ZONING CHANGE REVIEW SHEET

CASE: C14-2019-0133 – The Bridge at Turtle Creek Apartments

DISTRICT: 2

ZONING FROM: SF-3-NP and LO-NP

TO: LR-V-NP

ADDRESSES: 735 Turtle Creek Boulevard, 6020 South 1st Street and 6102 South 1st Street

SITE AREA: 3.32 acres

PROPERTY OWNER:
New Hope Wesleyan Church
(Daniel Robinson, Pastor)

AGENT:
Alice Glasco Consulting
(Alice Glasco)

CASE MANAGER: Kate Clark (512-974-1237, kate.clark@austintexas.gov)

STAFF RECOMMENDATION:

Staff recommends Neighborhood Commercial – Vertical Mixed Use Building – Neighborhood Plan (LR-V-NP) combining district zoning for Tract 1 (properties at 6020 South 1st Street and 6102 South 1st Street), and General Office – Vertical Mixed Use Building – Neighborhood Plan (GO-V-NP) combining district zoning for Tract 2 (the property at 735 Turtle Creek Boulevard), with conditions. *For a summary of the basis of staff's recommendation, see on page 2 and 3.*

PLANNING COMMISSION ACTION / RECOMMENDATION:

December 17, 2019 **Approved staff recommendation of LR-V-NP and GO-V-NP, with conditions. Vote 10-0. [Howard – 1st, Flores – 2nd; Anderson, Llanes-Pulido and Shaw were off the dais].**

CITY COUNCIL ACTION:

January 23, 2020 **Scheduled for City Council**

ORDINANCE NUMBER:

ISSUES

With the current Land Development Code (LDC) the vertical mixed use building combining zoning district (-V) is only recommended along defined "Core Transit Corridors" and "Future Core Transit Corridors". This property is located along South 1st Street, which is a Core Transit Corridor north of Highway 290, but not at this property's location. The Future Core/Core Transit Corridors were identified in 2005 and approved by City Council in 2006. Since this time, the City's development and zoning patterns have changed, affecting not only the built environment but traffic patterns as well.

Staff discussed this rezoning case and decided to recommend adding the vertical mixed use building combining zoning district to the base zoning because (1) a portion of South 1st Street is defined as a Core Transit Corridor; and (2) this property is located along a CapMetro High-Frequency Route which operates a metrobus every 15 minutes, seven days a week from 6:00 AM to 8:00 PM.

A neighborhood traffic analysis (NTA) was conducted on this property by the Austin Transportation Department (ATD). Their recommendations are included in *Exhibit C: The Bridge at Turtle Creek NTA Memo*. A restrictive covenant shall be created to encompass the recommendations listed in the NTA memo.

CASE MANAGER COMMENTS:

This rezoning case includes three separate lots (the property). Two of these lots are zoned family residence – neighborhood plan (SF-3-NP) combining district and one is zoned limited office – neighborhood plan (LO-NP) combining district. All three lots are being requested to be rezoned neighborhood commercial – vertical mixed use building – neighborhood plan (LR-V-NP) combining district zoning.

The combined area for the property is approximately 3.32 acres. It is bound by two streets, Turtle Creek Boulevard to the north and South 1st Street to the east. Across Turtle Creek Boulevard is a property zoned multifamily – low density – neighborhood plan (MF-2-NP) combining district. Across South 1st Street are properties zoned limited office – mixed use – neighborhood plan (LO-MU-NP) combining district. Adjacent to the south are properties zoned general office – conditional overlay – neighborhood plan (GO-CO-NP) and community commercial – neighborhood plan (GR-NP) combining district. Adjacent to the west is a property zoned SF-3-NP, see *Exhibit A: Zoning Map* and *Exhibit B: Aerial Map*.

