Special Report

Capital Metro: Downtown Multimodal Station

Technical Assistance Panel | February 10-11, 2016
ABOUT THE URBAN LAND INSTITUTE

The mission of the Urban Land Institute (ULI) is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. ULI is committed to:

- Bringing together leaders from across the fields of real estate and land use policy to exchange best practices and serve community needs;
- Fostering collaboration within and beyond ULI’s membership through mentoring, dialogue and problem solving;
- Exploring issues of urbanization, conservation, regeneration, land use, capital formation, and sustainable development;
- Advancing land use policies and design practices that respect the uniqueness of both built and natural environments;
- Sharing knowledge through education, applied research, publishing and electronic media; and
- Sustaining a diverse global network of local practice and advisory efforts that address current and future challenges.

Established in 1936, the Institute today has more than 35,000 members from 90 countries, representing the entire spectrum of the land use and development disciplines. Professionals represented include developers, builders, property owners, investors, architects, public official, planners, real estate brokers, appraisers, attorneys, engineers, financiers, academics, students and librarians. ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of the world’s most respected and widely quoted sources of objective information on urban planning, growth, and development.

Figure 1: Cover Art, Sample Rendering of Permanent Station
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ABOUT ULI ADVISORY SERVICES

The goal of ULI's Advisory Services Program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs and policies. Since 1947, this program has assembled well over 400 ULI-member teams to help sponsoring organizations find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfields redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's Advisory Services.

ULI offers two services under this program, an Advisory Service Panel (ASP) and a Technical Assistance Panel (TAP). Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel. Both a TAP and ASP have similar components. However, an ASP is a more in depth an intense approach requiring additional hours, research and funding than a TAP.

The agenda for this one and one half day TAP assignment was intensive and held on February 10-11, 2016. The sponsoring organization provided briefing materials to the panel members prior to the session. It also provided an introduction, briefing and tour of their site and meeting with representatives of the sponsoring organization. The session included a half-day of interviews with key stakeholders, a half-day research/work session, and a presentation of findings at the conclusion. This written report was prepared and published after the completion of the work.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academicians, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Technical Assistance Panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

Figure 2: Current Downtown Train Station Platform
ACKNOWLEDGEMENTS

ULI Austin would like to acknowledge the leadership of Capital Metro Transportation Authority (CMTA) for inviting the Urban Land Institute to provide independent, objective expert advice on the critically important next phases of expansion of the downtown multimodal train station.

We would also like to thank the stakeholders who participated in the background interview session, for providing their insight to augment the multiple decades of on-the-ground experience represented among the ULI panel members. The following key stakeholders were invited to participate:

- Linda Atkins, Austin Visitors and Convention Bureau
- Melissa Barry, Downtown Austin Alliance
- Thomas Butler, Downtown Austin Alliance
- Andrew Cantu, Greater Austin Chamber of Commerce
- Erica Chapman, Moonshine Bar & Grill
- Mandy DeMayo, HousingWorks
- Mike Fransen, One Congress Plaza
- Sandy Gottesman, Landowner
- Ed Ireson, Brazos Tech District
- Greg Kiloh, Center for the New Urbanism
- Robert Knight, Knight Real Estate
- Howard Lazarus, City of Austin Transportation Dept.
- Perry Lorenz
- Doise Miers, Capital Area Metropolitan Planning Organization
- John Rigdon, Waller Creek Conservancy
- Mark Tester, Austin Convention Center
- David Thomas, Austin Convention Center
- Philip Tindall, Capital Area Metropolitan Planning Organization
- Colin Wallis, Austin Parks Foundation
- Cherri Winterrowd, Austin Visitors and Convention Bureau

The contribution of writer Gene Fowler was vital to the production of the panel’s presentation to the CMTA and this report.

The findings and recommendations provided in this report are based on the collective expertise of the panel, along with the provided briefing materials, and information gleaned from the tour, stakeholder interviews and discussions conducted during the panel’s two-day effort.
AUSTIN DISTRICT COUNCIL

The Austin District Council of the Urban Land Institute is organized to carry forward the mission of the national organization with a greater understanding of the unique regional issues and relationships fostered by its over 650 members in the Greater Austin area.

