Zoning Public Hearing CITY OF AUSTIN RECOMMENDATION FOR COUNCIL ACTION

AGENDA ITEM NO.: Z-7 AGENDA DATE: Thu 02/26/2004

PAGE: 1 of 1

SUBJECT: C14-03-0179 - Conduct a public hearing and approve an ordinance amending Chapter 25-2 of the Austin City Code by rezoning property locally known as 505 and 507 Nelray Boulevard (Waller creek Watershed) from family residence-neighborhood plan (SF-3-NP) combining district zoning to multifamily residence medium density-neighborhood plan (MF-3-NP) combining district zoning. Planning Commission Recommendation: To grant multifamily residence medium density-neighborhood plan (MF-3-NP) combining district zoning. Applicant: Patrick Goetz. Agent: Patrick Goetz. City Staff: Glenn Rhoades, 974-2775.

REQUESTING Neighborhood Planning **DIRECTOR'S**

DEPARTMENT: and Zoning **AUTHORIZATION:** <u>Greg Guernsey</u>

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RCA Serial#: 4672 Date: 02/26/04 Original: Yes Published:

Disposition: Adjusted version published:

ZONING CHANGE REVIEW SHEET

<u>CASE</u>: C14-03-0179 <u>P.C. DATE</u>: January 27, 2004

C.C. DATE: February 26, 2004

ADDRESS: 505 and 507 Nelray

OWNER/AGENT: Patrick Goetz

ZONING FROM: SF-3-NP

TO: MF-3-NP

AREA: .367 acres

SUMMARY STAFF RECOMMENDATION:

Staff does not recommend the proposed change to MF-3-NP, Multifamily Medium Density district zoning.

PLANNING COMMISSION RECOMMENDATION:

January 27, 2004 – Approved the applicant's request for MF-3, Multifamily Medium Density district zoning (Vote: 5-1, L. Ortiz – left early, N. Spelman – nay).

ISSUES:

The subject tract is a part of the North Loop Neighborhood Planning Area, which was approved on May 23, 2002. At this time the plan designates the subject tract as single-family and staff does not recommend the proposed change to MF-3. An amendment to the neighborhood plan (case NPA-03-0011.01) has been submitted to change the Future Land Use Map from single-family to multifamily and should be heard concurrently with this case. Staff is not recommending the proposed the Neighborhood Plan Amendment in addition to the zoning case.

The North Loop planning team supports the proposed change (see attached letter).

EXISTING ZONING AND LAND USES:

	ZONING SF-3	LAND USES	
Site		Single Family	
North	SF-3-NP	Single Family	
	MF-3-NP	Vacant	
South	SF-3-NP	Single Family	
East	SF-3-NP	Single Family	
West	SF-3-NP	Duplex	

AREA STUDY: North Loop Neighborhood Plan

TIA: N/A

WATERSHED: Waller Creek

DESIRED DEVELOPMENT ZONE: Yes

CAPITOL VIEW CORRIDOR: N/A

HILL COUNTRY ROADWAY: N/A

NEIGHBORHOOD ORGANIZATIONS:

#238 - North Austin Neighborhood Alliance

#511 - Austin Neighborhoods Council

#603 - Mueller neighborhoods Coalition

#687 - North Loop Neighborhood Planning Team

#937 – Taking Action Inc.

#941 - Northfield Neighborhood Association

CASE HISTORIES:

NUMBER	REQUEST	PLANNING COMMISSION	CITY COUNCIL	
C14-00-2118	SF-3 to MF-3	Approved MF-3 without	Approved PC recommendation	
		conditions (Vote: 6-2). 8/22/00	(Vote: 7-0). 9/28/00.	