As mentioned in the Issues section of this report, the City's current LDC does not designate this portion of South 1st Street as a Core Transit Corridor. South 1st Street is a defied Core Transit Corridor between Lady Bird Lake and Highway 290. Unlike some major thoroughfares identified on the map (Airport Boulevard, Slaughter Lane, South Congress Avenue, etc.), South 1st Street does not continue as a Future Core Transit Corridor south of Highway 290. In 2015, CapMetro began looking into a High-Frequency Network for their busing system and started implementing the system in 2018. Currently, South 1st Street is a designated High-Frequency

MetroBus route from Lady Bird Lake to Slaughter Lane. Because South 1st Street is identified as a Core Transit Corridor north of the property and the property is located on a High-Frequency Bus route, staff is recommending adding the "-V" designation to the property. However, because this property backs to existing SF-3 zoning, staff is also recommending rezoning the base zoning district of the lots that have access to South 1st Street to be LR, and the lot that accesses Turtle Creek Boulevard to be GO.

BASIS OF RECOMMENDATION:

1. *Zoning changes should promote compatibility with adjacent and nearby uses.*

   Staff is recommending two base zoning districts (LR) and (GO) to have better land use compatibility with the existing zoning in the area. The two lots that have access to South 1st Street are adjacent to and across the street from existing commercial and office uses and are better suited for the uses permitted in the LR zoning district. The lot that is only accessed by Turtle Creek Boulevard, is adjacent to and across the street from existing residential uses. Rezoning this portion of the property to GO would allow for a transition of zoning between existing and proposed higher intensity zoning districts to the less intense districts.

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

   South 1st Street is categorized as a Level 3 street in the Austin Strategic Mobility Plan, a designated High-Frequency MetroBus Route by CapMetro and an Activity Corridor within Imagine Austin Comprehensive Plan. This property also falls within the South Austin Combined Neighborhood Plan (Garrison Park) and is identified as "neighborhood node" on the future land use map (FLUM) which promotes a district containing restaurants, shops, offices, and multi-family housing. Rezoning the property to LR-V-NP and GO-V-NP allows for a higher density of residential uses and mix of commercial and office uses would be in alignment with all of these adopted plans.

EXISTING ZONING AND LAND USES:

	Zoning	Land Uses
Site	SF-3-NP and LO-NP	Religious assembly and day care services
North	MF-2-NP (across Turtle Creek Blvd)	Multifamily apartment complex (Arts Apartments at Turtle Creek)
South	GO-CO-NP and GR-NP	Commercial shopping center (variety of commercial uses) and hospital services (limited)
East	LO-MU-NP (across S/ 1st Street)	Single family residences
West	SF-3-NP	Single family residences

NEIGHBORHOOD PLANNING AREA: South Austin Combined Neighborhood Plan (Garrison Park)

TIA: is differed until site plan submittal. A neighborhood traffic analysis (NTA) was required with this application and is included in *Exhibit C: The Bridge at Turtle Creek NTA Memo*.

WATERSHED: Williamson Creek

OVERLAYS: ADU Approximate Area Reduced Parking, Residential Design Standards.

SCHOOLS: Odom Elementary, Bedichek Middle and Crockett High Schools.

NEIGHBORHOOD ORGANIZATIONS

Armadillo Park Neighborhood Association
Austin Independent School District
Austin Neighborhoods Council
Bike Austin
Friends of Austin Neighborhoods
Go Austin Vamos Austin 78745
Homeless Neighborhood Association
Neighborhood Empowerment Foundation
Onion Creek Homeowners Association
Preservation Austin
SELTexas
Sierra Club, Austin Regional Group
South Austin Neighborhood Alliance (SANA)
South Congress Combined Neighborhood Plan

AREA CASE HISTORIES:

Number	Request	Commission	City Council
C14-2011-0051 6104 S. 1st Zoning	LO to GO	Approved GO-CO (CO to prohibit guidance services on Tract 1 and limits number of trips to 2,000 across both Tract 1 and Tract 2).	Approved GO-CO

RELATED CASES:

The property was part of case C14-2014-0019 Garrison Park Neighborhood Plan Area (Ordinance No. 20141106-088) conducted in 2014.