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PANELISTS

The Urban Land Institute Technical Assistance Panel brought convened five industry experts to explore and address issues related to the redevelopment of the CapMetro Downtown Multimodal Station including:

Panel

Rhonda Toming (Panel Chair)
Managing Director
Fischer & Co.
Austin, TX

Mike Brown
Principal
Texas Capital Bank
Austin, TX

Brian Ott
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Christine Viña, AIA
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Matt Whelan
Principal
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Austin, TX

Additional information on these Panelists may be found on the back inside cover of this Report.
ULI PANEL ASSIGNMENT

The Technical Assistance Panel was created to review CMTA’s plans for the current Downtown MetroRail Station, redevelopment into a permanent Downtown Multimodal Station.

**CMTA established the following objectives for the permanent Downtown Multimodal Station plan:**

- The Downtown Train Station was designed as a temporary station, and a permanent station needs to be developed.
- A permanent station would enhance the design for public safety and increased public use of space.
- The current station has only one track, which limits service. Additional tracks will expand opportunities for increased service.

**The Panel operated under the following CMTA assumptions:**

- There is a need for multiple tracks to increase service and meet future system growth and expansion needs.
- 5th Street will convert from a 1-way to a 2-way street. This City of Austin is currently studying the potential conversion.
- The track must maintain capability for freight train due to Federal requirements.
- The cost to go below ground is prohibitive due to Federal freight train requirements.

**The Panel established the following objective for the TAP:**

The Panel will make recommendations on any missing elements and unintended consequences in design, scope and/or long-term usage.

**The Panel used the following methods to develop recommendations:**

1. Review the Project Connect Gateway: Downtown Multimodal Station Final Report (DMS Plan) for upgrading the temporary Downtown MetroRail Station into a permanent Downtown Multimodal Station.
2. Conduct interviews regarding the Downtown Multimodal Station with a diverse group of stakeholders, including Convention Center users, Convention Center personnel, downtown residents, landowners, members of the hotel and transportation industries, and others.
3. Forge recommendations regarding the Downtown Multimodal Station and present these recommendations to CMTA senior staff.
EXECUTIVE SUMMARY

ULI Austin completed a two-day review of the plans for the replacement of the temporary Downtown MetroRail Station with the more permanent Downtown Multimodal Station as presented in the CMTA Downtown Multimodal Station Stakeholder Briefing and the DMS Plan. A tour of the site, extensive interviews with stakeholders, reviews with CMTA staff and consultants were completed. To support the Panel’s analysis and recommendations, portions of the briefing and final briefing are restated in this Special Report.

The replacement of the temporary Downtown MetroRail Station with the Downtown Multimodal Station offers an exciting opportunity to create a singular “Marquee” experience for Austin residents and visitors alike. An effective station gives the impression of a city that is constantly on the move while still mindful of its unique heritage. Often functioning as a confluence of regional transportation modes, a Gateway encourages creative and diverse land uses. It helps develop a sense of place and to “brand” a community identity that defies the “cookie cutter” monotony of so much of the contemporary cityscape.

Summary of Major Recommendations and Conclusions

1. Improve pedestrian safety with modifications to the Lance Armstrong Bikeway.
2. Create a “Marquee” experience (in coordination with enhancement of City of Austin owned Brush Square) with distinctive design elements and a range of amenities within the Pedestrian Plaza.
3. Investigate potential access and traffic issues resulting from the project.
4. Maintain open communication about the project with the public.

Summary of Recommendations Outside of Scope

In addition, the Panel also made recommendations outside of the scope for the TAP in the interest of long term use and adaptation of a new, more permanent Station.

- Determine the City of Austin lead who will champion the development of this area.
- 5th Street needs to become a two-way street for automobile traffic.
- Advocate for enhanced collaboration with adjacent properties.

The findings and recommendations provided in this report are based on the collective expertise of the panel, along with the provided briefing materials, and information gleaned from the tour, stakeholder interviews, and discussions conducted during the panel’s two-day effort.

