City of Austin and University of Texas Brackenridge Interlocal Agreement

City Council Work Session Briefing | November 17, 2026

Agenda

- Background
- Lions Lease Agreement
- 1989 Brackenridge Development Agreement (BDA)
- Proposed Amendments
- Schedule
- Discussion



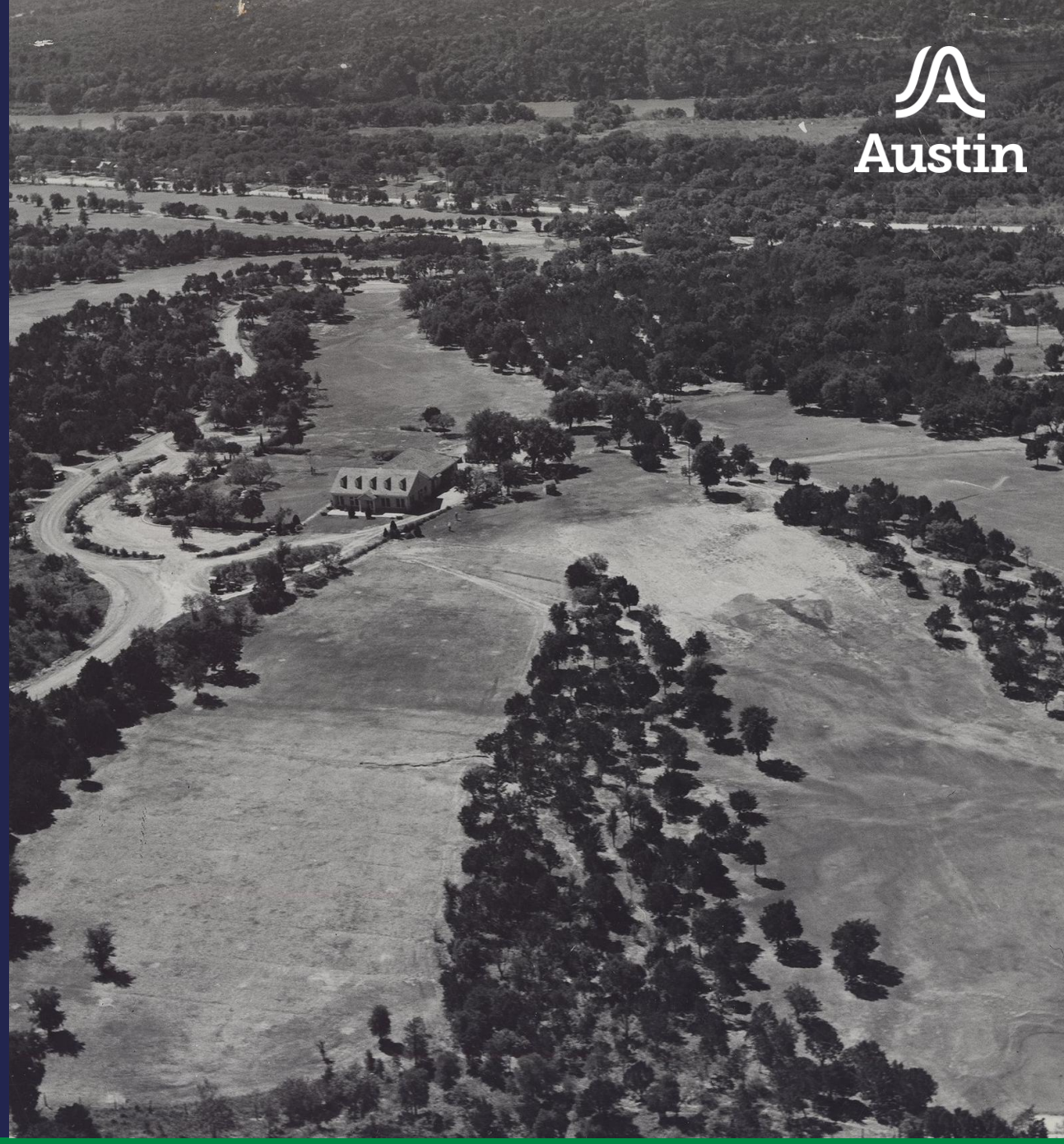
Benefits of the Proposed Agreement

- This opportunity has come to us today because of decades of work by the Austinites who love Muny, the generosity of a donor, and the commitment of UT and the City.
- Amending the existing 1989 Agreement results in:
  - The City receiving **permanent ownership** of the Muny Golf Course rather than being redeveloped by UT for other purposes; and
  - Improved environmental and development standards above the current 1989 terms.
- The current 1989 Agreement requires the City to pay for public infrastructure. The proposed Amendment provides for the creation of a TIRZ that allows UT development on the site to pay for infrastructure.



Background - Brackenridge

In 1910, George W. Brackenridge, philanthropist and longest serving regent for the University of Texas at Austin, donated approximately 500 acres of land along the Colorado River to the University, known as the “Brackenridge Tract.”



Site Boundaries

Today, the area includes approximately 350 acres of undeveloped and developed land containing the Lions Municipal Golf Course, UT student housing, the Brackenridge Field Laboratory, a youth sports complex and various commercial buildings.

