#### **RESOLUTION NO.**

The Palm District Master Plan

**WHEREAS**, bound on the west by Waller Creek, the south by Lady Bird Lake, the east by IH-35, and the north by Cesar Chavez Street, the Rainey Street neighborhood was once home to working-class Mexican American households; and

WHEREAS, the children of these families, along with other families from the Central East Austin neighborhoods, attended Austin Independent School District's Palm Elementary School, located on the corner of Cesar Chavez and IH-35, until its closure in 1976; and

WHEREAS, the 2016 Historic Resources Survey Final Report prepared by Hardy-Heck-Moore, Inc. for the City of Austin states that when East Avenue transformed into IH-35 as a racially motivated barrier, it "severed connections to neighborhoods and institutions that connected Austin's east side to downtown, including the Rainey Street neighborhood, Palm School, 6th Street, and the Waller Creek/Red River area"; and Swante Palm School

WHEREAS, the Palm School was acquired by Travis County in 1986; and WHEREAS, in November 2015, per the request of Commissioner Gómez, the Travis County Historical Commission accepted the charge of examining the current and previous uses of Palm School, obtaining a current appraisal, hosting community meetings with interested groups and individuals, determining possible future uses within the

framework of community value, and engaging staff and experts in determining the financial implications of repurposing the facility; and

WHEREAS, in June of 2016, the Hispanic/Latino Quality of Life Resource Advisory Commission suggested the City conduct a feasibility study to explore repurposing Palm School into a museum that celebrates Mexican heritage, folk art, and indigenous culture and recounts the gentrification and displacement that has occurred in the Rainey Street neighborhood and East Austin; and

WHEREAS, in February of 2017, several City and County elected officials sponsored a public meeting to receive comments about the future of Palm School, Palm Park, and the Convention Center; and

WHEREAS, Resolution No. 20170209-033 directed the City Manager to provide additional information about the financial needs of several issues and landmarks affecting the eastern portion of Downtown, including Palm School and the associated parkland; and

WHEREAS, a July 6, 2017, staff memo stated that several financing concepts for a Convention Center expansion could include additional funding for nearby historic sites such as Palm School; and

WHEREAS, in a presentation made to the Austin City Council on August 15, 2017, the Visitor Impact Task Force presented the recommendations from their final report, which included support for the Austin Convention Center, but only in accordance with several parameters, one of which being that the expansion "include additional allowable

area improvements that are important to the community, such as Palm School, Waller Creek, the Mexican American Culture Center (MACC), the Red River Cultural District, and nearby historic landmarks;" and

WHEREAS, Resolution No. 20170831-060 directed the City Manager to allocate 15% of the hotel occupancy taxes to fund restoration of both city and non-city facilities and specifically identified Palm School as one such possibility; and

WHEREAS, on September 13, 2017, Council approved a budget rider related to the historic preservation hotel occupancy tax fund and again identified Palm School as a potentially eligible expenditure; and

WHEREAS, Resolution No. 20170928-052 directed the City Manager to, among other things, negotiate the acquisition of the Palm School for use as a public and civic space and to analyze funding options; and

WHEREAS, on April 12, 2018, Antenora Architects LLP, Limbacher & Godfrey Architects, and McCann Adams Studio presented Travis County with a historic structure report on Palm School to help inform decisions about the property's future when the Health & Human Services Department is relocated; and

WHEREAS, the Travis County Commissioners Court next convened an advisory board to develop the provisions of a deed restriction that would govern the sale or long-term lease of Palm School in a "manner that balances and leverages its cultural, historic, and real estate value"; and

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WHEREAS, on April 3, 2019, Travis County hosted a community meeting to receive feedback on the parameters of a potential restrictive covenant, which is not presently publicly available; and

WHEREAS, most speakers encouraged Travis County to use Palm School and the surrounding property for public rather than private use, and several spoke in favor of creating a museum; and

WHEREAS, from the February 2017 public hearing to the Waller Creek Conservancy public input sessions to the most recent Travis County meeting, community members have overwhelmingly emphasized the importance of maintaining public ownership of Palm School and using the structure for cultural programming; and Waller Creek

