhood commercial services and community gathering areas are encouraged throughout, specifically outside of the town center areas. In no case may the number of dwelling units exceed 20,100.

Low Density Residential 3.5

This residential land use includes single-family detached homes and two-family homes, not exceeding 3.5 dwelling units per gross acre. Three- and four-family homes may be included at the edges of these areas in order to articulate with adjacent higher-density areas, provided the density maximum is not exceeded.

Low Density Residential 5.5

This residential type includes single-family detached homes, two-family homes, and three- and four-family homes, not exceeding 5.5 dwelling units per acre. townhouses may be included at the edges of these areas in order to articulate with adjacent higher-density areas, provided the density maximum is not exceeded.

Medium Density Residential 7.2

This residential type includes single-family detached homes, two-family homes, three- and four-family homes, and residential cluster development, not exceeding 7.2 dwelling units per gross acre. Townhouses may be included at the edges of these areas in order to articulate with adjacent higher density areas, provided the density maximum is not exceeded.

Medium Density Residential 12.0

This residential type includes three- and four-family homes, residential cluster development, townhouses, and apartment buildings, not exceeding 12.0 dwelling units per gross acre. Single-family detached homes and two-family homes may be included at the edges of these areas in order to articulate with adjacent higher density areas, provided the density maximum is not exceeded.

LAND USE

Mixed Use Low Intensity

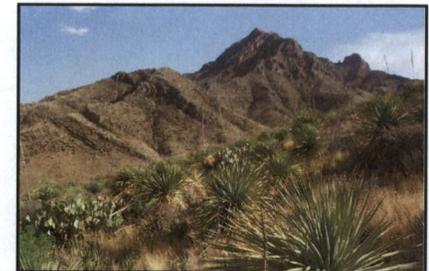
These areas contain an integrated mix of open space, residential, commercial, institutional and civic spaces with the goal of reducing vehicle trips by providing land uses within close proximity to each other. Mixed Use can include any or all of these land use types and can incorporate both vertical integration and horizontal integration of uses. The extent to which uses are integrated will dictate the resultant density, which will not exceed 12.0 dwelling units per gross acre.

Mixed Use High Intensity

These areas are similar to the Mixed Use Low Intensity category except that the uses are of a slightly greater intensity, with residential density, which will not exceed 24.0 dwelling units per gross acre.

Open Space

Open space is distributed throughout the District in a manner intended to unite the community. Homes and neighborhoods, the more personal parts of the District are linked to gathering places (e.g., schools, parks, retail/office); the pedestrian circulation system itself being a space for social interaction as well.



LAND USE



Regional Retail

Regional retail consists of a full-range of high concentration retail, commercial and entertainment opportunities serving the needs of the northeast El Paso region and nearby communities. This land use designation benefits from the high visibility and access afforded it by its location at the intersection of two high-capacity arterials and thus should be designed and developed as a unit in a manner that maximizes its potential to act as a catalyst for development of the overall study area. The planning of this area should be done in coordination with the adjoining mixed use area to produce an integrated development.

Development within this land use may consist of a single large anchor store or have multiple anchor retail tenants (e.g., department stores, supermarkets, home improvement stores, sporting goods stores, variety, or specialty), office tenants or entertainment uses (such as movie theatres), along with pad sites developed within the area. Secondary uses may include restaurants, banks, and service stations; however, these uses must be integrated into the larger primary use. The Regional Retail area should have direct access to Patriot Freeway and to McCombs Street and should allow access in a manner that does not promote cut-through traffic from outside the District. Also, development within the Regional Retail land use category must adhere to specific design guidelines.

Civic Use and Schools

Civic uses, including schools are generally located within Neighborhood or Town Centers. Civic uses provide residents neighborhood services as well as public meeting places such as plazas or squares.

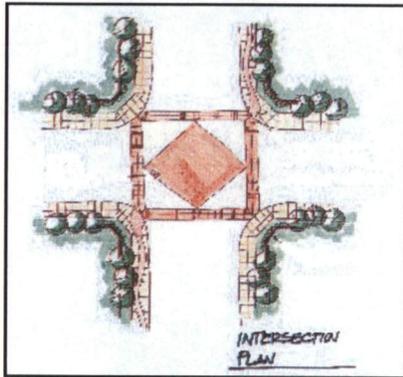
DESIGN STANDARDS

A coherent architectural theme should be maintained within each mixed use area. As part of the review of the master development plan and detailed site plan, architectural and design standards should 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,
- i. Street and pedestrian connectivity,
- j. Varied roadway design in order to lend character to the neighborhood
- k. Reduced setbacks for all uses, unless otherwise required by the City Council as part of the review of the master development plan and detailed site plan,
- l. Reduction of landscaping requirements as detailed in Title 18 (Building & Construction) of the El Paso Municipal Code. Landscaping, streetscape, and other green areas should be shown and considered as part of the master development plan and detailed site plan approval process for each mixed-use area.