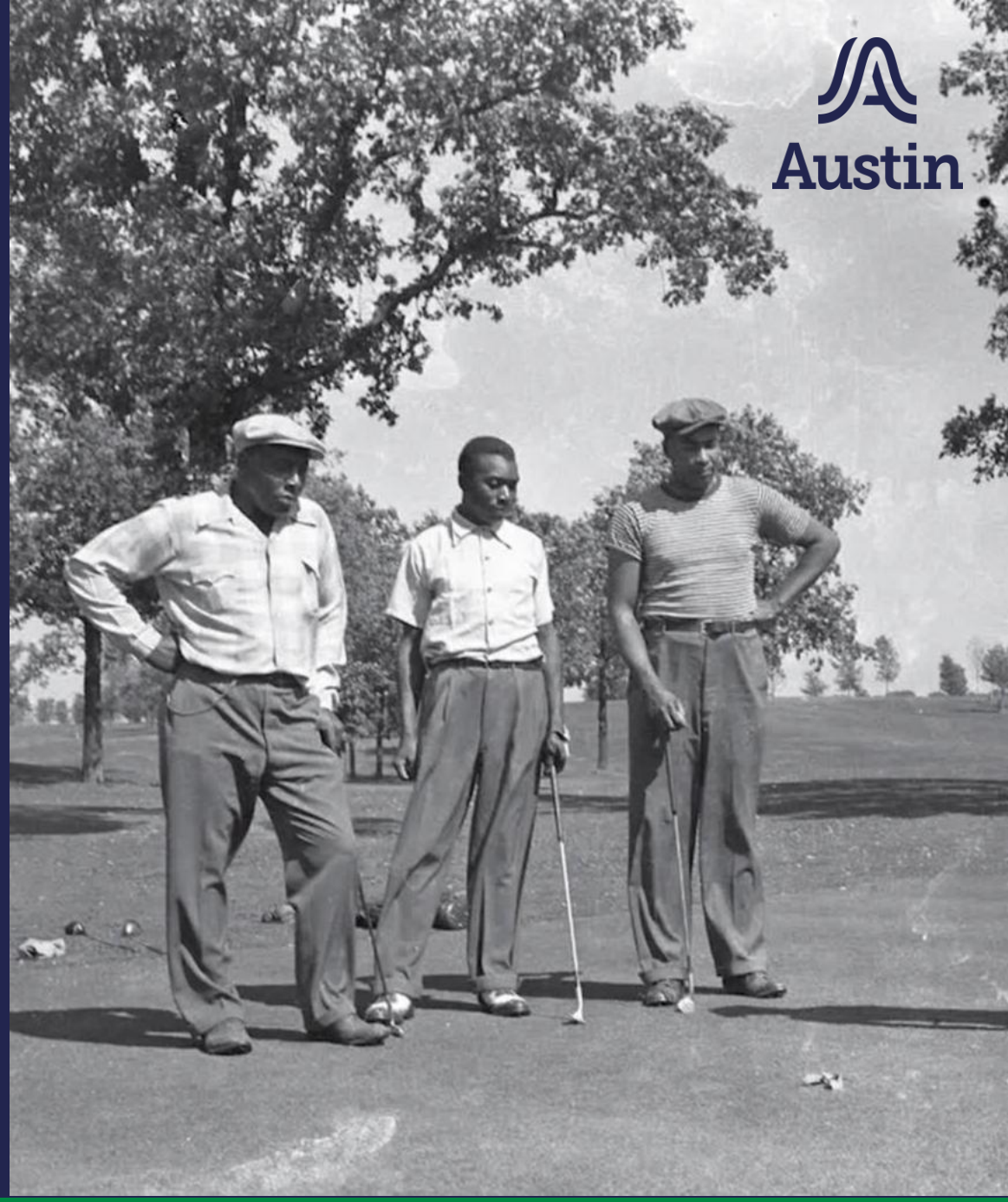


Background - Lions

Lions Municipal Golf Course (Muny) occupies 141 acres of University-owned property.

- The Austin Lions Club leased the property in 1924 to design and build a golf course.
- The City of Austin took over the lease in 1936/1937 and has operated Muny ever since.
- In 1950, Muny became the first public golf course in the South to integrate and is listed as a civil rights landmark.
- In 1972, Frank Erwin sought to cancel the lease, prompting the “Save Muny” campaign.

For more than 50 years, the course’s community of golfers, neighbors, and students has worked to save Muny and preserve its role as a public course.



Lions and the Community

Today, Muny is home to a diverse community of golfers of all ages and backgrounds and is Austin's most-used public golf course, with 75,000 rounds played each year.

- **Lowering barriers to the game**
  - Senior Affordability: Special $3.00 rate to protect access for players on fixed incomes.
  - Junior Affordability: National Youth on Course program guaranteeing open fairways for just $5.00.
- **Academic and youth pipeline**
  - Home to Austin High School Boys and Girls Teams and O. Henry Middle School.
  - After-School & Summer Youth Programs.
  - Host to UIL State 2A Golf Championship, Southern Texas PGA Junior tournaments, and numerous other high school events.
- **Women's golf**
  - Home to Austin Women's Public Links Golf Association founded at Muny in 1940.
  - Host to Austin LPGA Amateur Golf Association, Austin Women's City Championship, and Girls That Golf events.

Lions as a Philanthropic Hub

- Lions hosts more charity tournaments than any other golf course in Austin.

- Example annual benefit tournaments:
  - Foundation for the Homeless
  - Austin Samaritans
  - Special Olympics
  - Texas Children's Hospital
  - LULAC Scholarship
  - Amigos en Azul



Lions Lease Agreement

- The Lions Municipal Golf Course 1987 lease agreement between the City and the University is separate from the BDA.
    - Golf course (141.4 acres) and West Austin Youth Association (14.6 acres) tracts are excluded from the BDA.
- Lease was set to terminate in 1990 unless the Texas legislature first adopted a “land use plan acceptable for the property known as the Brackenridge Tract.”
- Lease has been amended and extended 5 times, the last in May 2020 on a month-to-month basis.

