

**PLANNING COMMISSION
STAFF REPORT**

Date: February 19, 2020

To: Reno City Planning Commission

Subject: **5.2. Staff Report (For Possible Action - Recommendation to City Council):**
Case No. LDC20-00038 (Sharlands Business Resource Center PUD Amendment) – A request has been made for an amendment to a Planned Unit Development handbook to convert ±2.44 acres from a professional office use to neighborhood commercial and multifamily uses. The site is located within Sharlands PUD zoning district and has a Master Plan land use designation of Suburban Mixed-Use (SMU). The ±2.44 acre property is located on the south of Sharlands Avenue and ±1,600 feet west of its intersection of Ambassador Drive.

From: Brook Oswald, Associate Planner

Ward #: 1

Case No.: LDC20-00038 (Sharlands Business Resource Center PUD Amendment)

Applicant: Scott Silva

APN Number: 212-111-03

Request: A request has been made for an amendment to a Planned Unit Development (PUD) handbook to convert ±2.44 acres from a professional office use to neighborhood commercial and multifamily uses.

Location: The ±2.44 acre site is located on the south side of Sharlands Avenue, ±1,600 feet west of its intersection with Ambassador Drive. The site is located within the Sharlands PUD zoning district and has a Master Plan land use designation of Suburban Mixed-Use (SMU).

Proposed Motion: Based upon compliance with the applicable findings, staff recommends that the Planning Commission move to recommend approval to City Council for the amendment to the Sharlands Design Guidelines.

Recommended Conditions of Approval:

All conditions shall be met to the satisfaction of Community Development Department staff, unless otherwise noted.

1. Approval of the zoning text amendments are subject to finding the project amendments in conformance with NRS 278A.410, 278A.500, 278A.510, the revisions as noted in the

staff report, the modifications to the Development Standards Handbook as noted in **Exhibit A** (attached digitally) and any modifications made by the Planning Commission and City Council at their respective public hearings (**Exhibit B**).

The revisions shall be incorporated into the Development Standards Handbook and submitted to staff for review within two (2) months of the date of City Council approval. The amended plan shall be certified by the City Council and recorded within three (3) months of the date of City Council’s approval of this amendment. Failure by the applicant to conform to either time deadline shall render this approval null and void.

Background: The original Sharlands Planned Unit Development (PUD) was approved by Council in 1992 and consisted of a mix of residential, commercial and office projects on ±123 acres. Since the initial approval, 96% of the PUD has been developed and 11 amendments to the Handbook have been proposed and approved. These include modifications to the standards, modification of uses related to planning units and process modifications.

This amendment proposes minor changes and additions to the PUD Handbook related to uses and standards in Planning Unit 4, that are specific to the Boys Scouts of America’s ownership and the establishment of an associated headquarters on the parcel. This request, the twelfth amendment to the Sharlands PUD Handbook, is to modify Planning Unit 4 to allow for permitted uses to include those consistent with Reno Municipal Code Title 18 - Neighborhood Commercial zoning, multifamily development up to 21 units per acre (MF-21) and indoor mini-storage use. The proposed amendment also includes changes to the development standards impacting landscaping, building setbacks, building height and signage.

The proposed amendment does not trigger the requirement for a Project of Regional Significance and will not be subject to review by the Truckee Meadows Regional Planning Agency.

The surrounding properties existing uses, zoning and Master Plan land use designations are outlined in the table below:

AREA DESCRIPTION			
	Land Use	Master Plan Designation	Zoning
North	Residential	Single-Family Neighborhood Mixed Neighborhood	SF-6, MF-14
South	Open Space	Parks, Greenways and Open Space	PUD (Sharlands)
East	Residential	Mixed Neighborhood	PUD (Sharlands)
West	Open Space Residential	Parks, Greenways and Open Space Multifamily-Family Neighborhood	PUD (Sharlands)

A revised version of the PUD Handbook has been provided showing proposed additions and deletions and is attached electronically (**Exhibit A**). **Exhibit C** details the proposed amendments to Planning Unit 4.

The applicant is interested in purchasing the parcel from the Boy Scouts of America and has proposed a development that incorporates a mix of multi-family, commercial and an indoor mini-storage facility to accommodate small home business growth and development.

Analysis: Findings of fact required for approval of a PUD: In addition to the City's zoning map amendment findings, the Planning Commission and City Council must make the findings that the project is consistent with Nevada Revised Statutes (NRS) 278A.410 2(a), (b) and (c), 278A.500 1-7, and 278A.510. These findings are listed below:

NRS 278A.410 - Modification of plan by city or county. All provisions of the plan authorized to be enforced by the city or county may be modified, removed or released by the city or county, except grants or easements relating to the service or equipment of a public utility unless expressly consented to by the public utility, subject to the following conditions:

No modification, removal or release of the provisions of the plan by the city or county is permitted except upon a finding by the city or county, following a public hearing that it:

- a) Is consistent with the efficient development and preservation of the entire planned unit development;
- b) Does not adversely affect either the enjoyment of land abutting upon or across a street from the planned unit development or the public interest; and
- c) Is not granted solely to confer a private benefit upon any person.

