

**PLANNING COMMISSION
STAFF REPORT**

Date: February 6, 2019

To: Reno City Planning Commission

Subject: **6.2. Staff Report (For Possible Action - Recommendation to City Council): Case No. LDC19-00029 (Stead/North Virginia Zone Change) - A request has been made for a zoning map amendment from Mixed Use/North Virginia Street Transit Corridor (MU/NVTC) to Industrial Commercial (IC). The ±5.95 acre site consists of four parcels generally located on the northeast corner of the North Virginia Street/Stead Boulevard intersection. The site has a Master Plan land use designation of Industrial (I). kwc**

From: Kyle Chisholm, Assistant Planner

Ward #: 4

Case No.: LDC19-00029 (Stead/North Virginia Zone Change)

Applicant: Stead Self Storage, LLC

APN: 082-101-27, 30, 32, and 34

Request: A request has been made for a zoning map amendment from Mixed Use/North Virginia Street Transit Corridor (MU/NVTC) to Industrial Commercial (IC).

Location: The ±5.95 acre site consists of four parcels generally located on the northeast corner of the North Virginia Street/Stead Boulevard intersection. The site has a Master Plan land use designation of Industrial (I).

Proposed Motion: Based upon compliance with the applicable findings, I move to recommend that City Council approve the zoning map amendment by ordinance.

Background: The subject site consists of four parcels with three of the parcels currently being vacant (APNs: 082-101-27, 32, and 34) and an existing residence located on the fourth parcel (APN 082-101-30). The site is located within the Mixed Use/North Virginia Transit Corridor (MU/NVTC) zoning district, which was adopted in 2006. With the adoption of the NVTC, the Master Plan land use designation was changed from Industrial (I) to Special Planning Area/North Virginia Street Transit Corridor (SPA/NVTC) and the zoning designation was changed from Arterial Commercial (AC) to MU/NVTC. As part of the recent update to the City's Master Plan, portions of the NVTC were re-designated from SPA to I in order to support industrial development and associated employment. The requested zoning map amendment from

MU/NVTC to Industrial Commercial (IC) (**Exhibit A**) would allow for a wide range of industrial and commercial uses to establish on the site and result in a shift from adopted mixed-use to industrial development standards. Materials submitted indicate future development of mini-warehouse facility is anticipated if the request is approved. Approval of a special use permit (SUP) would be required for mini-warehouse use under the current MU/NVTC zoning, whereas the use is allowed by-right in the IC zone (**Exhibit B**).

The site has direct access to North Virginia Street, which is an arterial roadway, and has convenient access to the US-395/Stead Boulevard interchange. The portion of Stead Boulevard that abuts the site is a part of the Nevada Department of Transportation (NDOT) right-of-way and any future access to it would need to meet NDOT standards.

Analysis: Per Reno Municipal Code (RMC), the current zoning designation of MU/NVTC allows for a wide variety of residential, commercial, recreational and entertainment, lodging, institutional, and industrial uses. While the MU/NVTC zoning district allows for a variety of uses, the Industrial Master Plan land use designation was adopted as part of the ReImagine Reno Master Plan to specifically provide for additional industrial and employment uses in response to the needs identified in the Employment Demand Forecast and Needs Assessment. The requested IC zoning designation provides for a mix of industrial and small-scale commercial uses that should be separated from residential development by natural or manmade buffers such as major drainageways and arterial roadways. Uses allowed within the IC zoning district (**Exhibit B**) offer greater predictability that industrial or compatible commercial uses will be established on the site.

Zoning Map Amendment Findings: As set forth in NRS Section 278.250(2) (Zoning Districts and Regulations), the Planning Commission and City Council are required to find that the zoning map amendment is in accordance with the Master Plan and meets the following requirements as applicable. This zoning map amendment findings analysis evaluates the appropriateness of the IC zoning designation for the subject site and not the suitability of a particular land use.

a. To preserve the quality of air and water resources.

Approval of the IC zoning designation would have a negligible impact on water resources and help to preserve air quality by providing employment opportunities in the Stead area that promote a general jobs/housing balance, allowing for reduced vehicle trips, travel times, and associated emissions.

b. To promote the conservation of open space and the protection of other natural and scenic resources from unreasonable impairment.