The property is part of the Wesleyan Church Subdivision, Lot 2 (C8S-72-162) and Wesleyan Church Subdivision 2, Lots 2 and 3 (C8S-81-107).

EXISTING STREET CHARACTERISTICS:

Street	ROW	Pavement	Classification	Sidewalks	Bike Route	Capital Metro (w/in ¼ mile)
S First St	85	47’ – 55’	Level 3	Yes	Shared Lane	Yes
Turtle Creek Blvd	60’	38’	Level 2	North Side	Wide Curb Lane	Yes

OTHER STAFF COMMENTS:

Comprehensive Planning

This property is located south of Turtle Creek Boulevard and east of S. 1st Street, which is an Imagine Austin Activity Corridor. The property is approximately 3.32 acres in size and is located in the South Austin Combined Neighborhood Plan area, in the Garrison Park Planning Area. The proposed use is a multifamily apartment complex with a commercial or office component on the first floor.

Connectivity
The church property has no public sidewalks located along the perimeter of the property on Turtle Creek Boulevard but there are public sidewalks on the opposite side of Turtle Creek Boulevard and on both sides of this section of South 1st Street. There are also two public transit stops located within 500 feet of the property along South 1st Street. The mobility options in the area are fair.

South Austin Combined Neighborhood Plan (SACNP)
The SACNP Character District Map designates this portion of Turtle Creek Boulevard and South 1st Street as a ‘Neighborhood Node’ which is intended for neighborhood serving local businesses and mixed use projects. Neighborhood Node districts contain restaurants, shops, offices, and multi-family housing. The form of these areas is similar to Neighborhood Transition districts but with more commercial activity. Neighborhood Nodes have a similar mix of uses as Mixed Use Hubs, but primarily serve residents in the neighborhood. Building heights range from one to two stories, although many locations are zoned for greater height, (page 59).

The requested combined zoning district LR-V-NP is permitted in the Neighborhood Node Character District.

Vision: The Neighborhood Node District reflects South Austin’s unique identity and includes many neighborhood-serving, local businesses and places to gather and hold events. It is easy to get around by all modes of transportation (pages 60 to 65).

Policies for the Neighborhood Node (NN):

- NN P1: Many sites within Neighborhood Nodes are likely to redevelop in the future, but the following design elements should be encouraged in the interim to make the district more people-friendly and walkable: windows and awnings, street trees, street furniture, outdoor seating, and creative use of surface parking.

As properties within Neighborhood Nodes redevelop the following policies should guide building siting and form:

- NN P2: Buildings should be up to three stories at the tallest part of the district, with appropriate step down in height or other buffering to the adjacent Residential Core district.

- NN P3: New buildings should be mixed-use, with pedestrian-oriented ground floors. Pedestrian-oriented ground floors should incorporate: transparent windows, awnings and outdoor seating.

- NN P4: New buildings should be constructed closer to the street to create people-friendly places.

- NN P5: New buildings should be connected by wide sidewalks, with space for trees, sidewalk furniture, or restaurant patios.

- NN P6: Shared parking in structures or behind buildings should be encouraged to improve walkability.

- NN P7: Encourage the preservation of existing and location of new local, neighborhood-serving businesses in the SACNPA.

- NN P8: Encourage missing middle housing types and neighborhood-serving businesses that are compatible with the neighborhood character. In the interim between the adoption of this neighborhood plan and the adoption of the revised Land Development Code, the following zoning districts should be generally considered appropriate to the Neighborhood Node character district.

SF-2#: Standard lot single family	MF-3: Medium density multi-family
SF-3#: Family residence	MU Combining District: allows mixed-use
SF-4A#: Small lot single family	NO: Neighborhood Office
SF-4B#: Single family condo	LO: Limited Office
SF-5: Urban family residence	LR: Neighborhood Commercial
SF-6: Townhouse & condo residence	CS-1: Commercial Liquor Sales

MF-1: Limited density multi-family	VMU Combining District: allows vertical mixed use

#: Zone can be in a given FLUM category, but a zoning change to this district is not recommended.

