

## **ZONING CHANGE REVIEW SHEET**

CASE: C814-2020-0132 – Central Health PUD

DISTRICT: 1

ZONING FROM: P

TO: PUD

ADDRESS: 601 East 15<sup>th</sup> Street

SITE AREA: 14.343 acres

PROPERTY OWNER: Travis County Healthcare District dba Central Health  
(Mike Geeslin, President and CEO)

AGENT AND CASE MANAGER: City of Austin – Housing and Planning Department  
Jerry Rusthoven, 512-974-3207, [jerry.rusthoven@austintexas.gov](mailto:jerry.rusthoven@austintexas.gov)

STAFF RECOMMENDATION:

**The Staff recommendation is to grant planned unit development (PUD) district zoning, with the waivers of certain threshold requirements, and established site development standards, land uses, and Code modifications as outlined on pages 2 – 4.**

ENVIRONMENTAL COMMISSION RECOMMENDATION:

**May 5, 2021:**

PLANNING COMMISSION ACTION:

**April 27, 2021:**

**May 11, 2021:**

CITY COUNCIL ACTION:

**May 20, 2021:**

ORDINANCE NUMBER:

ISSUES:

On December 11, 2014, Council adopted a Resolution directing Staff to create an innovation zone and initiated a Code amendment to establish land use regulations and land uses for the Travis County Healthcare District dba Central Health (formerly known as the Brackenridge Hospital campus). The purpose of the Code amendment was to: 1) establish land use regulations for the innovation district that considers higher density via the maximum floor-to-area (FAR) requirement and no maximum building height limitation, 2) negotiate interlocal agreements as necessary to implement the Code amendment and support dense development on the property, and 3) work with Central Health to establish a set of land uses for the Property. *Please refer to Exhibit B.*

On November 20, 2019, a code amendment was initiated and reviewed by the Codes and Ordinances Joint Committee (C20-2014-0130 – Central Health). On December 10, 2019, the Planning Commission recommended the code amendment with an additional condition that 100 residential units be affordable if multifamily residences are built on the property. The code amendment was scheduled for Council review in 2020, but withdrawn from the September 17, 2020 agenda. Planned unit development (PUD) zoning was determined to be the best way to accomplish the intent of the Code amendment and directed by Council Resolution No. 20201001-062. ***Please refer to Exhibit C.*** An application for PUD zoning was filed on November 12, 2020.

#### CASE MANAGER COMMENTS:

The proposed Central Health PUD is located at the southeast corner of the southbound IH 35 frontage road and East 15<sup>th</sup> Street, and extends to the terminus of Sabine Street to the south and Red River Street to the west. The property is zoned P, public, and contains a hospital (general), a clinical education center and associated parking facilities. For context, the Frank Erwin Special Events Center and the Dell Seton Medical Center at the University of Texas at Austin are located across 15<sup>th</sup> Street to the north (P; CS; MF-4); office buildings and a bank front both sides of East 12<sup>th</sup> Street to the south (CBD; CS-1; CS; GO; LR); and Waterloo Park is across Red River Street to the west (P). ***Please refer to Exhibits A and A-1.***

The purpose of the PUD is to establish a consistent set of land use and site development regulations for this site to enable Central Health and the public to rely on adopted development standards for this tract. The goal is to provide cost-effective, high quality, walkable, dense development on the site to further Central Health's mission of providing healthcare to residents of Austin and Travis County.

As established in the 2014 Council Resolution that initiated the Code amendment, an innovation zone was described as “a place...that sets the stage for the incubation and development of businesses that help translate scientific discoveries into new products that keep people healthy...while spinning off jobs and startup companies that will supercharge the City's economy.” For the northeast quadrant of downtown, the innovation zone is envisioned to be anchored by the University of Texas campus, the Dell Seton Medical Center at the University of Texas and Central Health. Therefore, Central Health's downtown campus is a major landowner located at two prominent intersections within the innovation zone. The goal of the innovation zone is to enhance cross-industry collaboration and create a setting that is integrated with Waterloo Park, the Red River Cultural District and the State Capitol, all located within close proximity.

#### ***Waiver of Certain PUD Threshold Requirements***

The Applicant requests a *waiver* of the following PUD threshold requirements:

- Chapter 25-2, Subchapter B, Article 2, Division 5, Subpart B, Section 2.3.1.C (*Minimum Requirements*): (A PUD must provide a total amount of open space that equals or exceeds 10 percent of the residential tracts, 15 percent of the industrial tracts, and 20 percent of the nonresidential tracts within the PUD.)

