NEIGHBORHOOD PLAN AMENDMENT REVIEW SHEET

C6

NEIGHORHOOD PLAN: Greater South River City Combined

<u>CASE#:</u> NPA-2013-0022.01 <u>DATE FILED:</u> February 28, 2013 (In-cycle)

PROJECT NAME: Congress Avenue Baptist Church

PC DATE: December 10, 2013

October 8, 2013 September 10, 2013 August 13, 2013

ADDRESS/ES: 1511 South Congress Avenue

SITE AREA: Approx. 0.913 acres

APPLICANT/OWNER: Congress Avenue Baptist Church

AGENT: Ron Thrower Design (A. Ron Thrower)

TYPE OF AMENDMENT:

Change in Future Land Use Designation

From: Civic To: Mixed Use

Base District Zoning Change

Related Zoning Case: C14-2013-0022

From: SF-3-NCCD-NP

To: GR-CO-NCCD-NP

NEIGHBORHOOD PLAN ADOPTION DATE: September 29, 2005

PLANNING COMMISSION RECOMMENDATION: Final action pending.

Previous Actions:

October 8, 2013 – Postponed to December 10, 2013 by the request of the South Congress Merchants Association. (D. Chimenti, J. Stevens – 2^{nd}) 8-0-1 (S. Oliver absent).

September 10, 2013 – Postponed to October 8, 2013 by the request of the neighborhood. (S. Oliver, J. Stevens – 2^{nd}) 7-0-2. (J. Nortey and A. Hernandez absent).

August 13, 2013 – Postponed to September 10, 2013 by the request of the South River City Neighborhood Association. (B. Roark, S. Oliver – 2nd) 5-0-4 (D. Anderson, D. Chimenti, M. Smith, and R. Hatfield absent).

STAFF RECOMMENDATION: Recommended.

BASIS FOR STAFF'S RECOMMENDATION: The applicant's request to change the future land use map from Civic to Mixed Use is consistent with the pattern of land use along the South Congress Avenue corridor. South Congress Avenue is an Activity Corridor and a High Capacity Bus route as indicated in the Imagine Austin Comprehensive Plan. Mixed Use land use is appropriate for this location.

Below are the goals and objectives in the Greater South River City Neighborhood Plan that are consistent with the Mixed Use land use request:

Goal (B): Identify and develop criteria for the interface between residences and commercial development.

Objective: Identify and develop criteria to encourage business along South Congress Avenue that serves and is compatible with the surrounding residential neighborhood.

Recommendation B8: Collaborate with South Congress business owners and tenants to protect residents in abutting neighborhoods from noise, litter, vandalism, destruction of public property, increased traffic, and parking problems associated with First Thursday. (SRCC, AMA, APD, & PW)

Recommendation B9: Require events like First Thursday to provide security and additional parking in attempt to minimize these events impact on the surrounding neighborhoods. (PW)

Goal (D): Enhance the transportation network to allow residents to walk, bike, roll, ride, and drive safely.

Objective: Minimize the impacts of parking and arterial roadways on the neighborhood.

Recommendation D23: Identify parking spillover problems into neighborhoods from commercial and multifamily developments and support petitions for residential parking-only designation on these streets. (SRCC)

Recommendation D24: Discourage any variances or waivers for parking reduction on any new or expanding developments and discourage off-site parking, particularly across arterial roadways such as Riverside Dr., S. Congress Ave., IH-35, Ben White Blvd. and Oltorf St. (SRCC & WPDR)

LAND USE DESCRIPTIONS – EXISTING AND PROPOSED

Existing Land Use - Civic

Any site for public or semi-public facilities, including governmental offices, police and fire facilities, hospitals, and public and private schools. Includes major religious facilities and other religious activities that are of a different type and scale than surrounding uses.

Purpose

- 1. Allow flexibility in development for major, multi-functional institutional uses that serve the greater community;
- 2. Manage the expansion of major institutional uses to prevent unnecessary impacts on established neighborhood areas;
- 3. Preserve the availability of sites for civic facilities to ensure that facilities are adequate for population growth;
- 4. Promote Civic uses that are accessible and useable for the neighborhood resident and maintain stability of types of public uses in the neighborhood;
- 5. May include housing facilities that are accessory to a civic use, such as student dormitories; and
- 6. Recognize suitable areas for public uses, such as hospitals and schools, that will minimize the impacts to residential areas.

