

C5

## ZONING CHANGE REVIEW SHEET

**CASE:** CI4-2014-0034 – St. Elmo's Market and Lofts      **P.C. DATE:** August 12, 2014

**ADDRESS:** 113 Industrial Boulevard; 4323 South Congress Avenue; 4300 Block of Willow Springs Road

**OWNER/APPLICANT:** GFD Holdings, LLC      **AGENT:** Alice Glasco Consulting  
(Brandon Bolin)      (Alice Glasco)

**ZONING FROM:** CS-MU-NP; LI-NP; LI-CO-NP      **TO:** LI-PDA-NP

**AREA:** 9.457 acres

### **SUMMARY STAFF RECOMMENDATION:**

The Staff's recommendation is to deny the Applicant's request for limited industrial service – planned development area – neighborhood plan (LI-PDA-NP) combining district zoning.

If the Applicant's request for LI-PDA-NP district zoning is granted, then it is recommended that a Restrictive Covenant which includes all recommendations listed in the Traffic Impact Analysis memorandum, dated August 6, 2014, as provided in Attachment A, accompany the zoning change.

### **PLANNING COMMISSION RECOMMENDATION:**

August 12, 2014:

### **ISSUES:**

The Applicant would like to discuss the Staff recommendation.

The Applicant met with the South Congress Combined Neighborhood Planning Contact Team and neighbors on Tuesday evening, August 5, 2014.

### **DEPARTMENT COMMENTS:**

The subject property consists of one platted lot and one unplatted tract and contains several industrial warehouses and buildings, some dating to 1955. Access is provided by a 40 foot wide driveway extension to South Congress Avenue (CS-MU-NP), a 55 foot wide driveway extension to Industrial Boulevard (LI-NP) and access to Willow Springs Road via railroad spur right-of-way. The majority of the rezoning area is zoned limited industrial service – neighborhood plan (LI-NP) with the South Congress Avenue driveway extension zoned CS-MU-NP and the undeveloped eastern tract closest to Willow Springs Road zoned LI-CO-NP with the Conditional Overlay for 2,000 vehicle trips per day. Development on Industrial Boulevard, Willow Springs Road (east) and East St. Elmo Road (south) is generally characterized by warehouses containing distribution and supply companies, fabrication

companies, construction sales and service businesses, and outside storage uses (LI-NP; LI-CO-NP). Please refer to Exhibits A (Zoning Map), A-1 (Aerial View) and B (Recorded Plat).

The Applicant proposes to rezone property to the limited industrial service – planned development area – neighborhood plan (LI-PDA-NP) district in order to redevelop the site with up to 45,000 square feet of shopping center and 450 apartments in three buildings (292 1-bedroom units and 158 2-bedroom units). Additional uses include a 75-80 hotel rooms, a 5,000 square foot listening room and a stand-alone 1,100 space parking garage. The proposed planned development area is identical to that approved for properties along the south side of Ben White Boulevard to the railroad tracks, from South Congress Avenue to Santiago Street, which was approved as part of the East Congress Neighborhood Plan Rezoning (C14-05-0107 – Tracts 101, 102 and 103) and a 17.5 acre property bounded by the railroad tracts, Santiago Street, East St. Elmo Road, Industrial Boulevard and Terry-O Lane (C14-05-0107.01).

As set forth in Land Development Code Section 25-2-441, the regulations of a planned development area (PDA) may modify: 1) permitted or conditional uses authorized by the base district, 2) site development regulations except for compatibility standards, and 3) off-street parking or loading regulations, sign regulations or screening regulations applicable in the base district. The Applicant's PDA would allow for:

- 1) all existing permitted and conditional uses in the LI district,
- 2) residential uses including townhouse/condominiums, multi-family, group residential, and bed and breakfast residential, and
- 3) civic uses including guidance services, hospital services (limited), and public and private educational facilities.
- 4) cocktail lounge and hospital services (general) would be added as conditional uses.

The Applicant proposes to prohibit the following six uses:

monument retail sales	scrap and salvage	basic industry
light manufacturing	recycling center	resource extraction

The PDA would also establish the following site development standards:

- 85' height
- 25' front and street side yard setbacks; 0' interior yard setback; 15' rear yard setback
- 85% building coverage and impervious cover, and
- No floor-to-area ratio limit.

Staff has concerns that introducing multi-family residential at this location would be incompatible with intensive commercial and industrial uses operating in the surrounding area. (The retail uses and food sales uses envisioned by the Applicant are allowed by the current zonings on the property.) Although South Congress Avenue has a mix of commercial and residential uses, and the rezoning area has driveway access to this street, the majority of the rezoning area is interior to this corridor. Staff observations from visits to the area generally bounded by Industrial Boulevard, Willow Springs, East St. Elmo Road and Terry-O Lane are that the commercial and industrial uses are actively used, sometimes noisy, with

frequent truck traffic and without sidewalks. In this regard, except for an adjacent property to the south that fronts on St. Elmo and is zoned CS-CO-NP, the zoning is exclusively LI with any Conditional Overlays limiting development to 2,000 trips, and for a couple of properties, the requirement for on-site detention. That is, all uses in the LI district are permitted on the adjacent and nearby properties.

Another Staff concern is that this is one of several areas of the City that has a long-established intensive commercial and industrial character, and specifically has convenient access to IH 35 and U.S. Highway 290/State Highway 71. Other industrial areas include the St. Elmo Road/Todd Lane area east of IH-35, the Met Center area in southeast Austin, Brown-Dungan Lane in northeast Austin and Cullen Lane/Ralph Ablanedo Drive west of South Congress Avenue in south Austin. LI-PDA and MI-PDA zonings that include multi-family residential have been approved for larger-sized properties that have been able to physically separate residential uses and vehicular access from heavy commercial and industrial uses (Colorado Crossing, the Domain).

In summary, the Staff does not recommend the applicant's request for the following reasons: 1) the property is adjacent to existing heavy commercial and industrial uses and zoning (sharing common north, east and south property lines); 2) new residential development adjacent and in close proximity to industrial uses, operations and corresponding truck traffic creates a land use compatibility and does not promote an orderly relationship among land uses or the public health, safety and welfare; and 3) it would set an undesirable precedent for other properties in the neighborhood or within other areas of the City.

#### **EXISTING ZONING AND LAND USES:**

	<b>ZONING</b>	<b>LAND USES</b>
<i>Site</i>	CS-MU-NP; LI-NP; LI-CO-NP	Several warehouses containing an office furniture business, building materials business, household appliance retailer, custom furniture manufacturer, parts rentals supplier, and a hotel laundry facility
<i>North</i>	LI-NP; LI-CO-NP	Office/warehouses containing distribution company, construction sales and services; tool company; Business Park
<i>South</i>	CS-CO-NP; LI-NP; LI-CO-NP	Commercial building and warehouses
<i>East</i>	LI-CO-NP; LI-NP	Warehouses including tile company, supply company, construction sales and services
<i>West</i>	CS-MU-NP; CS-MU-CO-NP	Rental company; Automotive repair; Vehicle storage; Apartments; Convenience storage; Undeveloped

**NEIGHBORHOOD PLANNING AREA:** South Congress **TIA:** Is required – Please refer Combined (East Congress) to Attachment A

