



# City of San Antonio

## Agenda Memorandum

**File Number:**15-5339

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**Agenda Item Number:**

**Agenda Date:** 10/16/2015

**In Control:** Zoning Commission

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**DEPARTMENT:** Planning and Community Development

**DEPARTMENT HEAD:** John M. Dugan, AICP

**COUNCIL DISTRICTS IMPACTED:** 2

**SUBJECT:**

A request to assign zoning to the proposed IH-10 East Limited Purpose Annexation Area

**SUMMARY:**

Public hearing and consideration of the proposed zoning (case #Z2015298 CD S) for the IH-10 East Limited Purpose Annexation Area.

**BACKGROUND INFORMATION:**

On December 4, 2014, the City Council directed staff to prepare studies and bring forward the IH-10 East Area for Limited Purpose Annexation. The proposed annexation would protect the quality of development through the extension of zoning and city codes, include emerging residential developments and commercial centers, expand the city's economic vitality as a regional center by providing certainty and predictability, preserve the U.S. military missions through land use controls, and facilitate long range planning in the annexation area.

The IH-10 East Annexation Area consists of approximately 12.67 square miles of San Antonio's Extraterritorial Jurisdiction (ETJ) generally within IH-35 North, Loop 1604 East and IH-10 East. It abuts the municipal boundaries of neighboring cities. In addition, Randolph Air Force Base, which is located to the east to Loop 1604, is situated in close proximity to the Annexation Area. Per the 2010 U.S. Census Bureau, there are approximately 40,352 residents in the proposed annexation area and the twenty year projected population is 54,810 based on 25 Master Development Plans (MDPs). The current median single family residential value is \$67,315 for the area north of Gibbs Sprawl Road and \$108,415 for the area south of Gibbs Sprawl Road.

**Outreach:** The City of San Antonio Department of Planning and Community Development held three public limited purpose annexation meetings in March, April, and May 2015. An open house meeting was held in the IH-10 East area on August 4, 2015. City departments and agencies representing the San Antonio Fire Department, Code Enforcement, Building Permits, Platting, and Zoning along with San Antonio Water System were present to answer questions from the public. At the IH-10 East Open House, exhibits and brochures included Frequently Asked Questions (FAQs), the proposed zoning, land use plans, examples of uses permitted in zoning districts, and the limited purpose annexation timeline. City staff provided the materials in both English and Spanish. The zoning plan was also posted on the DPCD's web site as a static map, and on the interactive map website that allowed for parcel level identification. The following zoning case notification was provided:

- September 25: Notice was published in the Commercial Recorder regarding the zoning case
- October 2: Zoning Notices were mailed to 14,453 property owners, 23 registered neighborhood associations, and 29 Planning Team members
- October 2: Zoning Notices were mailed to 492 property owners and 1 neighborhood association with 200 feet
- 21 zoning notification signs were posted in the IH-10 East Annexation Area.

**Existing Land Use:** Neighborhoods consist primarily of low density single family homes and nearby neighborhood and community commercial uses along collectors and arterials. Emerging commercial corridors include North Foster Road, Walzem Road and FM 78-Seguin Road. Commercial and light industrial uses oriented towards the freight truck industry are mostly located along IH-10 East, FM 1516 and Loop 1604. Approximately 46% of the area consists of agricultural or vacant land.

A significant amount of the Annexation Area has been developed or has been approved for development. There are 25 Master Development Plans (MDPs) in the Annexation Area. The majority of the new MDPs are located between IH-10 East and Seguin Road-FM 78. New upscale subdivisions, including Binz-Engleman Development, Escondido Creek, Parc of Escondido, and Woodlake Farm Ranch, are being developed. Due to the proximity to Randolph Air Force Base, a major employment center, and convenient access to IH-10 East, the area will likely see the continuation of new residential development in the future.