ABUTTING STREETS:

NAME	ROW	PAVEMENT	CLASSIFICATION	DAILY TRAFFIC
Nelray Boulevard	50'	30'	Local	N/A

CITY COUNCIL DATE: 2/26/04

ACTION:

ORDINANCE READINGS: 1st

 2^{nd}

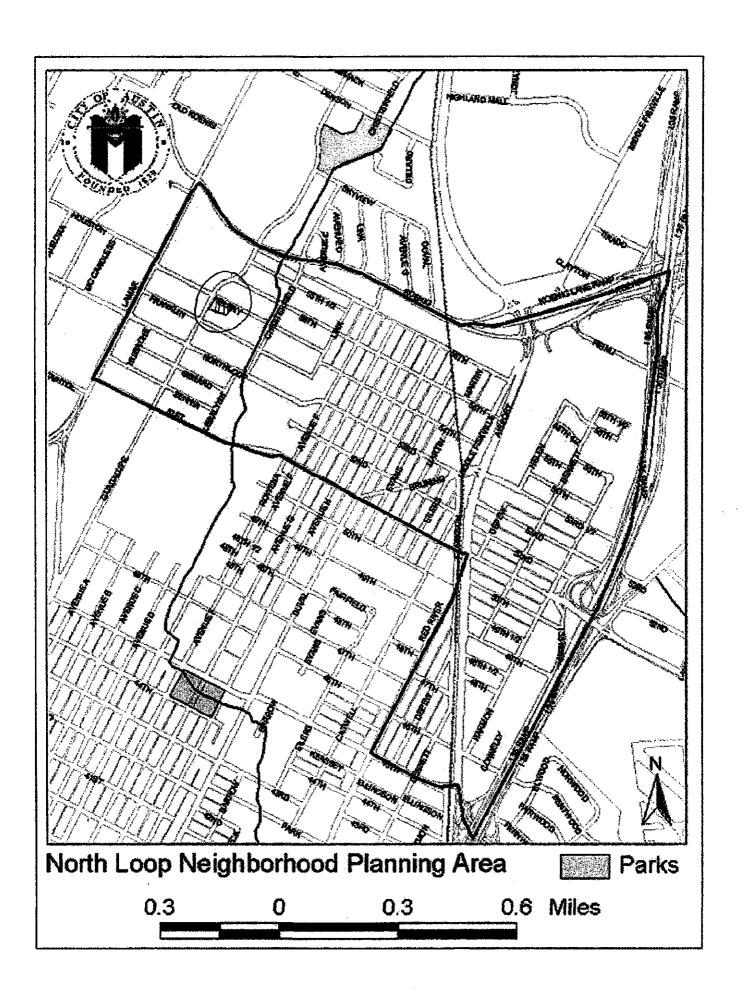
 3^{rd}

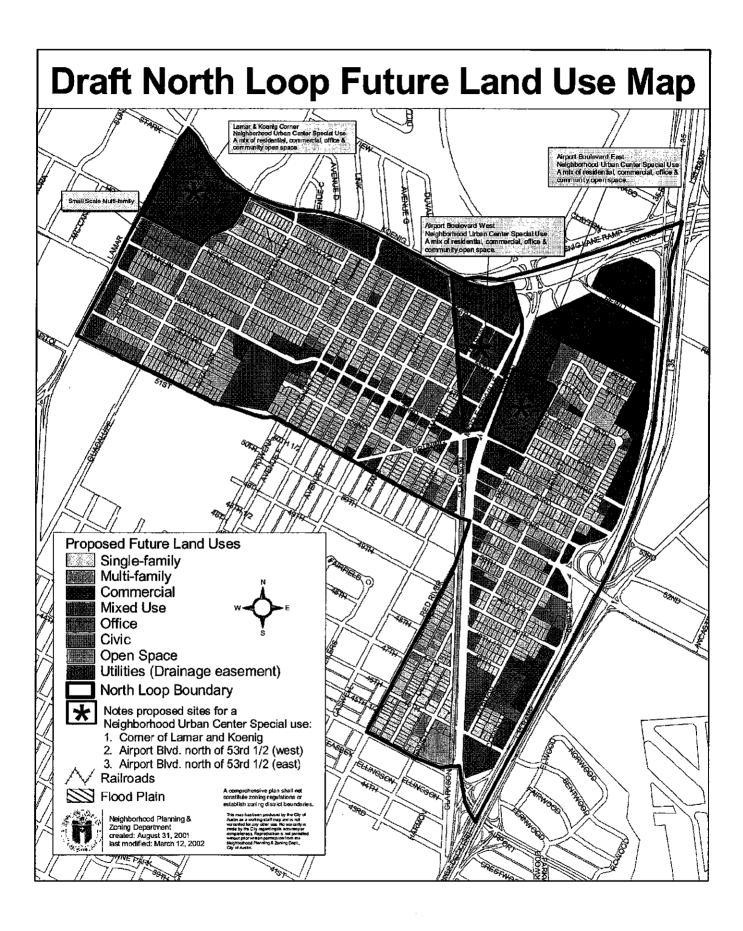
ORDINANCE NUMBER:

CASE MANAGER: Glenn Rhoades

PHONE: 974-2775







STAFF RECOMMENDATION

Staff does not recommend the proposed change to MF-3-NP, Multifamily Medium Density district zoning.