**WATERSHEDS:** East Bouldin Creek-Urban **DESIRED DEVELOPMENT ZONE:** Yes  
Williamson Creek – Suburban

CS  
u**CAPITOL VIEW CORRIDOR:** N/A**SCENIC/HILL COUNTRY ROADWAY:** No**NEIGHBORHOOD ORGANIZATIONS:**

9 – Battle Bend Springs Home Owners Association  
 26 – Far South Austin Community Association  
 96 – Southeast Corner Alliance of Neighborhoods (SCAN)  
 352 – Greenwood Hills-Colonial Park Neighborhood Association  
 511 – Austin Neighborhoods Council  
 627 – Onion Creek Homeowners Association  
 742 – Austin Independent School District  
 1037 – Homeless Neighborhood Association  
 1075 – Bike Austin  
 1108 – Perry Grid 644  
 1173 – South Congress Combined Neighborhood Plan Contact Team  
 1200 – Super Duper Neighborhood Objectors and Appeals Organization  
 1224 – Austin Monorail Project  
 1228 – Sierra Club, Austin Regional Group  
 1236 – The Real Estate Council of Austin, Inc.  
 1302 – South Austin Commercial Alliance  
 1340 – Austin Heritage Tree Foundation  
 1363 – SEL Texas  
 1424 – Preservation Austin  
 1429 – Go!Austin/Vamos!/Austin (GAVA)-78745  
 1447 – Friends of the Emma Barrientos MACC

**SCHOOLS:**

An Educational Impact Statement is required. Please refer to Attachment B.

Galindo Elementary School

Bedichek Middle School

Travis High School

**CASE HISTORIES:**

NUMBER	REQUEST	COMMISSION	CITY COUNCIL
C14-2007-0234 - South Urban Lofts – 4367, 4403 & 4415 S Congress Ave	CS-MU-CO-NP (first 60' vertical); MF-6- CO-NP (60 to 90' vertical) to CS-MU-CO-NP (first 15'); MF- 6-CO-NP (15' to 90')	To Grant CS-MU-CO- NP and MF-6-CO-NP as requested w/CO for max. 25 surface parking spaces, 2,000 trips, 90% max. impervious cover and prohibit adult-oriented businesses, auto repair, rentals, sales and washing, vehicle storage, bail bond, convenience storage, pawn shops and vehicle storage	Apvd as Commission recommended (03-20- 2008).
C14-07-0009 – South Urban Lofts – 4367 S Congress Ave	CS-NP to CS- MU-CO-NP first 60' vertical) and MF-6-CO-NP (60' to 90')	To Grant CS-MU-CO- NP and MF-6-CO-NP w/CO for 2,000 trips, 90% max impervious cover. 25 surface	Apvd as Commission rec (6-7-2008). Apvd corrective ordinance w/revised legal description (07-

		parking spaces, list of prohibited uses	26-2007).
C14-01-0158 – 4200 Block of Willow Springs Rd	SF-3 to LI-CO	To Grant LI-CO w/CO for 2,000 trips per day	Apvd as Commission rec (02-14-2002).
C14-01-0140 – 4306 & 4308 Willow Springs Rd	SF-3 to LI-CO	To Grant LI-CO w/CO for 2,000 trips per day	Apvd as Commission rec (01-10-2002).
C14-01-0095 – 204-212 Industrial Blvd	SF-3 to LI	To Grant LI-CO w/CO for 2,000 trips per day	Apvd as Commission rec (08-23-2001).
C14-00-2229 – 203 Industrial Blvd	SF-3 to LI	To Grant LI-CO w/CO for 2,000 trips per day and requirement for on- site detention	Apvd as Commission rec (03-08-2001).
C14-00-2228 – 209-315 Industrial Blvd	SF-3 to LI	To Grant LI-CO w/CO for 2,000 trips per day and requirement for on- site detention	Apvd as Commission rec (03-08-2001).

**RELATED CASES:**

The subject property is within the boundaries of the South Congress Combined (East Congress) Neighborhood Planning Area (NP-05-0020). The South Congress Avenue portion of the rezoning area was rezoned to CS-MU-NP during the neighborhood plan rezonings, and the -NP combining district was appended to the existing LI base district (C14-05-0107). That northeastern eastern portion of the rezoning area that has frontage on Willow Springs and the railroad tracks was zoned LI-CO-NP with the Conditional Overlay for 2,000 trips per day in June 27, 2002 (C14-02-0060 – 4300 Block Willow Springs Road).

There is a corresponding neighborhood plan amendment case to change the land use designation on the Future Land Use Map (FLUM) from Industrial to Mixed Use (NPA-2014-0020.01).

The majority of the rezoning area is platted as Lot A of the William S. Drake, Jr. Subdivision Three recorded in November 1979 (C8S-79-164 – Ford Place No. 1). The northeast corner that abuts Willow Springs Road and the railroad right-of-way is unplatted. Please refer to Exhibit B.

The property was annexed into the City limits in November 1969.

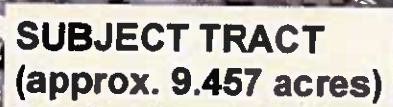
**ABUTTING STREETS:**

Name	ROW	Pavement	Classification	Sidewalks	Bike Route	Capital Metro
South Congress Avenue	114 feet	78 feet	Major Arterial – 4 lanes, divided	Yes	Yes, Route 47	Yes, Rtes 1L, 1M, 101 and MetroRapid Rte 801
Industrial Boulevard	80 feet	34 feet	Local – 2 lanes	No	Yes, Route 374	No
Willow Springs Road	62 feet	27 feet	Local – 2 lanes	No	No	No
St. Elmo Road (East and West)	72 feet (East); 56-72 feet (West)	28' feet (East); 42 feet (West)	Collector – 2 lanes	No (East) Yes (West)	Yes, Route 47	No

**CITY COUNCIL DATE:** September 25, 2014    **ACTION:****ORDINANCE READINGS:** 1<sup>st</sup>                      2<sup>nd</sup>                      3<sup>rd</sup>**ORDINANCE NUMBER:****CASE MANAGER:** Wendy Rhoades  
e-mail: wendy.rhoades@austintexas.gov**PHONE:** 512-974-7719