Application

- 1. Any school, whether public or private;
- 2. Any campus-oriented civic facility, including all hospitals, colleges and universities, and major government administration facilities;
- 3. Any use that is always public in nature, such as fire and police stations, libraries, and museums;
- 4. Civic uses in a neighborhood setting that are of a significantly different scale than surrounding non-civic uses;
- 5. An existing civic use that is likely or encouraged to redevelop into a different land use should NOT be designated as civic; and
- 6. Civic uses that are permitted throughout the city, such as day care centers and religious assembly, should not be limited to only the civic land use designation.

Proposed Land Use - Mixed Use

An area that is appropriate for a mix of residential and non-residential uses.

Purpose

- 1. Encourage more retail and commercial services within walking distance of residents;
- 2. Allow live-work/flex space on existing commercially zoned land in the neighborhood;

- 3. Allow a mixture of complementary land use types, which may include housing, retail, offices, commercial services, and civic uses (with the exception of government offices) to encourage linking of trips;
- 4. Create viable development opportunities for underused center city sites;
- 5. Encourage the transition from non-residential to residential uses;
- 6. Provide flexibility in land use standards to anticipate changes in the marketplace;
- 7. Create additional opportunities for the development of residential uses and affordable housing; and
- 8. Provide on-street activity in commercial areas after 5 p.m. and built-in customers for local businesses.

Application

- 1. Allow mixed use development along major corridors and intersections;
- 2. Establish compatible mixed-use corridors along the neighborhood's edge;
- 3. The neighborhood plan may further specify either the desired intensity of commercial uses (i.e. LR, GR, CS) or specific types of mixed use (i.e. Neighborhood Mixed Use Building, Neighborhood Urban Center, Mixed Use Combining District);
- 4. Mixed Use is generally not compatible with industrial development, however it may be combined with these uses to encourage an area to transition to a more complementary mix of development types;
- 5. The Mixed Use (MU) Combining District should be applied to existing residential uses to avoid creating or maintaining a non-conforming use; and
- 6. Apply to areas where vertical mixed use development is encouraged such as Core Transit Corridors (CTC) and Future Core Transit Corridors.

IMAGINE AUSTIN COMPREHENSIVE PLAN

The property is located on an Activity Corridor within the Imagine Austin Comprehensive Plan. Staff believes the land use change to Mixed Use is appropriate for an Activity Corridor.

Activity Corridor are the connections that link activity centers and other key destinations to one another and allow people to travel throughout the city and region by bicycle, transit, or automobile. Corridors are also characterized by a variety of activities and types of buildings located along the roadway — shopping, restaurants and cafés, parks, schools, single-family houses, apartments, public buildings, houses of worship, mixed-use buildings, and offices. Along many corridors, there will be both large and small redevelopment sites.

LAND USE AND TRANSPORTATION POLICIES

- LUT P1. Align land use and transportation planning and decision-making to achieve a compact and connected city in line with the growth concept map.
- **LUT P3.** Promote development in compact centers, communities, or along corridors that are connected by roads and transit that are designed to encourage walking and bicycling, and reduce health care, housing and transportation costs.
- **LUT P4.** Protect neighborhood character by directing growth to areas of change that includes designated redevelopment areas, corridors and infill sites. Recognize that different neighborhoods have different characteristics and new and infill development should be sensitive to the predominant character of these communities.
- **LUT P5.** Create healthy and family-friendly communities through development that includes a mix of land uses and housing types and affords realistic opportunities for transit, bicycle, and pedestrian travel and provides both community gathering spaces, parks and safe outdoor play areas for children.
- **LUT P6.** Ensure that neighborhoods of modest means have a mix of local-serving retail, employment opportunities, and residential uses.
- **LUT P7.** Encourage infill and redevelopment opportunities that place residential, work, and retail land uses in proximity to each other to maximize walking, bicycling, and transit opportunities.
- **LUT P10.** Direct housing and employment growth to activity centers and corridors, and preserving and integrating existing affordable housing where possible.
- LUT P11. Promote complete street design that includes features such as traffic calming elements, street trees, wide sidewalks, and pedestrian, bicycle, and transit access throughout Austin, considering the safety needs of people of all ages and abilities.
- LUT P14. Promote safer routes to schools for students of all ages.
- LUT P15. Incorporate provisions for bicycles and pedestrians into all roads such as freeways, toll roads, arterial roadways, and to and from transit stations and stops, and major activity centers.
- LUT P20. Locate industry, warehousing, logistics, manufacturing, and other freight-intensive uses in proximity to adequate transportation and utility infrastructure.
- **LUT P22.** Protect Austin's natural resources and environmental systems by limiting land use and transportation development in sensitive environmental areas and preserving areas of open space.