Figure 5: Existing Site of Proposed Downtown Multimodal Station
CURRENT STATION SITUATION

The current CMTA Downtown MetroRail Station (Station) is located on Fourth Street, between Trinity Street on the west and Red River Street on the east. The Station is bordered on the north by Brush Square and on the south by the Austin Convention Center. Built in 2010 with 32 miles of rail passenger service between downtown Austin and Leander, the current Station was designed as a temporary Station. CMTA always planned to create a permanent Station at its current location. The need for a permanent Station has increased greatly with the Austin area’s continued growth, as ridership during peak service times has more than quadrupled.

The current Station is not only insufficient for the increased passenger demand, but its design and physical characteristics also present safety issues for riders, pedestrians, and bicyclists. Additionally, the Station is served by only one track, which further limits service for both daily use and special events. The temporary Station is also not visually integrated with the surrounding environment; it does not invite any form of public use beyond a queing platform that resembles a “cattle chute.”

DOWNTOWN MULTIMODAL STATION OPTIONS

CMTA developed and studied five design concepts for replacing the Downtown MetroRail Station, as part of the Project Connect System. The DMS Plan reviewed during this TAP includes the development of a 10% Concept Design or Project Definition. The DMS Plan outlines the development of a multimodal facility that will enhance the quality and significance of Downtown Austin by promoting pedestrian connectivity, improving functional relations between activity centers, and creating a sense of place. The Downtown Multimodal Station is designed to be a facility that, together with other buildings, shapes and physically defines an atmosphere of public space that creates a livable experience for Downtown Austin.

1. **Base Concept One** provides for two separate platforms on East Fourth Street, one east of Red River Street and one between Trinity Street and the intersection of Fourth and Neches Street. Two tracks would serve each platform, and the design would allow for boarding and disembarking from three sides of the two platforms. A single travel lane for automobiles would be preserved on Fourth between Trinity and Red River, and a track “crossover” would be placed between the two platforms.

2. **Base Concept Two** expands the current MetroRail Station to include an additional platform on the north and south sides, which would be served by three tracks. One-way westbound vehicular traffic would be required to turn right (North) onto Neches, and the platform expansion would preclude continued auto passage on Fourth Street between Neches and Trinity.
3. **Base Concept Three** closes Fourth Street to automobile traffic between Red River and Trinity. Two platforms along Fourth Street, between the Hilton Austin/Brush Square and the Austin Convention Center, would provide boarding and disembarking for the three tracks. West of the new Multimodal Station, a Pedestrian Plaza would occupy Fourth Street between Neches and Trinity. In this design, Fifth Street would change from a one-way street to a two-way street. Additionally, Concept Three includes features for “calming” the Lance Armstrong Bikeway (LAB).

4. **Base Concept Four** is similar to Concept Three, except the LAB is relocated from the southern side of Fourth Street to the northern side. This design allows for limited vehicular access along Fourth Street for Hilton valet circulation (between Neches Street and Red River Street). Concept Four provides for a signature architectural canopy over the Multimodal Station and relocates the “Car2Go” vehicles currently on Trinity Street between Fourth and Fifth Streets and on Fifth Street between Trinity and Neches Streets.

5. **Base Concept Five** is sited on an undeveloped parcel of land on the southeast corner of Fourth and Red River Streets. The design includes three tracks, served by two platforms.

**CHALLENGES**

The primary challenges for a new Downtown Multimodal Station focus on the creation of a facility that will accommodate the increased ridership that will come with continued, long-term growth, while enhancing the aesthetic quality, connectivity and pedestrian movement between the Austin Convention Center, the Hilton Austin, Brush Square, and other destinations in the immediate vicinity and throughout the downtown area.

