Chapter 4: Growth Management Addendum

Overview

Introduction

Chapter Four—Growth Management of the Austin Tomorrow Comprehensive Plan (ATCP) discusses a four-part implementation strategy. The first element is the preferred growth pattern. The second sets forth a series of principles and policies to realize the preferred scenario. The third establishes monitoring and reporting mechanisms to evaluate the plan’s progress. The fourth is a capital improvement policy to promote the preferred growth scenario.

The Desired Growth Pattern

The ATCP planning process proposed three possible futures. The first was Current Trends. This scenario projected existing development patterns into the future. The second, Redistribution, premised future development in areas with high levels of development suitability (as discussed in Chapter Three) and discouraged development in areas such as steep slopes, environmentally sensitive areas, and farmland. The third, Limited Expansion, proposed a more dense urban form with growth located in high density nodes within the central city.

These growth scenarios were deemed, for various reasons, inappropriate for Austin. The Current Trends growth pattern was determined to be unacceptable due to conflicts with significant elements of the ATCP such as preservation of open space, protecting sensitive areas, and managing growth. Redistribution was considered to have merit because of its alignment with significant portions of the ATCP relating to development suitability. However, this growth pattern would neither provide for a more efficient provision of City services nor promote a more efficient transit system. Limited Expansion was considered to have merit because it would support transit and a more efficient provision of services and utilities. It was not adopted due to “…the city’s lack of exposure to the density concentrations proposed” and the concern that its benefits would not outweigh the “…potentially undesirable side effects of high density centers.” (ATCP, p 145)

A compromise, fourth scenario was adopted, Directed Expansion and Inner-City Development. This growth pattern combined the meritorious elements of the Redistribution scenario and the Limited Expansion scenario.
With its adoption, two additional provisions were added. The first stated that underutilized inner-city land should be redeveloped. The second strongly recommended that redevelopment for additional housing choices should not adversely affect established neighborhoods.

“The growth pattern, Directed Expansion and Inner-City Development, was selected to further urban development that is sound and consistent with the Goal’s Program and a healthy, vital economy. All policy options, ordinance revisions, capital improvement programming and development decisions should facilitate the implementation of this pattern.” (ATCP, p. 145)

The Directed Expansion and Inner-City Development scenario was further refined through the establishment of five growth areas. These areas describe where new development and redevelopment are desired (Priority Growth Area I, II, and III) and where they are not (Areas IV and V). For each of these areas a set of policy principles are set forth to guide development. These areas are illustrated on the ATCP Growth Area map.

**Priority Growth Area I**
This area includes Downtown and the adjacent neighborhoods. Underutilized and vacant tracts are recommended for more intense development.

**Priority Growth Area II**
This area included those areas outside of Priority Growth Area I and within the 1977 City of Austin corporate boundaries where City services and utilities were then available. New development is encouraged on underutilized and undeveloped land. Precautions should be taken safeguard existing neighborhoods from the potential detrimental effects of new development.

**Priority Growth Area III**
This area includes the north-south corridors outside of Priority Growth Areas I and II which are environmentally suitable.

**Area IV**
The area is located in the hills to northwest and southwest of the Priority Growth Areas. Although environmentally sensitive, the State of Texas and Austin had made commitments to provide roads and utilities to the area.
Area V
This area was deemed the least suitable area for new development due to its distance from the priority growth areas and poor suitability for new development. Development in this area would continue trends toward urban sprawl.

Monitoring and Reporting
Included in Chapter Four are recommended monitoring and reporting mechanisms to assess the plan. This schedule included interim and comprehensive reports to be made on alternating years. Every six years the city should reevaluate the plan by creating new scenarios. After fifteen years, a community involvement process should reevaluate community goals. The plan recommends instituting neighborhood planning as a means to develop more specific area plans. These plans should address housing, land use, zoning, transportation, and other City facilities and services. In addition, neighborhood plans should inform the goal reevaluation process.

Capital Improvement Expenditures
As part of the preferred growth strategy, the ATCP articulates how capital improvement expenditures should be connected to the components of the comprehensive plan. The ATCP states that growth should be managed by directing new development toward suitable locations through infrastructure expenditures. Infrastructure and other capital improvements should be withheld for development in inappropriate areas (Areas IV and V). The plan recognizes the spread of low-density development into these unsuitable areas is encouraged by roads, highways, and water and wastewater lines—facilities altogether or in part constructed using public monies.