DESIGN STANDARDS

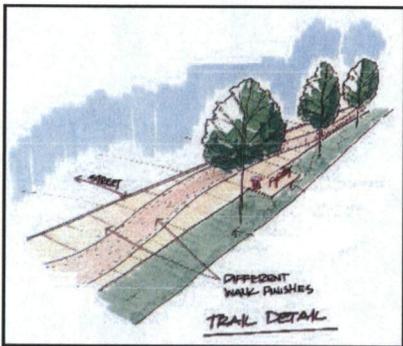
Pedestrian Amenities for Major Trails and Walking Paths



Resler-Type Trail System - Accomplished by providing similar amenities of landscaping and park furniture such as benches, but strategically locating them at nodes. Research on "walk-able communities", indicates that pedestrians will comfortably walk ¼ mile distance. Instead of lining the entire length of the hike and bike trail system with intense landscaping and furniture, placing these amenities at strategic intervals could create a positive impact while minimizing the overall costs.

Concrete Finish - The details of the concrete finish on the trail could be altered in such a way to create a more pedestrian friendly look than a typical sidewalk. Alternative paving DRAFT surfaces are also encouraged.

Hike and Bike Trail Placement - If the trail is placed next to the arroyo (within or adjacent to the 100-year flood plain) pedestrians can have a more pleasing experience. Instead of separating the hike and bike trails from the community (using fences, barriers, or poor land use planning) the goal is to integrate these uses into the community neighborhood experience.



Key Intersections - Changing the monotonous pavement by adding pavers or stamping the pavement could identify this intersection "a place". Changing the pavement in the intersection is also recognized as a traffic calming measure and a pedestrian friendly design feature.

Medians - Landscape all medians (a "safe haven" for pedestrian crossing).



Illustrations: (On this page) from the Kimley-Horn El Paso Water Utilities Northeast Master Plan Report 2005

PEDESTRIAN AMENITIES



JOHN COOK
MAYOR

JOYCE WILSON
CITY MANAGER

VICTOR Q. TORRES
DIRECTOR, DEVELOPMENT SERVICES

MATHEW McELROY
DEPUTY DIRECTOR, PLANNING



CITY COUNCIL
ANN MORGAN LILLY, DISTRICT 1
SUSANNAH M. BYRD, DISTRICT 2
EMMA ACOSTA, DISTRICT 3
MELINA CASTRO, DISTRICT 4
RACHEL QUINTANA, DISTRICT 5
EDDIE HOLGUIN, JR., DISTRICT 6
STEVE ORTEGA, DISTRICT 7
BETO O'ROURKE, DISTRICT 8

DEVELOPMENT SERVICES
PLANNING DIVISION

MEMORANDUM

DATE: July 17, 2008

TO: The Honorable Mayor and City Council
Joyce A. Wilson, City Manager

FROM: Melissa Kellum, Planner

SUBJECT: **Northeast Comprehensive Plan Amendment**

The City Plan Commission (CPC), on July 17, 2008, (Recommendation Pending) of the amendment to The Plan for El Paso, the Projected 2025 General Land Use Map, and the Smart Growth Plan for the Northeast.

The CPC determined that this amendment protects the best interest, health, safety, and welfare of the public in general; that the proposal is compatible with adjacent land uses; and the effects of the amendment will have no effects on the natural environment, social economic conditions, and property values in the vicinity and the city as a whole.

There were no letters or telephone calls in support or opposition to this request.

Attachment: Staff Report, Update to the Smart Growth Plan for the Northeast



Northeast Master Plan Comprehensive Plan Amendment

Background:	The Public Service Board of the El Paso Water Utility has requested to amend the Plan for El Paso Projected General Land Use Map for the 4,800+ acre area being sold in the Northeast. The most recent Comprehensive Plan amendment controlling that area is the "Smart Growth Plan for the Northeast", (Ordinance No. 016537) which affected approximately 6,750 acres. The proposed amendment covers approximately 4,850 acres of the same general area.
Location:	The area is generally located northwest of Patriot Freeway (US 54), north of Loma Real Drive and East of the Franklin Mountains
Legal description:	A portion of Sections 9, 10, 15, 16, 17 and 18, Block 81, Township 1, Texas and Pacific Railway Company Surveys; and a portion of Sections 11, 14 and 19, Block 81, Township 1, Texas and Pacific Railway Company Surveys; and a portion of Sections 11, 12, 13, 14, 19, 20 and 21, Block 81, Township 1, Texas and Pacific Railway Company Surveys; and a portion of Sections 7, 17, 18, 19, 20 and 30, Block 80, Township 1, Texas and Pacific Railway Company Surveys, City of El Paso, El Paso County, Texas
Representative District:	4
Area:	Approximately 4,850+ acres
Present Zoning:	Ranch and Farm (R-F)
Present Use:	Undeveloped Land
Proposed Use:	Commercial, residential, mixed use, schools, open space, and golf course
Surrounding Land Uses:	Undeveloped land, residential, and schools
Year 2025 Designation:	Residential, mixed use, and open space
Request:	See attachment " <i>Update to the Smart Growth Plan for the Northeast</i> "

Staff Comments:

Development Services Department - Planning Division:

Recommends approval with the following comments:

The small mixed use node at the intersection of Painted Dunes and Ring Road seems to block the linear park. It should be moved north to avoid that issue.

Connectivity for the bicycle and pedestrian trail in the Painted Dunes central linear park should continue through the large mixed use node at Painted Dunes and Martin Luther King.

Development Coordinating Committee (DCC):

Recommends approval.