

PSA-15-02

Preferred Scenario Amendment

Wonder World Drive and Hunter Road



Summary: The applicant is requesting a change from Area of Stability and Open Space to Employment Center and Open Space on the Preferred Scenario Map.

Applicant: Dennis R. Rion, P.E.
Pape-Dawson Engineers
2000 NW Loop 410
San Antonio, TX 78213

Property Owners: Eric Myers: P.O. Box 1084, San Marcos, TX 78667
Green Gerald Trustee et al: 1314 E. Sonterra Blvd., #5204, San Antonio, TX 78258
City of San Marcos: 630 E. Hopkins Street, San Marcos, TX 78666

Notification: Courtesy notice sent on August 10, 2015 with updates at Planning & Zoning Commission August 25, 2015; City Council September 1, 2015; and Neighborhood Commission September 16, 2015.

Personal notice resent and signs posted on October 29, 2015 for the Public Hearing to be held on November 10, 2015.

Notice for the August 2, 2016 City Council Meeting was published in the July 17, 2016 San Marcos Daily Record.

Response: One (1) interested citizen attended the P&Z meeting on August 25, 2015. No citizens provided written comments at the City Council meeting on September 1, 2015; however, one person spoke during the Citizen Comment Period. The update to the Neighborhood Commission was scheduled on September 16, 2016.

All written questions and comments from these meetings can be found in the public input attachment. Concerns include the impact of the development on the nearby caves as well as impact on that corner as it is a gateway to the City.

Subject Property:

Location: Northwest corner of Wonder World Drive and Hunter Road

Legal Description: Approximately 6.4 acres, more or less, out of the J.M. Veramendi Survey

Sector: Sector One (1)

Current Zoning: Future Development (FD) (Proposed: Planned Development District PDD)

Current Preferred Scenario Designation:	Area of Stability and Open Space	Proposed Preferred Scenario Designation:	Employment Center and Open Space
--	----------------------------------	---	----------------------------------

Surrounding Area:	Zoning			Existing Land Use		Preferred Scenario	
	N of Property	FD & CC		Vacant & Residence		Stability	
	S of Property	FD		Entrance to Purgatory Creek Greenspace		Stability	

E of Property	MF-18 & GC	Multifamily Residential & CVS	Medium
W of Property	FD	Residential	Stability

Preferred Scenario Amendments, Generally:

With the adoption of *Vision San Marcos*, the City's comprehensive plan, the Preferred Scenario Map replaced the City's previous Future Land Use Map, and the process for requesting changes to the Map was amended. In order for a property to develop, the appropriate zoning must be in place. If a zoning change is necessary, the underlying designation on the Preferred Scenario, (Area of Stability, Intensity Zone, or Employment Area) must support the proposed zoning. This determination is made by using the Preferred Scenario Map and Land Use Intensity Matrix from *Vision San Marcos*, as well as the Zoning Translation Table in the Land Development Code. If the proposed zoning is not permitted based on the Preferred Scenario and Intensity Matrix designation, an applicant may request an amendment to the Preferred Scenario.

The Comprehensive Plan recommends that amendments to the Preferred Scenario Map only be considered twice per year, and this language was adopted as part of the City's Land Development Code. Preferred Scenario Amendment requests should be carefully examined using the tools provided in *Vision San Marcos*.

The process adopted in the Land Development Code in response to *Vision San Marcos* also separates the zoning request from the Preferred Scenario Request. Only with an approval recommendation from the Planning and Zoning Commission and a motion for approval by the City Council can an applicant file for a zoning change request.

Standard procedures for reviewing and taking action on zoning change and planned development district requests have not changed as part of this process except as noted above.

Property Description & Current Conditions:

The subject site consists of approximately 6.4 acres, more or less, out of the J.M. Veramendi Survey. The property is located on the northwest corner of Wonder World Drive and Hunter Road, across from the CVS and the Elysian at Purgatory Creek Apartments. The entrance and parking area to the Purgatory Creek Greenspace is located to the south of the property.

This site is identified mostly as an Area of Stability on the Preferred Scenario Map. There is a small area of the northern portion of the site identified as Open Space. Given the surrounding zoning, the site is considered Neighborhood & Area Protection / Conservation on the Land Use Intensity Matrix. This matrix, attached, provides general uses that *Vision San Marcos* recommends in this type of area. Also attached is the Zoning Translation Table. This table is currently part of the Land Development Code and indicates what types of zoning can be requested for properties based on their Preferred Scenario Map classification. The site currently falls under the LS-PC (Low / Stability-Protection / Conservation) column.