- Chapter 25-2, Subchapter B, Article 2, Division 5, Subpart B, Section Chapter 25-2, Subchapter B, Article 2, Division 5, Subpart B, Section 2.3.1.H (*Minimum Requirements*): (A PUD must exceed the minimum landscaping requirements of the City Code.)
- Chapter 25-2, Subchapter B, Article 2, Division 5, Subpart B, Section 2.3.2.A (*Additional Requirements*): (A PUD must comply with Chapter 25-2, Subchapter E (*Design Standards and Mixed Use*.)
- Chapter 25-2, Subchapter B, Article 2, Division 5, Subpart B, Section 2.3.2.B (*Additional Requirements*): (A PUD inside the urban roadway boundary must comply with the sidewalk standards in Section 2.2.2 of Subchapter E.)
- Chapter 25-2, Subchapter B, Article 2, Division 5, Subpart B, Section 2.3.2.D (*Additional Requirements*): (A PUD must contain pedestrian-oriented uses as defined in Section 25-2-691(C) (*Waterfront Overlay District Uses*) on the first floor of a multi-story commercial or mixed use building.)
- Chapter 25-2, Subchapter B, Article 2, Division 5, Subpart B, Section 2.5.1 (*Limitation on Development*): (The maximum height, maximum floor area ratio, and maximum building coverage in a PUD may not exceed the baseline established under Section 1.3.3 (*Baseline for Determining Development Bonuses*)).

### ***Proposed Site Development Regulations***

The proposed site development regulations for the PUD are similar to that for central business district (CBD) zoning:

- There will be no minimums for lot size, lot width, height, and setbacks,
- There will be no maximum building coverage or impervious cover.
- The maximum front yard and street yard setbacks will be each 10 feet.
- The maximum floor-to-area (FAR) for CBD zoning is 8:1 and the proposed FAR for the PUD is 25:1, unless the property participates in 25-2-586 (*Downtown Density Bonus Program*) in which case there is no maximum FAR.
- All buildings in the Central Health PUD shall achieve a two-star or greater rating under the Austin Energy Green Building program using the applicable rating version in effect at the time a rating registration application is submitted for the building.

### ***Proposed Land Uses***

The PUD would allow for a broad range of residential, commercial, industrial, civic and agricultural land uses.

The following uses would be *permitted*:

- All residential uses are permitted
- All commercial uses permitted in CBD zoning and P, Public zoning, and two *additional permitted uses*: automotive rentals and automotive sales (indoor only)

The following uses would be *prohibited*:

adult-oriented businesses      bail bond services      carriage stable      pawn shop services

These uses would be *conditional*:

automotive repair services      automotive sales (outdoor)

automotive washing (of any type)  
 limited warehousing and distribution  
 outdoor entertainment

light manufacturing  
 maintenance and service facilities  
 service station                      transportation terminal

### ***Code Modifications***

The following Code modifications are requested:

- LDC 25-1-21(105) (*Definitions*) – Modification: A site within the Central Health PUD may cross a public street or right-of-way.
- LDC 25-2-243 (*Proposed District Boundaries*) – Modification: Site boundaries within the Property may be non-contiguous.
- LDC 25-2-586(B)(3) (*Downtown Density Bonus Program Maps and Table*) – Removal: does not apply to the Property.
- LDC 25-2-586(C)(1)(b) (*Program Requirements*) – Removal: does not apply to the Property.
- LDC 25-2, Article 10 (*Compatibility Standards*) – Removal: does not apply to the Property.
- LDC 25-2 – Removal: The minimum site area and open space requirements do not apply to a multifamily residential use or a condominium residential use.

### **BASIS OF STAFF RECOMMENDATION:**

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

Per the Land Development Code, PUD district zoning was established to implement goals of preserving the natural environment, encouraging high quality, sustainable development and innovative design, and ensuring adequate public facilities and services. The City Council intends PUD district zoning to produce development that achieves these goals to a greater degree than and thus is superior to development which could occur under conventional zoning and subdivision regulations. The PUD provides a canvas for the design of a large scale project, with the end goal to allow flexibility, and also inform and communicate the possibilities for development. Additional effort is required by all parties to ensure that development standards are clear and municipal and citizen needs are addressed. The PUD ordinance and related exhibits are key because once approved, they provide the regulations under which the project will be built, which provides certainty for developers and their agents.

2. *The rezoning should be consistent with the policies and principles adopted by the City Council or Land Use Commission.*

The proposed PUD offers a development on the subject property that creates a distinct community and gateway to downtown Austin. The purpose of the PUD is to establish consistent land use and site development regulations for this site to enable Central Health provides a pedestrian-oriented development that promotes living, educational, and medical facilities and open space within a planned environment. The proposal will provide a greater

range of land uses and supporting services for the community, and result in a more compact development.