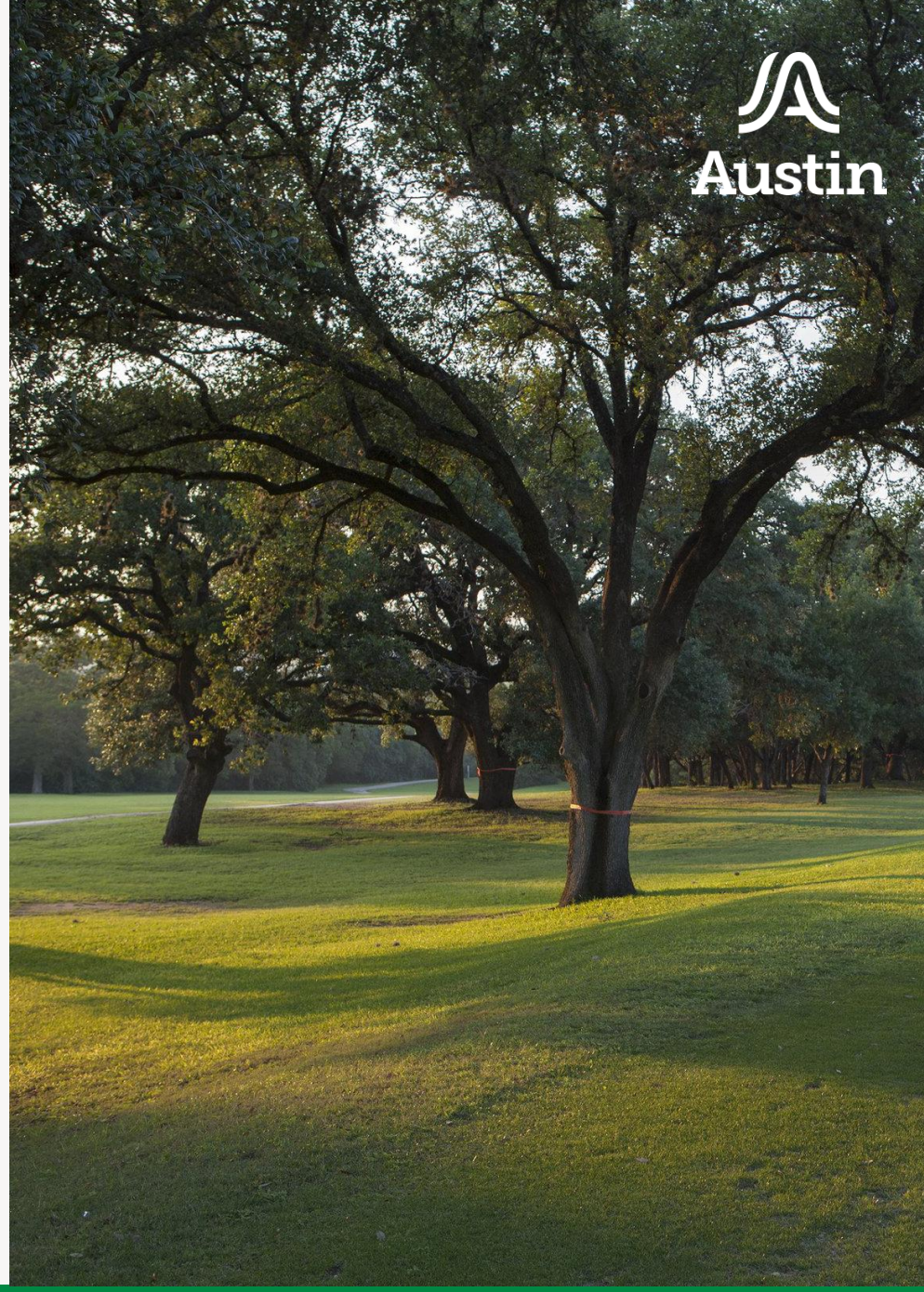


Transfer Muny to the City of Austin

- The University will transfer Muny to the City for golf course purposes in exchange for the following actions:
  - City vacates certain rights-of-way;
  - City amends the Mueller lease to allow for additional uses (like childcare);
  - City authorizes increased development entitlements in an existing agreement with the University; and
  - Private donor contributes funds to the University for the sole purpose of transferring Muny to the City for golf course purposes.
- To facilitate construction of infrastructure, the City will consider creating a Tax Increment Reinvestment Zone (TIRZ), and the University will follow the affordable housing policy.
- The University will replace existing Brackenridge Apartments, which is affordable graduate student housing located on Lake Austin Blvd.

Current 1989 Agreement

- The BDA is an interlocal agreement approved in 1989 by the City Council, the Board of Regents, and the State Legislature.
- The BDA settled a legal dispute about who has the authority to regulate the development of University property for non-University purposes.
  - Applies to University-owned land known as the Brackenridge Tracts.
  - Establishes tract-specific development requirements and limited environmental regulations.
  - Limits the City's involvement in the development process.
  - Makes the City responsible for planning, funding, and constructing utility capacities to serve the property.