The SACNP appears to support vertical mixed use projects in this portion of the planning area, which also includes amenities such as street trees, awnings, parking located behind the building, wide sidewalks, outdoor seating, patios, and transparent windows to make the project people friendly and walkable.

Imagine Austin
The project is located along an Activity Corridor. Activity Corridors are intended to allow people to reside, work, shop, access services, people watch, recreate, and hang out without traveling far distances. The following Imagine Austin Comprehensive Plan (IACP) policies are applicable to this case:

- LUT P3: Promote development in compact centers, communities, or along corridors that are connected by roads and transit, are designed to encourage walking and bicycling, and reduce healthcare, housing and transportation costs.

- HN P1: Distribute a variety of housing types throughout the City to expand the choices able to meet the financial and lifestyle needs of Austin's diverse population.

- HN P10: Create complete neighborhoods across Austin that have a mix of housing types and land uses, affordable housing and transportation options, and access to healthy food, schools, retail, employment, community services, and parks and recreation options.

The Austin Strategic Housing Blueprint, which is an amendment to Imagine Austin, includes goals for affordable housing in every City Council district. Some of these goals include: (1) preventing households from being priced out of the Austin; (2) providing an affordable housing choice; and (3) protecting diverse communities. This project appears to support the Austin Strategic Housing Blueprint (an amendment to Imagine Austin) by providing both housing choice and the potential for affordable housing.

Environmental

The site is not located over the Edwards Aquifer Recharge Zone. The site is in the Williamson Creek Watershed of the Colorado River Basin, which is classified as a Suburban Watershed by Chapter 25-8 of the City's Land Development Code.

Under current watershed regulations, development or redevelopment on this site will be subject to the following impervious cover limits:

Development Classification	*% of Gross Site Area*	*% of Gross Site Area with Transfers*
Single-Family (minimum lot size 5750 sq. ft.)	50%	60%
Other Single-Family or Duplex	55%	60%
Multifamily	60%	70%
Commercial	80%	90%

According to the maps there is a Critical Water Quality Zone within or adjacent to the project location.

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

Under current watershed regulations, development or redevelopment requires water quality control with increased capture volume and control of the 2-year storm on site.

Site Plan

Site plans will be required for any new development other than single-family or duplex residential. Any new development is subject to Subchapter E: Design Standards and Mixed Use. Additional comments will be made when the site plan is submitted.

Any development which occurs in an SF-6 or less restrictive zoning district which is located 540-feet or less from property in an SF-5 or more restrictive zoning district will be subject to compatibility development regulations.

Compatibility Standards
The site is subject to compatibility standards. There is a SF-3 zoned property across the street to the north, single family use across the street to the east, and SF-3 zoning across Middleham Place to the west. The following standards may apply at time of site plan:

- No structure may be built within 25 feet of the single-family zone/use property lines.
- No structure in excess of two stories or 30 feet in height may be constructed within 50 feet of the triggering property lines.
- No structure in excess of three stories or 40 feet in height may be constructed within 100 feet of the triggering property lines.

- for a structure more than 100 feet but not more than 300 feet from property zoned SF-5 or more restrictive, 40 feet plus one foot for each 10 feet of distance in excess of 100 feet from the property zoned SF-5 or more restrictive.

Additional design regulations will be enforced at the time a site plan is submitted.

Transportation

The Austin Strategic Mobility Plan (ASMP) adopted 04/11/2019, calls for 70 feet of right-of-way for Turtle Creek Blvd. It is recommended that 35 feet of right-of-way from the existing centerline should be dedicated for Turtle Creek Lane according to the Transportation Plan at subdivision or site plan submittal (LDC 25-6-51 and 25-6-55).

At the time of submittal of any site plan on the Property, a traffic impact analysis (TIA) is required if the proposed development or uses on the Property, considered cumulatively with all existing or previously authorized development and uses, generates traffic that exceeds 2,000 trips per day.

