



Planning and Zoning Commission Planning Department Staff Report

Report Date: July 2, 2021
Case No: 2021-6-SUP
Project Planner: Ryan Clark, Planner

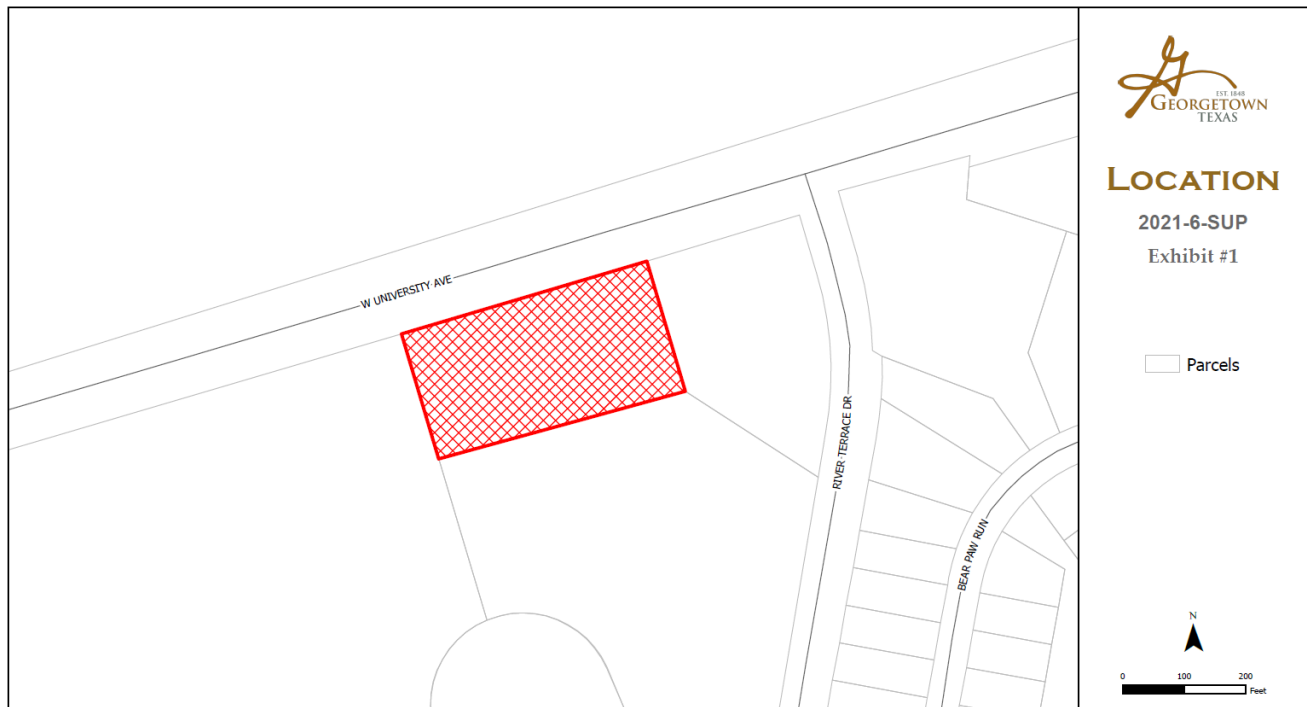
Item Details

Project Name: Indoor Self-Storage Special Use Permit
Project Location: 2801 West University Avenue, within City Council district No. 2.
Total Acreage: 2.103 Acres
Legal Description: A 2.103 acre portion out of 7.99 acres of Lot 1 of Shadow Canyon Commercial Section 2, Isaac Donagan Survey, Abstract No. 178

Applicant: Kimley-Horn, c/o Amanda Brown
Representative: Kimley-Horn, c/o Amanda Brown
Property Owner: Harvard Investments, c/o Christopher Cacheris

Request: Special Use Permit (SUP) for an **Indoor Self-Storage use** within the **General Commercial (C-3) zoning district**.

Case History: This is the first public hearing of this request.



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Overview of Applicant's Request

The applicant is requesting a Special Use Permit (SUP) to allow for the specific use of indoor self-storage on the subject property, currently zoned General Commercial (C-3). The indoor self-storage use proposed will consist of a 52-foot tall structure, containing 3 floors of conditioned space encompassing approximately 128,800 square feet and 39 parking spaces. According to the Letter of Intent (Exhibit 5), the self-storage facility will operate from 9:30 a.m. to 6:00 p.m. Monday to Saturday and will be closed on Sunday. The applicant intends to construct the entrance and office along the façade that is oriented north toward SH 29. Within the overall 128,800 square feet, the applicant is proposing 7,050 square feet of retail tenant space along the front façade's first floor. They will construct the building with architectural materials and features of the local vernacular. In addition to constructing the required sidewalk along SH 29, they will also add a pedestrian connection south through the property to the multi-family located on the south side of the same lot of the proposed indoor self-storage facility that only the residents of the future development may use.

