

CITY PLANNING COMMISSION
Austin, Texas

Special Meeting -- October 22, 1968

The special meeting of the Planning Commission was called to order at 7:00 p.m. in the Council Room, Municipal Building.

Present

Samuel E. Dunnam, Chairman
Dr. William Hazard
Roger Hanks
G. A. McNeil
Alan Taniguchi

Absent

Robert Kinnan
Hiram S. Brown
William Milstead
R. B. Smith

Also Present

Hoyle M. Osborne, Director of Planning
Richard L. Lillie, Assistant Director of Planning
L. Wayne Golden, Planning Coordinator

BUSINESS

C2-68-4(e) ZONING ORDINANCE: Interim Revisions
Consideration of amendment to "D"
Industrial District

Mr. Osborne explained that a request concerning the modification of the present "D" Industrial District which deals with the storage and commercial utilization of scrap paper has been referred to the Planning Commission by the City Council. There is a paper company moving from Trinity and 4th Streets to a "D" Industrial area on Airport Boulevard and in order for the firm to operate at this location, the "D" Industrial District would have to be amended.

The present "D" Industrial District prohibits storage or baling of scrap paper, iron, bottles, rags or junk conducted as a business. It is suggested by the Building Official and recommended by the Planning Department that Section 9, paragraph 41 be amended as follows:

"....except the following uses, which are hereby prohibited in a "D" Industrial District:

- 41a. Storage, sorting, packing and sale of rags, glass, metal, plastic or similar scrap or junk materials.
- 41b. Storage, sorting, packing and sale of scrap paper and boxes unless conducted within a building, including the loading and unloading of trucks and similar vehicles, and the site is enclosed by a fence not less than six (6) in height."

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The above amendment would permit the "scrap paper" operation in "D" Industrial under conditions of operating within a building and fencing of the site.

The Commission then unanimously

VOTED: To recommend to the City Council that the "D" Industrial District be amended as presented by the Planning Department.

C2-68-1(e) AUSTIN DEVELOPMENT PLAN AMENDMENT
Approximately 670 acres bounded by Lakeshore
Boulevard, Pleasant Valley Road, Burleson Road
and Parker Lane

The Director of Planning explained that the area under consideration, as requested by the Planning Commission, covers approximately 670 acres of land which is bounded by Lakeshore Boulevard on the north, Pleasant Valley Road and the proposed extension of Pleasant Valley Road on the east, Burleson Road on the south and Parker Lane on the west. Within this area there is existing apartment development, several churches, extensive developed land and single-family and two-family development.

In the southeast section of the City, generally to the south of Town Lake and to the east of I. H. 35 and Burleson Road, there has been approximately 1,000 apartment units constructed between 1960 and 1967, most of the construction started in 1963 and continued from that point on. These apartments have generally been built in that area between Riverside Drive and Town Lake. In the first six months of 1968, there have been 360 units started in the area. Approximately 215 of the 360 units are under construction south of Riverside Drive just to the east of Parker Lane. During the past four years it appears as though the southeast area has had 22% of the apartment development in Austin. The preliminary forecast through 1975 indicates that out of the 17,000 apartment units to be built in Austin that somewhere between 1,000 and 1,900 units are likely to be built in this southeast sector which is the area generally lying to the east of I. H. 35 and to the east of Burleson Road. It would appear that if about 1,100 units were built at a gross density, which includes streets, of about 15 units per acre, the land requirement would be approximately 76 acres. If 25% of the new apartment development occurred in this area there would be approximately 1,900 units being constructed, utilizing about 127 acres of land.

There is approximately 100 acres of vacant land from Town Lake to Riverside Drive; 240 acres from Riverside Drive to future Oltorf/Live Oak and approximately 90 acres of vacant land from future Oltorf to Burleson Road, making a total of 430 acres of vacant land within this area. A portion of the vacant land between Riverside Drive and Town Lake has been allocated to commercial development.

The Austin Development Plan, adopted in 1961, designated this entire area as low density residential. In 1962 and 1963 there was extensive review

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of the area near Town Lake with private developers and individuals in the area, with the Town Lake Study Committee and with the Planning Commission. After considerable review, the Town Lake area was recommended for apartment development. Subsequently individual subdivision plans were submitted, providing for adequate streets and arterials, and approved.

Zoning changes were requested and granted in connection with the recommendations made by both the Town Lake Study Committee and the Planning Commission; however, through an error by the staff as best as can be determined, no formal change in the Master Plan was presented to the City Council except in general relation to the Town Lake Plan which did indicate this to be an apartment area and subsequently was adopted by the City Council. It is recommended that the area bounded by Town Lake, Pleasant Valley Road and Riverside Drive should be redesignated to Medium Density Residential.