URBAN DESIGN POLICIES

- **UD P1.** Develop accessible community gathering places such as plazas, parks, farmers' markets, sidewalks, and streets in all parts of Austin, especially in the Downtown, future TODs, in denser, mixed-use communities, and other redevelopment areas, that encourage interaction and provide places for people of all ages to visit and relax.
- **UD P2.** Protect and enhance the unique qualities of Austin's treasured public spaces and places such as parks, plazas, and streetscapes; and, where needed, enrich those areas lacking distinctive visual character or where the character has faded.
- **UD P4.** Assure that new development is walkable and bikable and preserves the positive characteristics of existing pedestrian-friendly environments.
- **UD P8.** Transform major streets into vibrant, multi-functional, pedestrian-friendly corridors.

NEIGHBORHOODS POLICIES

- **N P1.** Create complete neighborhoods across Austin that have a mix of housing types and land uses, affordable housing and transportation options, and access to schools, retail, employment, community services, and parks and recreation options.
- N P2. Protect neighborhood character by directing growth to areas of change and ensuring context sensitive infill in such locations as designated redevelopment areas, corridors and infill sites
- N P4. Strengthen Austin's neighborhoods by connecting to other neighborhoods, quality schools, parks, environmental features, and other community-serving uses that are accessible by transit, walking, and bicycling.
- N P5. Strengthen planning processes by recognizing that the Comprehensive Plan and small-area plans, such as neighborhood plans, corridor plans, and station area plans, need to respect, inform, and draw from each other.
- **N P6.** Protecting neighborhood character by providing opportunities for existing residents who are struggling with rising housing costs to continue living in their existing neighborhoods.

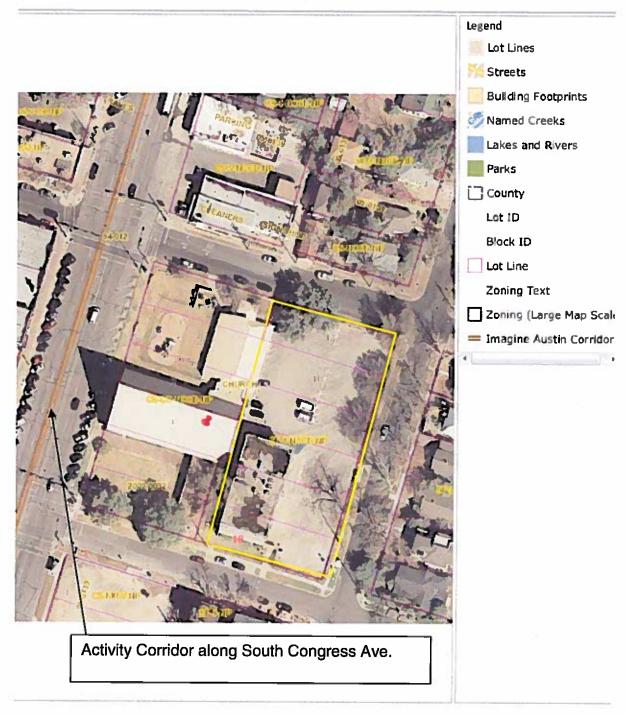
ECONOMIC POLICIES

EC P10. Cluster or co-locate high schools, vocational schools, colleges or universities near employment centers, such as healthcare facilities, biotech and green

technology facilities, to better connect students to potential employment opportunities.