Site Information

Location:

The subject property is located at the southwest intersection of West University Avenue and River Terrace Drive. The property is currently undeveloped.

Physical and Natural Features:

The subject property has a flat topography and enjoys Cedar and Live Oak trees tree coverage throughout the site. There is a dirt vehicle trail that runs through the middle of the property. The property is located within the Edwards Aquifer Recharge Zone.

Future Land Use and Zoning Designations:

The subject property has a Mixed-Density Neighborhood future land use designation and is currently zoned General Commercial (C-3). The property is also within the Scenic-Natural Gateway Overlay District.

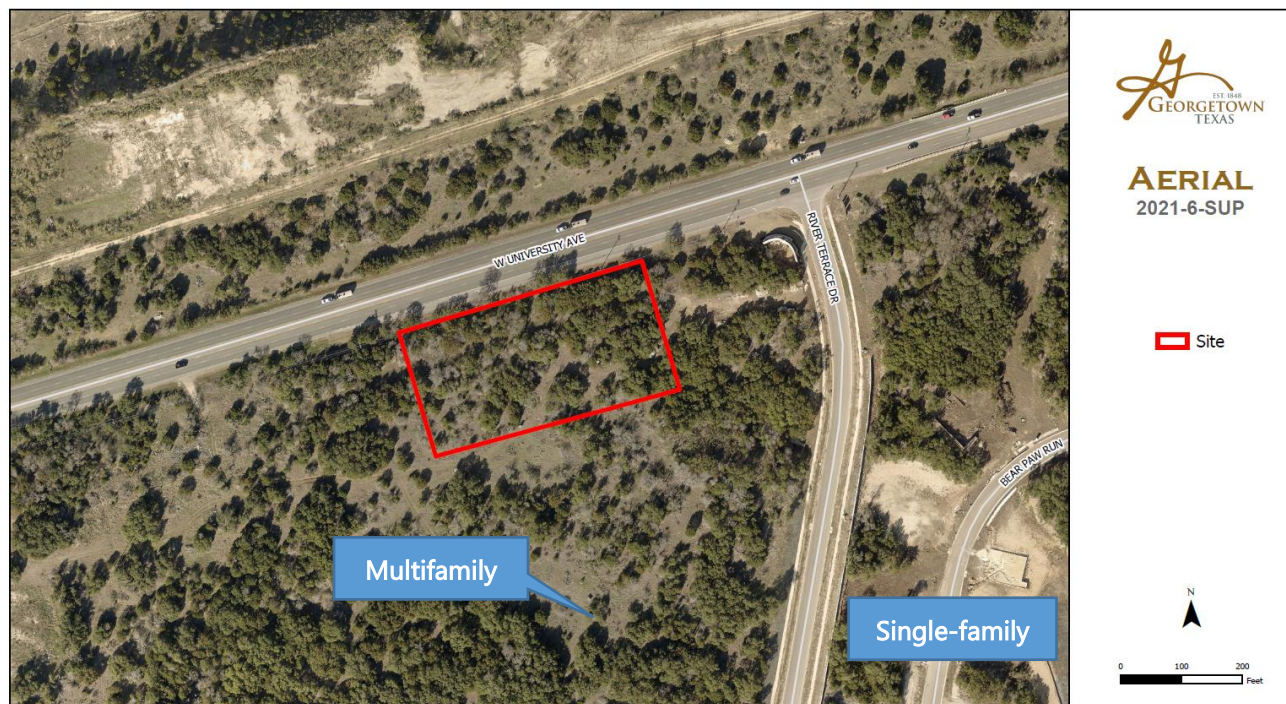
Surrounding Properties:

The subject property is surrounded by undeveloped land to the east, south, and west that also enjoys tree coverage. To the immediate southeast of the subject property is the Planned Unit Development single-family subdivision of Shadow Canyon. The property to the north across from West University Avenue is used as a quarry. This area of West University Avenue / State Highway 29 is emerging linearly with shallow commercial lots on either side of the roadway backed by deep residential subdivisions.