BASIS FOR RECOMMENDATION

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

MF-3, Multifamily Residence Medium Density district zoning is intended to accommodate multifamily use with a maximum density of 36 units per acre, depending upon the size of the unit. This district is appropriate for multifamily residential areas located near supporting transportation and commercial facilities, generally located in centrally located areas and in other areas where multifamily use is desirable.

The current Future Land Use Map (FLUM) designates the property as single-family and the proposed change does not conform to the plan. In addition, staff does not believe conditions have changed significantly enough to warrant a change in zoning or the FLUM

Staff does not believe the subject tract meets the purpose statement set forth in the Land Development Code. The property is located on a street that is predominantly single-family in between two properties zoned SF-3. While there is MF-3 zoning in the immediate vicinity, those properties are located on and take access to Guadalupe Street. The zoning map shows that MF-3 in this area, is generally reserved for property along Guadalupe Street and that SF-3 is reserved for property internal of the neighborhood.

The proposed zoning should promote consistency, and orderly planning.

The proposed change is not consistent with the established zoning pattern of the immediate area. Between Guadalupe Street and Chesterfield Avenue, MF-3 zoning is more appropriate along the edges of the established single family. The rezoning request will set a precedent for multifamily use in a predominantly single-family area

The proposed zoning should allow for a reasonable use of the property.

The existing SF-3 zoning district would allow for a fair and reasonable use of the site. SF-3 zoning is more appropriate for this site because of the location of the property and the single-family character of the area.

EXISTING CONDITIONS

Site Characteristics

The property is currently developed with single-family residence.

Transportation

No additional right-of-way is needed at this time. Additional right-of-way may be required with the subdivision and/or site plan.

The trip generation under the requested zoning is estimated to be 88 trips per day, assuming that the site develops to the maximum intensity allowed under the zoning classification (without consideration of setbacks, environmental constraints, or other site characteristics).

A traffic impact analysis was not required for this case because the traffic generated by the proposed zoning does not exceed the threshold of 2,000 vehicle trips per day. [LDC, 25-6-113]

Capital Metro bus service is not available within 1/4 mile of this property.

Impervious Cover

The maximum impervious cover limit under MF-3 is 65%.

Environmental

The site is not located over the Edwards Aquifer Recharge Zone. The site is located in the Waller Creek Watershed of the Colorado River Basin, which is classified as an Urban Watershed by Chapter 25-8 of the City's Land Development Code. Impervious cover is not limited in this watershed class. This site is required to provide on-site structural water quality controls (or payment in lieu of) for all development and/or redevelopment when 5,000 s.f. cumulative is exceeded, and detention for the two-year storm.

According to flood plain maps, there is no flood plain within the project area.

At this time, site-specific information is unavailable regarding existing trees and other vegetation, areas of steep slope, or other environmental features such as bluffs, springs, canyon rimrock, caves, sinkholes, and wetlands.

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

At this time, no information has been provided as to whether this property has any pre-existing approvals which would preempt current water quality or Code requirements.

Right of Way

The scope of this review is limited to the identification of needs for dedication and/or reservation of right-of-way for funded Capital Improvement Program (C.I.P.) Roadway Construction Projects and Transportation Systems Management (T.S.M.) Projects planned for implementation by the City of Austin. No aspect of the proposed project is being considered or approved with this review other than the need for right-of-way for City projects. There are separate right-of-way dedication and reservation requirements enforced by other Departments and other jurisdictions to secure right-of-way for roadway improvements contained in the Austin Metropolitan Area Roadway Plan, roadway projects funded by County and State agencies, and for dedication in accordance with the functional classification of the roadway.

We have reviewed the proposed subdivision, site plan, or zoning case and anticipate no additional requirement for right-of-way dedication or reservation for funded C.I.P. or T.S.M. projects at this location.