**1" = 400'**

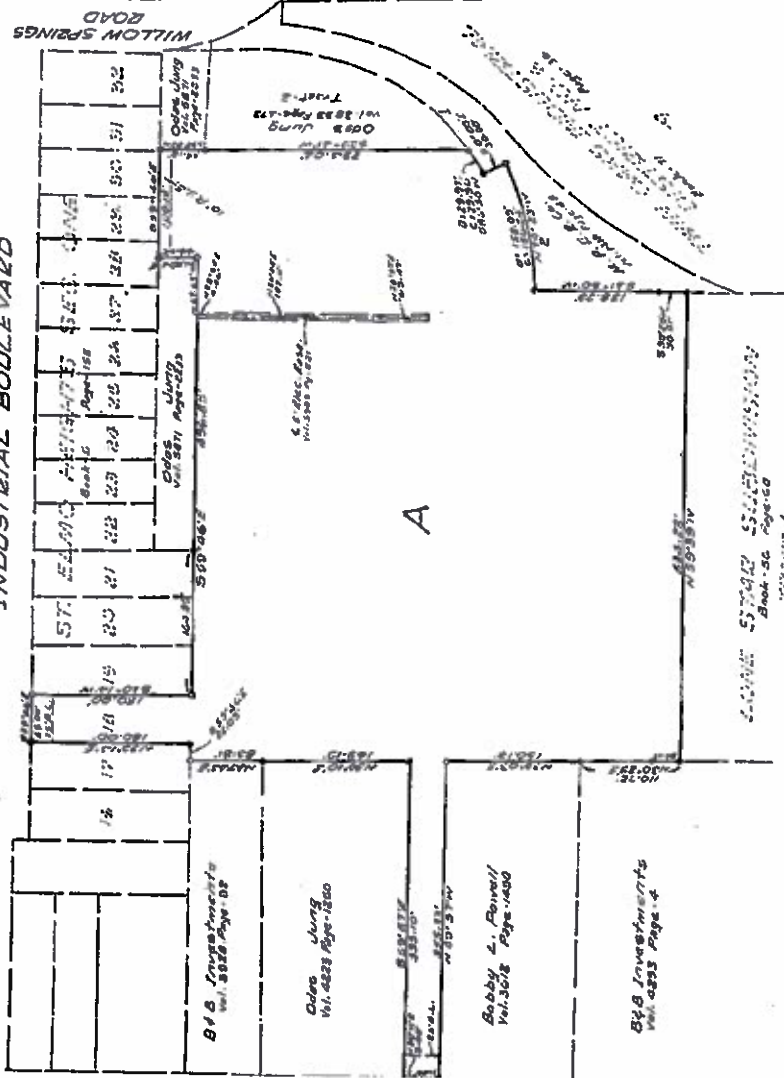




1 inch = 400 feet



INDUSTRIAL BOULEVARD



WILLIAM S. DRAKE JR. SUBDIVISION THREE

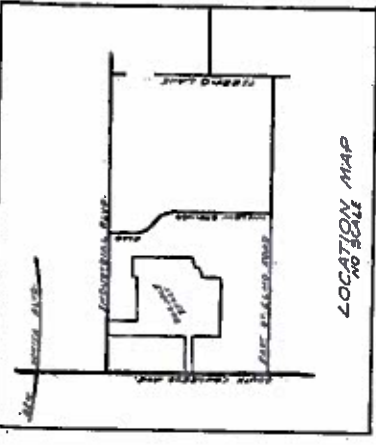
BEFORE ME, the undersigned authority, on this day personally appeared, William S. Drake, Jr., known to me to be the person and officer whose name is subscribed to the foregoing instrument and acknowledged to me that he executed the same as the act and deed of said Corporation, for the purposes and considerations therein expressed and in the capacity therein stated.

STATE OF TEXAS  
COUNTY OF TRAVIS  
I, the undersigned authority, do hereby certify that the within and foregoing instrument of writing with its certificate of authentication, was duly recorded on this day of March, A.D. 1979 at 12:50 o'clock P.M. in the Public Records of said County in book 580 at page 580.

EXHIBIT B  
RECORDED  
PLAT

Linda Kleemer  
Linda Kleemer

LEGEND  
• Iron Stake found  
• Iron Stake Set  
Scale: 1"=100'



Curve Data  
1 60.00' 30.00'  
2 60.00' 30.00'  
3 60.00' 30.00'  
4 60.00' 30.00'

NOTE: Prior to construction on lots in this subdivision plans will be submitted to the Engineering Department of the City of Austin for approval. Mainfall run-off shall be held in the amount existing at undeveloped status by ponding or other approved methods.

AGREEMENT AND AUTHORIZATION FOR RECORD BY the Planning Department of the City of Austin, Texas, on the 13 day of Nov, A.D. 1979.

Miguel A. Guerrero  
Miguel A. Guerrero

Mary E. Schichter  
Mary E. Schichter

I, E. F. Priest, am authorized under the laws of the State of Texas to practice the profession of Surveying and hereby certify that this plat complies with Chapter 41 of the Austin City Code; is true and correct, and was prepared from an actual survey of the property made under my supervision on the ground.



E. F. Priest, Surveyor No. 124  
DATE 3-16-78

Before me, the undersigned authority, on this day personally appeared, Irvin Katz, Financial Vice President and Treasurer, of American Technical Industries, Inc., known to me to be the person and officer whose name is subscribed to the foregoing instrument and acknowledged to me that he executed the same as the act and deed of said Corporation, for the purposes and considerations therein expressed and in the capacity therein stated.

STATE OF TEXAS  
COUNTY OF TRAVIS  
I, the undersigned authority, do hereby certify that the within and foregoing instrument of writing with its certificate of authentication, was duly recorded on this day of March, A.D. 1979 at 12:55 o'clock P.M. in the Public Records of said County in book 580 at page 581.

STATE OF TEXAS  
COUNTY OF TRAVIS  
I, the undersigned authority, do hereby certify that the within and foregoing instrument of writing with its certificate of authentication, was duly recorded on this day of March, A.D. 1979 at 12:55 o'clock P.M. in the Public Records of said County in book 580 at page 581.



C85-79-164

CS/p



**Date:** August 6, 2014

**To:** Wendy Rhoades, Case Manager

**CC:** Leslie D. Pollack, P.E., HDR Engineering, Inc.

**Reference:** TIA Final Memo St. Elmo's Market and Lofts, C14-2014-0034

The St. Elmo's Market and Lofts development is located on 9.457 acres along South Congress Avenue that will consist of 41,000 square feet of shopping center and 650 apartments. Currently the site is a functional industrial park. The applicant is proposing to rezone the tract from LI-CO-NP to LI-PDA-NP. The proposed development is anticipated to be completed by 2017.

The Planning and Development Review Department and Austin Transportation Department have reviewed the Traffic Impact Analysis for the St. Elmo's Market and Lofts dated February 2014 and offer following comments:

#### TRIP GENERATION

Based on the standard trip generation rates established by the Institute of Transportation Engineers (ITE), the development will generate approximately 7,867 unadjusted average daily trips (ADT) upon site build out. The table below shows the unadjusted trip generation by land uses for the proposed development.

SUMMARY OF UNADJUSTED DAILY AND PEAK HOUR TRIPS							
	Size (SF/DU)	ITE Code	24-Hour Volume	AM Peak Hour		PM Peak Hour	
				Enter	Exit	Enter	Exit
Proposed Land Use							
Apartment	650 DU	220	4,063	64	258	244	131
Shopping Center	41,000 SF	820	3,804	56	34	158	171
Project Total			7,867	120	292	402	302
Existing Land Use							
Industrial Park	135,000 SF	130	1,352	98	22	29	107
Trip Increase			6,515	22	270	373	195

ATTACHMENT A

CS/A

The table below shows the adjusted trip generation by land uses for the proposed development.

SUMMARY OF UNADJUSTED DAILY AND PEAK HOUR TRIPS							
	Size (SF/DU)	ITE Code	24-Hour Volume	AM Peak Hour		PM Peak Hour	
				Enter	Exit	Enter	Exit
Proposed Land Use							
Apartment	650 DU	220	3,860	61	245	232	124
Shopping Center	41,000 SF	820	2,700	48	29	89	96
Project Total			<b>6,560</b>	<b>109</b>	<b>274</b>	<b>321</b>	<b>220</b>
Existing Land Use							
Industrial Park	135,000 SF	130	1,352	98	22	29	107
<b>Trip Increase</b>			<b>5,208</b>	<b>11</b>	<b>252</b>	<b>292</b>	<b>113</b>

#### ASSUMPTIONS

1. The traffic growth rate for the area was determined by using historical average daily traffic (ADT) counts obtained from the City of Austin and TxDOT. Based on the available information, a 3 percent annual growth rate was applied to the study area roadways.
2. A pass-by reduction of 34 percent was assumed for the shopping center land use during the PM peak period.
3. A 10 percent internal capture reduction was assumed for the shopping center land use.
4. A 5 percent transit reduction was assumed for the entire development based on proximity to transit routes.