The current zoning, Future Land Use designation, and existing uses of the adjacent properties to the north, south, east and west are outlined in the table below:

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DIRECTION	ZONING DISTRICT	FUTURE LAND USE	EXISTING USE
North	ETJ	Mining	Mining (Quarry)
East	General Commercial (C-3)	Mixed-Density Neighborhood	Undeveloped
South	Low Density Multifamily (MF-1)	Mixed-Density Neighborhood	Undeveloped
West	Low Density Multifamily (MF-1)	Mixed-Density Neighborhood	Undeveloped



Property History:

This property was annexed into the City in 2003 and rezoned from the Agriculture (AG) zoning district to its current zoning of the General Commercial (C-3) zoning district. Lot 1 of the Shadow Canyon Commercial Section 2 was recorded in 2010. Lot 1a and Lot 1b were replated to the present configuration in 2020.

Comprehensive Plan Guidance

Future Land Use Map:

The Future Land Use of the subject property is Mixed-Density Neighborhood. This category includes a blend of single-family and medium-density housing types. Medium density housing options are consistent with and complementary to the traditional single-family neighborhood with emphasis on connectivity and access to neighborhood amenities including schools and parks. Development standards for medium density housing and any nonresidential uses are in place to ensure compatibility through increased setbacks for taller buildings, architectural designs that are consistent with the neighborhood, location of more intense uses and development nearer to the edge of developments, and enhanced landscaping. Additionally, any non-residential uses are located primarily at arterials and other major roadway intersections and include appropriate buffering and pedestrian orientation to support the surrounding residents.

DUA: 5.1-14.0

Target Ratio: 80% residential, 20% nonresidential

Primary Use: Variety of single-family home types (detached, duplex, townhome)

Secondary Uses: Limited neighborhood-serving retail, office, institutional, and civic uses

Urban Corridors

The subject property is within an Urban Corridor as designated by the 2030 Comprehensive Plan. Urban corridors are located primarily near the core of the City along roadways with higher traffic volumes. Urban corridors encourage moderate-density commercial development while maintaining a safe and welcoming pedestrian environment. Street geometry and design support all transportation modes, particularly pedestrians and cyclists. These corridors accommodate a blend of retail, commercial, office, mixed-use, medium-density residential, and a limited amount of residential subdivisions.

Within urban Corridors, developments are consistent in appearance in terms of materials, setbacks, height, signage, and landscaping. Buildings are to be oriented toward the street with smaller front and side yard setbacks to create a more urban environment. Building heights allow increased densities while maintaining a pedestrian scale.

Travel lanes are divided and include a landscaped median to encourage safe traffic speeds. Sidewalks are located along both sides of the roadway, set back from the pavement to increase the feeling of pedestrian safety. Enhanced crosswalks are used to alert vehicular traffic to pedestrian crossings. Both roadway and pedestrian lighting are provided.



Land Use and Building Design

Retail, commercial, office, mixed-use, and medium-density residential
Low-to-moderate building height
Buildings oriented toward streets when practical (instead of parking in front of buildings)
Consistent appearance of buildings

Streetscape

Pedestrian-oriented lighting
Pedestrian amenities (seating, shade, etc.)
Sidewalk set back from roadway
Groupings of small trees and native landscaping
Enhanced crosswalks
Consistent appearance of streetscape and signs

Utilities

The subject property is located within the City's service area for water and wastewater. Additionally, it is located within the Pedernales Electric Cooperative (PEC) service area for electric. It is anticipated that there is adequate capacity to serve the subject property at this time. A Utility Evaluation may be required at time of Site Development Plan to determine capacity and any necessary utility improvements.

Transportation

The subject property fronts West University Avenue, a Major Arterial. Arterial streets provide traffic movement through and between different areas within the city and access to adjacent land uses. Access is more controllable because driveway spacing requirements are much greater and, if safety dictates, overall access can be limited to specific turning movements. Major Arterials connect major traffic generators and land use concentrations and serve much larger traffic volumes over greater distances.

A Traffic Impact Analysis (TIA) will be required at time of Site Development Plan for any development that generates more than two thousand (2,000) average daily trips based upon the latest edition of the Institute of Transportation Engineers (ITE) Trip Generation Manual.

Zoning district

The General Commercial (C-3) zoning district is intended to provide a location for general commercial and retail activities that serve the entire community and its visitors. Uses may be large in scale and generate substantial traffic, making the C-3 District only appropriate along freeways and major arterials.