Water and Wastewater

The site is served with City water and wastewater utilities. If water or wastewater utility improvements, or offsite main extension, or system upgrades, or utility adjustments, or relocation are required for the land use, the landowner will be responsible for all costs and providing. Also, the utility plan must be reviewed and approved by the Austin Water Utility. The plan must be in accordance with the City's utility design criteria.

Stormwater Detention

At the time a final subdivision plat, subdivision construction plans, or site plan is submitted, the developer must demonstrate that the proposed development will not result in additional identifiable flooding of other property. Any increase in stormwater runoff will be mitigated through on-site stormwater detention ponds, or participation in the City of Austin Regional Stormwater Management Program if available.

Compatibility Standards

This site is within North Loop Neighborhood Plan. Any new development should comply with the design guidelines.

Any new multifamily development on the site is subject to compatibility standards. Along the north, south, west and east property lines, the following standards apply:

- No structure may be built within 25 feet of the property line.
- No structure in excess of two stories or 30 feet in height may be constructed within 50 feet of the property line that triggers compatibility standards.
- No structure in excess of three stories or 40 feet in height may be constructed within 100 feet of the property line that triggers compatibility standards.
- No parking or driveways are allowed within 25 feet of the east, west and south property lines. In addition, a fence, berm, or dense vegetation must be provided to screen adjoining properties from views of parking, mechanical equipment, storage, and refuse collection. Additional design regulations will be enforced at the time a site plan is submitted.



November 21, 2003 Herman Thun, Chair Board of Adjustment

City of Austin
One Texas Center
721 Barton Springs Road
Austin, TX 78704

Dear Mr. Thun and Members of the Board of Adjustment:

At our North Loop Neighborhood Planning Team (NLNPT) meeting on August 27th, 2003, the 12 team members in attendance unanimously endorsed the request from North Loop resident Patrick Goetz to change his zoning from SF-3 to MF-3 on the two lots near the southeast corner of Nelray Blvd. and Guadalupe Street (505 and 507 Nelray Blvd.). The application is to include a reduced setback from the street for architectural and aesthetic reasons. The variance request was also unanimously supported. The property is bounded by SF-3 to the east, an SF-3 duplex to the west, an MF-4 institutional property to the north, and a large commercial complex to the west across Guadalupe Street.

This decision followed an initial presentation by Mr. Goetz at our May 21, 2003 NLNPT meeting. The matter was also presented to all NLNPT members (and the larger community) via email prior to the meeting. This system—presentation at one meeting, discussion between among members, and consideration for approval at the subsequent meeting—helps enable our group to comment on proposed changes to our Neighborhood Plan.

Mr. Goetz's plan increases land use density, but in a way which is compatible and desirable with traditional SF-3 zoned single family homes due to its design and physical location vis-a-vis the surrounding land uses. It supports North Loop Neighborhood Plan vision:

In the year 2020 the North Loop Neighborhood Planning Area will be a vibrant, friendly and livable neighborhood that is characterized by: a variety of housing and people; pedestrian orientation with a network of sidewalks, as well as bike lanes; shady, tree-lined streets; a mix of land uses and are at a density which will support local businesses and transit; locally owned businesses that are neighborhood oriented; and parks and plazas which will act as public gathering places.

The North Loop Neighborhood Planning Area of the future is a vibrant mixed use neighborhood, where commercial and residential uses are combined, and designed in a way that creates an interesting streetscape and built environment. Compatibility is important, but so is uniqueness and a eclectic character.

This presently proposed project on Nelray fully supports these criteria as follows:

- Small scale. Multifamily land uses are desirable to create the level of density required to support public transportation, a greater mix of neighborhood oriented businesses, and an increased tax base for the community. All of these are key goals of the North Loop Neighborhood Plan. However, multifamily residential employed at a massive scale is highly detrimental to surrounding single family residential units. The proposed multifamily development strikes an appropriate balance. We applaud this design and believe it will serve our area well.
- Slightly higher density at an entrance to an SF-3 neighborhood. Currently, there is no buffer or gradual transition from a relatively heavy commercial complex along and to the west of Guadalupe Street (with heavy traffic) to the single family neighborhood to the east. This proposed development provides that appropriate buffer.
- Community by design: intimacy, aesthetics, and detailing of a traditional neighborhood. Unlike the trend toward boiler-plate, super-duplex units (which effectively have created de facto, mid- to large-scaled multifamily in our neighborhood), the present design is aesthetically interesting and goes beyond being strictly functional and utilitarian. For example, full parking for residents but no cars visible from the street and large residential balconies creating a pedestrian-friendly pervious barrier between the building and the streetscape. We expect this design will encourage longer-term tenants for a more stable and cohesive neighborhood. The variances requested enable this higher degree of intimacy and allow the parking areas to be shielded.