#### EXISTING AND PLANNED ROADWAYS

**South Congress Avenue** The 2025 Austin Metropolitan Area Transportation Plan (AMATP) identifies South Congress Avenue as an existing four-lane divided arterial roadway (MAD-4). It provides north/southbound movements west of the site. The roadway serves route no. 47 of the 2009 Bicycle Plan Update with an existing Bike Lane. Capital Metro serves the roadway with bus routes 1L, 1M, 101, and MetroRapid route 801.

**Willow Springs Road:** Willow Springs Road is an existing two-lane local roadway that provides north/southbound movements east of the site. No bicycle or bus routes are identified along the roadway.

**St. Elmo Road (West and East):** St. Elmo Road is an existing two-lane collector roadway that provides east/westbound movements south of the site. The roadway is discontinuous at South Congress Avenue. West St. Elmo Road terminates at South Congress Avenue as a T-intersection. A private driveway creates a west leg at the four-legged intersection of South Congress Avenue and East St. Elmo Road. West St. Elmo Road serves route no. 47 of the 2009 Bicycle Plan Update with an existing Wide Curb. East St. Elmo Road serves route no. 47 of the 2009 Bicycle Plan Update with an existing Shared Lane and recommended Bike Lane.



CS/12

**Industrial Boulevard:** Industrial Boulevard is an existing two-lane local roadway that provides east/westbound movements north of the site. The roadway serves route no. 374 of the 2009 Bicycle Plan Update with an existing Wide Curb and recommended Bike Lane.

### INTERSECTION LEVEL OF SERVICE (LOS)

The TIA analyzed two (2) signalized roadway intersection, three (3) unsignalized intersections, and three (3) site driveways. The results are summarized in the table below:

INTERSECTION LEVEL OF SERVICE						
Intersection	2014 Existing		2017 Forecasted		2017 Site+ Forecasted	
	AM	PM	AM	PM	AM	PM
S. Congress Ave./E. St Elmo Rd.	A	A	A	A	B	A
S. Congress Ave./W. St Elmo Rd.	A	B	A	B	A	B
S. Congress Ave./Industrial Blvd.	C	C	C	C	D	D
Willow Springs Rd./Industrial Blvd.	A	A	A	A	B	B
Willow Springs Rd./E. St Elmo Rd.	B	B	B	B	B	B
S. Congress Ave./Driveway A					D	E
Industrial Blvd./Driveway B					B	B
Willow Springs Rd./Driveway C					A	A

### RECOMMENDATIONS

1. Fiscal surety was previously posted with SP-2007-0351C (South Urban Lofts) for improvements at the intersection of South Congress and W. St. Elmo Road. A 4<sup>th</sup> leg will be added to the signal and the signal timing modified to accommodate the South Urban Lofts driveway
2. Prior to approval and release of any site plans, the driveway at S. Congress Avenue and Driveway A must be designed with a 36' cross-section to provide one inbound and two outbound lanes.
3. Prior to approval and release of any site plans, the driveway at Industrial Boulevard and Driveway B must be designed with a 30' cross-section to provide one inbound and one outbound lanes.

- C5/B
4. Prior to approval and release of any site plans, the driveway at Willow Springs Road and Driveway C must be designed with a 30' cross-section to provide one inbound and one outbound lanes.
  5. Development of this property should be limited to uses and intensities which will not exceed or vary from the projected traffic conditions assumed in the TIA, including peak hour trip generations, traffic distribution, roadway conditions, and other traffic related characteristics.
  6. At least three (3) copies of the final TIA incorporating all corrections and revisions must be submitted prior to 3<sup>rd</sup> reading of the zoning at City Council.

If you have any questions or require additional information, please contact me at 974-6420.



Caleb Gutshall  
Senior Planner  
Transportation Review Section/Land Use Review Division  
Planning and Development Review Department

# EDUCATIONAL IMPACT STATEMENT

Prepared for the City of Austin

Austin Independent  
School District



PROJECT NAME: St. Elmo's Market and Lofts

ADDRESS/LOCATION: 4323 S. Congress Ave; 113 Industrial Blvd; 4300 Block of Willow Springs Rd

CASE #: C14-2014-0034

☐ NEW SINGLE FAMILY

☐ DEMOLITION OF MULTIFAMILY

☒ NEW MULTIFAMILY

☐ TAX CREDIT

# SF UNITS: \_\_\_\_\_

STUDENTS PER UNIT ASSUMPTION: \_\_\_\_\_

# MF UNITS: 450 total: 292 (1 bedroom); 158 (2 bedroom)

STUDENTS PER UNIT ASSUMPTION: 0.15

## IMPACT ON SCHOOLS

At a rate of 0.15 students per multi-family unit, the proposed development is projected to add approximately 68 AISD students over all grade levels to the projected student population. It is estimated that of the 68 students, 34 will be assigned to Galindo Elementary School, 15 to Bedichek Middle School and 19 to Travis High School. These additional students would increase the projected percentage of permanent capacity to 112% at Galindo Elementary School. Although the additional students would increase the population for the Bedichek Middle School and Travis High School attendance areas, the 5-year student population is projected to decrease resulting in a projected percent of permanent capacity at 110% and 98% respectively.

The existing permanent capacity at all three schools will be able to accommodate the additional student population.

## TRANSPORTATION IMPACT

Students within the proposed development would qualify for transportation to Bedichek Middle School and Crockett High School. Although Galindo Elementary is located within 2 miles of the proposed development, students would qualify for transportation due to the location of the school across Highway 71, creeks in the area, and the lack of sidewalks.

## SAFETY IMPACT

Students from the proposed development attending Galindo Elementary must cross a Highway 71; therefore the walking route would be identified as a hazardous condition.

Date Prepared: June 3, 2014

Director's Signature: Paul Turner



# EDUCATIONAL IMPACT STATEMENT

Prepared for the City of Austin

Austin Independent  
School District



## DATA ANALYSIS WORKSHEET

**ELEMENTARY SCHOOL:** Galindo

**RATING:** Met Standard

**ADDRESS:** 3800 S. 2<sup>nd</sup> Street

**PERMANENT CAPACITY:** 711

**% QUALIFIED FOR FREE/REDUCED LUNCH:** 93%

**MOBILITY RATE:** 0.6%

ELEMENTARY SCHOOL STUDENTS	Current Population	5- Year Projected Population (without proposed development)	5-Year Projected Population (with proposed development)
Number	648	759	793
% of Permanent Capacity	91%	107%	112%

**MIDDLE SCHOOL:** Bedichek

**RATING:** Met Standard

**ADDRESS:** 6800 Bill Hughes Road

**PERMANENT CAPACITY:** 941

**% QUALIFIED FOR FREE/REDUCED LUNCH:** 88%

**MOBILITY RATE:** -13.6%

MIDDLE SCHOOL STUDENTS	Current Population	5- Year Projected Population (without proposed development)	5-Year Projected Population (w/ proposed development)
Number	1,183	1,018	1,033
% of Permanent Capacity	126%	108%	110%

Note: Although the development is proposed to add 15 new middle school students, which is an increase in population, the 5-year projected population for the attendance area is expected to decrease.