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Permitted uses in this district include, but are not limited to, general retail, hotels, restaurants, and general office. Other uses such as activity center, bar/tavern/pub, college/university, fuel sales, and event facility among others are permitted subject to specific design limitations. Certain land uses, including automotive sales, rental or leasing facilities, require a Special Use Permit (SUP). Exhibit 6 contains a comprehensive list of C-3 district permitted uses and development standards.

Special Use Permits allow for City Council approval of uses with unique or widely varying operating characteristics or unusual site development features, subject to the terms and conditions set forth in this Code. In addition to the criteria shown below for Special Use Permits, the use is subject to the other standards of the Unified Development Code (UDC).

In September 2015, the City Council amended the UDC to require a SUP for Indoor Self-Storage in the General Commercial (C-3) zoning district (Ord. 2015-48). This determination was based upon the intent of providing Council with further discretion for the location of these facilities and criteria to evaluate the compatibility with adjacent development in terms of intensity of use and quality appearance.

UDC Section 5.04.020 (Q) provides limitations and additional standards for Indoor Self-Storage uses as follows:

1. Self-storage facilities shall be limited to the storage use only, with the exception of an accessory leasing office, accessory retail sales, and/or single living quarters for security purposes, and shall not be used for operating any other business. In no instance shall individual storage units be used as a business storefront or used as a residence or overnight accommodation.
2. Indoor self-storage facilities shall operate completely within a building or structure.
3. Indoor self-storage facilities located in a C-1 District shall be limited to climate-controlled facilities accessed solely from shared interior hallways
4. Storage bay doors shall not face a public right-of-way unless set back a minimum of 40 feet from the property line.
5. Chain-link fencing shall not be located in a front setback or street setback.
6. Each individual storage unit shall be directly accessible from an apron consisting of an approved paved surface.
7. Where gated, a minimum of 60 feet of driveway shall be provided between the public right-of-way and the front gate of the self-storage facility
8. Outdoor storage shall not include the storage of wrecked or inoperable vehicles.
9. No outdoor self-storage shall be permitted within a required setback.
10. No outdoor self-storage shall be allowed in required off-street parking areas. Areas intended for outdoor self-storage shall be paved and painted to distinguish them from required off-street parking areas.
11. Outdoor self-storage shall be screened from any public right-of-way by an eight-foot tall screening wall constructed of brick, stone, reinforced concrete or other similar two-sided masonry materials as approved by the Director.

Intergovernmental and Interdepartmental Review

The proposed Special Use Permit request was reviewed by all applicable City Departments to determine the appropriateness of the requested specific use on the subject property. No comments were

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issued regarding the zoning request.

Approval Criteria

Staff has reviewed the request and determined that the proposed request complies with 3 and partially complies with 1 of the criteria established in UDC Section 3.07.030.C for a Special Use Permit, as outlined below:

SPECIAL USE PERMIT (SUP) APPROVAL CRITERIA	
1. The proposed special use is not detrimental to the health, welfare, and safety of the surrounding neighborhood or its occupants.	Complies
<p>The subject property is immediately adjacent to general commercial, multi-family, and mining uses. The neighborhood south of West University Avenue consists largely of single-family development that is not directly adjacent to the subject property. When evaluating the general development pattern of the area, staff finds that the proposed use is not detrimental to the health and safety of the surrounding neighborhood or its occupants because the use is not of a greater intensity than uses currently allowed in the General Commercial (C-3) district such as fuel sales, motels, car washes, and small engine repair. The traffic volumes and hours of operation will be less intense than many of these uses as well. Additionally, the Letter of Intent (Exhibit 5) and Concept Plan (Exhibit 6) detail techniques that mitigate any potential detrimental impacts better than or equal to the current standards for uses in the C-3 district within the UDC, such as limited hours of operation as well as supplying retail space on the first floor.</p> <p>The proposed special use is not detrimental to the welfare of the surrounding neighborhood or its occupants. In addition to the Indoor Self-Storage special use, the concept plan also includes 10 small retail spaces totaling at 7,050 square feet. Although the indoor self-storage use will not provide a regular amenity to nearby residents, these retail spaces will, and while the granting of this SUP lowers the potential amount of neighborhood serving retail, the base C-3 zoning has many uses such as fuel sales, motels, car washes, and small engine repair that are allowed by right and could potentially be developed which would reduce the potential development of neighborhood serving retail on this property. These retail spaces will be accessible by biking or walking for the nearby residents of the single-family neighborhood to the southeast as well as the future multi-family residents to the south and west; potentially saving trips along West University Avenue to Wolf Ranch Town Center and other commercial centers.</p>	
2. The proposed conceptual site layout, circulation plan, and design are harmonious with the character of the surrounding area.	Partially Complies
<p>While the proposed conceptual site layout meets the technical standards of the UDC for site layout, circulation, and building design standards, the proposed project will not be fully harmonious with the character of the surrounding area.</p> <p>This request includes commercial space that will complement the nearby residential properties with options within walking distance. This proposed conceptual layout partially complies with this criterion because the retail space, landscaping, pedestrian circulation, and architectural features are</p>	