In sum, the North Loop Neighborhood Planning Team agreed that the proposed use and careful design of this MF-4 property is consistent with the vision of our Neighborhood Plan. It offers an attractive, compact residential design at the gateway to the neighborhood from Guadalupe Street and adjacent commercial uses. We strongly urge the approval of the zoning change and variances requested.

Sincerely,

Matt Hollon
Chair, North Loop Planning Team
919 E. 53rd Street
Austin, TX 78751
http://www.ci.austin.tx.us/zoning/north_loop.htm

cc: Jay Reddy; Chair, Northfield Neighborhood Association; 5507 Avenue G; Austin, TX 78751

cc: Kathleen Welder; City of Austin Neighborhood Planning and Zoning Department; 505 Barton Springs Road; PO Box 1088; Austin, TX 78767

14. Neighborhood NPA-03-001.01 - 505/507 Nelray Blvd.

Plan Amendment:

Location: 505 and 507 Nelray Blvd., Waller Creek Watershed, North Loop NPA

Owner/Applicant: North Loop Planning Team (Applicant); Patrick Goetz (Owner)

Agent: Patric Goetz (Owner)

Request: Change the future land use map designation for these two properties

from single-family to multi-family. (Out-of-cycle plan amendment

submitted by Planning Team).

Staff Rec.: Not Recommended

Staff: Kathleen Welder, 974-2856, kathleen.welder@ci.austin.tx.us

Neighborhood Planning and Zoning Department

Glenn Rhoades presented the staff recommendation for the plan amendment and the rezoning request.

OPEN PUBLIC HEARING

APPLICANT

Patrick Goetz, the property owner, read the plan goals for the North Loop neighborhood. There is currently not the population density to support what is envisioned in the neighborhood plan. Mr. Goetz said that the neighborhood does not even have a grocery store, so density needs to increase. The instruments to increase density are for smaller houses. The neighborhood has indicated that they do not support apartments. He proposes small-scale multi-family to be compatible with the existing single-family. He agrees that there should not be an apartment complex with parking in front. The only way to increase density is to add multi-family, and the other alternative to add density is McMansions and superduplexes. This small-scale project will be a model.

Commissioner Medlin said she agrees with what Mr. Goetz has said, but said her concern is that this was not addressed during the neighborhood planning process. Mr. Goetz said he was part of the neighborhood planning process, and talked about this vision for the neighborhood. He said small-scale multi-family was not provided as an option during the neighborhood planning process. He said staff may have approved if there were contiguous parcels also with MF zoning.

Commissioner Riley asked about the location of the parking. Mr. Goetz said that the parking will be located to the rear, undemeath the building- cars will not be seen from the street. A driveway will go between the two residential lots, with a narrow driveway in the front to allow for vegetation.

Commissioner Spelman wanted clarification of surrounding land uses and zoning. Mr. Rhoades said the site with the former daycare is currently a duplex with SF-3 zoning. Mr. Goetz added that the adjacent SF-3 site is eligible for a corner store.

Facilitator: Katie Larsen 974-6413

FOR

Greg Madsen, resident that lives at 51st and Evans, is a member of the North Loop NPT and requests approval of the zoning request. He thinks it is a unique project that fills a market niche.

Cuatro Groos, lives 3 houses down, was originally concerned about the request, but after reading the plan, is supportive of the idea, and would like to see small-scale. Their hope is that projects like Mr. Goetz's will attract improvements to the neighborhood.

Commissioner Ortiz asked if Mr. Groos knew about any property owners opposed to the project. Mr. Groos responded that at one of the neighborhood meetings the property owner behind the property expressed concerns, but he was unsure if she was opposed or in favor.

Commissioner Medlin asked Mr. Groos if he would support multi-family near his property. He said yes, as proposed.