NRS 278A.500 Minute order: Findings of fact required. The grant or denial of tentative approval by minute action must set forth the reasons for the grant, with or without conditions, or for the denial, and the minutes must set forth with particularity in what respects the plan would or would not be in the public interest, including but not limited to findings on the following:

1. In what respects the plan is or is not consistent with the statement of objectives of a planned unit development.

A PUD encourages flexibility in the development of land to promote the most appropriate and compatible uses. This includes improved design, character, and quality of development. The PUD should facilitate the adequate and economical provision of streets and utilities; and preserve the natural and scenic features in the community. More specifically, the purpose of the PUD is:

1. To encourage flexibility in the development of land in Reno;
2. To promote its most appropriate and compatible use;
3. To improve the design, character, and quality of new development;
4. To facilitate the adequate and economical provision of streets and utilities
5. To preserve the natural and scenic features of open areas in the community

The proposed amendment provides that natural areas will be preserved while using disturbed and vacant land to a more appropriate and compatible use. Landscape and architectural design standards have been established to maintain a compatible character with existing neighborhoods. Existing infrastructure is in place to serve the development.

2. The extent to which the plan departs from zoning and subdivision regulations otherwise applicable to the property, including but not limited to density, bulk and use, and the reasons why these departures are or are not deemed to be in the public interest.

The proposed amendment allows for Neighborhood Commercial (NC), Multifamily (MF-21) and indoor mini-storage uses.

The NC zoning does allow for multifamily uses but requires a Site Plan Review (SPR) if over four dwelling units. The amendment limits the overall density of a multifamily development to 21 units per acre and does not require a SPR to proceed to a building permit. If the parcel was entirely developed as multifamily, approximately 51 dwelling units could be established. Multifamily and higher density housing currently exist in close proximity and additional infill multifamily housing would be appropriate and in the public interest.

A mini-warehouse is allowed in the Neighborhood Commercial zoning with a special use permit (SUP). The proposed amendment allows a mini-warehouse without a SUP, but requires that this use be limited to an indoor storage facility. This proposal limits overall visual impacts of a traditional drive up mini-warehouse facility, by containing the storage units within a building, similar in form to a commercial building. A traditional drive up mini-storage facility would still require a SUP under the NC zoning requirements.

3. The ratio of residential to nonresidential use in the planned unit development.

Currently approximately 61.4 acres in the Sharlands PUD have been developed as residential. The majority of the commercial planning areas have been developed with an approximate ratio of 50% residential and 50% commercial. With the proposed amendment, the ±2.44 acre project site could be established as residential or commercial. The proposed amendment will have little impact to the current use ratio within the overall PUD.

- 4. The purpose, location and amount of the common open space in the planned unit development, the reliability of the proposals for maintenance and conservation of the common open space, and the adequacy or inadequacy of the amount and purpose of the common open space as related to the proposed density and type of residential development.**

The current amendment does not propose to modify the open space areas. Approximately 14.44 acres of the PUD are owned/maintained by the City of Reno and are identified as open space in the PUD Handbook (page 1.2).

- 5. The physical design of the plan and the manner in which the design does or does not make adequate provision for public services, provide adequate control over vehicular traffic, and further the amenities of light and air, recreation and visual enjoyment.**

Access, Traffic, and Circulation: Access to the site will be obtained from Sharlands Avenue. Staff analyzed the amendment using ITE Trip Generation Rates (10th Edition). A 51 unit multi-family project would generate approximately 277 Average Daily Trips (ADT), 16 Peak Hour Trips (PHT) in the AM and 21 PHT in the PM. A 35,000 square foot office building could be expected to generate approximately 340 Average Daily Trips (ADT), 51 Peak Hour Trips (PHT) in the AM and 50 PHT in the PM. The amendment (based on to strictly MF 21), if approved, would result in a small reduction in traffic compared to the current allowed office use.

Public Transportation: The Regional Transportation Commission (RTC) bus transit currently serves the area by bus route 4. The closest bus stop is located east of the intersection of Sharlands Avenue and Avenida De Landa, which is roughly 900 feet from the subject site.