**HIGH SCHOOL:** Travis

**RATING:** Improvement Required

**ADDRESS:** 1211 E. Oltorf Street

**PERMANENT CAPACITY:** 1,862

**% QUALIFIED FOR FREE/REDUCED LUNCH:** 91%

**MOBILITY RATE:** -22.3%

HIGH SCHOOL STUDENTS	Current Population	5- Year Projected Population (without proposed development)	5-Year Projected Population (w/ proposed development)
Number	1,989	1,806	1,825
% of Permanent Capacity	107%	97%	98%

Note: Although the development is proposed to add 19 new high school students, which is an increase in population, the 5-year projected population for the attendance area is expected to decrease.





CS/1X

**STAFF RECOMMENDATION**

The Staff's recommendation is to deny the Applicant's request for limited industrial service – planned development area – neighborhood plan (LI-PDA-NP) combining district zoning.

If the Applicant's request for LI-PDA-NP district zoning is granted, then it is recommended that a Restrictive Covenant which includes all recommendations listed in the Traffic Impact Analysis memorandum, dated August 6, 2014, as provided in Attachment A, accompany the zoning change.

**BASIS FOR RECOMMENDATION**

1. *The proposed zoning should be consistent with the purpose statement of the district sought.*

The LI district designation is for a commercial service use or limited manufacturing use generally located on a medium or large sized site. The PDA combining district designation provides for industrial and commercial uses in certain commercial and industrial base districts. The NP, neighborhood plan district denotes a tract located within the boundaries of an adopted Neighborhood Plan.

2. *Zoning changes should promote compatibility with adjacent and nearby uses and should not result in detrimental impacts to the neighborhood character.*
3. *Zoning changes should promote an orderly relationship among land uses.*

Staff has concerns that introducing multi-family residential at this location would be incompatible with intensive commercial and industrial uses operating in the surrounding area. (The retail uses and food sales uses envisioned by the Applicant are allowed by the current zonings on the property.) Although South Congress Avenue has a mix of commercial and residential uses, and the rezoning area has driveway access to this street, the majority of the rezoning area is interior to this corridor. Staff observations from visits to the area generally bounded by Industrial Boulevard, Willow Springs, East St. Elmo Road and Terry-O Lane are that the commercial and industrial uses are actively used, sometimes noisy, with frequent truck traffic and without sidewalks. In this regard, except for an adjacent property to the south that fronts on St. Elmo and is zoned CS-CO-NP, the zoning is exclusively LI with any Conditional Overlays limiting development to 2,000 trips, and for a couple of properties, the requirement for on-site detention. That is, all uses in the LI district are permitted on the adjacent and nearby properties.

Another Staff concern is that this is one of several areas of the City that has a long-established intensive commercial and industrial character, and specifically has convenient access to IH 35 and U.S. Highway 290/State Highway 71. LI-PDA and MI-PDA zonings that include multi-family residential have been approved for larger-sized properties that have been able to physically separate residential uses and vehicular access from heavy commercial and industrial uses (Colorado Crossing, the Domain).



C6/18

In summary, the Staff does not recommend the applicant's request for the following reasons: 1) the property is adjacent to existing heavy commercial and industrial uses and zoning (sharing common north, east and south property lines); 2) new residential development adjacent and in close proximity to industrial uses, operations and corresponding truck traffic creates a land use compatibility and does not promote an orderly relationship among land uses or the public health, safety and welfare; and 3) it would set an undesirable precedent for other properties in the neighborhood or within other areas of the City.

## EXISTING CONDITIONS

### Site Characteristics

The site contains a number of industrial warehouses and buildings, and there appear to be no significant topographical constraints on the site.

### Impervious Cover

Within East Bouldin watershed, the maximum impervious cover allowed by the LI zoning district would be 80%, which is based on the zoning regulations. Within the Williamson Creek watershed, the maximum impervious cover allowed by the LI zoning district would be 80%, which is a consistent figure between the watershed and the zoning regulations.

### Environmental

The site is not located over the Edwards Aquifer Recharge Zone. The site is located on the boundary between the Williamson Creek Watershed (classified as a Suburban Watershed) and the East Bouldin Creek Watershed (classified as an Urban Watershed). The site is in the Desired Development Zone.

Under current watershed regulations, portions of the development or redevelopment located in the Suburban Watershed will be subject to the following impervious cover limits:

<i>Development Classification</i>	<i>% of Gross Site Area</i>	<i>% of Gross Site Area with Transfers</i>
Single-Family (minimum lot size 5750 sq. ft.)	50%	60%
Other Single-Family or Duplex	55%	60%
Multifamily	60%	70%
Commercial	80%	90%

Zoning district impervious cover limits apply for portions of the development located in the Urban Watershed classification.

According to floodplain maps there is no floodplain within or adjacent to the project location.

C5/9

Standard landscaping and tree protection will be required in accordance with LDC 25-2 and 25-8 for all development and/or redevelopment.

Trees will likely be impacted with a proposed development associated with this rezoning case. Please be aware that an approved rezoning status does not eliminate a proposed development's requirements to meet the intent of the tree ordinances. If further explanation or specificity is needed, please contact the City Arborist at 512-974-1876. At this time, site specific information is unavailable regarding other vegetation, areas of steep slope, or other environmental features such as bluffs, springs, canyon rimrock, caves, sinkholes, and wetlands.

Under current watershed regulations, development or redevelopment requires water quality control with increased capture volume and control of the 2-year storm on site for portions of the development located in the Suburban Watershed.

Portions of the development located in the Urban Watershed are required to provide on-site water quality controls (or payment in lieu of) for all development and/or redevelopment when 8,000 s.f. cumulative is exceeded, and on site control for the two-year storm.

#### **Transportation**

A traffic impact analysis is required and has been received. Additional right-of-way, participation in roadway improvements, or limitations on development intensity may be recommended based on review of the TIA [LDC, Sec. 25-6-142]. Comments are provided in Attachment A.

#### **Water and Wastewater**

FYI: The landowner intends to serve the site with City of Austin water and wastewater utilities. The landowner, at own expense, will be responsible for providing any water and wastewater utility improvements, offsite main extensions, utility relocations and or abandonments required by the proposed land use. Depending on the development plans submitted, water and or wastewater service extension requests may be required. Water and wastewater utility plans must be reviewed and approved by the Austin Water Utility for compliance with City criteria and suitability for operation and maintenance. All water and wastewater construction must be inspected by the City of Austin. The landowner must pay the City inspection fee with the utility construction. The landowner must pay the tap and impact fee once the landowner makes an application for a City of Austin water and wastewater utility tap permit.

#### **Site Plan and Compatibility Standards**

No site plan comments at this time. Comments will be provided upon submittal of an application for site development permit.

# Alice Glasco Consulting

CB/20

5117 Valburn Court, Suite A  
Austin, TX 78731  
aliceglasco@mindspring.com  
512-231-8110 • 512-857-0187 Fax

February 25, 2014

Greg Guernsey, Director  
Planning and Development Review Department  
505 Barton Spring Road, Suite 500  
Austin, Texas 78704

RE: 4323 S. Congress Ave. & 113 Industrial Blvd.