WHEREAS, in June of 2010, the Council approved the Waller Creek District Master Plan, which called for, among other things, "the improvement of pedestrian and bicycle linkages to, across and along the creek corridor to connect Lady Bird Lake with UT and East Austin and Rainey Street with Downtown" to help diminish the barrier effect of IH-35; and

WHEREAS, Council amended the Austin Tomorrow Comprehensive Plan in 2011 by adopting the Downtown Austin Plan, which called for the transformation of Waller Creek as a "linear park between Lady Bird Lake and UT, along with Palm and Waterloo

parks to provide a green 'necklace' that can support the revitalization of Downtown's east side"; and

WHEREAS, Council approved an extension of the Waller Creek Tax Increment Reinvestment Zone term in February 2018 and committed to issue up to \$110 million of debt to be reinvested into parks funding; and

WHEREAS, via the Waller Creek District Master Plan (Ordinance 20100624-151), the Council approved voluntary design guidelines for the Waller Creek District to guide development in accordance with the vision for the Waller Creek chain of parks; and

WHEREAS, the Waller Creek District Master Plan indicates that improvements to Palm Park could "establish a stronger and more complementary relationship to the creek, the Convention Center and the District as a whole" and that the adjacent Palm School "presents an opportunity to engage and reinforce the park, particularly if County services were to relocate or reconfigure, and be replaced or augmented with complementary community, cultural and educational activities"; and

### Emma S. Barrientos Mexican American Cultural Center

WHEREAS, in response to the loss of important Mexican American cultural institutions in the eastern Downtown area in the 1970s and 1980s due to gentrification and displacement, community members began proposing the establishment of a cultural facility; and

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**WHEREAS**, in 1998, the voters approved bonds to construct the Emma S. Barrientos Mexican American Cultural Center (ESB-MACC) in the southwest portion of the Rainey Street National Register Historic District due to the neighborhood's strong connection to the Mexican American community; and

WHEREAS, in May 2018, Council approved the Emma S. Barrientos Mexican American Cultural Center Master Plan, which will guide expansion of the existing facility and addresses mobility, access, and circulation with particular attention to the "Gran Entrada," or entrance to the complex from Rainey Street, the relationship to the waterfront at Lady Bird Lake and Waller Creek, and to the neighboring commercial and residential properties; and

WHEREAS, in November of 2018, voters approved \$27 million in bond funds for the second phase of the ESB-MACC, which will enable the facility to enhance its mission and provide an opportunity for this facility to contribute toward the coherent vision of this area; and

## Rainey Street

WHEREAS, in 1985, the Rainey Street Historic District was added to the National Register of Historic Places; and

WHEREAS, in June of 1999, Council directed the City Manager to work with residents, business owners, and property owners in the Rainey Street area to develop "land use objectives and priorities for the area"; and

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WHEREAS, Resolution No. 20000601-063 directed the creation of a comprehensive master plan for the Rainey Street area and identified a consultant, but this planning effort was subsumed into the Downtown Austin Plan; and

WHEREAS, in 2003, the Downtown Commission convened stakeholders to develop recommendations regarding the future planning of the Rainey Street area; and

WHEREAS, Resolution No. 20040212-035 initiated the Rainey Street area rezoning and the regulations review for the Rainey Street Subdistrict of the Waterfront Overlay Combining District with consideration for the recommendations from the Rainey Street Redevelopment Strategy, the Downtown Commission, and the ESB-MACC development plans; and

WHEREAS, Resolution No. 20040212-035 also directed the City Manager to analyze the infrastructure within the Rainey Street area and requested that various boards and commissions suggest strategies to catalyze mixed-use redevelopment while preserving the historic integrity of the area; and

### Rainey Street Historic District

**WHEREAS**, in response to the relocation of several historic homes from the Rainey Street Historic District, Resolution No. 20130509-035 directed the City Manager to explore mechanisms such as using right-of-way fees within the Rainey Street Subdistrict to Palm Park between Red River and IH-35 to support relocating Rainey Street houses, creating a Rainey Street History Center, and improving infrastructure; and

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WHEREAS, Ordinance No. 20131024-010 amended the Fiscal Year 2013-2014 Capital Budget (Ordinance No. 20130909-002) to create the Rainey Street District Fund to receive right-of-way fees, alley vacation sales, and license agreements from within the Rainey Street Historic District and Subdistrict; and