Currently the site consists of vacant land and is zoned Future Development (FD). Surrounding land uses include mobile homes, rental homes, multifamily apartments and CVS.

If this request is not granted, the applicant is able to maintain and develop under the existing zoning category or apply for a change to single family residential zoning districts, up to SF-6. A Planning and Zoning Commission recommendation and City Council approval would be required for any proposed zoning changes. A summary of what is currently permitted at this location is attached.

Request: Change from Area of Stability and Open Space to Employment Center and Open Space on the Preferred Scenario Map

The applicant is proposing the development of a commercial corner with a grocery store that includes the sale of gas and a car wash at this location which would require the site to be designated as Employment Center on the Preferred Scenario map. The change to Employment Center essentially removes any independent residential use from being requested. Mixed Use (MU) and Vertical Mixed Use (VMU) are zoning classifications that could be requested. Both allow residential but include it as part of a mixture of uses that includes retail and office.

If the request is granted, the site would be classified as an Employment Center on the Zoning Translation Table (EC). There is no classification of Employment Center on the Land Use Intensity Matrix but there is a 'General Note' that states uses in potential Employment Centers include industrial, office parks, and retail malls with standards. A change to

Employment Center would not allow any residential zoning options, yet heavy commercial options as well as light and heavy industrial options would be available. Employment Centers, typically, are located on large sites with excellent road and rail access as well as access to water and sewer infrastructure. The area classified as Open Space on the Preferred Scenario is proposed to remain the same and will continue to be classified as such on the Land Use Intensity Matrix and Zoning Translation Table as “OA.” Examples of open space uses include hiking trails, community gardens, produce stands, and single family residential permitted in the Land Development Code. The list of general uses and applicable zoning categories can be found in the attachments.

Vision San Marcos Plan Elements:

Economic Development (ED)

The ED chapter of *Vision San Marcos* looks specifically at the strategies of the Core 4 Collaboration moving forward. The three collaborative actions identified by the Core 4 are 1) Preparing the 21st Century Workforce, 2) Competitive Infrastructure and Entrepreneurial Regulation and 3) Creating the Community of Choice. Staff analyzed this request based on the three action items to determine if the request supports, contradicts or is neutral toward the actions and provides the following table of the analysis:

ECONOMIC DEVELOPMENT – Furthering the goal of the Core 4 through the three strategies

STRATEGY	SUMMARY		Supports	Contradicts	Neutral
Preparing the 21 st Century Workforce	Provides / Encourages educational opportunities				Applicant has not indicated that educational facilities will be included
Competitive Infrastructure & Entrepreneurial Regulation	Provides / Encourages land, utilities and infrastructure for business		Applicant indicates that proposed project will provide opportunities for jobs and services.		
The Community of Choice	Provides / Encourages safe & stable neighborhoods, quality schools, fair wage jobs, community amenities, distinctive identity		Applicant indicates that proposed project will provide opportunities for jobs and services.		

Environment & Resource Protection (ERP)

The ERP chapter of *Vision San Marcos* provides useful analysis tools. The Land Use Suitability Map considers the constraints as listed in the table below in its creation to determine what areas are most suitable for development. The water quality model provides a watershed-level analysis of the impacts of adding impervious cover for developments.

The majority of the land use suitability for this site is a five (5), the most constrained. This is largely due to the location of the site in close proximity to the Purgatory Creek Watershed. Also several variables on the Land Use Suitability Map were given a weight of four (4), the second most constrained. The table below indicates the scores for this site for each of the variables used in creating the Land Use Suitability Map and the results of the water quality model. Please refer to the attached Land Use Suitability and Environmental Features maps for further clarification.

ENVIRONMENT & RESOURCE PROTECTION – Land Use Suitability & Development Constraints

	1 (least)	2	3 (moderate)	4	5 (most)
Level of Overall Constraint					X
Constraint by Class					
Cultural				X	
Edwards Aquifer		X		X	
Endangered Species					
Floodplains	X	X		X	X
Geological	X				
Slope	X		X		X
Soils	X			X	
Vegetation	X		X		
Watersheds				X	
Water Quality Zone	X			X	X

ENVIRONMENT & RESOURCE PROTECTION – Water Quality Model Results

Located in Subwatershed:	Purgatory Creek Watershed				
	0-25%	25-50%	50-75%	75-100%	100%+
Modeled Impervious Cover Increase Anticipated for watershed		X			
Notes: The change in impervious cover under the Preferred Scenario is attributed to portions of the Paso Robles development, the Government Center, and downtown development. Purgatory Creek is a direct tributary of the San Marcos River, home of several endangered species. The Plan emphasizes the need to identify potential pollution from redevelopment as construction runoff and debris can wash into the creek during storm events.					