Dear Greg:

I represent GFD Holdings, LLC, the potential buyer of the above referenced property in two cases – rezoning, and a plan amendment (FLUM change to the South Congress Combined Neighborhood Plan). The rezoning request is from LI-NP to LI-PDA-NP, while the plan amendment is to change the Future Land Use Map (FLUM) from Industry to Mixed Use.

## **Background:**

The subject site is currently developed with the following uses:

- Current businesses: Office Furniture dealer, Building Materials dealer, Household Appliances Retailer, Custom Furniture manufacturer, Parts Rentals supplier, Hotel Laundry(135,000 square feet).
- Future Use: shopping center of approximately 45,000 square feet and 450-650 apartments.

## **Justification Rezoning/Plan Amendment**

The property is currently zoned LI-NP. The proposed rezoning is LI-PDA-NP, which is intended to allow commercial and residential uses.

1. As part of the South Congress Combined Neighborhood Planning process, the properties to the north of the subject site, south of Ben White Blvd. and along the south IH-35 frontage Road, were zoned LI-PDA-NP to allow for mixed use.

The proposed rezoning of LI-PDA-NP, would allow a mixed use development with the same site development regulations and uses as those specified in



Greg Guernsey, Director  
Planning and Development Review Department  
RE: 4323 S. Congress Ave. & 113 Industrial Blvd.

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Ordinance no. 20050818-Z004, Part 8. Additionally, the proposed mixed use development would be consistent with Goal Two of the South Congress Combined Neighborhood Plan, which reads as follows:

**“South Congress Avenue should become a more vibrant, accessible mixed-use corridor and a destination for nearby residents and the citizens of Austin.”**

The proposed PDA standards for the subject property would be as follows:

- a. Development of the PDA property shall comply with Section 25-2-648 (Planned Development Area Performance Standards) of the City Code.
- b. Except as provided in sections c and d below, all permitted and conditional uses under LI, Limited Industrial Services, zoning are permitted and conditional uses for the subject property.
- c. The following uses are additional permitted uses:
  - Bed and breakfast residential (Group 1)
  - Bed and Breakfast residential (Group 2)
  - Condominium residential
  - Group residential
  - Multifamily residential
  - Townhouse residential
  - Family home
  - Guidance services
  - Hospital services (limited)
  - Private primary educational facilities
  - Private secondary educational facilities
  - Public primary educational facilities
  - Public secondary educational facilities
- d. The following uses are conditional uses:
  - Cocktail lounge
  - Hospital services (general)

Greg Guernsey, Director  
Planning and Development Review Department  
RE: 4323 S. Congress Ave. & 113 Industrial Blvd.

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e. The following uses are prohibited uses:

- Monument retail sales
- Scrap and salvage
- Basic Industry
- Light manufacturing
- Recycling center
- Resource extraction

f. The following site development standards apply to the PDA property:

- The maximum height is 85 feet
- The minimum front yard setback is 25 feet.
- The minimum street side yard setback is 25 feet.
- The minimum interior side yard setback is 0 feet.
- The minimum rear yard setback is 15 feet.
- The maximum building coverage is 85%
- The maximum impervious cover is 85%
- The maximum floor-to-area ratio does not apply.

2. **Justification for Plan Amendment:** the request to change the FLUM from industry to mixed use is consistent with Goal number two of the adopted South Congress Combined Neighborhood Plan, which calls for vibrant, accessible, mixed use development projects similar to what is proposed.

To assist in the review of the proposed rezoning and plan amendment, ordinance number 20050818-Z004 is attached for your information. Please let me know if you have any questions or need additional information.

Sincerely,



Alice Glasco, President  
AG Consulting

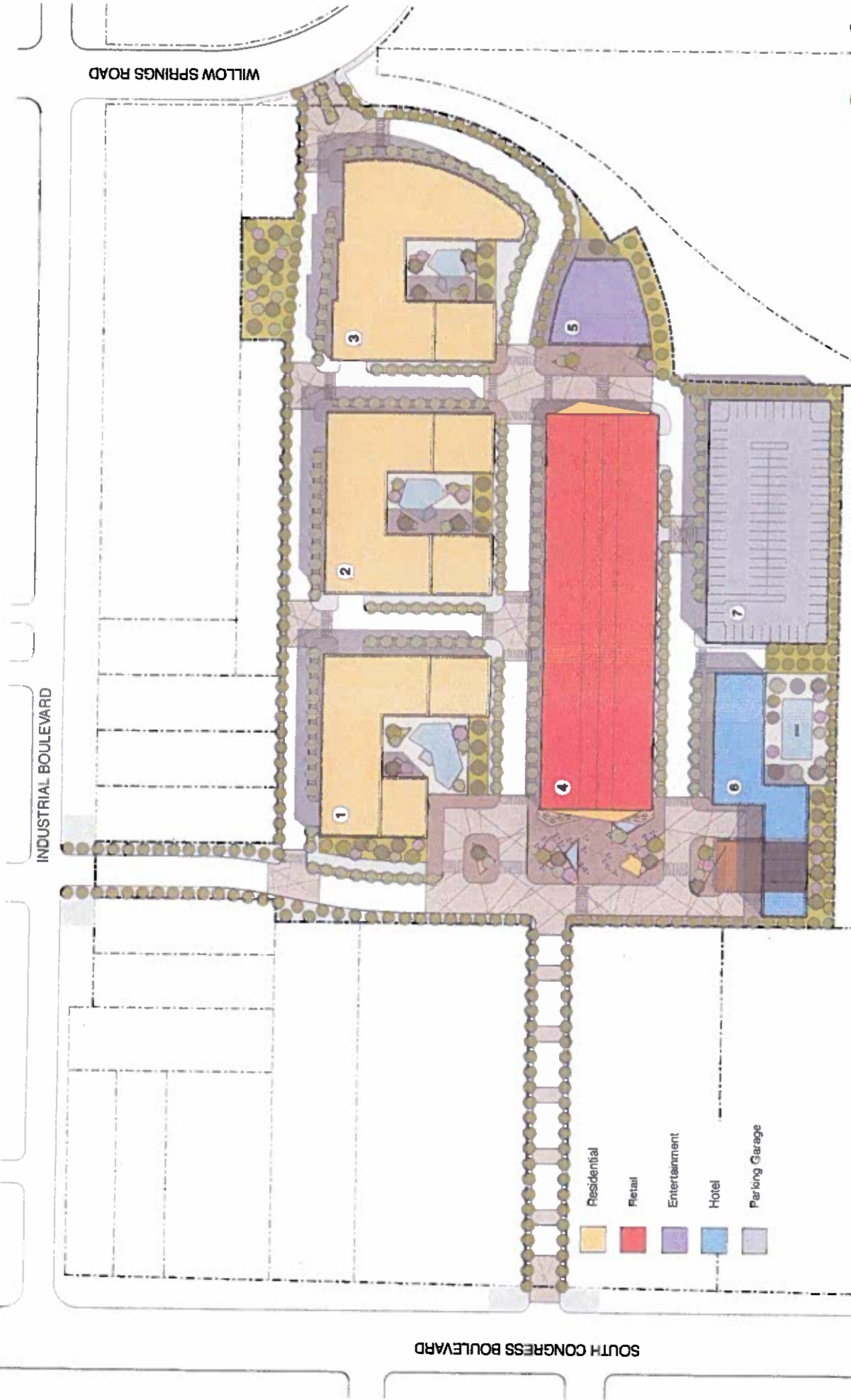
Cc: Brandon Bolin, GFD  
Justin Bailey, MJM Group  
Maureen Meredith, Neighborhood Planner  
Lee Heckman, Zoning Planner