Relatedly, Central Health will take on the responsibility of designing and constructing the realignment of Red River Street between the southern boundary of 15<sup>th</sup> Street and the northern boundary of 12<sup>th</sup> Street, and will donate the right-of-way necessary for the realignment to the City, including donating the land for same. The dedication of the right-of-way for and the construction of this realigned Red River is codified in the Interlocal Agreement.

EXISTING ZONING AND LAND USES:

	ZONING	LAND USES
<i>Site</i>	P	Hospital services (general); Medical offices; Associated parking facilities
<i>North</i>	P; CS; MF-4	Dell Seton Medical center; Events center and parking areas
<i>South</i>	P; CBD; CS-1; CS; GO; LR; CBD	Treatment center; Offices; City park; Financial services
<i>East</i>	Not Applicable	IH 35 frontage road and main lanes
<i>West</i>	P	City park

NEIGHBORHOOD PLANNING AREA: Downtown Austin Plan (Waller Creek District)

**TRANSPORTATION IMPACT ANALYSIS:** Is not required

WATERSHED: Waller Creek – Urban

CAPITOL VIEW CORRIDORS (City): Northwest corner and near terminus of Sabine Street

SCENIC ROADWAY: No

SCHOOLS: Mathews Elementary School    O. Henry Middle School    Austin High School

### COMMUNITY REGISTRY LIST:

- 372 – Swede Hill Neighborhood Association  
402 – Downtown Austin Neighborhood Association (DANA)  
438 – Downtown Austin Alliance  
511 – Austin Neighborhoods Council  
623 – City of Austin Downtown Commission  
742 – Austin Independent School District  
960 – Lower Waller Creek  
966 – Organization of Central East Austin Neighborhoods  
1007 – Urban Renewal Board of the City of Austin  
1228 – Sierra Group, Austin Regional Group  
1258 – Del Valle Community Coalition  
1363 – SEL Texas  
1391 – Central Austin Community Development Corporation  
1393 – Waterloo Greenway  
1424 – Preservation Austin

1444 – East Austin Conservancy	1475 – Waller District Staff Liaison
1528 – Bike Austin	1530 – Friends of Austin Neighborhoods
1550 – Homeless Neighborhood Association	1595 – Neighbors United for Progress
1616 – Neighborhood Empowerment Foundation	1774 – Austin Lost and Found Pets
1802 – Central Texas Urbanists	

AREA CASE HISTORIES:

NUMBER	REQUEST	COMMISSION	CITY COUNCIL
C14-2019-0004 – Austin Symphony Orchestra Society Inc. – 1117 Red River St	CS-1 to CBD	To Grant	Apvd (4-11-2019).
C14-2017-0062 – Velocity – E 11th Street – 610 E 11 <sup>th</sup> St	CS; CS-1 to CBD	To Grant	Apvd (8-31-2017).
C14-2017-0061 – Velocity – E 12th Street – 705 E 12 <sup>th</sup> St	CS to CBD	To Grant	Apvd (8-31-2017).
C14-2013-0135 – UMCB – 1701 Red River St	From MF-4; GO; CS to P	To Grant	Apvd (12-12-2013).
C14-2012-0087 – Waterloo Park Tower – 1209 Red River St	From CS-1 to CBD	To Grant	Apvd (9-27-2012).
C14-2009-0029 – Former Ronald McDonald House – 403 E 15 <sup>th</sup> St (City-initiated)	MF-4 to P	To Grant	Apvd (5-14-2009).
C14H-86-028 – Jeremiah Hamilton House – 1105 Red River St	From CS-1 to CS-1-H	To Grant	Apvd (01-29-1987).

ATD Engineering Review:

The Austin Strategic Mobility Plan (ASMP), adopted April 11, 2019, identifies a need for 100' of right-of-way for Red River Street, 80' of right-of-way for Red River Street, and 80' of right-of-way for Sabine Street. ASMP also identifies sufficient right-of-way for 15<sup>th</sup> Street and IH 35 SVRD SB, which is deferred to TxDOT. Traffic Impact Analysis is not required for City-initiated zoning applications.

EXISTING STREET CHARACTERISTICS:

Name	Existing ROW	ASMP Required ROW	Pavement	ASMP Classification	Sidewalks	Bicycle Route	Capital Metro (within ¼ mile)
15 <sup>th</sup> Street	100 feet	100 feet	72 feet	Level 3	Yes	Yes	Yes
Red River Street	85 feet	100 feet	65 feet	Level 3	Yes	Yes	Yes
Red River Street	Future roadway (0 feet)	80 feet	Future roadway (0 feet)	Level 3	No yet built	Yes	Yes
Sabine Street	67 feet	80 feet	40 feet	Level 1	Yes	No	Yes
IH 35 Service Road Southbound	150 feet	Defer to TxDOT	32 feet	Level 4	Yes	No	Yes

## INDEX OF EXHIBITS TO FOLLOW

A and A-1: Zoning Map and Aerial Map

B: Adopted Council Resolution (2014)

C: Adopted Council Resolution (2020)







1" = 300'



SUBJECT TRACT



ZONING BOUNDARY



PENDING CASE



CREEK BUFFER

## Central Health PUD Exhibit A - 1

ZONING CASE#: C814-2020-0132  
 LOCATION: 601 E. 15th Street  
 SUBJECT AREA: 14.343 Total Acres  
 GRID: J22 & J23  
 MANAGER: Wendy Rhoades



This map has been produced by the Communications Technology Management Dept. on behalf of the Planning Development Review Dept. for the sole purpose of geographic reference. No warranty is made by the City of Austin regarding specific accuracy or completeness.