Sewer Facilities: The public sewer is stubbed to the parcel at the existing drive cut. Sewer treatment will be provided by Truckee Meadows Water Treatment Facility and any future development on the site would be required to obtain sewer will serve letter. Public Works Design Manual (PWDM) rates, for multi-family development of 51 units, would generate approximately 36,000 gallons per day of sewage. An office building on the site can be expected to generate approximately 8,000 gallons per day.

Water Facilities: The site is located in the Truckee Meadows Water Authority (TMWA) service territory. The developer will need to dedicate water rights prior to the building permit. All water facilities for the project will be required to be designed and constructed in accordance with TMWA and Washoe County District Health standards.

Drainage Facilities / Floodplain Improvements: The site topography slopes downward to the south at less than 3:1, with a flat area on the east side of the parcel. A major drainage way is located on the adjacent parcel to the south and west. Any future project would need to provide a Final Hydrology Report which would include a drainage analysis prior to the issuance of any building permit.

Emergency Services: Reno Fire Department noted that the closest fire is Station 11 located at 7105 Mae Anne Avenue with a current response time of one minute. The second closest fire station is Station 8, located at 3600 Kings Row, with a current response time of six minutes. The response time is reflective with the recommended response times as outlined in the Master Plan. All other requirements must follow the International Building Code and Fire Code as adopted at the time of building plan submittal. This includes water supply, hydrant locations and fire access. These will be addressed at the tentative and final map stages.

Reno Police Department (RPD) reviewed the request and had no noted concerns related to natural surveillance, natural access and control, territorial reinforcement and the maintenance and management. RPD will be involved in future reviews of the project and design concerns will be addressed at the building permit stage (**Exhibit D**).

6. The relationship, beneficial or adverse, of the proposed planned unit development to the neighborhood in which it is proposed to be established.

The proposed amendment will have a beneficial relationship to neighboring properties by increasing the feasibility of development on the site and promoting a diversity of uses. Infrastructure is in place to support a development and with limited public investment development of the site would increase the overall tax base.

7. In the case of a plan which proposes development over a period of years, the sufficiency of the terms and conditions intended to protect the interests of the public, residents and owners of the planned unit development in the integrity of the plan.

The Sharlands PUD is substantially built out to completion, with approximately 4.66 acres of undeveloped land remaining. The remaining parcels are restricted to very specific uses, which limits development. The proposed amendment provides additional uses to Planning Unit 4 and will increase the probability of development.

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. The following zoning map amendment findings analysis evaluates the

appropriateness of the Planned Unit Development zoning designations for the subject site and not the suitability of a particular land use.

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

The originally adopted Sharlands PUD Handbook, demonstrates that the development has been designed to incorporate sidewalks to provide and promote pedestrian connectivity within the development, as well as to surrounding neighborhoods and regional open space and parks. The public transit, pedestrian and bicycle amenities inherent to the development decrease the reliance on vehicles, reduce emissions and support air quality goals to zoning map amendment finding h, The project preserves a major drainage way and is protected in perpetuity through the ownership by the City of Reno.

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

The original approved PUD Handbook addresses protection of the major drainage way. Refer to ZMA finding (a) and NRS PUD finding (4).

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.

Height will be reviewed through the building permit. Design and building configuration should address and minimize the potential impacts from building height on the existing views, solar resources, and shadows of the surrounding uses.

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 is proposed.

e. To provide for recreational needs.

The original approved PUD Handbook addressed recreation needs. Refer to NRS PUD finding (4). Existing multifamily development provides open space and recreational amenities within the respective completed projects.

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

The requested amendment will not subject the site or surrounding properties to floods, landslides or natural disasters. The subject site is located within a FEMA unshaded X Zone, an area designated to be outside the 100-year floodplain. Future development will be required to mitigate storm water flows. The site is not subject to hillside development and it is unlikely that the site will be subject to landslides. 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).

By 2036, it is estimated that the population for the City of Reno will reach 301,068. This represents an increase of approximately 62,450 residents. The existing PUD allows for a diverse mix of housing opportunities that have assisted the City to accommodate the estimated population growth identified in the Master Plan Growth and Reinvestment Framework.

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.

Separated pedestrian walkways, public transportation and a bike lane exist throughout the PUD and adjacent to the site along Sharlands Avenue. Any future development of the subject site will be required to provide safe pedestrian access.

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

The subject site has minimal slopes and has been previously graded to accommodate development.

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.

No fiscal analysis was submitted with the amendment request. Staff does anticipate financial benefits from new property taxes and Residential Construction Tax (RCT)

k. To promote health and the general welfare.

The subject site is currently vacant. Approval of the requested PUD amendment would provide for an appropriate range of potential multifamily residential and commercial uses. These types of uses, on and connected to the subject site, promote health and general welfare and provide for a general jobs and housing balance. There are existing public transportation options in close proximity that help to reduce vehicle trips and associated emissions. The proposed project would facilitate development in a location where infrastructure and services are currently in place reducing overall tax payer expenses.