WHEREAS, money from the fund was used to rehabilitate single family structures transferred out of the Rainey Street Historic District so that they could be maintained as affordable housing; and

WHEREAS, transcripts suggest the Council intent was for the Rainey Street District Fund to continue to accrue fees to support reinvestment within the Rainey Street Historic District, but this intent was never realized; and

### Fifth Street Mexican American Heritage Corridor

WHEREAS, in May 2011 the Travis County Commissioners Court unanimously approved a resolution to collaborate with Mexic-Arte Museum and the City of Austin in creating the Fifth Street Mexican American Heritage Corridor to recognize past contributions of the Mexican American community, to enhance the present, and to build a better future; and

WHEREAS, recognizing that the Mexican and Mexican American community members who settled along the Fifth Street Corridor and adjacent spaces, City of Austin Resolution No. 20110825-067 stated the intention for the Fifth Street Mexican American Cultural Heritage Corridor to connect and enhance Downtown's network of public parks

and streets and to celebrate the distinct history, culture, and identity of the place as well as stimulating the local economy; and

WHEREAS, the Hispanic/Latino Quality of Life Initiative in June 2013 recommended the City designate a segment of Fifth Street as the Mexican American Heritage Corridor and recommended funding a master plan to amplify the history of the Mexican American community in Downtown Austin; and

WHEREAS, the Hispanic/Latino Quality of Life Initiative emphasized the importance of Hispanic/Latino-owned businesses in the City's economic landscape; and

WHEREAS, the Greater Austin Hispanic Chamber of Commerce (GAHCC) has served as a collaborative partner and service provider to the city of Austin for nearly four decades, and the potential creation of a Mexican American Cultural Heritage Corridor should include the feasibility of locating a permanent home for the GAHCC; and

WHEREAS, the Mexican American Heritage Corridor was referenced as a "planned corridor" in the Republic Square Master Plan (2013) and wayfinding for the Fifth Street Mexican American Heritage Corridor was identified as a priority in the Downtown Austin Wayfinding Master Plan (2013); and

# Connectivity

**WHEREAS,** in response to increased congestion and a desire for greater pedestrian safety in the Rainey Street area, Resolution No. 20110127-035 directed the City Manager to develop short and long-term recommendations for addressing pedestrian safety,

congestion, and parking issues for residents and patrons of the Rainey Street Historic District; and

WHEREAS, the Downtown Austin Plan identified specific goals for the Rainey

Street Historic District, which included stronger pedestrian and bicycle linkages to the

Central Business District, Town Lake, Waller Creek, and East Austin, as well as improved roadway connectivity between IH-35 and Cesar Chavez; and

WHEREAS, the Downtown Austin Plan included responses from a 2009 survey in which the most popular public improvement priorities for the Rainey Street area were the incorporation of "Great Streets" standards and new parks, pocket parks, or plazas; and

WHEREAS, the Downtown Austin Plan acknowledged that the Rainey Street Historic District was not "well connected to the surrounding Downtown, limiting pedestrian, bicycle, and vehicular access and making the area feel isolated"; and

WHEREAS, the Downtown Austin Plan established urban design priorities for the Rainey Street Historic District including the promotion of "streetscape, creekscape, bridges, trails, promenade and other open space improvements that establish a more direct relationship with Lady Bird Lake (Town Lake) and Waller Creek," as well as better connections between the ESB-MACC and Downtown/East Austin; and

**WHEREAS**, Rainey Street area residents have repeatedly requested that the City develop a master plan of the area to develop and implement strategies for managing

mobility challenges for the thousands of current residents and the several thousand more on the way; and

WHEREAS, the Rainey Neighborhood Mobility Study and Plan prepared by Big Red Dog Engineering and Consulting in May of 2017 provided comprehensive recommendation for mobility improvements in the Rainey area; and

WHEREAS, the Austin Transportation Department is proposing a local mobility plan for the Rainey Street neighborhood as part of the Austin Core Transportation Plan; and

WHEREAS, the Austin Strategic Mobility Plan (ASMP), adopted on April 11, 2019, references the need to improve mobility in the Central Business District, South Central Waterfront, and Rainey Street neighborhood; and

WHEREAS, Capital Metro's Project Connect Plan envisions high capacity transit providing an additional crossing over Lady Bird Lake from the South Central Waterfront into the lower southeast quadrant of Downtown; and