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Conceptual Site Plan

SOCO @ ST ELMO







SOCO @ ST ELMO

Existing Context



CS/24





SOCO @ ST ELMO



15/25

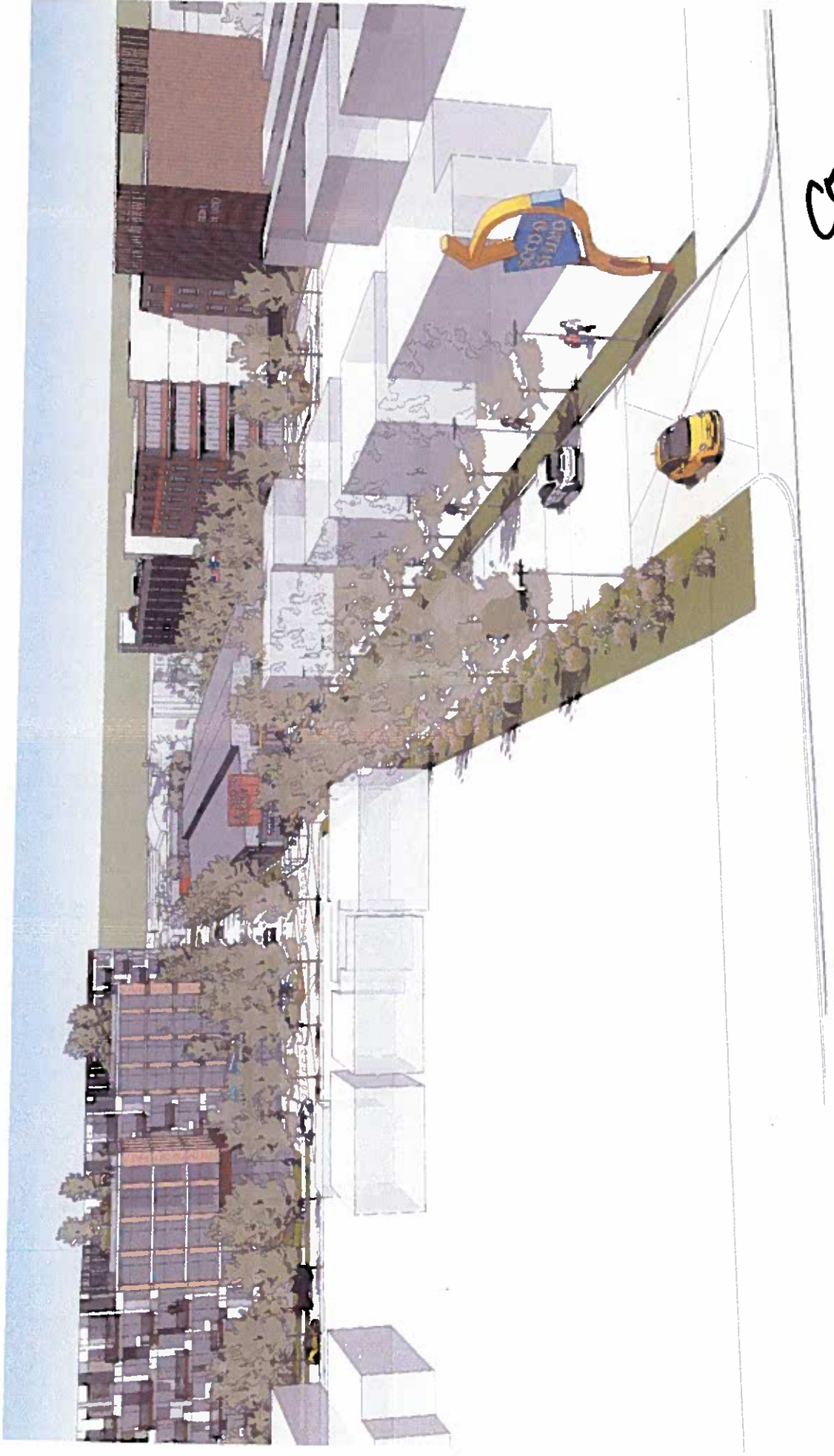




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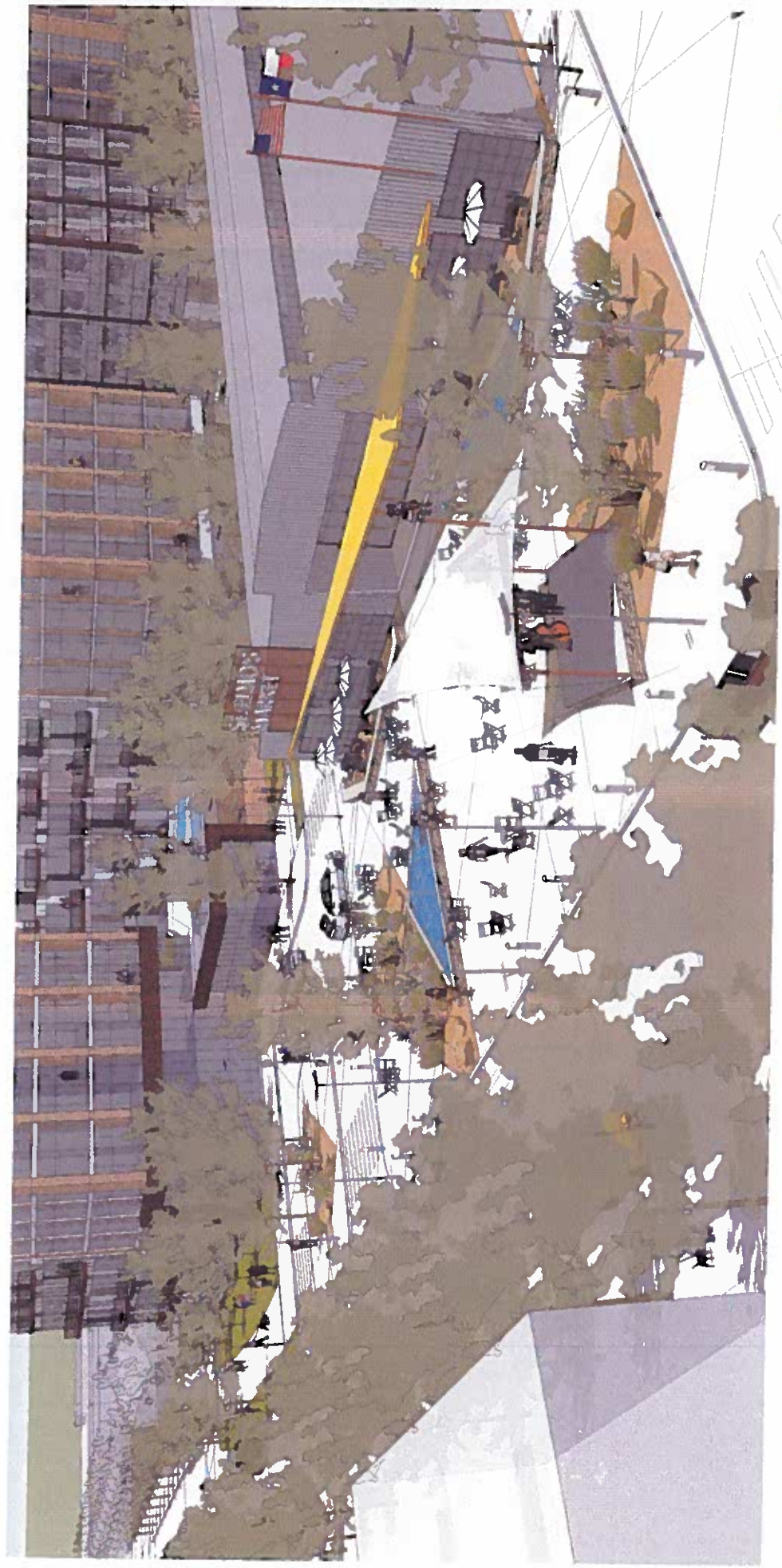
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2/5/20