A Neighborhood Traffic Analysis (NTA) was required for this case and was performed by ATD staff (LDC 25-6-114). An NTA requires three (3) consecutive 24-hour tube counts, preferably on Tuesday, Wednesday, and Thursday, during a non-holiday week when school is in session. The results of the performed NTA for this rezoning case was provided in a separate memo and is attached to the staff report in *Exhibit C: The Bridge at Turtle Creek NTA Memo*.

Austin Water Utility

The landowner intends to serve the site with City of Austin water and wastewater utilities. The landowner, at own expense, will be responsible for providing any water and wastewater utility improvements, offsite main extensions, water or wastewater easements, utility relocations and or abandonments required by the proposed land use. Depending on the development plans submitted, water and or wastewater service extension requests may be required. Water and wastewater utility plans must be reviewed and approved by Austin Water for compliance with City criteria and suitability for operation and maintenance. All water and wastewater construction must be inspected by the City of Austin. The landowner must pay the City inspection fee with the utility construction. The landowner must pay the tap and impact fees once the landowner makes an application for Austin Water utility tap permits.

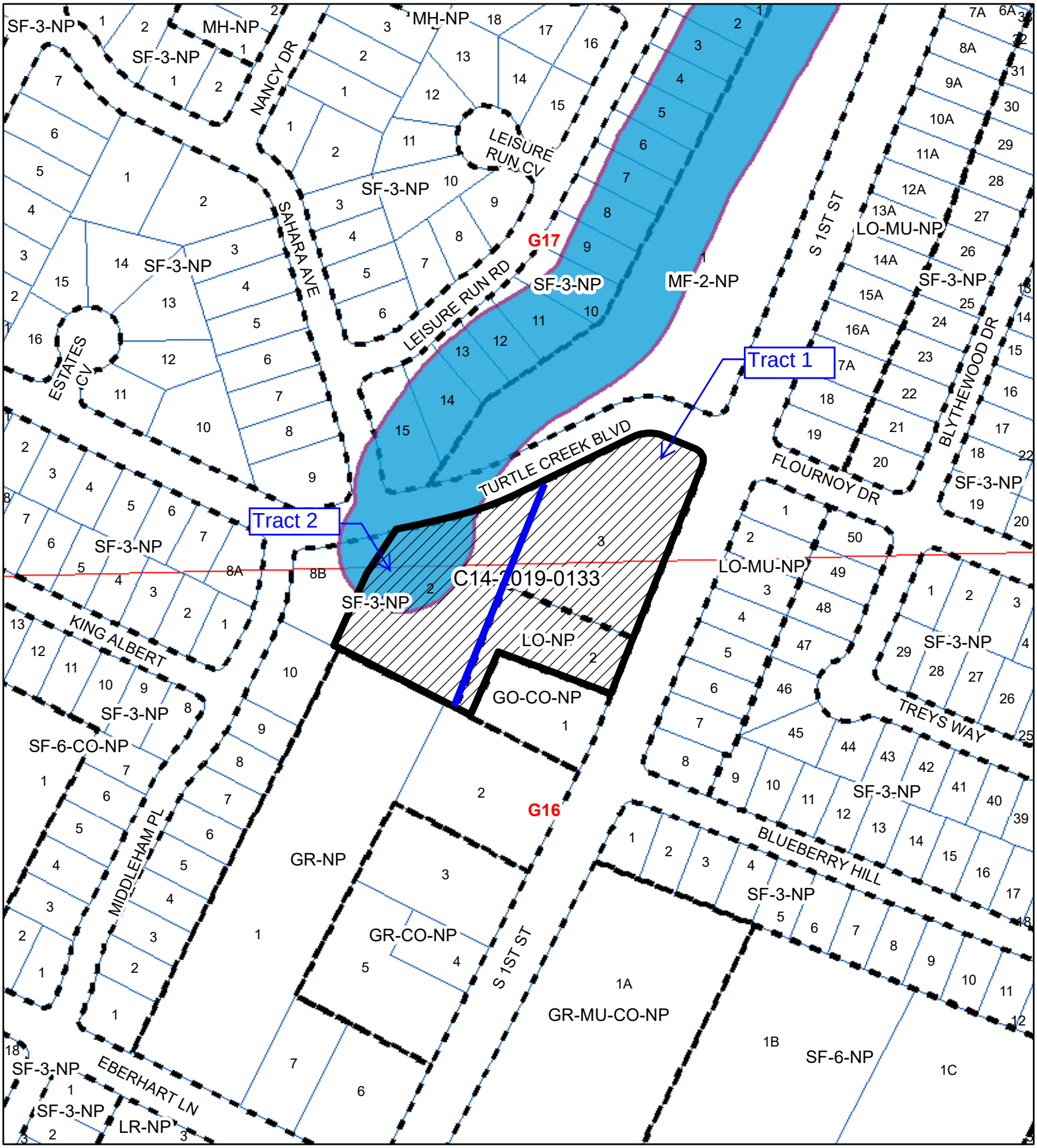
INDEX OF EXHIBITS TO FOLLOW

Exhibit A: Zoning Map

Exhibit B: Aerial Map

Exhibit C: The Bridge at Turtle Creek NTA Memo

Exhibit D: Correspondence Received



N

SUBJECT TRACT

ZONING BOUNDARY

PENDING CASE

CREEK BUFFER

1" = 200'