EC P11. Expand the educational offerings and establish cooperative partnerships between Austin Community College, the University of Texas, and other institutions of higher learning to retain students and support target industries' education and training requirements.

CITY OF AUSTIN DEVELOPMENT WEB MAP



BACKGROUND: The application was filed on February 28, 2013, which is in-cycle for neighborhood planning areas located on the west side of I.H.-35.

The applicant proposes to change the future land use map from Civic to Mixed Use. The applicant proposes to change the zoning on the property from SF-3-NCCD-NP to GR-CO-NCCD-NP for a commercial parking use. For more information on the proposed zoning change, please see case report C14-2013-0022.

<u>PUBLIC MEETINGS:</u> The ordinance required plan amendment meeting was held on April 22, 2013. Two hundred and twenty-nine notices were mailed to property owners and utility account holders located within 500 feet of the property, in addition to neighborhood organizations and environmental groups registered on the Community Registry who requested notification for this area.

After staff made a brief presentation outlining the public process, Ron Thrower, the applicant's agent said that the owner, Congress Avenue Baptist Church, has been providing parking space in their parking lot to local commercial businesses, which makes the lot a commercial lot. They are seeking a zoning and land use change to make the lot a legal use. The church also proposes to lease the school building on the property to a private school.

After his presentation, the following questions were asked:

Q. Why is it illegal use?

A. Charging money for parking makes this an illegal use because it no longer becomes accessory use to the church.

Q. What about the school use?

A. Schools are permitted use in GR zoning, but would require a conditional use permit when the zoning is SF-3. School wants to lease building on property to church, school private.

Q. Is the property zoned civic?

A. No, it's zoned SF-3.

Q. What prevents the Church from selling the property for an office building?

A. We're not asking for an office building in the conditional overlay.

Q. Would food trailers be allowed in the property?

A. Yes.

Q. Would not charging for parking solve the problem?

A. Probably, but the church is making money from charging for parking. To maintain the church building is expensive, so the church is looking for revenue to help with expenses.

Q. What is different from the request in 2009?

A. We asked for a lot more before, but GO is less intensive. Allow office building, but could find way to restrict food trailers. Ordinance would be enforced by the City.

Q. Could you build a parking garage?

A. Yes, it could be built, but it hasn't been mentioned.

Q. Does a conditional use permit take longer to get approved?

A. It takes four to six months to get the site plan approved, but we want high level of certainty that we could get if the property were to be rezoned to allow the use.

Q. Could you be bound by site development standards?

A. The ordinance could require the site development standards of SF-3 to prevent a large building.

Q. Could we exclude parking garage for site?

A. I'll check with church if they want to do parking garage. The church could grow and would need more parking.

Q. How many members are in the church?

A. I think it's around 130 members.

Q. Why does the Church need money, why not move?

A. The electricity is very expensive to cool the building.

Q. For the school, will they build another building?

A. No, they will use the existing building.

Q. If the church entered an agreement with merchants to allow their employees to park there with no collection of money, would it still be illegal?

A. To my knowledge, yes, it would still be considered an illegal use.

Q. If the church was to grow, would the parking garage be considered an accessory use?

A. I don't know.

Q. The School for the Deaf charges for parking. Why are they allowed to do that but the Church can't?

A. The Texas School for the Deaf is State-owned property and exempt from zoning.

Q. What is the name of the propose school?

A. I will have to check if I can release that information.

Q. How many students and number of buses?

A. I don't know, but I can find out and send you that information.

Q. Can you amend the NCCD to allow the parking in the SF-3 zoning only this property?

A. I don't know, but I can find out.

The Greater South River City Planning Contact Team does not support the plan amendment.

CITY COUNCIL DATE:

September 26, 2013 ACTION: Postponed to November 7, 2013. (B.

Spelman, S. Cole -2^{nd} , Vote 7-0).

November 7, 2013 <u>ACTION</u>: The zoning portion of the hearing postponed

to December 12, 2013.