The subject site is currently zoned MU/NVTC and the requested IC zoning designation is not anticipated to impact open space, natural resources, or scenic features. The site is bound by

North Virginia Street to the south, Stead Boulevard to the west, and privately owned properties to the north and east. Impacts of proposed future development on natural resources, or scenic features will be evaluated at the time that development is proposed.

- c. To consider existing views and access to solar resources by studying the height of new buildings which will cast shadows on surrounding residential and commercial developments.**

The MU/NVTC zone does not have an established maximum allowable building height and the proposed IC zoning district allows for a maximum building height of 40 feet. Existing residences that surround the site, including a mobile home park that is located adjacent to the northeast portion of the site, are all located within the MU/NVTC zone. Additionally, the properties adjacent to the site were designated as Industrial with the adoption of the Master Plan. Buildings constructed under the IC standards are not anticipated to cast any shadows on any existing surrounding residences.

- d. To reduce the consumption of energy by encouraging the use of products and materials which maximize energy efficiency in the construction of buildings.**

Energy consumption and the use of energy efficient products are addressed through code compliance when new construction or improvements to the existing site are proposed.

- e. To provide for recreational needs.**

The requested zoning map amendment to IC will support opportunities for future employment uses on the site. **Exhibit B** includes the list of allowed uses for both the MU/NVTC and IC zoning districts. While industrial uses do not generally warrant recreational amenities, connectivity via sidewalks and between developments would be required with future development. This request does not affect recreational opportunities in the area nor is it anticipated that development of the site will generate a need for use of the site for recreation purposes.

- f. To protect life and property in areas subject to floods, landslides and other natural disasters.**

The requested zoning map amendment will not subject the site or surrounding properties to floods, landslides or natural disasters. The subject site is located in a FEMA unshaded Zone X, an area determined to be outside the 0.2% annual chance floodplain. Future development will be required to provide mitigation for storm water flows. The subject site is relatively flat, gently sloping to the northeast and contains slopes of five percent or less. The site is not subject to hillside development and it is unlikely the site will be produce a landslide. Earthquakes are common in Northern Nevada. Future development will be required to be designed to meet building and site design requirements that are in place at the time development occurs.

g. To conform to the adopted population plan, if required by NRS 278.170 (Coordination of master plans; Adoption of all or parts).

The requested IC zoning district conforms with the Industrial Master Plan land use designation that was adopted to provide industrial development opportunities along North Virginia Street.

h. To develop a timely, orderly and efficient arrangement of transportation and public facilities and services, including public access and sidewalks for pedestrians, and facilities and services for bicycles.

Access, Traffic, and Circulation: It is anticipated that future development of the site will take access from North Virginia Street. A traffic study was provided based on the assumption that a 100,144 square foot mini-warehouse facility would be constructed under the proposed IC zoning district as compared to a 65,000 square foot shopping center under the MU/NVTC zone. The anticipated mini-warehouse development would generate approximately 10 a.m. peak hour trips (PHT), 17 p.m. PHT and 151 average daily trips (ADT), whereas the potential shopping center developed under the MU/NVTC standards would generate approximately 184 a.m. PHT, 248 p.m. PHT and 2,454 ADT. The study demonstrates that the proposed development could substantially decrease traffic generation should the zoning amendment be approved. As stated in the background section of this report, any future access to the NDOT right-of-way will have to be approved by NDOT and meet the applicable NDOT standards.

Generally uses that are allowed within the MU/NVTC zoning district are more intense than uses allowed within the IC zone (**Exhibit B**). RMC requires a Traffic Impact Analysis (TIA) for projects generating 200 or more PHT and a Traffic Entry and Access study for any developments that increase traffic by 100 PHT. An analysis of the impacts of development to current roadway infrastructure will be evaluated with requests for future development of the site. It should be noted that the Regional Transportation Commission (RTC) approved an amendment to the Regional Transportation Plan (RTP) for improvements to North Virginia Street on August 17, 2018. The amendment identifies that North Virginia Street from Stead Boulevard to Panther Drive will be widened in the 2022 to 2026 timeframe. All new development is required to comply with the Regional Road Impact Fee (RRIF) program for impacts to the regional roadway network.

