

**PLANNING COMMISSION
STAFF REPORT**

Date: June 8, 2023

To: Reno City Planning Commission

Subject: Staff Report (For Possible Action - Recommendation to City Council): Case No. LDC23-00056 (Carville Park Senior Apartments SPD) – A request has been made for a zoning map amendment from Multi-Family Residential - 14 units per acre (MF-14) to Carville Park Senior Apartments Specific Plan District (SPD). The ±4.53 acre site is located on two parcels on the south side of Carville Drive ±110 feet east of Sutro Street. The site has a Master Plan designation of Mixed Neighborhood (MX).

From: Jeff Foster, Associate Planner

Ward #: 3

Case No.: LDC23-00056 (Carville Park Senior Apartments SPD)

Applicant: Northern Nevada Building Construction Trades

APN: 008-084-37 & 008-086-07

Request: **Zoning Map Amendment:** From Multi-Family Residential - 14 units per acre (MF-14) to Carville Park Senior Apartments Specific Plan District (SPD).

Location: See Case Maps (**Exhibit A**)

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

Summary: The ±4.53 acre site consists of two parcels on the south side of Carville Drive ±110 feet east of Sutro Street. The site is developed with 52 “dorm style” units (with four private bedrooms, each with its own bathroom, and a common living area with kitchen) in eleven buildings (**Exhibit B**). No additional uses or buildings are proposed. This request is for a zoning map amendment from Multi-Family Residential - 14 units per acre (MF-14) to Specific Plan District (SPD). The proposed Carville Park Senior Apartments SPD modifies the allowed density in the MF-14 zone to enable renovation of the residential buildings so that each of the existing 52 units has four private apartments (each with its own kitchen), thereby creating 208 individual dwelling

units. Key issues related to the request consist of: 1) compatibility of the proposed zoning and development standards with surrounding land uses; and 2) conformance with the Master Plan. Staff can make all of the findings and recommends approval of the zoning map amendment.

Background: Carville Park is a 52-unit/208 private bed garden low-rise apartment community built in 1979 by its current owner, the Northern Nevada Building and Construction Trades Development Corporation. Since construction completion, the property has operated as a low-income housing community serving elderly residents (age 62+) at income levels of 30-60% of the area median income. The property is able to achieve this level of affordability through a HUD Housing Assistance Payment Contract (HAP) that will be renewed in October 2023.

The owner plans to continue to serve both the demographic and income level for decades to come, but the age of the property requires a renovation to address deferred maintenance, upgrade inefficient systems with new technology, and update the dwellings to the modern standards of residential apartment living. The existing 52 dorm style apartments function as 208 individual units, but are not technically “dwelling units” as defined in Reno Municipal Code. Part of the upgrades include replacing the existing 52 shared kitchens with a private kitchen for each of the new 208 units (**Exhibits C and D**). These modifications technically increase the dwelling unit density beyond the standard density allowed in the MF-14 zone. In practice, there is effectively no change in density, as each of the 208 rooms is currently leased to an individual household. This will not change with the new 208 individual dwelling units with their own kitchens.

Analysis:

Existing and Proposed Buildings and Site Uses: The ±4.39 acre primary parcel is developed with eleven buildings with 52 dorm style units (ten residential buildings and a leasing office/recreation building), 134 parking spaces, and landscaping; the second parcel across Arnold Drive is entirely landscaping. Aside from meeting building code requirements, there will be no structures added to the property and building heights will not be materially changed. The scope of renovation will require upgrades to meet current life safety standards for multi-family dwellings. To meet these standards, it is anticipated that the only addition to existing buildings will be fire life safety riser rooms for fire suppression, command rooms for emergency response and/or fire alarm control rooms that may require ±30-75 square feet to be added to each of the existing buildings. Cosmetic exterior renovations will be completed, and the first floor patios will be modified to include ramps (to replace the current steps) in order to meet the accessibility standards of HUD.

The site includes 134 parking spaces, including 15 accessible spaces that are located around the site and provide direct access to accessible units via existing sidewalks. Code would require ±115 parking spaces for a new affordable housing development, including six accessible spaces, so the existing accessible parking provision exceeds code requirements. The 134 parking spaces are

sufficient to serve the existing low-income senior population, which is not changing with the conversion from the 52 dorm style units to the 208 individual dwelling units.

Development Standards: SPD districts are intended to facilitate targeted variations from the uses and standards of a base zoning designation in a manner that is most compatible with surrounding land uses. The proposed Carville Park Senior Apartments SPD utilizes the MF-14 base zoning designation in all respects other than density (**Exhibit E**). The standards included in the handbook are specific and provide assurance that the future renovation/redevelopment of the site will follow near identical forms to what has existed on the property. The handbook provides for little flexibility in design and development standards as the property will function no differently than it has and will continue to serve 208 low-income households. The location of existing buildings, sidewalks, parking lots and service areas will remain unchanged from today. Development standards for the proposed SPD compared to the base MF-14 zoning district are noted in the table below.