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

The PUD allows for a mix of housing opportunities that have expanded the types of housing available in the City. Two large multifamily projects and a condominium development exist within the PUD and provide a diversity of housing options in the area.

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

It is not anticipated that existing neighborhoods will be adversely impacted by the proposed amendment.

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

New development will be reviewed through permit process and incorporation of solar and/or wind systems could be addressed as new construction is proposed. No requirements for alternative energy systems are proposed in the handbook.

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 were notified as required and no comments were received.

Other Reviewing Bodies: Washoe County Health District had no objection to the amendment as proposed and noted that water and sewer would be provided by municipality.

Neighborhood Advisory Board (NAB): This project was reviewed by the Ward 1 NAB on January 2, 2020. No written comments were received.

NRS 278A Findings: In accordance with NRS Sections 278A.410, .500 and .510 must be addressed when acting on an amendment to a PUD. The applicant has provided a PUD Handbook, which adequately address the findings of 278A.410 and 500 (**Exhibit A**).

NRS 278A.510 Minute Order: Specification of time for filing application for final approval.
(Addressed in Condition 1 and Exhibit B)

Legal Requirements:

NRS 278A.410	Planned Developments
NRS 278A.500	Planned Developments
NRS 278A.510	Planned Developments
NRS 278.250(2)	Zoning Map Amendment - General
RMC 18.06.403	Planned Unit Development Review
RMC 18.06.404(d)(1)	Zoning Map Amendment

Findings:

PUD Planned Unit Development: Findings of fact required for approval of a PUD (Planned Unit Development): In addition to the City's zoning map amendment findings, the Planning Commission and City Council must make the findings that the project is consistent with NRS 278A.410 2(a), (b) and (c), 278A.500 1-7, and 278A.510. These findings are listed below:

NRS 278A.410 - Modification of plan by city or county. All provisions of the plan authorized to be enforced by the city or county may be modified, removed or released by the city or county, except grants or easements relating to the service or equipment of a public utility unless expressly consented to by the public utility, subject to the following conditions:

2. No modification, removal or release of the provisions of the plan by the city or county is permitted except upon a finding by the city or county, following a public hearing that it:
 - (a) Is consistent with the efficient development and preservation of the entire planned unit development;
 - (b) Does not adversely affect either the enjoyment of land abutting upon or across a street from the planned unit development or the public interest; and
 - (c) Is not granted solely to confer a private benefit upon any person.

NRS 278A.500 Minute order: Findings of fact required. The grant or denial of tentative approval by minute action must set forth the reasons for the grant, with or without conditions, or for the denial, and the minutes must set forth with particularity in what respects the plan would or would not be in the public interest, including but not limited to findings on the following:

1. In what respects the plan is or is not consistent with the statement of objectives of a planned unit development.
2. The extent to which the plan departs from zoning and subdivision regulations otherwise applicable to the property, including but not limited to density, bulk and use, and the reasons why these departures are or are not deemed to be in the public interest.
3. The ratio of residential to nonresidential use in the planned unit development.
4. The purpose, location and amount of the common open space in the planned unit development, the reliability of the proposals for maintenance and conservation of the common open space, and the adequacy or inadequacy of the amount and purpose of the common open space as related to the proposed density and type of residential development.
5. The physical design of the plan and the manner in which the design does or does not make adequate provision for public services, provide adequate control over vehicular traffic, and further the amenities of light and air, recreation and visual enjoyment.
6. The relationship, beneficial or adverse, of the proposed planned unit development to the neighborhood in which it is proposed to be established.
7. In the case of a plan which proposes development over a period of years, the sufficiency of the terms and conditions intended to protect the interests of the public, residents and owners of the planned unit development in the integrity of the plan.

NRS 278A.510 Minute order: Specification of time for filing application for final approval. Unless the time is specified in an agreement entered into pursuant to NRS 278.0201, if a plan is granted tentative approval, with or without conditions, the city or county shall set forth, in the minute action, the time within which an application for final approval of the plan must be filed or, in the case of a plan which provides for development over a period of years, the periods within which application for final approval of each part thereof must be filed.

Zoning Map Amendment: General zoning map amendment requirements. In order to approve any zoning map amendment, the Planning Commission and City Council shall find that the zoning is in accordance with the Master Plan for land use and be designed, as applicable:

- 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:

- Case Maps (PDF)

- Exhibit A- Sharlands PUD Handbook-Strike thru (PDF)
- Exhibit B- Recomendations and Modifications (DOCX)
- Exhibit C- Planning Unit 4 Proposed Amendments (PDF)
- Exhibit D- Agency Comments (PDF)