Transit opportunities are not currently available in Stead to the south of US 395. Regional Transportation Commission (RTC) currently serves the Stead area via RTC Route 7 along Stead Boulevard to the north of US 395. The nearest transit service is located approximately $\frac{3}{4}$ mile from the site near the intersection of Silver Lake Road and Stead Boulevard. As the need increases for additional transit services, RTC may expand services to provide transit service closer to the subject site. It should be noted that more specific comments may be

provided by the RTC at the time that development is proposed for the site. At the time that new development is proposed, the request would need to demonstrate compliance with all aspects of the RMC, which would ensure that adequate access, sidewalks, and services for bicycles are provided.

Public Improvements: The majority of subject site is currently undeveloped, with exception of the aforementioned residence on the southernmost parcel (APN 082-101-30). Future development will be required to comply with the Public Works Design Manual (PWDM), including provisions for post construction storm water quality management. Public infrastructure required to serve the site (roadways, sewer, water and power) is currently in place or will be extended to the project site. A City of Reno eight inch sanitary sewer main is located on the parcel immediately to the east of the property requesting a zone change. The Public Works Design Manual requires a Sewer Report for projects with proposed fixture units greater than 200. Typically, sewage demand for industrial developments is low and may not reach this threshold. With a future project the developer would be required to follow PWDM standards for providing a final sewer report and any required analysis.

Sewage treatment from the property will be provided by the Reno Stead Water Reclamation Facility (RSWRF), which is currently nearing capacity and will be undergoing plans to increase capacity in the year 2021 from its existing capacity of 2.0 million gallons per day (MDG) to an anticipated 4.0 MGD. In the interim, a project is anticipated to be completed by April of 2019 to convey additional sewage flows from RSWRF to Truckee Meadows Water Reclamation Facility (TMWRF), which will increase capacity by an estimated 0.5 MGD. Prior to any connection, the developer will be required to obtain will-serve commitment from the City of Reno.

The site gently slopes downward in the northeasterly direction toward I-395. Any future project would need to provide a hydrology report which would include a drainage analysis prior to the issuance of any building permit or with any other development proposal. Any future development of the site will require the hydrology report to address the drainage according to the Truckee Meadows Regional Drainage Manual (TMRDM), PWDM, and any other design standards in place at the time of development. The final hydrology report will analyze the site and provide mitigation for any drainage impacts that may occur as a result of the development proposal. The entire site lies within the Swan Lake Playa watershed (closed intermittent lake). Future development of the area will be required to mitigate for protection of the 100-year BFE for the Swan Lake Playa through onsite retention.

Public Safety: The subject site is located \pm 10.0 miles from the Reno Police Main Station located at 455 East Second Street via the existing street network. The Reno Police

Department (RPD) reviewed the request and did not identify any issues or concerns with this request but did identify standard recommendations for a future physical development.

The Reno Fire Department (RFD) also reviewed the request and noted that the closest fire station to the site is Station 9, located at 14005 Mt. Vida Street, with an estimated response time of seven minutes. Station 10, located at 5250 North Virginia Street, is the second closest fire station and has an estimated response time of eight minutes. The 2011 Regional Standards of Cover sets forth a first due response objective of six minutes at least 85 percent of the time for urban areas. While the estimated response time meets the first due objective, the Fire Department indicated the subject site is located in a district with high call volume where a significant burden on resources already exists due to limited staffing and fire equipment. As growth occurs, additional resources will be needed to accommodate that growth and the Fire Department is concerned about long-term service provision to accommodate growth. Any future development must comply with the International Fire Code as amended and adopted by the City of Reno. Such compliance shall include, but shall not be limited to, fire department access, fire sprinkler systems, fire alarm systems, and fire hydrant placement.

i. To ensure that the development on land is commensurate with the character of the physical limitations of the land.

As discussed previously, the subject site is relatively flat with slopes of five percent or less across the site. There are no identified major drainageways, significant rock outcroppings, or prominent ridgelines on the site. Therefore, the topography seems to be compatible with the uses of the IC zone that would demand large industrial-type buildings.

j. To take into account the immediate and long-range financial impact of the application of particular land to particular kinds of development, and the relative suitability of the land for development.