SPECIAL USE PERMIT (SUP) APPROVAL CRITERIA	
<p>harmonious with the surrounding area's character while the building's large size and indoor self-storage use does not.</p> <p>The proposed use and design are not compatible with the adjacent residential uses in terms of height and massing.</p> <p>The proposed structure in the conceptual plan will have a building height of 40 feet with 3 floors. The adjacent MF-1 zoned properties to the south have a maximum height of 35 feet and will likely only be buildings designed as 1 to 2 stories due to height requirements and density limitations. The nearby single-family subdivision includes 1 and 2 story residences. A 52-foot-tall structure will have a larger mass and height than the surrounding residential uses. The General Commercial (C-3) zoning present on the property and adjacent property to the east has a building height maximum of 60 feet. Indoor self-storage uses can maximize height due to low parking requirements. However as discussed in the previous approval criteria, there are many uses that C-3 currently allows by right that would be less harmonious with the nearby residential uses than what is proposed.</p>	
<p>3. The proposed use does not negatively impact existing uses in the area and in the City through impacts on public infrastructure such as roads, parking facilities, and water and sewer systems and on public services such as police and fire protection and solid waste collection and the ability of existing infrastructure and services to adequately provide services.</p>	<p>Complies</p>
<p>The use of the property for indoor self-storage will not negatively impact existing uses in the area with required public infrastructure. Indoor self-storage utility requirements are not greater than other uses allowed in C-3 such as a retail center, carwash or fuel sales which typically generate more vehicle trips greater use of water and wastewater. The proposed special use will also have to comply with all the City's standards for public infrastructure, parking, and stormwater detention.</p>	
<p>4. The proposed use does not negatively impact existing uses in the area and in the City through the creation of noise, glare, fumes, dust, smoke, vibration, fire hazard or other injurious or noxious impact.</p>	<p>Complies</p>
<p>The proposed special use does not negatively impact existing uses in the area through the creation of hazardous or noxious impacts, as the use is contained within the building, and the rest of the property will meet or exceed the standards of the UDC that prevent and mitigate these types of harmful impacts. This property will employ bufferyards on both property lines that front the adjacent multi-family projects and will have to comply with the lighting requirements of UDC Sec. 7.04 that mitigate light pollution and glare. Additionally, there are uses allowed within the C-3 district such as limited automobile repair and services or kennels that are at greater risk of creating noise or other noxious impacts than the proposed special use.</p>	

In addition to the Special Use Permit criteria above, Staff has reviewed the proposed rezoning request and has found that it complies with 2 and partially complies with 3 of the criteria established in UDC Section 3.06.030 for a Zoning Map Amendment, as outlined below:

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ZONING MAP AMENDMENT (REZONING) APPROVAL CRITERIA	
1. The application is complete and the information contained within the application is sufficient and correct enough to allow adequate review and final action.	Complies
An application must provide the necessary information to review and make a knowledgeable decision in order for staff to schedule an application for consideration by the Planning and Zoning Commission and City Council. This application was reviewed by staff and deemed to be complete.	
2. The zoning change is consistent with the Comprehensive Plan.	Partially Complies
<p>The subject property is currently designated as Mixed-Density Neighborhood future land use in the 2030 Comprehensive Plan. Additionally, it is part of the Urban Corridor along West University Avenue as set by the Gateways and Image Corridors section of the Comprehensive Plan.</p> <p>Mixed-Density Neighborhoods seek a variety of single-family home types such as detached, duplex, and townhome uses as the primary uses for the area. As the subject property is already zoned C-3, the uses of this property will support the neighboring residential developments. As described in the 2030 Future Land Use Plan, secondary uses within Mixed-Density Neighborhoods are limited neighborhood-serving retail, office, institutional, and civic uses. While self-storage facilities can be a convenient service to nearby residencies, these uses can serve a larger geographical area. Self-storage does not provide convenient employment opportunities at the scale in which office, institutional, and civic uses provide. The 7,050 square feet of retail across 10 spaces on the first floor will however serve as the type of supporting secondary use sought in the Mixed-Density Neighborhood future land use designation. Should the use of indoor-self storage be approved, the availability of space for support retail will be reduced.</p> <p>Beyond the consideration of this use as a part of Mixed-Density Neighborhood, the Comprehensive Plan's Gateways and Image Corridors section also calls for certain land uses along the City's Urban Corridors. These uses are retail, commercial, office, mixed-use, and medium-density residential. The proposed use is commercial in nature and can serve nearby residents, however, it will not provide regular services to nearby residents, nor will it be a use that interacts with other uses along the Urban Corridor. While offices, restaurants, and medium-density residential are all uses that complement one another on a day to day basis, self-storage is a use that will not garner any regular interaction with the other uses along with Urban Corridor. However, the submitted concept plan does include 7,050 square feet of retail space that will front the Urban Corridor and connect to its pedestrian pathways, this request does at least partially comply with the Gateways and Image Corridors section of the Comprehensive Plan.</p>	
3. The zoning change promotes the health, safety or general welfare of the City and the safe, orderly, and healthful development of the City.	Partially Complies
This proposed special use will maintain the health and safety of the City. The use of the property in terms of hours of operation and traffic in combination with the buffering of the multi-family properties to the south and west from the higher traffic use that will likely be developed on Lot 1 of Shadow Canyon Commercial Section 1, works to promote the health and safety of the area.	

ZONING MAP AMENDMENT (REZONING) APPROVAL CRITERIA

While the proposed special use will maintain the health and safety of the City, it will only partially promote the general welfare of the City. As discussed in the previous criteria, the indoor self-storage use will provide less than the full potential of retail, office, or civic uses that better serve and interact with nearby neighborhoods and residents such as the multifamily adjacent to the property or the Shadow Canyon residential neighborhood directly southeast.

4. The zoning change is compatible with the present zoning and conforming uses of nearby property and with the character of the neighborhood.

**Partially
Complies**

The proposed special use is compatible with the present zoning and conforming to the uses of nearby property but is only partially conforming with the character of the residential uses to the south and southeast. Because this property is already zoned General Commercial (C-3), the proposed special use is compatible with the present zoning of nearby property as other uses that are allowed within the C-3 district. The proposed 7,050 square feet of retail space is compatible and conforming to the surrounding neighborhood than many of the allowed uses in C-3 that could be developed on the subject property instead of what is proposed in this application.

While it is conforming to the mining use on the northern side of West University Avenue, the design of the proposed use is not fully conforming to the character of the neighborhood in terms of height. While the property is currently zoned C-3, the use of indoor self-storage as well as other uses allowed in C-3 do not provide direct and regular services for the residents living nearby. The 7,050 square feet of retail space will provide support for the nearby residential uses. Because of the addition of retail space to this project, the proposed concept plan and special use is partially conforming to the character of the neighborhood.

5. The property to be rezoned is suitable for uses permitted by the District that would be applied by the proposed amendment.

Complies

The subject property does not have any natural features that will inhibit the proposed special use. It has adequate surface area and street frontage to support the proposed special use.

Based on the criteria listed above, staff finds that the proposed request meets 2, partially meets 1, and does not meet 1 of the 4 criteria established for SUP applications in UDC Section 3.07.030. Staff also found that the proposed request meets 2, partially meets 2, and does not meet 1 of the 5 criteria established in UDC Section 3.06.030 for a zoning map amendment. While the proposed special use will meet the technical requirements of development in General Commercial (C-3) zoning, the use will reduce the opportunity for neighborhood serving retail and will negatively alter the density and built character of the area due to its large size.

Public Notification

As required by the Unified Development Code, all property owners and registered neighborhood associations within a 300-foot radius of the subject property were notified of the Special Use Permit request (13 notices), a legal notice advertising the public hearing was placed in the Sun Newspaper

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(Sunday, July 18, 2021) and signs were posted on-site. To date, staff has received 0 written comments in favor, and 1 in opposition to the request.

Meetings Schedule

08.03.2021 – Planning and Zoning Commission

08.24.2021 – City Council First Reading of the Ordinance

09.14.2021 – City Council Second Reading of the Ordinance

Attachments

Exhibit 1 – Location Map

Exhibit 2 – Future Land Use Map

Exhibit 3 – Zoning Map

Exhibit 4 – Design and development standards of the General Commercial (C-3) zoning district

Exhibit 5 – Letter of Intent

Exhibit 6 – Conceptual Plan

Exhibit 7 – Public Comments