Brackenridge Tract



Current Agreement versus Proposed Amendments

Regulatory elements apply **only** when developing for non-University purposes

Lot Standards

*Regulatory elements apply **only** when developing for non-University purposes.*

Regulatory Element	Existing 1989 BDA	Proposed Amendments
Lot Size Min.	Residential	Only limit is current Code that applies to single-family residential.
Building Coverage	50%	75% per site
Impervious Cover	Single-family homes: 30% Cluster/townhouse: 60% Remaining: Ranges: 75% to 90%	Maximum impervious cover for the entire 190 acres is 75%. • For each area developed, the maximum impervious cover is 85%. • Impervious cover can be transferred between developed areas.

Environmental Standards

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Regulatory Element	Existing 1989 BDA	Proposed Amendments
Trees	No regulations.	Adds heritage tree requirements based on the City's regulations and the University's policy.
Critical Environmental Features (CEF)	No regulations for CEFs.	Parties agree to assess the CEFs on the land situated south of LAB. Once the CEFs are known, the parties agree to work together to determine whether buffers are required and, if so, the scope of the buffers. *Note: CEFs will not include man-made CEFs.*
Drainage & Water Quality	Not defined.	Follow existing City Code.
Construction on Slopes	No limits .	Consistent with existing 1989 BDA.
Cut & Fill Limits	No limits.	Consistent with existing 1989 BDA.

Setback Standards

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Regulatory Element	Existing 1989 BDA	Proposed Amendments
Building Setback from Street	Varies .	25 feet from right-of-way that exists at the time the BDA is amended plus streetscape improvements (similar to Subchapter E).
Setback from Lake	Total is 200 ft.	Maintains the existing 200-ft. setback from Lady Bird Lake.
Setback from Tributary	Not defined.	Adds a 50-foot setback on either side of minor waterways with an allowance for crossing the waterway with roadway.

Density

*Regulatory elements apply **only** when developing for non-University purposes.*

Regulatory Element	Existing 1989 BDA	Proposed Amendments
Multi-family Use	22 units/acre	No limit on density.
Height	Ranges based on tract	Buildings cannot be taller than 65 feet when measured from Lake Austin Boulevard (LAB). - Max height for buildings constructed along and north of LAB is 65 feet. - Max height for buildings constructed south of, but not along, LAB is 105 feet. - Compatibility requirements apply north of LAB.
Floor-to-Area Ratio [total gross area]	0.4 to1; 0.45 to1 [total gross area = 1.7 million sf]	0.6 to 1 across the 190 acres [total gross area = 4.9 million sf] - Individual developments may exceed a 0.6 to1 FAR, but none can exceed 5 to1 FAR unless City Council approves a rezoning request.

Administrative

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Regulatory Element	Existing 1989 BDA	Proposed Amendments
Development Process	Does not follow standard processes.	Follows standard development review processes.
Dispute Resolution	Varies	Create a simplified version of dispute resolution.

Allowable Uses

- The existing 1989 Agreement lists the prohibited uses.
- Proposed amendments identify allowed uses based on whether the property is located north or south of Lake Austin Blvd. Allowable uses include:
  - **Residential uses:** duplexes, two-unit, three-unit, multi-family, single-family residential, retirement housing, etc.
  - **Commercial uses:** restaurant, food sales, consumer convenience and/or repair services, medical offices, pet services, plant nursery, theater, etc.
  - **Civic uses:** childcare, counseling, primary/secondary education, adult care, cultural services, community recreation, safety services, etc.
  - **Agricultural uses:** community garden and urban farm
  - **Industrial uses:** custom manufacturing and light manufacturing (south of Lake Austin Blvd only).