The majority of the subject site is currently vacant and assignment of the IC zoning designation would allow for industrial and commercial uses with direct access to an arterial roadway and close proximity to the US-395/Stead Boulevard interchange. At the time development is proposed for the site, immediate fiscal impacts would result through new development fees and developer funded infrastructure improvements necessary to accommodate development. Employment uses such as industrial and office also provide a positive net fiscal impact to the City as detailed in the Fiscal Impact Findings and Analysis prepared by Economic & Planning Systems (EPS) to inform the update of the City's Master Plan.

k. To promote health and the general welfare.

Approval of the requested zoning map amendment would provide for industrial and commercial uses on a site with direct access to an arterial roadway and convenient access to the freeway system. These types of uses on the site promote health and general welfare by providing employment opportunities in a designated Industrial/Logistics Employment Area per the City of Reno Master Plan and supporting an overall jobs/housing balance in the North Valleys.

l. To ensure the development of an adequate supply of housing for the community, including the development of affordable housing.

The requested zone change would allow for a variety of industrial and commercial uses that could provide employment opportunities consistent with the adopted Master Plan land use designation and would not impact overall housing supply or the development of affordable housing.

m. To ensure the protection of existing neighborhoods and communities, including the protection of rural preservation neighborhoods.

Land uses surrounding the site consist of residential uses zoned MU/NVTC located to the north; a warehouse/distribution facility (currently under construction) and vacant land zoned I and IC, respectively, located to the south; vacant land zoned MU/NVTC located to the west; and, a bar, residential uses, and vacant land zoned MU/NVTC located to the east. Lands to the north, south, and east have an Industrial Master Plan land use designation and lands to the west have a Master Plan land use designation of Suburban Mixed-Use (SMU). **Exhibit B** shows the list of allowed uses in the existing MU/NVTC zoning district compared to the proposed IC district. A table is provided below that outlines the surrounding area uses, zoning districts, and Master Plan designations.

Industrial uses allowed by right include bus terminals, collection stations, crematoriums, food processing, indoor manufacturing/processing operations, maintenance and repair businesses, mini-warehouses, outdoor storage, indoor salvage or reclamation of products, warehouse/distribution centers, and wholesale of both construction materials and of products made on-site. Other industrial uses such as chemical processing/manufacturing, outdoor processing/manufacturing, truck stops, and truck terminals require approval of a Special Use Permit (SUP). Commercial uses allowed by right include adult businesses, animal clinic/boarding facilities, auto repair garages, automobile and truck sales, bakeries, barber/beauty shops, building and landscape material/lumber yards, call centers, car washes, child care centers, commercial cleaners, custom and craft work, gas stations, general personal services, offices, plant nursery/garden supply, and restaurants with and without alcohol service. Recreation uses allowed by right are limited to indoor commercial amusement/recreation, fitness centers, pool or billiard parlors, tennis courts and parks. Outdoor commercial amusement/recreation uses require SUP approval. Institutional uses are

generally limited to blood plasma donation centers, government facilities, post offices and vocational/trade schools.

Given the above discussion, the requested IC zoning district is appropriate based on the uses allowed in the IC zone and their compatibility with surrounding uses, neighborhoods, and communities.

AREA DESCRIPTION			
	LAND USE	MASTER PLAN DESIGNATION	ZONING
NORTH	Mobile home park, single-family	Industrial (I)	MU/NVTC
SOUTH	Warehouse/distribution facility, vacant land	Industrial (I)	MU/NVTC, IC, I
EAST	Bar, mobile homes, vacant land	Industrial (I)	MU/NVTC
WEST	Vacant land	Suburban Mixed-Use (SMU)	MU/NVTC

n. To promote systems which use solar or wind energy.

If new development is proposed in the future it would be reviewed through the special use permit, site plan review, or building permit process, and incorporation of solar and/or wind systems could be addressed as new development is proposed.

o. To foster the coordination and compatibility of land uses with any military installation in the city, county or region, taking into account the location, purpose and stated mission of the military installation.

Military base commanders are notified of all zoning map amendments and no comments were received.