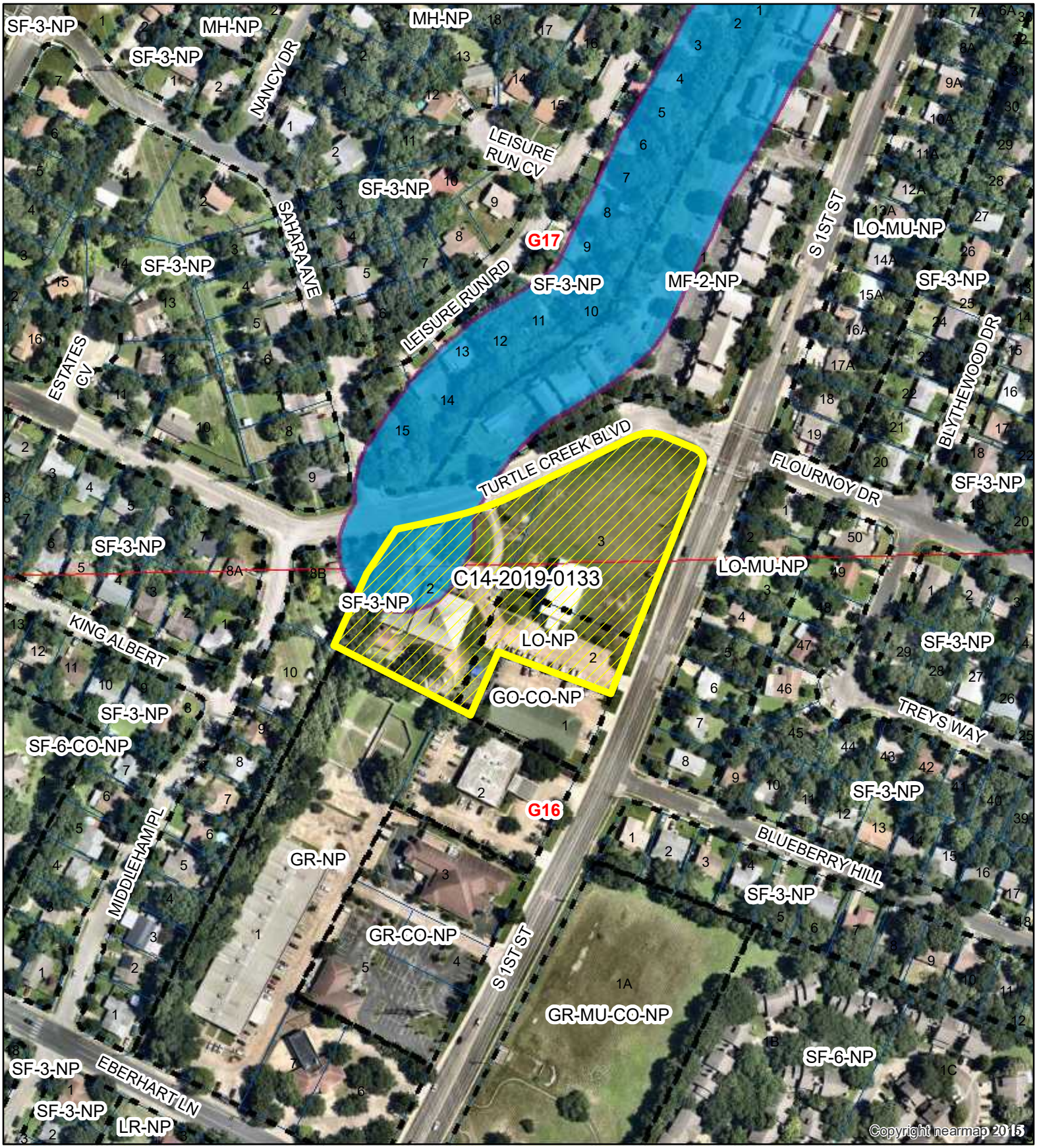
BRIDGE at TURTLE CREEK APTS

ZONING CASE#: C14-2019-0133
LOCATION: 735 TURTLE CREEK BLVD.
6020 & 6102 S 1st ST.
SUBJECT AREA: 3.32 Acres
GRID: G16 & G17
MANAGER: Wendy Rhoades

Exhibit A

CITY OF AUSTIN FOUNDED 1839

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.



N

SUBJECT TRACT

ZONING BOUNDARY

PENDING CASE

CREEK BUFFER

1" = 200'

BRIDGE at TURTLE CREEK APTS

Exhibit B

ZONING CASE#: C14-2019-0133
LOCATION: 735 TURTLE CREEK BLVD.
6020 & 6102 S 1st ST.
SUBJECT AREA: 3.32 Acres
GRID: G16 & G17
MANAGER: Wendy Rhoades

CITY OF AUSTIN FOUNDED 1839

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Exhibit C

MEMORANDUM

To: Kate Clark, Case Manager
CC: Alice Glasco, Alex Clarke, Dan Hennessey, P.E., Amber Mitchell
FROM: Justin Good, P.E.
DATE: November 21, 2019
SUBJECT: Neighborhood Traffic Analysis for The Bridge at Turtle Creek
Zoning Case # C14-2019-0133

The Transportation Development Services (TDS) division has performed a Neighborhood Traffic Analysis (NTA) for the above referenced case and offers the following comments.