The area from Riverside Drive to future Oltorf and from Parker Lane to future Pleasant Valley Road has single-family and two-family development near Parker Lane and to the south of Woodland Avenue. Approximately 200 apartment units are under construction on a tract of land to the north of Woodland Avenue and near Parker Lane. Other than two churches and one home, the balance of the area is undeveloped. Existing apartment zoning covers between 35 and 40 acres of land at Parker Lane and Riverside Drive. There are several proposed low-density subdivisions to the south of Woodland Avenue. Immediately to the west of Parker Lane over to I. H. 35 is a very substantial and very good quality single-family area. There is within this area a very definite issue of the impact that apartment development would have. One of the major considerations would be traffic. There has been a substantial increase of traffic flow over the past four years on Riverside Drive. There is also considerable traffic flowing into the intersection of Riverside Drive and I. H. 35, and at Oltorf and I. H. 35. There are moderate levels of traffic at the present time on Woodland Avenue as it crosses I. H. 35. It is very likely that traffic generated by apartment development would tend to feed in at all three points, especially affecting Woodland. In addition, the proximity of the area to the Central business district, University campus, Capitol complex, as well as the close proximity to Bergstrom Air Force Base, Internal Revenue Service and other federal installations to the south make this a very desirable residential location.

Mr. Osborne stated that the land use and zoning problems Austin is beginning to experience in this area also occur in other metropolitan areas and were recognized in the Report of the National Commission on Urban Problems. In part this report stated:

"The conflicts in the urbanizing frontier takes two general forms. The first arises when a land use plan is translated into land use regulation. The land use plan for undeveloped land will divide the area into general sections designed for residential, commercial and industrial development. It is further defined in the districts to distinguish between the various character and types. It must be assumed that this

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designation will be carried out as objectively as possible using the best available techniques for determining allocation among the several types of uses. Nevertheless, almost from the day the plan is adopted the forces of the market will start eroding and changing the plan. The owner of land in an industrial area declares that he cannot sell his land for industry but he does have an offer if it can be used for a shopping center. The owner of single-family residential land says that there is no market for single-family homes and he must therefore be permitted to build apartments. Such arguments are often found to be convincing. The traditional planning theory holds that only by the adoption of the specific plan for land use is it possible to designate with the correct balance of the uses for the best interest of the community. The change of any part of the plan upsets this balance, yet experience has shown that it is always difficult and often impossible to preserve land for the purposes designated in a land use plan in competition with free market forces."

The critical point in this particular instance is that there is a substantial apartment market occurring in this area causing great pressure on redesignation of the land. Mr. Osborne further added the following comments by the Planning Director of the City of Los Angeles from the article entitled "Unwarranted Changes of Desirable Single-family Areas to Permit Multi-family Development:"

"There are more than ample areas close to the center of the City which have been zoned for multiple family purposes that are only partially used for this purpose. These areas are unattractive for many private homes and yet they could absorb most of the need for additional multi-family development under a healthy redevelopment type program which is the only salvation for many of these areas. Speculative builders obviously would like to build their new apartment houses in the quality districts presently developed with single-family dwellings. The resulting changes of zone or the plan in this new development steals proper development away from the areas around the central city already zoned for multiple-family purposes and leaves behind a rapidly deteriorating core."

Because of the substantial high quality residential development to the west, the beginning high quality residential development in the southwest sector of the area, the potential impact of traffic from higher density apartment development and the high amenity and convenience value of portions of this area for low density development, it is recommended that an area of approximately 1,000 feet in depth south from Riverside Drive and west of the future Pleasant Valley Road be redesignated as Medium Density Residential. This would encompass about 160 acres. The remaining 120 acres in the southwest portion should be retained as Low Density Residential which would still allow limited amounts of apartments along arterial or collector streets.

The area south of future Oltorf Street to Burleson Road is about 35 to 40% developed in single-family or two-family homes. Considering the present

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forecasts of the market for apartments in the southeast area, the very large amount of vacant land to the east of Pleasant Valley Road, the moderate amount of existing low density housing and the limited traffic arterials and collectors in the area, it is recommended that the area south of Future Oltorf to Burleson Road be retained as Low Density Residential -- again noting that there could be some moderate density apartment development along future arterial or collector streets.

Mr. Robert Sneed represented Mr. K. Wendler, Mr. Dick Gemmer and Mr. Bill Hoff, applicants for a zoning change in the area south of Riverside Drive. Mr. Sneed described the geographical characteristics, acreage and land use characteristics of their 80 acre area; the problems created by location of the boundary of the Del Valle and Austin School Districts; and the flood plain of the Colorado River. He stated that major arterials have been designated and are being developed in the area which would be adequate to handle traffic generated by the proposed land uses. Also that topography should be used to separate the proposed densities of land use and the adjoining existing low density development. Mr. Sneed stated his clients were willing to extend and to dedicate the necessary streets to serve the 80 acre tract. He also stated that apartment development appears to be locating near areas of employment; that is, near industry and the downtown area. This area is very close to the employment center of the city. It is an area which is presently undeveloped and would not encroach on an existing single-family neighborhood.