Land Use (LU)

The LU chapter of *Vision San Marcos* focuses on the Preferred Scenario Map. This site is located in an Area of Stability. A map is attached which shows a detailed view of the preferred scenario zones within and surrounding this property.

Neighborhoods & Housing (NH)

The NH chapter of *Vision San Marcos* focuses on the Neighborhood Character Studies which are currently being conducted alongside the Code SMTX project, the update to the Land Development Code. The site is located in the Westover neighborhood and is located in the Western Neighborhood Character Study Area. The Neighborhood Character Study process is allowing citizens the opportunity to tell staff what they would like to see developed in this area. The Neighborhood Character Plans do not currently exist and will be drafted after the adoption of Code SMTX.

Parks, Public Spaces & Facilities (PPSF)

The PPSF chapter of *Vision San Marcos* discusses the City's recreational facilities as well as the water, wastewater and other public infrastructure. The table below is an analysis of the facilities in the area. Wastewater and water service is available in the area and both are indicated as low maintenance areas. In addition, Purgatory Creek Greenspace is located within ¼ mile of the property.

PARKS, PUBLIC SPACES AND FACILITIES –Availability of parks and infrastructure

	YES	NO
Will Parks and / or Open Space be Provided?	X	
Will Trails and / or Green Space Connections be Provided?		X
The current Preferred Scenario shows Open Space along the northern portion of the site. Per the Land Development Code, Open Space designated on the Preferred Scenario cannot be zoned as General Commercial. The applicant is proposing to keep the areas designated as Open Space as shown on the Preferred Scenario.		
Maintenance / Repair Density	Low (maintenance)	High (maintenance)
Wastewater Infrastructure	X	
Water Infrastructure	X	
Public Facility Availability		
	YES	NO
Parks / Open Space within ¼ mile (walking distance)? Purgatory Creek Greenspace	X	
Wastewater service available?	X	
Water service available?	X	

Transportation

A Travel Demand Model (TDM) was created to analyze the traffic impacts of growth in San Marcos. The table below is a summary of the TDM results and other transportation modes surrounding the site. The TDM analyzes the overall transportation network of the existing network and the Preferred Scenario. It is not a measure of the impact of this particular change. The results of the TDM indicate that improvements may be required. However, the TDM was created before the completion of the recent Texas Department of Transportation (TxDOT) improvements to Hunter Road. A Traffic Impact Analysis (TIA) would describe any improvements needed in more detail.

TRANSPORTATION – Level of Service (LOS), Access to sidewalks, bicycle lanes and public transportation

	A	B	C	D	F
Existing Daily LOS Hunter Road Wonder World Drive	X				X
Existing Peak LOS Hunter Road Wonder World Drive		X			X
Preferred Scenario Daily LOS Hunter Road Wonder World Drive			X X		
Preferred Scenario Peak LOS Hunter Road Wonder World Drive					X X
The Preferred Scenario shows that Wonder World Drive deteriorates from a LOS A (Existing Daily) and B (Existing Peak) to a LOS C (Future Daily) and a LOS F (Future Peak). The site is close to a public transportation route. See below. The City purchased all access rights when Wonder World was extended as part of the reimbursement agreement with TxDOT.					
	N/A	Good	Fair	Poor	
Sidewalk Availability (Required to build.)		X			
The sidewalks along Hunter Road are in good condition. Sidewalks will be required to be built along Wonder World Drive by the developer.					
	YES	NO			
Adjacent to existing bicycle lane?		X			

Adjacent to existing public transportation route?	X	
Notes: The property is situated along a CARTS route. Also, there is a five foot shoulder along Hunter Road adjacent to the site that people regularly use as a bicycle lane even though it is not demarcated as such.		

Staff Analysis:

Comments from Other Departments

The Engineering and CIP Department noted that access to the site may be limited as the access rights along Wonder World Drive were restricted when right-of-way was purchased by the City as part of the reimbursement agreement with TxDOT. This occurred when Wonder World Drive was extended. Access discussions are ongoing. A traffic impact analysis (TIA) worksheet will be required at platting which will determine whether a full TIA will be needed. This would determine what improvements to the transportation network may be needed.