The 3.32-acre tract is located in south Austin at the corner of South 1st Street and Turtle Creek Boulevard. The site is currently zoned Family Residence (SF-3-NP) and Limited Office (LO-NP). The requested zoning is LR-V-NP and the proposed land use is Multifamily.

Roadways

The tract proposes access to South 1st Street and Turtle Creek Boulevard. South 1st Street is classified as a minor/major arterial (Level 3) with 85' of right-of-way and 47'-55' of pavement width. The roadway has four-lanes with curb and gutter and sidewalks. Turtle Creek Boulevard is classified as a collector (Level 2) with 60' of right-of-way and 38' of pavement width. The roadway has two-lanes with curb and gutter and sidewalks on north side only. Existing traffic counts were collected from October 29, 2019 to October 31, 2019. The average 24-hour count traffic volume was 23,165 vehicles per day for South 1st Street north of Turtle Creek Boulevard, 21,149 vehicles per day for South 1st Street south of Turtle Creek Boulevard, and 2,772 vehicles per day for Turtle Creek Boulevard.

Trip Generation and Traffic Analysis

Based on the Institute of Transportation Engineer's Trip Generation Manual, 10th Edition, the proposed 269-unit multi-family development, with the requested zoning of LR-V-NP, will generate 1,993 vehicle trips per day.