WHEREAS, several local organizations and the City Council (Resolution 2010620-058) have supported the proposal to "cut and cap" IH-35, which would transform the eastern side of Downtown and create the cohesive connections between East Austin and Downtown that the City of Austin's planning documents have recommended for years; and *Austin Convention Center* 

WHEREAS, in March of 2014, the Austin Convention Center Department consulted with Gensler to craft a Long-Range Master Plan to address the Convention Center's future needs; and

WHEREAS, the Council next passed Resolution No. 20141211-128, directing the City Manager to work with the Urban Land Institute (ULI) so that a Technical Assistance Panel could review options for both increasing beyond and maintaining the Convention Center's current footprint; and

WHEREAS, the resulting ULI report recommended that the City expand the Convention Center to create a "visionary" District that would include funds for projects such as Brush Square, the Red Line Station, and Waller Creek; and

WHEREAS, in November of 2015, the Council approved Resolution 20151112-033, which adopted the Austin Convention Center's Long-Range Master Plan, with the additional direction that the Economic Opportunity Committee provide recommendations on several proposals and considerations, including the enhancement of Brush Square, Palm Park, Palm School (in coordination with Travis County), and green space initiatives (in coordination with the Waller Creek Conservancy); and

WHEREAS, later that year Capital Metro announced it had received funds to complete the MetroRail Downtown Station, near the Austin Convention Center, Waller Creek, and historic Brush Square; and

WHEREAS, Resolution No. 20160225-045 stated that "the new Downtown Station presents an opportunity to collaborate with stakeholders and multiple agencies to shape a long-term vision and identity for the area that includes the Downtown Station, Brush Square, the Convention Center, Waller Creek, and other important public spaces and cultural amenities" and directed the City Manager to work with relevant City departments and stakeholders toward that end; and

### District Planning

WHEREAS, on March 28, 2019, Council approved the Brush Square Master Plan, a multi-year planning effort that acknowledges the increasingly important role Brush Square will play as investments increase in the Downtown Station, the Convention Center, the new residential and office developments in the Central Business District, and the Rainey Street Historic District; and

WHEREAS, Our Austin Story was commissioned by the Downtown Austin
Alliance in partnership with the City of Austin Parks and Recreation Department (PARD),
and its scope of work includes providing interpretive planning for historic public squares
located within the Downtown area, such as Brush Square; and

WHEREAS, in approving the Brush Square Master Plan, the Council also directed the City Manager to develop a plan, determine a location, and identify funding to relocate Fire Station Number 1's operations as part of the Brush Square Master Plan; and

WHEREAS, the Center for Sustainable Development at the University of Texas's April 2019 report analyzed various possible scenarios for a Convention Center expansion, taking into consideration emerging projects, national trends and best practices, restoration of the Waller grid, public access, economic impacts, and Downtown development patterns; and

WHEREAS, the report recommends the City should "move away from ad-hoc planning, and instead think holistically and strategically about the future of the entire area surrounding the convention center"; and

WHEREAS, the Waller Creek Conservancy and Downtown Austin Alliance have suggested the City of Austin partner in creating a regulating plan to ensure that projects along Waller Creek redevelop with a thoughtful, context-sensitive approach, and the basis of such a regulating plan would be informed by the Palm District planning efforts; and

**WHEREAS**, as this area of Downtown grows, evolves, and expands, the City must plan comprehensively and strategically; and

WHEREAS, a District Plan could help identify next steps on important projects such as the Convention Center while also leveraging the City's investments and helping create a Downtown that is more inclusive, equitable, accessible, prosperous, multi-modal, and aesthetically pleasing; and

WHEREAS, the Regional/Urban Design Assistance Team (R/UDAT) of the American Institute of Architects /Community for Centers by Design helps transform

communities by leading interdisciplinary teams in dynamic, multi-day grassroots processes to produce community visions, action plans, and recommendations; and

WHEREAS, Austin was the recipient of a R/UDAT planning grant in 1991, which recommended, among other things, the creation of a downtown Public Improvement District (PID) and also created the South Central Waterfront Vision framework; and

WHEREAS, The City Council aims to bring the disparate planning efforts described in the recitals above into conversation with one another to achieve a more comprehensive and coherent vision and blueprint for this area.