CASE MANAGER: Maureen Meredith **PHONE:** 512-974-2695

EMAIL: Maureen.meredith@austintexas.gov

Summary letter from Applicant



P. O. Box 41957 Austin, Texas 78704 (512) 476-4456

April 16, 2013

Mr. Greg Guernsey, Director Planning & Development Review City of Austin P.O. Box 1088 Austin, Texas 78767

RE: South Congress Baptist Church Neighborhood Plan Amendment and Rezoning

1511 South Congress Avenue NPA - NPA-2013-0022.01 Rezoning - C14-2013-0022

Dear Mr. Guernsey,

The two above referenced cases have recently been filed with the City of Austin for review and timely consideration by the staff, Planning Commission and City Council. The subject property is currently located within the boundaries of the South River City Neighborhood Planning Area. While the address of the property is 1511 South Congress Avenue, the limits of the Neighborhood Plan Amendment and Rezoning is for the eastern ½ of the block that is currently zoned as "SF-3", is 0.9513 acres in size, and is primarily a parking lot and a 3 story building.

The application for the Neighborhood Plan Amendment is to modify the Future Land Use Map of the Neighborhood Plan from Civic Land Use to Mixed-Use Land Use. The application for rezoning is to modify the base district from "SF-3", Family Residence, to "GO", General Office.

However, with this letter, we are modifying the request from "SF-3" to "GR" zoning for the following reason –

The intent of these applications is to provide a zoning district that allows Off-Site Accessory Parking, Commercial Off-Street Parking and Private Primary Education Facility as Permitted Uses.

LANDPLANNERS

The "GR" zoning district is the lowest, most-restrictive zoning district to allow for Commercial Off-Street Parking as a Permitted Use. Off-site Accessory Parking is a Permitted Use in "GO" zoning. The existing parking lot is currently used by patrons that frequent the eclectic businesses along South Congress. These applications and hopeful approvals will result in the parking to be legal. The alternative is for the patrons to not park on the church parking lot which could mean spillover to the neighborhood streets.

The existing building located in the rezoning area is currently underutilized and could serve for a Monday-Friday Private Primary Education Facility, which is a day use.

Legal and multiple use of the parking lot would better serve the neighborhood, the businesses along South Congress Avenue, the school, and, South Congress Baptist Church. Looking at a typical week of Sunday through Saturday, the greatest needs for parking are as follows:

- 1) Sunday morning South Congress Baptist Church service.
- 2) Sunday afternoon and evening South Congress businesses.
- Monday-Friday daytime School.
- 4) Monday-Friday evening South Congress businesses.
- 5) Saturday South Congress businesses.

This multiple use approach of the parking lot with these proposed uses is a better use of the parking lot and is a community based approach versus a single use approach.

South Congress Baptist Church is the owner of the parking lot and can control the facility for any event that the church may hold that would necessitate the need for Church parking. Likewise, with approval of the request changes, the Church can control the use of the parking lot in a manner consistent with varying business and civic uses that may desire to utilize the parking lot.

The rezoning to "GR" comes with a plethora of permitted uses that are not desirous of the Church or the neighborhood. The vast majority of the "GR" permitted uses can be eliminated through a Conditional Overlay tied with the rezoning which will run with the land. With that, this request can include a prohibition of all "GR" uses except for Commercial Off-Street Parking, Off-Site Accessory Parking and Private Primary Education Facility as the only permitted "GR" uses and all other uses are as covered under the current "SF-3" zoning. Further, the Fairview NCCD will remain in effect on the property. We would anticipate the rezoning to read as "GR-CO-NCCD-NP" which would stand for

Planning Commission hearing: December 10, 2013

"Community Commercial-Conditional Overlay-Neighborhood Conservation Combing District-Neighborhood Plan" with the "CO" portion covering the gamut of anticipated prohibited uses.

To reiterate, the main intent of the Neighborhood Plan Amendment and Rezoning is to resolve a neighborhood parking issue by providing for legal use of the parking lot and to provide sustainable opportunities to open the parking lot for multiple uses across a non-conflicting spectrum of time through a typical week. Therefore, we respectfully request a positive recommendation from the neighborhood and City staff, and, request that this item be carried forth to Planning Commission and City Council accordingly.

If you have any comments, concerns or questions, please contact me at my office.