Planning Department Analysis

Based on the site's location across the street from a Medium Intensity Zone and at the intersection of two arterials, Wonder World Drive and Hunter Road, the property is a logical location to consider for higher intensity development. Following a review of *Vision San Marcos*, specifically reviewing the Land Use Suitability Map, staff finds that the current request for a change in intensity at this location as submitted by the applicant is not entirely consistent with the intent of the Environment and Resource Protection section. Staff has concerns with the results of the Land Use Suitability map. The majority of the site has a constraint level of five (5). This is largely due to the location in Purgatory Creek Watershed, the presence of erosive soils, and the possible presence of archeological findings throughout the site. The Land Use Suitability Map was developed as a tool to identify areas within the planning area that are best suited to accommodate growth in an environmentally sensitive manner. Staff is also concerned with access to the site. Discussions are currently underway with TxDOT regarding possible access or limited access to the site.

The site is currently zoned Future Development (FD) and most of the uses allowed are associated with farming; single-family homes on two acre lots are also allowed. For any commercial development to occur at this location, the current Zoning Translation Table in the Land Development Code requires that the Preferred Scenario Map be amended. As part of the Transportation Master Plan and subsequent updates of the Preferred Scenario Map, Hunter Road and Wonder World Drive could be identified as corridors. Currently, the Land Use Suitability Matrix of the Comprehensive Plan identifies Hunter Road from San Antonio Street to Wonder World Drive as a corridor. With updates to the Preferred Scenario Map and Code SMTX, new zoning categories could be available for corridors and potential development could occur at this location without first having to amend the Preferred Scenario Map. Code SMTX is scheduled for completion around March 2016. The Transportation Master Plan, currently being updated, may provide updated recommendations for this area and the requirements of a TIA, if warranted, could address staff concerns regarding access at the time of subdivision. The use of a Planned Development District could be an opportunity to encourage a creative design of the site in order to address the constraints identified on the Land Use Suitability Map as the project has the potential to promote economic development by providing the area with needed new retail services.

Staff is currently working with the applicant to draft a PDD zoning document that will go before the Planning and Zoning Commission on June 28th for a recommendation to City Council. A draft of the PDD has been provided to aid in the discussion regarding the PSA. The draft shows the staff redlines and comments. The zoning change request is for General Commercial zoning with a PDD overlay. The request could tentatively come back before City Council on July 19 for the first reading.

At this time the City Council is considering the request which will change the City's Preferred Scenario Map. As many options for development may occur with or without the approval of this request, the City Council should consider all aspects of this staff report, the attached maps and figures as well as the existing Codes in their decision. A summary of what may be permitted at this location, if the map amendment is approved, is attached. Any changes in zoning following this request would be required to follow the standard process of notice and public hearing. Zoning requests are considered separately and would require a full staff analysis for consistency with the Comprehensive Plan as well as any other applicable standards.

Recommendations & Options for Action:

Based on the analysis provided in this report, staff recommends approval of the request to change from an Area of Stability and Open Space to an Employment Center and Open Space with the understanding that the portion of the property identified as Open Space remains as shown on the Preferred Scenario and that the applicant pursues a Planned Development District for the entire property.

Options for the City Council include:

- Approval of the request as submitted
- Alternative recommendation
- Denial of the request

Planning Department Recommendation:		
<input type="checkbox"/>		Approve as submitted
<input checked="" type="checkbox"/>		Alternative
<input type="checkbox"/>		Denial

The City Council's Responsibility:

Following receipt of the recommendation of the Planning and Zoning Commission, the Code requires the City Council to hold a public hearing, receive public comment regarding the proposed Preferred Scenario Amendment and approve, deny or modify the requested amendment by adoption of the ordinance.

After considering the public input, your decision should consider whether the amendment is consistent with the following policies of the Comprehensive Plan as stated in section 1.4.1.5 of the Land Development Code:

- Is the request in an area suitable for development as shown on the Land Use Suitability Map and if not what development constraints exist;
- Is the request consistent with the Neighborhood Character Study for the area;
- Is the request near existing parks and public utilities; and,
- Based on the Travel Demand Model, is the request in an area with sufficient roadway capacity.

Prepared by:

Alison Brake, CNU-A	Planner	November 4, 2015; UPDATED July 11, 2016
Name	Title	Date