Future capital improvement expenditures should be mindful of the effects of urbanization upon the environment. Prior to these expenditures the possible effects should be examined and the ensuing reports contain the following:

- A survey of existing land use, environmental, and cultural characteristics
- An estimate of the supply of economically developable land and the impact the capital expenditure will have on the land
- An estimate of the demand for development and the effect the improvements will have on that demand in terms of amenities, access, and cost
- An estimate of the consequences of expected land use changes in terms of natural and urban resources
• The results of these evaluations should be compared with the goals contained in Chapter Two and any applicable neighborhood plans.

City of Austin Growth Management Policies, 1979 to 2008

Implementing the ATCP Vision
Chapter Four—Growth Management of the ATCP establishes a guide for the future. It provides policy principles and a map delineating areas where the City should and should not grow. It establishes timetables for review and update of the plan. It also articulates a broad capital improvement policy to direct development away from unsuitable areas.

In the almost three decades since the adoption of the plan, the City of Austin has implemented a number of policies, initiatives, and ordinances that implement the intent and the specifics of the ATCP. The four policy areas that these items are grouped into reflect priorities expressed in the plan:

• The Environment
• Downtown
• Neighborhoods
• Compact City/Density.

The Environment

Watershed Protection
Over the last three decades there is no single issue that has affected and driven Austin politics, land use, and development policies more than the environment—specifically surface and ground water quality. Beginning in the early 1980s and into the 1990s, successive ordinances, policies, and initiatives relating to water quality were passed. The first of these (Lake Austin Watershed Ordinance [1980], Barton Creek Watershed Ordinance [1980], Williamson Creek Watershed Ordinance [1980], and the Lower Watersheds Ordinance [1981]) addressed water quality in the areas affecting the drinking water supply by establishing impervious cover limitations, requiring structural controls, waterway setbacks, and density limits. The Comprehensive Watersheds Ordinance (1986) superseded previous watershed ordinances and extended water quality protection
throughout the City of Austin to all but the urban watersheds. The Urban Watershed Ordinance (1991) addressed issues in the more developed areas of Austin. The Save Our Springs (SOS) Ordinance (1992) was adopted by referendum and placed more stringent requirements for development occurring in the contributing and recharge zones for the Barton Springs Zone of the Edwards Aquifer.

In June 2001, Phase One of the Watershed Protection Master Plan was completed. The plan prioritizes service needs and focuses on problems identified through the plan development process. The process inventoried existing watershed problems and gauged the effects of future urbanization over the next forty years in seventeen of Austin watersheds: twelve urban watersheds, and the Barton, Bull, Country Club, Walnut and Williamson Creek watersheds. Based on the results of the planning process, the Master Plan identified the need to implement an array of solutions for the different watersheds. The most significant findings of the plan recommended the construction of new or improved integrated watershed protection facilities including detention and water quality ponds, storm drain upgrades, channel stabilization projects, and other flood, erosion and water quality controls.

**Scenic Preservation**

The rapid pace of growth in the 1980s and the changing views of the landscape prompted a series of changes to the City of Austin Land Development Code to address the preservation of scenic vistas and other significant viewsheds. The majority of these ordinances addressed the increasing urbanization along major roadways to the west of the City: the Principal Roadway Areas Ordinance (1983), the Capital of Texas Highway/Loop 360 Ordinance (1984), the 2222 Ordinance (1984), and culminating with the Hill Country Roadway Ordinance (1985) which consolidated all of the previous scenic view ordinances.

**Preserve Land**

Having established development regulations in watersheds throughout the City, the focus of Austin’s environmental efforts shifted toward the acquisition and preservation of environmentally significant lands. These included the acquisition of endangered species habitat and the purchase of land and easements within the contributing and recharge zones of the Barton Springs segment of the Edwards Aquifer. In the mid-1990s the City of Austin, along with Travis County, the Lower Colorado River Authority, the Travis Audubon Society, the Nature Conservancy of Texas, other non-profit organizations, and private landowners entered into a partnership, the Balcones Canyonlands Conservation Plan (BCCP). The purpose of the BCCP is to acquire and preserve lands in the Hill Country to foster the protection of eight endangered species. Soon after the establishment of the BCCP, the City of Austin passed several large bond packages to acquire environmentally
sensitive land to the west and southwest of the City. The Water Quality Protection Lands Program (2002) purchased land or easements in the contributing and recharge zones of the Barton Springs zone of the Edwards Aquifer to conserve and maintain Austin’s water quality. Figure 4-1 shows the areas acquired for the programs mentioned above.