### NOW, THEREFORE:

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

#### Palm School Negotiations

The City Council considers the Palm School and the surrounding site to be of significant historical, cultural, and community value and deserving of both preservation and active public use. The City Council seeks to partner with Travis County in achieving those aims, and to that end directs the City Manager as follows:

1. The City Council urges Travis County not to sell the Palm School or the surrounding site. The Council reiterates its direction to the City Manager to negotiate in earnest with Travis County on options for the continued public ownership and operation of the Palm School and the surrounding site.

2. The City Manager is directed to provide a copy of this resolution to the members of the Travis County Commissioner's Court within 10 days of its passage.

#### Rainey Street District Fund

- The City Manager shall return to Council with an ordinance that will require funds
  from right-of-way fees, alley vacation sales, and license agreements for
  developments within the Rainey Street Historic District to be deposited into the
  Rainey Street District Fund.
- 2. The City Manager shall provide a report to Council by June 1, 2019, indicating the amount of money that would have been in the fund had right of way, alley vacation, and license agreement fees been deposited since 2013. The report should also include an accounting of city investments in the Rainey Street District during that same period.

## Fifth Street Mexican American Heritage Corridor

1. The City Manager has previously been directed to analyze whether Hotel Occupancy Taxes can be used to promote and install appropriate wayfinding and signage along the Fifth Street Mexican American Heritage Corridor. The City Manager is directed to report back by June 15, 2019, on the results of this analysis and to indicate whether the Corridor wayfinding has been identified for Fiscal Year 2020 historic preservation spending.

2. The City Manager is directed to return to Council by August 1, 2019, with an action to initiate the process for a cultural district designation of the Corridor, the timeline for completing the designation, and identifying other actions that will help amplify the stories and contributions of the Mexican American community within that corridor and its immediate surroundings.

### Convention Center Expansion

The City Council desires to re-envision the Convention Center as an active, community-oriented civic building that enhances the culturally rich fabric of the Palm District and desires to begin the process to expand the Austin Convention Center. To that end, the Council directs the City Manager as follows:

1. The City Manager is directed to recommend an initial design for a Convention

Center expansion and to begin with Convention Center Scenario 5 (as outlined in the

UT Center for Sustainable Development Study) because, of the scenarios presented,
this one best represents the desired re-envisioning of what a convention center can
be, including not only additional convention space but also optimizing public space
and enhancing place-making and connectivity within the Palm District, especially
along Second Street, Waller Creek, and Palm Park. The Council directs this action
with the understanding that other and additional elements could and perhaps should
be included, that any design will need to meet practical and financial considerations,
and that the City Council, the staff, and the public will need to be afforded ample

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- opportunities for appropriate explorations of different aspects of this scenario, including the financial rationale, estimated costs, and potential funding options.
- 2. The City Manager is directed to analyze and recommend a financing plan for a Convention Center expansion as described above. Funding mechanisms should include but not be limited to consideration of the recommendations of the Visitor Impact Task Force, a potential two percent increase to the Hotel Occupancy Tax under Section 351.1065 of the Texas Tax Code, and public-private partnerships. Expansion financing and funding for ongoing Convention Center operations may not include general obligation debt, any property tax pledge, General Fund revenue, or reserves. However, should it be recommended that non-convention center elements be included in the expansion (for example, a fire station relocation), separate financing or funding may be proposed.
- 3. The City Manager should explore all possibilities related to land leasing, acquisition, and the establishment of public-private partnerships for the expansion project.
- 4. The City Manager should work with stakeholders in the Austin Hotel and Lodging Association and the Downtown Austin Alliance to prepare for the establishment of a Tourism Public Improvement District allowing for up to a two percent assessment on a taxable hotel room night to generate revenue that would make available funding, directly or indirectly, to help address homelessness in Austin, especially in the area near the Austin Convention Center.