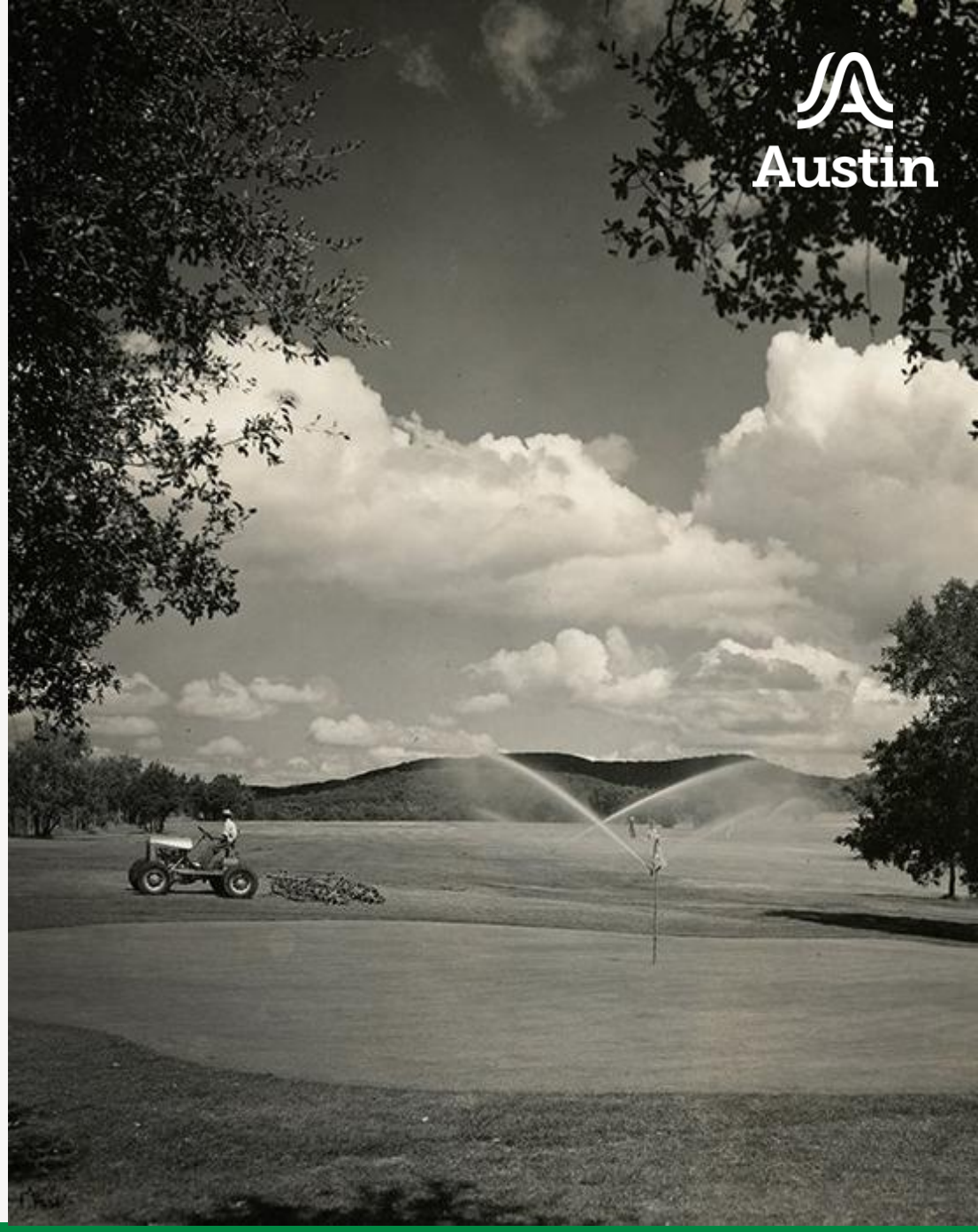
Schedule to Amend the BDA Interlocal

- **Commission Meetings**
  - Environmental Commission - Oct 21, 2026 and Nov 3, 2026
  - Planning Commission – October 27, 2026 and Nov 10, 2026

- **City Council and UT Board of Regents Action**
  - Each body will, separately, consider the proposed terms of the amended BDA
    - Austin City Council: December 3, 2026
    - Board of Regents: Tentatively December 2026