## ISSUE

### Perimeter Plan

The Proposed zoning must be consistent with the master plan of the city, or if applicable, the land use element of a neighborhood, community, perimeter or sector plan (UDC Sec. 35-421). The IH-10 East Corridor Perimeter Plan, adopted in February 2001, and updated in 2008, encompasses a significant portion of the IH-10 East Annexation Area to the south of Gibbs Sprawl Road. The Plan is a component of the Comprehensive Master Plan of the City.

The IH-10 East Corridor Perimeter Plan has designated a range of commercial land use intensities. Neighborhood Commercial Node (2 - 5 acres), Community Commercial Node (5 - 10 acres), and Regional Commercial Node (20 - 40 acres) designations are found along major roadways, highways and at major intersections.

Low Density Residential use has been designated for single-family residential developments and undeveloped land with Master Development Plans (MDPs). Residential patterns are typical suburban style developments

with densities of approximately six to seven units per acre. The densities within these areas are possible through the provision of water and sewer systems. Loop 1604 generally serves as the outer limit of suburban development.

Commercial and industrial uses are designated along IH-10 East at Loop 1604 and FM 1516. The majority of development located along the IH-10 East corridor is oriented toward freight trucking businesses, and leasing and rental establishments.

The Plan also recommends that areas with agricultural uses maintain their rural character as agriculture or be developed as a conservation or resource protection subdivisions. Parks/Open Space and Resource Protection uses are designated along floodplain areas and parks.

### **Expansion of the Plan Boundaries**

The area north of Gibbs Sprawl Road was not included in the IH-10 East Corridor Perimeter Plan. As such, a plan amendment is being recommended to expand the boundary of the Perimeter Plan north to Crestway Road to designate future land uses to guide the zoning plan for this area.

### **Proposed Land Use Plan Amendments**

There are additional amendments to the Perimeter Plan proposed for the annexation area. During the development of the IH-10 East Corridor Perimeter Plan and its subsequent update, the community expressed concerns about recent location of industrial uses in too close proximity to residential uses. The Plan recommends against locating industrial uses in close proximity to single-family uses. For this reason, the expansion of “Business Park” and “Community Commercial” uses at IH-10 East and North Foster Road, and light industrial use along Loop 1604 is proposed to ensure compatible transition to other less intensive land uses.

Other proposed land use changes include adding “Regional Commercial” nodes at the intersections of North Foster Road at Binz Engleman Road, and FM 78 at Woodlake Parkway, “Community Commercial” uses along North Foster Road, FM 78, Walzem Road, FM 1516, Gibbs-Sprawl Road and Crestway Drive; and “Neighborhood Commercial” uses along certain segments of Montgomery Road and Binz Engleman Road. In addition, a retirement development near Crestway Road and Glen Mont Drive is designated as Urban Living to support mixed use developments. A greenfield area near the intersection of FM 1516 and Binz Engleman Road has changed from community commercial to a mix of commercial and multi-family uses. Residential units with zero lot lines are designated as Medium Density Residential land use.

The future land use plan and amendments for the annexation area were detailed for each parcel on the City of San Antonio Planning and Community Development Department’s web site:

<http://www.sanantonio.gov/Planning/PlanningUrbanDesign/Annexation/AnnexationProgram.aspx>

### **Proposed Zoning**

Staff assigned base zoning according to the existing land uses, perimeter plan land uses, Bexar County Appraisal District (BCAD) data, aerials, field surveys, analysis of aerial imagery, Master Development Plans (MDPs), meetings with property owners, developers, attorneys, and coordinated with Joint Base San Antonio (JBSA). For the IH-10 East Annexation area, the following base zoning was assigned:

- For conventional residential subdivisions: “R-4”, “R-5”, and “R-6” Residential Family Districts
- For large lot residential: “RP” Resource Protection District, “RE” Residential Estate District, “R-20” Residential Single-Family District and “NP-15” Neighborhood Preservation District