Sincerely,

A. Ron Thrower

a. Run Thrower

Letter from the GSRC Planning Contact Team

May 28, 2013

City Council Members and Planning Commissioners City of Austln 301 West 2rd Street Austin, TX 78701

Subject:

Case NPA-2013-0022.01 Case C14-2013-0022

On May 8, 2013 the Greater South River City (GSRC) Neighborhood Planning Contact Team (NPCT) met regarding requests by Congress Avenue Baptist Church (CABC) to change the land use and zoning of the eastern half of their property at 1511 South Congress Avenue. Their initial request was to change the land use from Civic to Mixeduse, and the zoning from SF-3-NCCD-NP to GO-NCCD-NPO; CABC subsequently amended the request to change the zoning from SF-3-NCCD-NP to GR-CO-NCCD-NP. The property is currently a parking lot with a three story structure on the southwest corner.

The NPCT meeting was attended by several stakeholders whose residences adjoin the eastern half of CABC's property. After hearing from these neighbors and thoughtful discussion, the NPCT voted unanimously to oppose CABC's requests to change the use and zoning of this tract. Several considerations determined our decision.

First and foremost, CABC's request is inconsistent with the first and primary goal (Goal A) in our Neighborhood Plan (NP), which is to "Maintain the historic fabric and respect the established neighborhood character and natural assets". This tract is surrounded on three sides by single family residences; in fact the eastern haif of the blocks along the west side of Nickerson Street are all single family residences. Allowing a change to the eastern half of this block would allow commercial encroachment into an established residential area and degrade the character of the single family neighborhood.

Our second consideration is based on one of the most fundamental principles of zoning; zoning changes should be based on the intended general use of the land in combination with surrounding zoning compatibility and not with the idea of a particular specific use in mind. This case should be decided based on how the use of this property will impact the surrounding adjacent properties, and not on the merits of CABC's stated intent for this property. CABC's request is for a particular use that benefits them but would degrade the quality of life for their single family residential neighbors. CABC's request is in direct contradiction of the neighborhood plan which shows a very clear pattern that the western half of Nickerson is all residential and not commercial.

The neighbors and the NPCT have no objection to, and in fact have consistently supported, commercial uses located along commercial corridors. This property, however, is surrounded by single family residences along residential streets.

This is the second request in four years by CABC to change the use and zoning of this property. Four years ago (in 2009) the neighbors and the NPCT supported CABC in their request to change the use and zoning of the western half of this property, and offered a compromise solution to their request to change the use and zoning of the eastern half. CABC's request then was based on their stated plan to rebuild their establishment to include a parking garage, daycare, bookstore and coffee shop. None of the changes we supported in 2009 have occurred; in fact no changes have been made to the property other than remodeling the northwest corner for lease to food trailer Hey Cupcake. The point is, plans change, but zoning changes are permanent.

It is doubtful anyone would argue that the commercial success of South Congress Avenue has brought parking and traffic issues to the area; however CABC did not create this problem and is not responsible for solving it. The same is true for the several other churches in the vicinity, including the one directly southeast of CABC at Monroe and Nickerson. The precedent that would be set by allowing CABC to change their land use and zoning in order to profit from South Congress Avenue's commercial success would erode the character of the neighborhood, likely making it unsuitable for young families. There are myriad solutions to Congress Avenue's parking problem, including mass transit, shuttle operations to off-site parking, and/or a nearby parking garage built along a commercial corridor. It is unnecessary to proceed down the slippery slope of having neighborhood churches solve Congress Avenue's traffic and parking problems, especially when to do so would destroy the character of the neighborhood.

According to Ron Thrower's April 16, 2013 letter to Grea Guernsey, the church only uses their parking lot on Sunday mornings. The neighborhood and the NPCT have no objection to CABC allowing Home Slice Pizza's employees and customers to use CABC's parking lot; indeed this practice has been occurring for several years and, according to City staff, no one has objected. We understand that CABC can not legally lease the property for parking, and we are not suggesting that they have any obligation to provide parking for Home Slice Pizza or any other Congress Avenue merchant. What we are opposed to is changing the zoning of the property to provide for commercial use of this property. If and when this property returns to the tax rolls, it should be for single family residential use, consistent with the surrounding properties, and with the properties along the entire west side of Nickerson Street.