Using a series of stakeholder workshops and public open house events (from May 2014 through October 2015), CMTA defined its goals for the new Station: to provide a retreat for downtown residents, workers, and visitors, which would also serve a “marquee” function; to promote mobility for mass transit, pedestrians, bicyclists, and automobiles; to improve functional relationships between disparate vicinity activities; and to inspire a sense of place that would spark the creation and sharing of significant experiences.
Primary Concerns

Initial interviews identified nine primary concerns shared by stakeholders. In order of expressed importance, the concerns are:

- Relocation of the downtown fire station from Brush Square
- Presence and future expansion of the multimodal hub
- Traffic circulation on Red River, Neches, Trinity, and Fourth and Fifth Streets
- LAB alignment and pedestrian connectivity to Waller Creek and other nearby areas
- Hilton and Convention Center operations, access, and plans
- Historical significance of State-owned Square
- Trees and green space
- Public space operations and maintenance
- Increasing activity with limited space for events and functions

Important Functions

Additionally, stakeholders were asked to prioritize important functions of such a Station beyond that of mass transit service:

- Serve as a gateway to downtown Austin
- Support pedestrian and bicycle circulation and connectivity
- Serve as the front yard for the Austin Convention Center and the Hilton Austin while maintaining public space use that is flexible and diverse
- Provide public services including restrooms and water fountains
- Preserve and increase vehicular circulation and connectivity
- Provide opportunities for repose, shade, and shelter
- Increase and maintain safety and security
- Actively support edges and adjacent issues
- Increase and preserve convention space

Preferred Base Concept

CMTA determined that the two platforms of Base Concept One, separated by more than a block, would be confusing for MetroRail riders. The design does not enhance pedestrian flow and connectivity. Additionally, Concept One maintains the Station and LAB as a “barrier” to interface between Austin Convention Center, Brush Square, and the Hilton Austin. Base Concept Two also fails to enhance pedestrian connectivity and interface between adjacent entities, and by encroaching on Brush Square parkland, it also presents potential environmental problems. The bicyclist community has expressed resistance to any change that effects fluid movement along the LAB, that are included in Base Concept Three and Concept Four. Base Concept Five does not improve place-making and access in the proposed area, and is located further from most downtown destinations. Concept Five would also require an additional Waller Creek crossing and potentially detract from the linear park environment.

Base Concept Three emerged through the workshop and meeting process as the preferred design. The design includes the elimination of auto traffic on Fourth Street between Red River and Trinity Streets, though it is anticipated that such reduction would be offset by the improvement of circulation resulting from the change of Fifth Street from a one-way to a two-way traffic pattern. This concept also allows for three platform positions and increased safety for riders.
OPPORTUNITIES

The replacement of the temporary Downtown MetroRail Station with the Downtown Multimodal Station offers an exciting opportunity to create a singular marquee or “Gateway” experience for Austin residents and visitors alike. An effective Gateway gives the impression of a city that is constantly on the move while still mindful of its unique heritage. Often functioning as a confluence of regional transportation modes, a Gateway encourages creative and diverse land uses. It helps develop a sense of place and to “brand” a community identity that defies the “cookie cutter” monotony of so much of the contemporary cityscape.

A Gateway experience should be iconic and memorable. CMTA cites Union Station in Washington, D.C., with its secondary focus on dining and shopping, and Portland, Oregon’s Pioneer Courthouse Square, which features outdoor seating and event space, as prime Gateway examples of such experiential settings.

The proposed architectural canopy over the Downtown Multimodal Station presents a tremendous opportunity for visually branding Austin’s bold and often slightly “quirky” identity. Sample signature canopy ideas generated by CMTA include sculptural rooflines that depict an abstract “sail,” “UFO,” or “gateway” designs.

The core purpose of the planned Downtown Multimodal Station, remains the accommodation of ever-increasing numbers of MetroRail riders. The 32 mile Red Line from downtown, through East, Central, and Northwest Austin to Leander, will likely be connected by the proposed Green Line to Elgin and potentially LoneStar Rail District’s proposed commuter line connecting San Antonio to Georgetown. Additionally, CMTA plans high-capacity transit in the downtown core, and a light rail proposal on Guadalupe Street and North Lamar Boulevard awaits further consideration. Thus, the Downtown Multimodal Station should be designed and constructed to host one train arriving every five to ten minute headways. By comparison, the present station receives one train every thirty minutes.