- For mixed residential subdivisions: “RM-4”, “RM-5”, and “RM-6” Residential Mixed District
- For multi-family: “MF-18” Limited Density Multi-Family District, “MF-33” Low Density Multi-Family District, and “MF-50” Multi-Family District
- For a retirement community with mixed use development: “MXD” Mixed Use District
- For manufactured housing: “MHC” Manufactured Housing Conventional District and “MHP” Manufactured Housing Park District
- For commercial uses: “C-1” Light Commercial District, “C-2” Commercial District, and “C-3” General Commercial District, including conditional and specific uses for some properties.” C-2 NA” Alcohol restricted district were assigned to commercial properties abutting a church along Crestway Road
- For the Woodlake Golf Course: “G” Golf Course District
- For industrial uses: “BP” for Business Park, “L” Light Industrial, and “I-1” General Industrial
- For agricultural parcels: “FR” Farm and Ranch District
- Parks and Open Space, drainage and floodplain areas: “RP” Resource Protection District
- Conditional uses and specific use authorizations were assigned to allow a particular use in accordance with appropriate intensities and adjacent uses.
- Two zoning overlay districts within the IH-10 East limited purpose annexation area are assigned as applicable:
  - “MLOD-1” Military Lighting Overlay District (85.4% of the annexation area) - Adopted by City Council in order to limit the impact of outdoor lighting on nighttime military training operations, it is applied to all properties within five miles of Military Installations. MLOD affects both commercial and residential properties as well as parking lots, signs, and street lighting; it regulates the type, intensity, and positioning of outdoor lighting for all affected properties.
  - “AHOD” Airport Hazard Overlay District (100% of the annexation area) - Provides height and use restrictions for development near airports and military airfields.

The listing of properties and their corresponding zoning districts is located on the City of San Antonio’s Department of Planning and Community Development Proposed Annexation web site:

<http://www.sanantonio.gov/Planning/PlanningUrbanDesign/Annexation/AnnexationProgram.aspx#149231380-phase-1-limited-purpose-areas>

The proposed zoning for the annexation area was detailed for each parcel on the interactive map program at:

<http://www.sanantonio.gov/Planning/PlanningUrbanDesign/Annexation/AnnexationProgram.aspx>

### **Plan Consistency**

Newly annexed property is proposed to be zoned in accordance with the procedures required by state law. The zoning is consistent with the comprehensive plan land use categories.

The proposed zoning and associated proposed land use plan were assigned using the planning principals based on the City of San Antonio Master Plan Policies adopted in 1997, and the IH-10 East Corridor Perimeter Plan.

### **City Master Plan Policies:**

- Distribute land uses to meet physical, social, cultural, economic, and energy needs of present and future populations.

- Encourage patterns of urban development that provide a full range of housing choices and promote a sense of community, urban vitality and the efficient provision of infrastructure.
- Support and promote residential development that will include a mix of multi-family units and single family homes in varying sizes, types and price ranges.
- Define, preserve and promote neighborhood centers which include schools, libraries, stores, transit centers and community service facilities in accessible, pedestrian friendly environments.
- Plan, locate and maintain infrastructure and utilities to facilitate and maintain safe, healthy and sustainable environments for human activity.
- Locate police, fire and emergency medical facilities to provide effective and efficient services.
- Preserve the unique, rare, and significant features of San Antonio's natural environment.

#### IH-10 East Corridor Perimeter Plan:

- Encourage greater mixed-use development including a variety of quality housing options to address the range of household incomes within the Corridor.
- Provide for incremental annexations to City of Antonio to adequately service neighborhoods and ensure the compatibility of land uses.
- Improve the quality of life and safety of residents of the IH-10 East Perimeter Planning area by addressing incompatible land uses
- Concentrate commercial facilities at designated locations, particularly intersections, in order to reduce unsightly strip development and adverse traffic impact upon residential areas.

#### **ALTERNATIVES:**

Alternative action would be to partially approve, or deny the proposed zoning.

#### **FISCAL IMPACT:**

There is no fiscal impact related to the proposed zoning for the IH-10 East Limited Purpose Annexation Area.

#### **RECOMMENDATION:**

Staff recommends approval of the proposed zoning for the proposed IH-10 East Limited Purpose Annexation Area.