- 5. Convention Center planning, design, and financing efforts should assume participation in Green Building and LEED certification programs as well as the Better Builder Program or a program with comparable worker protections. The assumptions should also take into account the Council's desire to create a zero waste, net zero energy, and net positive water facility. The efforts should consider including, if practical, a new Downtown fire station, an Austin Energy water chiller, as well as any other municipal needs the Manager might identify.
- 6. The City Manager is directed to incorporate these efforts into the Palm District planning effort described in this resolution. The beginning of the convention center expansion process should inform that planning process, just as that planning process should inform the expansion process. The two processes should also operate independently.
- 7. The City Manager should present as much of this convention center expansion analysis and initial design as is available by July 31, 2019, and should present a timeline, if not already completed, for the design work and for the documents, actions, and ordinances necessary to adopt and initiate the additional hotel occupancy taxes and to undertake an expansion.

## **District Planning Process**

The City Council expresses an interest in the creation of a Palm District Master Plan and to that end directs the City Manager as follows:

- 1. The City Manager shall convene stakeholders in a comprehensive, focused planning effort to bring forward the Palm District Master Plan, comprised of Palm School and Palm Park, Brush Square, the ESB-MACC, the Convention Center, Waller Creek, the Rainey Street Historic District, and the Fifth Street Mexican American Heritage Corridor.
- 2. Stakeholders in the planning effort should include representatives from the Raza Roundtable, the Rainey Neighbors Association, the East Cesar Chavez Neighborhood Contact Team, the Rainey Business Coalition, the Town Lake Neighborhood Association, the Austin History Center Association, the Greater Hispanic Chamber of Commerce, Hispanic Austin Leadership (HAL), Hispanic Advocates Business Leadership of Austin (HABLA), the Downtown Austin Neighborhood Association, Mexic-Arte, La Peña, and others including residents, businesses and other community groups in proximity to or having an interest in the district as well as Visit Austin, the ESB-MACC, and other relevant boards and commissions.
- 3. The planning process should provide opportunities for public charrettes involving any interested participants as well as smaller, focused conversations with invited participants.
- 4. The City Manager will support this effort with the personnel necessary to promote a robust planning process, including staff from the Urban Design Division of the

Planning and Zoning Department, Parks and Recreation, Austin Transportation
Department, the Austin History Center, the Cultural Arts Division and Heritage
Tourism Division of the Economic Development Department, and the Austin
Convention Center. The City Manager shall also invite Travis County, Waller Creek
Conservancy, the Downtown Austin Alliance, Our Austin Story stakeholders, the
Trail Foundation, Preservation Austin, the Travis County Historical Association,
Austin History Center Association, Capital Metro, and Travis County to participate
in this planning effort.

- 5. The City Manager is encouraged to apply for an American Institute of Architects/Community for Centers by Design Regional/Urban Design Assistance Team (R/UDAT) grant to guide the planning efforts in collaboration with key partners.
- 6. In the event that other external groups have financial resources or expertise to contribute to plan development, the Council authorizes the City Manager to accept appropriate and reasonable assistance.

The City Council expresses an interest in the creation of a Waller Creek District Master Plan and to that end directs the City Manager as follows:

1. The City Manager is directed to collaborate with the Waller Creek Conservancy and Downtown Austin Alliance on a community-based planning process to create a more comprehensive vision and blueprint for the Waller Creek District. This process will

result in, among other outcomes, standards for development that are compatible with the creek restoration, trail improvements, and a thriving public realm. The Waller Creek District is bounded on the east by IH-35, on the west by Trinity Street, on the north by Fifteenth Street, and on the south by Lady Bird Lake. The Waller Creek District Plan will incorporate the findings of the Palm District Master Plan.

2. The City Manager will identify elements of the existing Waller Creek Design Guidelines that can be elevated to code amendments for developments that could have an immediate impact on Waller Creek.

### **Improved Connectivity**

In addition to those articulated elsewhere and stated earlier in this resolution, the goals of the Palm District Master Plan should also include identifying options for improving mobility and resolving the barrier created by Cesar Chavez between the northern and southern areas of the district. These options should include short and long-term suggestions and be both achievable and aspirational.

#### **Timeline**

Nothing in this resolution precludes the City Manager from exploring land or facility acquisitions or public and private partnerships that might arise during the planning period and presenting those opportunities to City Council.

Except for elements and timeframes articulated above, the City Manager is directed to present a work program for the Palm District Plan process and any necessary resources to

434	develop the plan to the City Council no later than August 1, 2019, for potential inclusion in
435	the 2020 budget.
436 437 438 439 440 441	ADOPTED:, 2019 ATTEST:  Jannette S. Goodall  City Clerk