Funding is a primary challenge to any major capital project. However, state and federal funding has been secured for this project. In 2014, the Texas Department of Transportation (TxDOT) allocated $50 million, of which $22 million is allocated to CMTA for the design and construction of the Downtown Multimodal Station, and for the acquisition of four additional MetroRail vehicles. CMTA secured an additional $11.3 million Transportation Investment Generating Economic Recovery (TIGER) grant to augment funding for this project.

CONCLUSIONS AND RECOMMENDATIONS

Panel Recommendations

Panelists received a presentation on the Downtown Multimodal Station from Javier Argüello, CMTA director of long-range planning, and Marcus Guerrero, CMTA program and project manager. Argüello and Guerrero then led panelists and ULI staff on a tour of the existing Downtown MetroRail Station, the planned Downtown Multimodal Station site, and potentially impacted adjacent areas.

On the Panel’s second day, panelists interviewed a wide range of stakeholders, including personnel from area office buildings, neighborhood residents, City of Austin representatives, nonprofit advocacy groups, transportation and public safety officials, adjacent landowners, and hotel, retail, and restaurant representatives. Additionally, spokespersons for the Downtown Austin Alliance, the Austin Chamber of Commerce, the Austin Convention and Visitors Bureau, the Austin Convention Center, and the South by Southwest festival attended and presented their perspectives.

The Panel found widespread support for the Downtown Multimodal Station and vibrant enthusiasm for providing input to the design and planning process. The Panel recommendations include missing elements and unintended consequences in design, scope and/or long-term usage, based on Panelists research and interviewees’ concerns. These concerns were identified in four main categories:
1. **Pedestrian Safety.** Create pedestrian “safe zones” at Fourth and Trinity Streets, and at Fourth and Red River Streets by requiring bicycle riders to dismount, or installing speed bumps that necessitate significant decreasing speed in the areas of heavy pedestrian traffic, especially where pedestrians are likely to be visitors unfamiliar with the downtown urban setting. Several interviewees reported witnessing actual collisions between LAB cyclists and pedestrians in this area. Depress or separate the LAB in a manner similar to that deployed on Third Street, which has maintained a better safety record. Design and develop safety response features such as fences or speed bumps as an integral component of the area’s overall way-finding aesthetic.

2. **“Gateway” Experience.** Develop the Downtown Multimodal Station and Pedestrian Plaza as a true destination and not a “glorified” bus stop. Devote $75,000 to $100,000 to develop a Master Plan to incorporate Brush Square and the new Downtown Multimodal Station into one cohesive region using best practices. Ideally, this Master Plan would be provided to a third party entity such as the Austin Parks Foundation, the Downtown Austin Alliance or other established area nonprofit with a vested interest, so that CMTA does not become the entity to manage a park project on land they do not control. Use the Master Plan findings to develop a plan for Brush Square improvements and to raise its citywide profile and appreciation. Include relocating the fire station and provide for the adaptive reuse of the building, as well as landscaping or other park features for the area currently occupied by the fire station’s parking lot. Determine who will manage the Pedestrian Plaza public programming, operations, and maintenance. Pay attention to ‘soft touches’ (urban design components) within the design enhancements. Provide for important Plaza Amenities in the plan, including restrooms; recreational furnishings such as benches; and signage and way-finding to city attractions and destinations, other transit connections (such as B-cycle, Car 2 Go, and circulator and local buses). Consider space for food trucks and other affordable food options. Integrate the Station and Plaza aesthetic with the local context (cultural art, lighting, landscape, etc.). Provide opportunities for shade, or respite from weather.

3. **Potential Access and Traffic Issues at Fourth and Red River Streets.** Develop a more efficient, safe way to accommodate pedestrian movement to/from the parking garage at Fifth and Red River Streets and the Convention Center, especially at peak hours. Improve the pedestrian crossing at Fourth and Red River Streets with pavement markings that more clearly delineate the street and the sidewalk. Consider instituting a scramble pedestrian crossing at the intersection (which incorporates diagonal crossing). Strive to resolve bicycle and pedestrian access issues in the area adjacent to by this project, specifically the southeast block at the intersection of Fourth and Red River Streets.