Mr. Fernando Williams, planning consultant for Mr. Wendler, commented on traffic generation related to the proposed development and the location of existing freeway interchanges. Also, the importance of developing an adequate mass transportation system to serve concentrated population centers. Land use proposals for the 80 acre tract were reviewed indicating locations of open space, commercial and medium-density residential development.

Mr. Bill Hoff, architect for Mr. Wendler, indicated the plan for the 80 acres would be developed as a single complex, under one ownership, with architectural control. The first phase would be a 10 acre project.

Mr. Sneed, in closing, felt that this area is the most logical, close-in area for apartment development in the City and requested consideration by the Planning Commission for a change to Medium-Density Residential in the Master Plan.

Mr. Dunnam recognized Mr. J. H. Williams, an adjoining property owner, for the purpose of making a comment. Mr. Williams stated that he has developed the area east of Parker Lane and south of Woodland Avenue for single-family development and the area north of Woodland Avenue in apartments. About 50% of the single-family lots have been sold. He stated that he has the Burton tract under option and plans to develop it for single-family use. He stated he would have no objection if apartment development were limited to the area north of Woodland up to Riverside Drive with a tier of residential lots fronting on the north side of Woodland. If the Commission recommends an extensive change in the Master Plan he might be forced to change his future

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plans from single-family to multi-family use but that he was not in favor of this.

The Planning Commission discussed the staff's recommendation and necessary action to be forwarded to the City Council. The limits of the area which should be recommended for a change in the Master Plan were also discussed.

A majority of the Commission then

VOTED: To recommend the following:

- (1) That the area from Town Lake to Riverside Drive and from I. H. 35 to Pleasant Valley Road be redesignated as Medium Density Residential;
- (2) That the area bounded by Riverside Drive on the north, Parker Lane on the west, one lot depth north of Woodland Avenue on the south, the property line between the Colorado Hills Estates and the "Burton Tract" on the west, future Oltorf/Live Oak Street on the south and future Pleasant Valley Road on the east be redesignated as Medium Density Residential (approximately 200 acres). The 80 acres adjacent to Parker Lane and south of Woodland Avenue would remain Low Density Residential;
- (3) The area bounded by future Oltorf/Live Oak Street on the north, approximately 1,200 feet of Burleson Road on the west, the power line along the creek on the south and future Pleasant Valley Road on the east be redesignated as Medium Density Residential (approximately 33 acres). The area south of the power line and creek would remain Low Density Residential.

AYE: Messrs. Hazard, McNeil and Dunnam
NAY: Messrs. Hanks and Taniguchi
ABSENT: Messrs. Brown, Kinnan, Milstead and Smith

C2-68-1(f) AUSTIN DEVELOPMENT PLAN AMENDMENT

Three tracts of land located in the vicinity of Mo-Pac Railroad, Duval Road, F.M. 1325 and Kramer Lane

The Director of Planning advised the Commission that the three tracts under consideration for a change in the Austin Development Plan constitutes an extension of the existing industrial area of the City in the northwest portion along F.M. 1325, the Southern Pacific or Llano Branch Railroad and the Mo-Pac Railroad. This does not constitute the possible final limits of the industrial area. The changes are suggested as an extension of the industrial area that relate to known situations and also to a pattern that is likely to occur in the immediate future.

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Mr. Wayne Golden, Planning Coordinator, explained that the three tracts under consideration are presently designated as Suburban Residential and the proposal is to redesignate the areas to Manufacturing and Related Uses. Tract 1 is located in the northwest area south of Duval Road along the Mo-Pac Railroad. Possible use of this area will be warehousing, particularly along Duval Road. Tract 2 is located to the east of F.M. 1325, directly across from I.B.M. The City of Austin storage yard is located within the southern portion of this area and indications are that the area adjoining the storage yard will be utilized in a similar manner. Tract 3 is located south of Kramer Lane east of F.M. 1325. There has been no specific proposal on this tract but the owners have discussed with the staff a change from their former proposal of residential development to industrial development because of the changing character of the area caused by the development of I.B.M. Summitt School is located between Tracts 2 & 3 and there has been indication that the school will be moved and the property sold if another site can be found for the school. It is recommended that the area be changed from Suburban Residential to Manufacturing and Related Uses.

The Commission members discussed the proposal and were cognizant of the fact that the proposed changes are only interim extensions. They felt that the area should be changed as a logical extension of the existing industrial designation. It was then unanimously

VOTED: To recommend to the City Council that the land use designation on three tracts of land located in the vicinity of Mo-Pac Railroad, Duval Road, F.M. 1325 and Kramer Lane be changed from Suburban Residential to Manufacturing and Related Uses.

ADJOURNMENT: The meeting adjourned at 9:30 p.m.

Hoyle M. Osborne
Executive Secretary