Table 1

Land Use	Size	Unadjusted Trip Generation
Multifamily Housing (Low-Rise)	269 units	1,993
TOTAL		**1,993**

Table 2 represents the expected distribution of the 1,993 trips:

Table 2	
Street	**Traffic Distribution by Percent**
Turtle Creek Boulevard	10%
South 1st Street (north)	55%
South 1st Street (south)	35%
TOTAL	100%

Table 3 represents a breakdown of existing traffic on South 1st Street and Turtle Creek Boulevard, proposed site traffic, total traffic after development, and percentage increase in traffic.

Table 3				
Street	**Existing Traffic (vpd)**	**Proposed New Site Traffic to each Roadway**	**Overall Traffic**	**Percentage Increase in Traffic**
Turtle Creek Boulevard	2,772	199	2,971	7%
South 1st Street (north)	23,165	1,096	24,261	5%
South 1st Street (south)	21,149	698	21,847	3%

According to Section 25-6-116 of the Land Development Code, streets which have pavement width of 30' to 40' are considered to be operating at an undesirable traffic level if the average daily traffic volume for such roadways exceeds 1,800 vehicles per day. Turtle Creek Boulevard is currently operating at an undesirable level and will continue to do so with the addition of site traffic. In order to account for increased stress on the surrounding traffic network due to site traffic, recommendations for mitigations/improvements are presented in the following section.

Recommendations/Conclusions

1. At the time of subdivision or site plan, a total of 35 feet of right-of-way from the existing centerline of Turtle Creek Boulevard shall be dedicated in accordance with the Transportation Criteria Manual.

2. To mitigate the increase in traffic on Turtle Creek Boulevard and South 1st Street, allow for safer traffic operations, and encourage pedestrian connectivity in the area, various vehicular and pedestrian improvements shall be constructed at time of subdivision or site plan. These improvements may include, but are not limited to, the following: restricting site access on South 1st Street to right-in-right-out operations only, providing a separate left-turn lane for entering site traffic on Turtle Creek Boulevard, extending the existing left-turn lane on Turtle Creek Boulevard approaching South 1st Street, constructing sidewalk along the frontage of Turtle Creek Boulevard to fill in the missing sidewalk gap, constructing bike lanes along both sides of Turtle Creek Boulevard in front of the site, and constructing a protected bike lane along the South 1st Street

property frontage. Additional improvements may be required upon further review.

3. If the number of units proposed in Table 1 are exceeded, the TDS division may be required to reassess the NTA.

4. The City Council may deny an application if the NTA demonstrates that the traffic generated by the project combined with existing traffic exceeds the desirable operating level established on a residential local or collector street in the NTA study area.

If you have any questions or require additional information, please contact me at 974-1449.



Justin Good, P.E.
Transportation Development Engineer – Lead: South
Austin Transportation Department

Exhibit D

Clark, Kate

From: Gina Rogers
Sent: Wednesday, October 23, 2019 9:57 AM
To: Rhoades, Wendy; katherine.clark@austintexas.gov; Clark, Kate; tonya.Swartzendruber@austintexas.gov; Mitchell, Amber
Subject: The Bridge at Turtle Creek Apartments; located at 735 Turtle Creek Blvd.; 6020 and 6102 S. First Street

*** External Email - Exercise Caution ***

Dear Wendy,

Your contact information was provided to me in a flyer left at our home on South First Street. I have serious concerns about the proposed development of this property located at 735 Turtle Creek Blvd.; 6020 and 6102 S. First Street, as a multi family mixed use apartment complex to include the size of the complex (number of units) and exit/entrance roads onto South First Street. This is a high traffic street with no center turn lane which will increase potential for more traffic and accidents.

I object to having the traffic further impeded by this exit/entrance onto South First Street to include the number of the units proposed. Please contact me at your convenience and add me as an interested party to this development that is directly across the street from my home.

Thank you and I look forward to your response.

Rick and Gina Rogers
6009 South First Street
Austin, Texas 78701
512-554-6905

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