4. **Continuing Communication.** Create a name for the Downtown Multimodal Station that will brand it with the spirit of Austin. Exercise caution when describing the project as an “expansion;” interest and support is more readily generated when identifying the new Station as the permanent Station or completion of the current temporary Downtown Metrorail Station. Build and maintain good will with continued acknowledgment that state and federal funding has already been secured for the project and that no local tax funding will be needed. Articulate a clearly defined construction plan prior to and during construction in order for pedestrians, MetroRail riders, and motorists be provided with clear directions on how to access the trains and local retail/restaurant establishments. Develop and implement a marketing plan to communicate and elaborate the project’s direct and indirect benefits to all users.
Panel Recommendations Beyond the Scope

The Panel has made the following recommendations beyond the scope of the TAP to support long-term success of the permanent Downtown Multimodal Station. Interviewees and panelists identified additional related issues, noting that CMTA planners should maintain an open-door policy regarding unforeseen concerns that may arise as the process continues:

1. City of Austin Point Person. Encourage the City of Austin to designate a point person for the redevelopment of the Station, Brush Square and the infrastructure/road ways adjacent to the site. This person will champion the project and help facilitate necessary City actions.

2. Fifth Street Changes. Continue to support the change of Fifth Street from a one-way street to a two-way street, which will improve traffic flow resulting from removal of automobile traffic from a portion of Fourth Street.

3. Collaboration with Adjacent Properties. Advocate for enhanced collaboration with adjacent properties. The Station should not be perceived as an island but rather as a welcoming and open space integrated with the surrounding environment.
BIOGRAPHIES OF PANELISTS

Rhonda Toming (Panel Chair)
Rhonda Toming serves as Managing Director for Fischer & Company bringing more than 30 years of experience in commercial real estate, the past 15 of which has been spent focusing on investment sales and debt financing. Her primary focus is representing private and institutional investors in investment sale transactions covering many markets in the U.S. She has completed more than $4 billion of office, industrial, retail, and medical properties including Single Tenant and Corporate Sale Leasebacks during the course of her career. A University of Texas at Austin graduate, Ms. Toming served for several years on the ULI Austin District Council Executive Committee and also Vice Chair of Missions & Programs for ULI National.

Brian Ott
Brian Ott is the Managing Principal TBG’s Austin office, where he joined in 1991. Brian leads the Austin office of designers and planners, providing visionary leadership and design guidance on an array of endeavors. He has diverse project experience that includes exemplary and award-winning projects encompassing healthcare environments, parks, urban design, communities and other project types. Brian has been committed to the positive growth of Austin for more than two decades and gives back locally though a number of local organizations. He is a LEED Accredited Professional and obtained his professional licensure in 1997.

Matt Whelan
Matt Whelan is a principal with RedLeaf Properties, LLC, which is currently developing the adaptive reuse and redevelopment of Highland Mall in conjunction with Austin Community College. The 80-acre, mixed-use redevelopment will transform the underperforming mall in Austin, Texas into a vibrant district that features nearly four million square feet of mixed-uses including educational, residential, retail, office, and hospitality.

Mike Brown
Michael Brown is a Senior Vice President with Texas Capital Bank’s Commercial Real Estate group. Mike has been involved in commercial real estate lending since the mid-1990s. Mike is on the Advisory Board of ULI Austin. In addition to his involvement with ULI, he has volunteered and been a board member of Meals On Wheels in Austin since 2002.

Christine Viña, AIA
Christine Viña, AIA, is an architect and planner with VIA Metropolitan Transit in 2008. In her role of Urban Design Project Manager, she manages the Joint Development and Art in Transit programs, and provides design review for other strategic planning initiatives. She previously worked with CMTA in Austin, where she served as the TOD Principal Planner, and with the City of San Antonio, working on inner-city neighborhood planning efforts and developing design standards. She moved to San Antonio to serve as the Executive Director of the Southtown Mainstreet program. A graduate of the Texas Tech University School of Architecture, she spent her early career days living, working and playing in the transit-rich, urban environment of Washington, D.C. She is a founding member of imagineSanAntonio, and the 2016 President of AIA San Antonio.