Kris Schludermann also participated in the neighborhood planning process. This plan is good for a single urban professional that cannot afford a house, but wants to have a similar lifestyle. He prefers this project over McMansions and superduplexes. This will be more compatible for a pedestrian-oriented neighborhood than the large buildings

Bobby Sledge, signed up as neutral/undecided, and is aware of some of the objections. He agrees with the idea of something in between single-family and multi-family. Some of the concerns expressed by the property owner behind the site are about what the view tenants will have onto her house. It is a difficult problem- he lives on North Loop, not a member of the North Loop NPT, but is part of the Northfield NA. A lot of the properties in the area are long, deep lots. He has thought about adding a garage apartment, and they are being built in the neighborhood. Jenny McWilliams, the owner behind his property, knows the owner Mr. Goetz, and so does he. He suggests designing the buildings with celestory windows to prevent views to the backyard, and increasing height of the building as they go to the front of the lot.

Commissioner Medlin asked about what Mr. Sledge meant when he said toes have been stepped on with the development of the garage apartment. He said that there was a person whose neighbor built a two-story garage apartment, with no foliage or privacy fence blocking the view.

Commissioner Medlin said she thought that perhaps Mr. Goetz could develop duplexes on each lot.

Jennifer McWilliams, signed up as neutral/undecided, said she lives at 504 Franklin, the property behind Mr. Goetz's property. The lot has been vacant 4.5 years ago behind her lot. Since she has seen the plans, she thought about the change. She knows that if we do not want sprawl, there needs to be change. She is willing to compromise, to bring about better transit, shopping nearby. She supports the new zoning category. This zoning for this lot is fine, but she would like to emphasize that this would be appropriate for land along roadways with traffic lights and sidewalks.

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Matt Hollon, chair of the North Loop NPT, said that there were 3-4 meetings where they discussed this project. Each time, the project was warmly greeted. There was unanimous support at the time the vote was taken. The crucial aspect is small scale. Secondly, the neighborhood liked the idea of a slightly higher density at the entrance of the neighborhood. In regards to sidewalks, the City will add a sidewalk to the street. He knows there is an issue between zoning and the actual design, but he feels like the project will fit into the neighborhood. A question he did receive from some residents was at what point would the zoning stop.

Commissioner Armstrong asked Mr. Hollon if the development is approved and built, how would he feel about the zoning application for the adjacent properties to MF-3, with no neighborhood input into design. Mr. Hollon said it would be harder to support it. He said Mr. Goetz is going the harder way, and they would like to give the beta test version of this.

Commissioner Armstrong said these are two 8,000sf lots, for a total 16,000sf project. Is it the small size of the project that makes it appealing or is it the architectural design? Mr. Hollon said that if it is smaller, they manage the risk by supporting something on the same scale.

Commissioner Spelman asked why they did not consider these parcels for multi-family zoning, especially along the corridor (Guadalupe corridor) during the neighborhood planning process. Mr. Hollon said that Mr. Goetz did bring in the drawings for the neighborhood, but at that point he was not sure if he was ready to pursue the project. Commissioner Spelman asked why the zoning did not reflect the vision for small-scale multi-family. Mr. Hollon said they did not have the time to reflect upon many changes, and upon retrospect, should have looked at Guadalupe and 51st Street- they focused on Airport, I-35 frontage, Koenig, just did not have time. Those two streets need more attention.

Commissioner Medlin asked for clarification that 15-20 people would live on one lot. Mr. Goetz responded that 5 units per lot, 10 units total, is proposed. Commissioner Medlin asked how does this zoning address issues also associated with super-duplexes such as traffic and the number of people. Mr. Hollon said that their concern with superduplexes is with design, and this project addresses the issues with design.

Commissioner Moore asked Mr. Hollon if the goals of the plan guide decisions to make in the neighborhood over time. Mr. Hollon said it would have been nicer to look in-depth at the second-tier corridors, to look at parcels. The neighborhood is willing to take some calculated risk for this project.

Jack Howison, commercial owner and operator in the neighborhood and participant in the neighborhood planning process, said Mr. Goetz has dealt with this in the right way. He has been open to communication. He supports the rezoning request.

FOR, BUT DID NOT SPEAK

Kirsten Bartel

REBUTTAL

Mr. Goetz explained the design difference between the superduplexes and his proposed project. Yes, there will be more people, but more density is what we want.