**RESOLUTION NO. 20141211-106**

**WHEREAS**, the citizens of the City have taken action to transform and enhance the City's economy by harnessing the power of a new medical school and teaching hospital to create an innovation zone in the Central Business District; and

**WHEREAS**, the purpose of the innovation zone is to create a place and framework for innovation that sets the stage for the incubation and development of businesses that help translate scientific discoveries into new products that keep people healthy – in Austin and around the world – while spinning off jobs and startup companies that will supercharge the City's economy; and

**WHEREAS**, the Travis County Healthcare District d/b/a Central Health is a major landowner within the innovation zone; and

**WHEREAS**, the property owned by Central Health as its downtown campus, including the site of Brackenridge Hospital, will be redeveloped over the next decade to bring revenue into the innovation zone; and

**WHEREAS**, the City has a significant interest in ensuring that development of Central Health's downtown campus and streets are consistent with the goals of

Exhibit B

the City's Imagine Austin Comprehensive Plan and Downtown Austin Plan, and comply with the newly-adopted Complete Streets Policy; and

**WHEREAS**, the addition of workforce housing and affordable housing within the innovation zone would enhance the development of the innovation zone; and

**WHEREAS**, the innovation zone would benefit from land use regulations in the zone that would encourage a higher density development that could include minimum floor-to-area ratios of 5.0:1 and no maximum building height limitation; and

**WHEREAS**, the City desires to explore the creation of an innovation zone, to initiate a City Code amendment to establish land use regulations for the innovation zone, and to work with Central Health to confirm the land uses permitted in Central Health's downtown campus; **NOW, THEREFORE**,

**BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF AUSTIN:**

The City Manager is directed to explore the creation of an innovation zone, generally located in the northeast quadrant of downtown.

**BE IT FURTHER RESOLVED:**

The City Council initiates a City Code amendment to establish land use regulations for the innovation zone that considers the higher density options of a minimum floor-to-area ratio of 5.0:1 and no maximum building height limitation.

**BE IT FURTHER RESOLVED:**

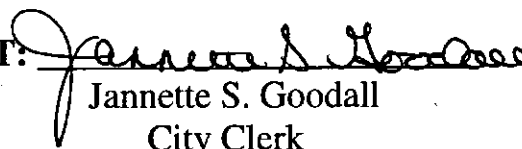
The City Manager is directed to negotiate interlocal agreements, as necessary.

**BE IT FURTHER RESOLVED:**

The City Manager is directed to work with Central Health to confirm land uses permitted on the Central Health downtown campus.

**ADOPTED:** December 11, 2014

**ATTEST:**

  
Jannette S. Goodall  
City Clerk

**RESOLUTION NO. 20201001-062**

**WHEREAS**, the City Council desires zoning at the University Medical Center at Brackenridge that best supports the City's health care, planning, and transportation goals; **NOW, THEREFORE,**

**BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF AUSTIN:**

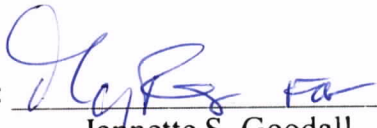
The City Council initiates the rezoning of the property generally located south of 15<sup>th</sup> Street, west of IH-35 Frontage Road, east of Red River Street, and north of 12<sup>th</sup> Street, not including the property located at 1215 Red River St and 606 E 12<sup>th</sup> St, from public (P) zoning district to planned unit development (PUD) zoning district.

The City Manager is directed to process the zoning application and take necessary steps in conversation with the property owner (Travis County Healthcare District dba Central Health) to ensure that the zoning regulations and the rezoning process:

- maximize health care options and availability for indigent and low-income people,
- provide consistency with the terms and intent of the interlocal agreement currently being negotiated between the City and Travis County Healthcare District dba Central Health related to the realignment of Red River Street between 12<sup>th</sup> Street and 15<sup>th</sup> Street, and
- ensure an efficient and expedited rezoning process to not cause unnecessary delay.

**ADOPTED:** October 1, 2020

**ATTEST:**

  
Jannette S. Goodall  
City Clerk