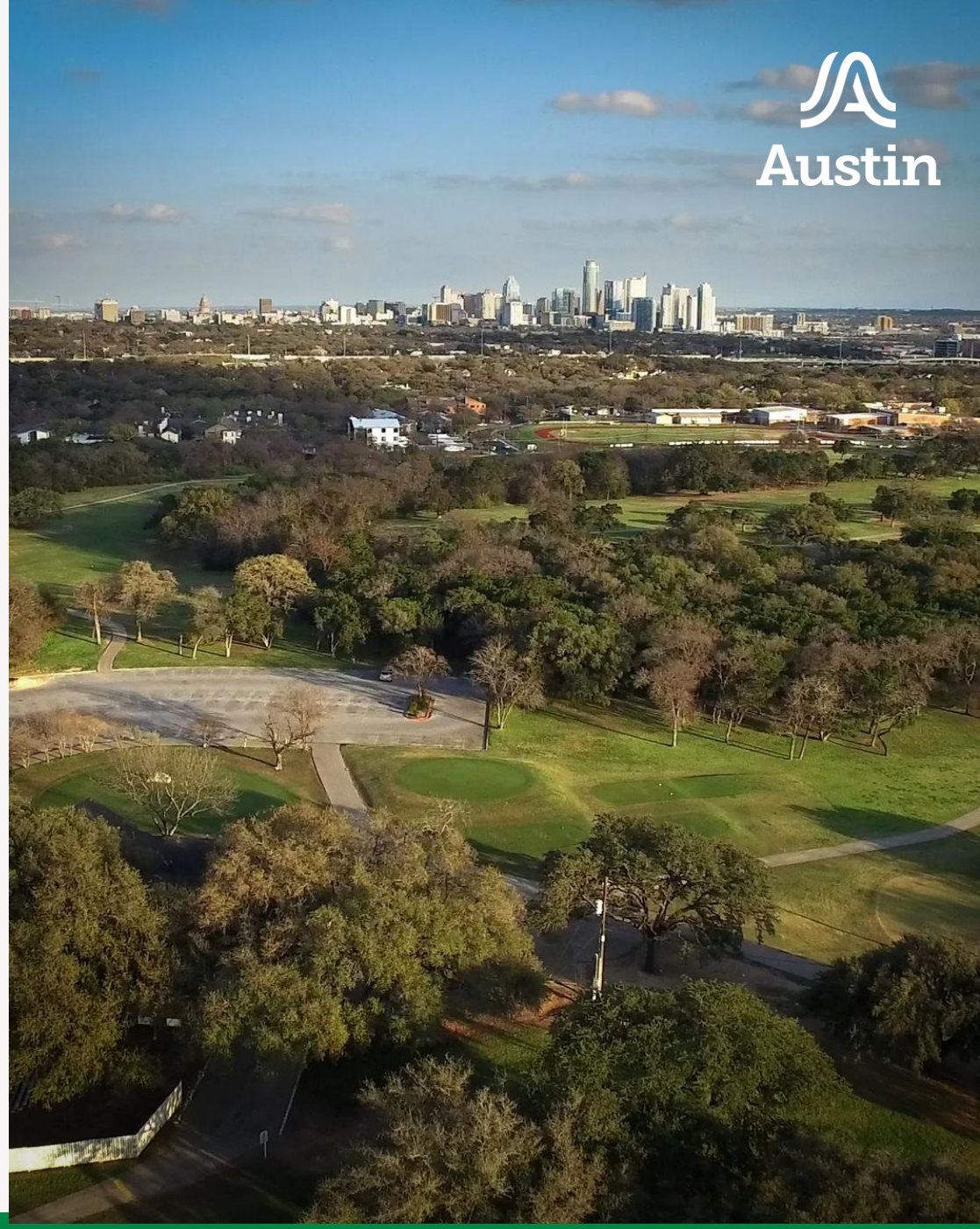
Steps to be completed in Spring 2027

- Finalize right-of-way vacations
- Amend Mueller ground lease
- Develop Regulating Plan that reflects the amended BDA, followed by commission briefings/consideration
- Develop TIRZ Preliminary Project and Financing Plan
- City Council action on regulating plan and TIRZ
- Transfer of Lions to City of Austin



Recap

- The City and The University of Texas at Austin have been working collaboratively over several years to address potential development within the Brackenridge Tract.
- Today, current conditions – including the generosity of a donor – are aligned for both parties to pursue a mutually beneficial agreement.
- The amendments will enable both the City and the University to guide development in a way that improves development standards, preserves green space, and protects a civil rights landmark.



Discussion