Zoning	MF-14 (Proposed Base Zone for SPD)	Carville Park Senior Apartments SPD
Maximum Density	1 du/3,000 sf	1 du/920 sf
Minimum Setbacks - Front/Side/Rear	10'; 5'; 20'/10'	10'; 5'; 20'/10'
Maximum Height	35'	35'
Maximum Stories	2.5	2.5

Land Use Compatibility: Land uses surrounding the site consist of duplexes zoned MF-14 to the east, south, and west; an undeveloped parcel zoned MF-14 to the west; and duplexes, apartments, and single-family residences zoned MF-14 across Carville Drive to the north. The land uses surrounding the site are summarized in the table below.

Adjacent Properties		
	Zoning	Use
North	MF-14	Duplexes, apartments, single-family residences
East	MF-14	Duplexes
South	MF-14	Duplexes
West	MF-14	Duplexes

With the additional SPD development and operational standards proposed, the zone change from MF-14 to SPD appears consistent and compatible with the existing land uses and zoning of the properties in the immediate vicinity.

Traffic, Access and Circulation: The subject site is accessed from Carville Drive and Arnold Drive. All access and circulation concerns were addressed with the development of the site. The

existing level of service for nearby intersections is not anticipated to be impacted as the trips generated from this project are expected to be unchanged.

Public Improvements: This is a developed site and all necessary public improvements (e.g. sewer, water, and power) are already in place and are not expected to require upgrades. Due to the increase in sewer fixture units (the new kitchen sinks), a Final Sewer Report will be required prior to approval of a building permit. In addition, a sewer connection fee will be assessed for the additional fixture units required for the remodel.

Master Plan Conformance: The subject site has a Master Plan land use designation of Mixed Neighborhood (MX) and is located within the Central Neighborhoods per the Structure Plan Framework of the Reno Master Plan. The zoning map change to SPD is in substantial conformance with the Master Plan land use designation and the following applicable Master Plan goals and policies:

- Principle 2.2B: Underutilized Properties
- Principle 4.1E: Affordable Housing Retention
- Principle 4.1F: Universal Design
- Principle 4.3A: Retention of Existing Housing Stock
- Principle 6.4E: Accessibility

Public and Stakeholder Engagement: The project was reviewed by various City divisions and partner agencies and no comments were received. The applicant is scheduled to present at the Ward 3 Neighborhood Advisory Board (NAB) meeting on June 6, 2023 and any follow-up comments will be forwarded to the Planning Commission. A courtesy notice was sent out to surrounding property owners and one neutral comment was received at the time of writing this staff report (**Exhibit F**). Any future comments will be forwarded to the Planning Commission.

Findings:

General Review Criteria and Considerations: The decision-making body shall review all development applications for compliance with the applicable general review criteria stated below.

- 1) Consistency with the Reno Master Plan. The proposed development shall be consistent with the Reno Master Plan. The decision-making authority:
 - a. Shall weigh competing plan goals, policies, and strategies; and
 - b. May approve and application that provides a public benefit even if the development is contrary to some of the foals, policies, or strategies in the Reno Master Plan.

- 2) Compliance with Title 18. The proposed development shall comply with all applicable standards in this Title, unless the standard is lawfully modified or varied. Compliance with these standards is applied at the level of detail required for the subject submittal.
- 3) Mitigates Traffic Impacts. The project mitigates traffic impacts based on applicable standards of the City of Reno and the Regional Transportation Commission.
- 4) Provides Safe Environment. The project provides a safe environment for pedestrians and people on bicycles.
- 5) Rational Phasing Plan. If the application involves phases, each phase of the proposed development contains all of the required streets, utilities, landscaping, open space, and other improvements that are required to serve or otherwise accompany the completed phases of the project, and shall not depend on subsequent phases for those improvements.

Zoning Map Amendment: All applications for zoning map amendments shall meet the approval criteria in Section 18.08.304(e), *Approval Criteria Applicable to all Applications*, and the following findings:

- (1) The amendment, together with changed components of the Title, promotes, or does not conflict with the provisions of NRS 278.250(2) (outlined below):

The zoning regulations must be adopted in accordance with the master plan for land use and be designed:

- 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.

(2) The amendment is in substantial conformance with the Master Plan.

Rezoning to Specific Plan District (SPD): All applications for zoning map amendments to SPD shall meet the approval criteria in Section 18.08.304(e), *Approval Criteria Applicable to all Applications*, and the following findings:

- (1) The amendment, together with changed components of the Title, promotes, or does not conflict with, the provisions of NRS Section 278.250(2);
- (2) The amendment is in substantial conformance with the Master Plan;
- (3) The SPD Handbook is consistent with the purpose of the SPD District (Section 18.02.506); and
- (4) The SPD Handbook addresses a unique situation, provides substantial benefit to the City, or incorporates innovative design, layout, or configuration resulting in quality over what could have been accomplished through strict application of a base zoning district.

Attachments:

Exhibit A. Case Maps

Exhibit B. Site Plan

Exhibit C. Existing Floorplan

Exhibit D. Proposed Floorplan

Exhibit E. Carville Park Senior Apartments SPD

Exhibit F. Public Comments