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Commissioner Sullivan pointed out that a superduplex could have had two units, each could have 6 unrelated persons, so 12 people on a 7,000sf lot. They were mini-dormitories. On a lot twice as large, at 16,000sf, will have 10 individual units.

Commissioner Medlin asked how many unrelated persons can live in a unit. Up to 6 unrelated persons are allowed per unit, so Mr. Goetz's project could have up to 60 people. Commissioner Sullivan said that is really not feasible with the size of the units.

MOTION: CLOSE PUBLIC HEARING VOTE: 6-0 (NS-1st, DS-2nd; LO-left early)

MOTION: APPROVE THE PLAN AMENDMENT AND THE APPLICANT'S ZONING

REQUEST

VOTE: 5-1 (MM-1st, MA-2nd; LO-left early, NS- opposed)

DISCUSSION OF MOTION

Commissioner Moore said he supports the density.

Commissioner Armstrong commends the neighborhood and the applicant to support the plan in actuality. She is respectful of the staff's concerns about precedent, but the 16,000sf lot is a comfortable precedent to set. She also agrees that a tool would be handy, such as maybe a maximum lot size, so that do not have to have the precedent issue in the picture.

Commissioner Sullivan said that he likes the project. Other types of restrictions, other than lot size, could be included such as height from a distance to the rear lot line, and an impervious cover limit could be used to tailor a multi-family project. There are small apartment complexes in his neighborhood that are compatible with the single-family housing. He does not think the plan is all that unusual.

Commissioner Spelman will not support the motion. She is impressed with the vision and the neighborhood support- this is very rare to see such neighborhood support. Even those that spoke as neutral expressed some support and she admired their desire to achieve the greater good. Her concern is that multi-family will be introduced within the block- would have supported it if located on the corner where the daycare is. She said that we need density, but would have been easier for her to support if it came about as part of the neighborhood planning process, instead of the reverse as considering requests as they come in, because this is not how to implement goals.

Commissioner Medlin will support the motion, but does have concerns that design guidelines will not be attached to the zoning. She is willing to support the motion because of the neighborhood support. She is not sure people have resolved the contradictions of urban living. She hopes she does not come to regret this decision.

Commissioner Riley will enthusiastically support the motion. This neighborhood is the one most interested in the infill options, such as the corner store option. The neighborhood did a good job of developing a vision that will support density, neighborhood stores and transit. He does not see

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this request as a departure from the plan. He believes the current zoning ordinance is a clunky device, and that there is not a good mechanism to create small scale residential. He applauds the neighborhood for being willing to take a risk to get to the vision, and if they are willing to take the risk, he will support them.

15. Zoning: C14-03-0179 - 505/507 Nelray Blvd.

Location: 505 and 507 Nelray Blvd., Waller Creek Watershed, North Loop NPA

Owner/Applicant: Patrick Goetz
Agent: Patrick Goetz

Request: Change of zoning from SF-3-NP to MF-3-NP

Staff Rec.: Not Recommended

Staff: Glenn Rhoades, 974-2775, glenn.rhoades@ci.austin.tx.us

Neighborhood Planning and Zoning Department

SEE ITEM 14 FOR DISCUSSION AND ACTION (ITEMS 14 AND 15 CONSIDERED TOGETHER).

16. Site Plan SPC-03-0018C - Shurgard Storage Center

Conditional Use

Permit:

Location: 1304 W. 5th Street, Town Lake Watershed, Old West Austin NPA

Owner/Applicant: Etta Cohn Lipson Agent: Richard Mathias

Request: Approval of Conditional Use Permit

Staff Rec.: Recommend Approval of Conditional Use Permit
Staff: Kathy Haught, 974-2724, kathy.haught@ci.austin.tx.us

Watershed Protection and Development Review

MOTION: APPROVE BY CONSENT

 $VOTE: 7-0 (NS-1^{ST}, CR-2^{ND})$

B. OTHER BUSINESS

ITEMS FROM THE COMMISSION

Commissioner Spelman mentioned ordering of briefings, and Commissioner Sullivan said it is required to put staff briefings last.

Commissioner Armstrong mentioned that briefings on Council-approved code amendments will be scheduled for 5pm before PC meetings.

Report from the Committee Chairs.

Periodic Reports from Zoning and Platting Commission.

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