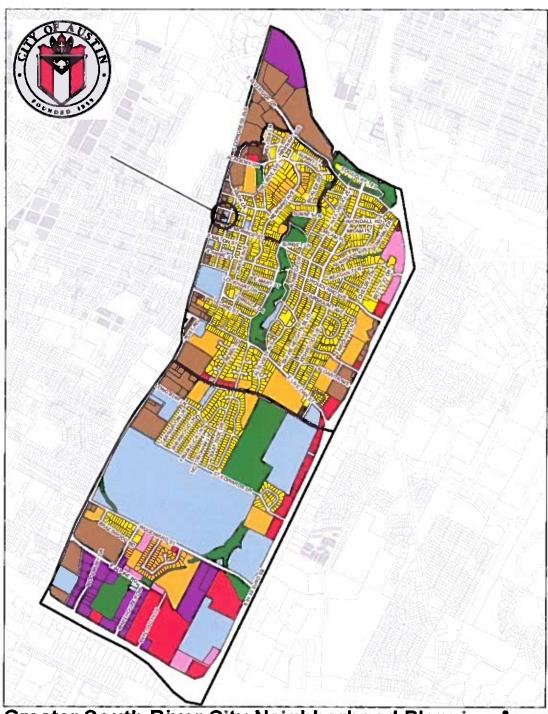
Please contact me at 512-444-4153 or GSRC NPCT Vice-Chair Sarah Campbell at 512-462-2261 if you have questions.

Sincerely.

Ear allen Mather Jean Mather, Chair

GSRC NPCT

XC: Maureen Meredith, City of Austin Planning & Development Review



Greater South River City Neighborhood Planning Area Future Land Use Map Date Adopted: 11/29/05 Last Modified: 09/01/2010

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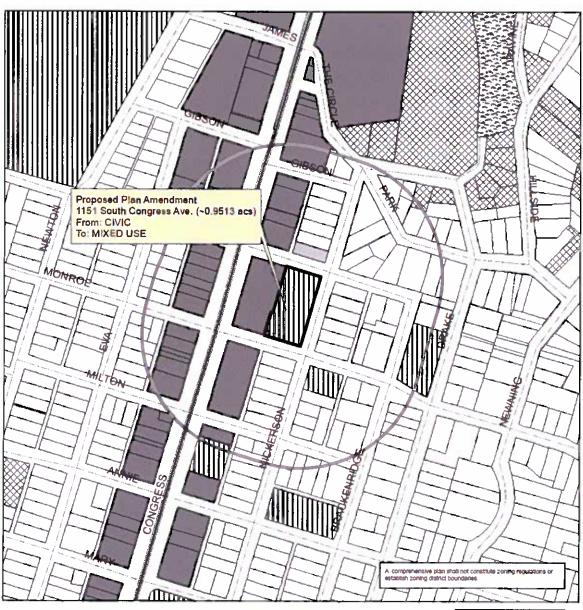
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Greater South River City Combined Neighborhood Plan NPA-2013-0022.01

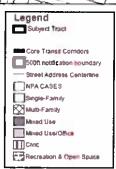
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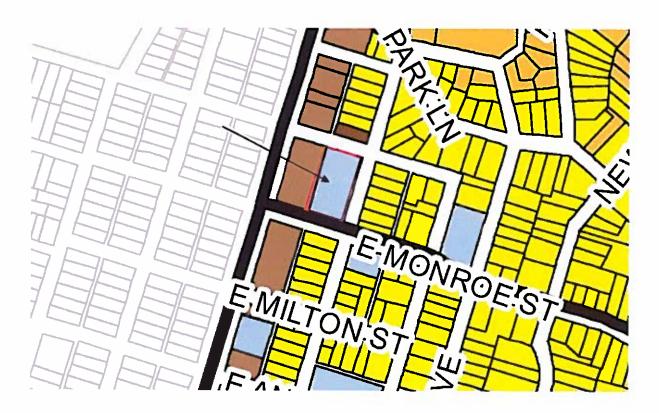


City of Austin
Planning and Development Review Department
Created on March 25, 2013_M Meredith











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