Master Plan: This request is being evaluated under the recently adopted ReImagine Reno Master Plan. The requested zoning map amendment from MU/NVTC to IC is consistent with the existing Master Plan land use designation of Industrial on the site. As proposed, the zoning map amendment is consistent with the following applicable Citywide Master Plan goals and policies: Goal 1.2: Promote a diverse and stable economic base; Policy 1.2D: Employment Centers - Plan, invest in, promote, and incentivize the creation and improvement of cohesive employment areas ... and clearly identify where specific employment uses are desired; Goal 2.1: Support a fiscally-responsible growth pattern and annexation policy to maintain and improve existing levels of

service...; Policy 2.1A: Growth Tiers – Support the efficient use of public facilities and services by prioritizing development, infrastructure improvements, and public investments in priority locations (Priority Area 2 - Targeted employment areas). The zoning map amendment is further consistent with the following Area-Specific Policies for Industrial/Logistics Employment Areas: Design Principle EA-ILA.1: Overall Mix: Support a mix of large footprint warehouse/flex space, manufacturing facilities, and smaller ancillary and supporting industrial, commercial, and office uses as compatible with the surrounding development context; and Design Principle EA-ILA.6: Truck Traffic: Limit heavy trucks on certain city streets, with a particular emphasis on corridors that serve both industrial/logistics area and adjacent neighborhoods.

With the designation of the site as an Industrial/Logistics Employment Area and the supporting application of the Industrial Master Plan land use designation through the Master Plan update process, this site has been identified as a desired location for future industrial development. The site is located in close proximity to US 395 via Stead Boulevard offering convenient access for future truck traffic to access the site with minimal impacts to local roads.

Other Reviewing Bodies: The request was forwarded to the Nevada Department of Transportation (NDOT) and Regional Transportation Commission (RTC). Neither entity provided comments at the time this staff report was prepared. Should any comments be received, they will be forwarded to the Planning Commission.

Neighborhood Advisory Board (NAB): This zoning map amendment was reviewed by the Ward 4 Neighborhood Advisory Board (NAB) on January 17, 2019. Comments from NAB members were in general support of the request (**Exhibit C**).

Legal Requirements:

NRS 278.250(2) Zoning Districts and Regulations

FINDINGS:

Zoning Map Amendment Findings: As set forth in Nevada Revised Statutes (NRS) Section 278.250(2) (Zoning Districts and Regulations), the Planning Commission and City Council are required to find that the zoning map amendment is in accordance with the Master Plan and is designed to meet the following requirements as applicable. The following zoning map amendment findings analysis evaluates the appropriateness of the _____ zoning designation for the subject site and not the suitability of a particular land use.

- a. To preserve the quality of air and water resources.

- b. To promote the conservation of open space and the protection of other natural and scenic resources from unreasonable impairment.
- c. To consider existing views and access to solar resources by studying the height of new buildings which will cast shadows on surrounding residential and commercial developments.
- d. To reduce the consumption of energy by encouraging the use of products and materials which maximize energy efficiency in the construction of buildings.
- e. To provide for recreational needs.
- f. To protect life and property in areas subject to floods, landslides and other natural disasters.
- g. To conform to the adopted population plan, if required by NRS 278.170.
- h. To develop a timely, orderly and efficient arrangement of transportation and public facilities and services, including public access and sidewalks for pedestrians, and facilities and services for bicycles.
- i. To ensure that the development on land is commensurate with the character of the physical limitations of the land.
- j. To take into account the immediate and long-range financial impact of the application of particular land to particular kinds of development, and the relative suitability of the land for development.
- k. To promote health and the general welfare.
- l. To ensure the development of an adequate supply of housing for the community, including the development of affordable housing.
- m. To ensure the protection of existing neighborhoods and communities, including the protection of rural preservation neighborhoods.
- n. To promote systems which use solar or wind energy.

- o. To foster the coordination and compatibility of land uses with any military installation in the city, county or region, taking into account the location, purpose and stated mission of the military installation.

Attachments:

- Display Maps (PDF)
- Exhibit A - Existing and Proposed Zoning (PDF)
- Exhibit B - Comparison of Uses (PDF)
- Exhibit C - NAB Comments(PDF)