**SOCO @ ST ELMO**





## **Rhoades, Wendy**

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**From:** Greg Steinberg [REDACTED]  
**Sent:** Friday, August 01, 2014 12:49 PM  
**To:** Rhoades, Wendy; Meredith, Maureen  
**Cc:** Alix Horton; Adam Kennedy; [alice@agconsultingcompany.com](mailto:alice@agconsultingcompany.com)  
**Subject:** Case # C14-2014-0034 / NPA-2014.0020.01

6/29

Ms. Rhoades / Ms. Meredith...and anybody else who may eventually receive this email,

I received information indicating that City of Austin plans to deny the proposed redevelopment of the industrial site near St. Elmo.

I own a home adjacent to the site and believe it would be beneficial to me as well as the other residents in the neighborhood and the City to allow the redevelopment of the site for the following reasons:

1) The area is currently underutilized.

-Many of the tracts along Congress, part of and adjacent to the proposed redevelopment, are either empty or populated by car lots and/or car graveyards. I would assume that development of empty lots and better use of the lots on which the car graveyard(s) exist would be in the best interest of everybody.

-Much of the proposed redevelopment land within the industrial site appears to be parking for tractor trailers or overflow parking for the car dealerships. That would be a loss to somebody of course, but not to the local residents.

2) The development that currently exists in the industrial site is haphazard.

-I surmise that much of what currently exists in the industrial site was built at a time with very little City oversight. The infrastructure in the site in the form of drainage systems and roads is more consistent with an undeveloped rural area than that of a developed City.

-I and many of my neighbors currently suffer from the aforementioned inadequate infrastructure during times of heavy rains and heavy traffic. The heavy rains result in runoff into our neighborhood due to unmitigated runoff from the industrial site. Redevelopment of some of these areas will address some of these runoff issues. Traffic to be discuss below.

To my knowledge the concerns that have led the City and/or Residents to oppose the redevelopment are:

1) The proposed redevelopment is not in alignment with City redevelopment plans (City and Resident Concerns)

-I believe it was proposed that the area remain an Industrial area by many of the residents that had time to take part in the City's future planning. Unfortunately I, and I would surmise many in the currently-low-income neighborhood nearby, were not able to take part in those activities due to the unfortunate need to make a living by means other than day trading. So while the residents who had the time to opine on the future of the area around our neighborhood might like for it to remain an Industrial site, there remains some of us more closely involved that might disagree.

-I agree with providing for Industrial area and many of the businesses in the Industrial site seem to be viable long-term businesses; however, the viable long-term business are currently located outside the proposed redevelopment area, and as such, would not be impacted by the redevelopment. I walk or drive through the area frequently so I have a pretty good idea of what is happening in the area during a typical business day.

2) Traffic (City and Resident Concerns)

C5130

-Not sure traffic could really get worse as many commuters from downtown cut through the neighborhood to get from Congress to 35. To the contrary, I would think that steps could be taken to encourage flow from Congress to 35 through the industrial site...much more preferable to me and not sure how anybody in the same neighborhood could oppose.

-In regards to an actual increase in the traffic in the area due to redevelopment: the increased amenities in the area may actually lessen the number of car trips by persons such as myself who often head north of Ben White to get to many of the things that the redevelopment plans include. I'm hardpressed to see the more well-served residents leaving areas in other parts of the City to visit the redevelopment area, save for maybe the rare event, and as such, the redevelopment is likely to mostly service those of us who live nearby. As much as I would like to see it happen, I can't imagine the area will be as popular as SoCo or East Austin areas - see the development just to the north of Ben White for an example...just not a popular area for anybody that doesn't already live nearby.

-Traffic in most areas of Austin sucks, not sure why we would be attempting a miraculous change in this part of town.

### 3) Increased Property Values (Resident Concerns)

-For better or worse, property values are going up. I bought in the area because at the time it was somewhat undesirable and thus affordable with low taxes, but alas, as with the rest of Austin, those days are going to pass and property values will rise. Those of us who saw increased property values and taxes the area of town near the industrial site saw those increases without any redevelopment of the area because we are now in an area that has become more desirable due to limited supply. This is an unfortunate situation in any city that is a desirable place to live, and trying to avoid tax increases by limiting redevelopment doesn't really make sense to me but I am open to hearing the argument for such. The bigger issue is that the City needs to act help all fixed-income elderly residents in all areas of the city to obtain relief from excess taxes - that is a City issue, not a neighborhood issue....sorry to end on a soapbox.

Best Regards,  
Greg Steinberg  
300 Sheraton Ave, 78745

*DJ-X, INC.*

CB/31

August 4, 2014

To Whom It May Concern:

It is with great pleasure that I write this letter of recommendation for the proposed 113 Industrial Blvd. St. Elmo Lofts Market project.

I am a business owner at 4714 S. Congress Ave., and am in full support redevelopment of the S. Congress Ave. area.

You may contact me directly at 512.422.7300, if you would like verbal confirmation.


Sincerely,



Curtis W. Sutherland, CEO

**Rhoades, Wendy**

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**From:** Alice Glasco <>  
**Sent:** Wednesday, August 06, 2014 10:02 AM  
**To:** Rhoades, Wendy; Meredith, Maureen  
**Cc:** Fayez Kazi; Brandon Bolin GFD (bbolin@groundfloordev.com); Catherine Bacon  
**Subject:** RE: Postponement Request - C14-2014-0034 and NPA-2014-0020.01 - St. Elmo's Market & Lofts

CS/32

Wendy and Maureen,

The South Congress Combined Neighborhood Contact Team hosted a meeting last night regarding our two cases - C14-2014-0034 and NPA-2014-0020.01. Since there were a lot of questions raised at the meeting, on behalf of the applicant, I would like to request a postponement of the two cases from the August 12<sup>th</sup> Planning Commission hearing to Tuesday, September 23<sup>rd</sup>, and also postpone the city council hearing date of September 25<sup>th</sup> to October 2<sup>nd</sup>. The postponements will give all parties additional time to work on the project. Please let me know if you have any questions or need additional information.

Thank you for your assistance!

Alice Glasco, President  
Alice Glasco Consulting  
512-231-8110 W  
512-626-4461 C  
Email: [alice@agconsultingcompany.com](mailto:alice@agconsultingcompany.com)