**Smart Growth Initiative**

Toward the end of the 1990s, the City embarked on its Smart Growth Initiative with the goals of minimizing damage to the environment and creating a more livable city. A central tenet of Austin’s Smart Growth policies was the establishment of the Drinking Water Protection Zone (DWPZ) and the Desired Development Zone (DDZ), which are also indicated in figure 4-1.

The DWPZ is located to the southwest, west and northwest of Austin and is where development is discouraged. This area includes:

- Watersheds that supply a portion of Austin’s drinking water
- Endangered species habitat
- The Barton Springs zone of the Edwards Aquifer
- Steep slopes and shallow soils of the hill country not suited for intensive development.

The DDZ is where the city wanted to direct future growth and encompasses roughly the eastern two-thirds of Austin including the most highly urbanized areas of the city such as downtown, Central Austin and the University of Texas.

The DWPZ and DDZ were also incorporated into the Land Development Code. Development fees for projects in the DDZ are lower than those for projects in the DWPZ.

**Austin Climate Protection Plan**

More recently, as climate change has become a more pressing issue, the City is undertaking aggressive steps to address this emerging concern on a local and regional level. The Austin Climate Protection Plan proposes to make Austin a leading city in the nation in the fight against global warming. The broad elements of the plan to reduce greenhouse gas (GHG) emissions include:
• Municipal Plan. Makes all COA facilities, fleets and operations totally carbon-neutral by 2020.

• Utility Plan. Implements the most aggressive utility GHG-reduction plan in the nation through dramatic increases in conservation, efficiency and renewable programs; requirements for carbon neutrality on any new generation; and by early retirement of existing utility GHG emissions.

• Homes and Buildings Plan. Makes Austin building codes for both residential and commercial properties the most energy efficient in the nation.

• Community Plan. Develops a comprehensive plan for reducing GHG emissions from sources community-wide.

• “Go Neutral” Plan. Provides mechanisms for all businesses and individuals to reduce their carbon footprint to zero.

Downtown
Austin’s Downtown, indicated in figure 4-2, is the largest employment center in Central Texas. It houses the State of Texas Capitol building, State of Texas offices, private sector offices, retail, and a growing residential population. In times past, it was the region’s largest retail destination and employment center. Recognizing its importance, the ATCP places Downtown in the middle of Priority Area I. Over the last three decades, Downtown has figured prominently in City of Austin development policies. These fall into two categories. The first group addresses area-specific parts of Downtown and the second affecting Downtown as a whole.

Area-Specific
Austin’s Central Business District is a collection of larger and smaller places that come together to form Downtown. Over the last three decades, a number of policies, ordinances, and initiatives have been enacted to address a wide range of issues across Downtown. Among the most wide-reaching of these are the efforts associated with Town Lake (now Lady Bird Lake). These culminated with the adoption of the Waterfront Overlay Ordinance (1986). The Rainey Street neighborhood located in the southeast corner of Downtown has been the subject of numerous planning efforts (1980, 1985, and 2005). Other areas of focus include the East 6th Street Entertainment District (1994 and 2004), the Convention Center (1990), and the area surrounding the decommissioned Seaholm Power Plant (2000). Figure 4-2 shows some of these important places.
Downtown-Wide
Concurrent with focused planning efforts in Downtown, more wide-scale planning was also underway. The Downtown Austin Public Improvement District (PID) (1993) was established to provide constant and permanent funding to implement downtown initiatives. The Great Streets Program (1996) provided a mechanism to fund improvements in the public right of way such as wider sidewalks, street trees, and other amenities to create a more pedestrian-friendly Downtown. The Central Urban Redevelopment Combining District Combining District (CURE) (1999) was created to promote stability of neighborhoods in the central urban area and provide more liberal site development standards to accomplish this goal. The Downtown Austin Design Guidelines (2000) provided recommendations for all downtown development and redevelopment projects by both the public and private sector and directed City staff to continue developing a plan to integrate the Guidelines into the City of Austin’s overall project review process.

Neighborhoods
Over the past three decades, neighborhoods and neighborhood issues have been a significant element in the City of Austin’s development policies. Chronologically, neighborhood-oriented policies fall within three broad time frames—the early 1980s, the late 1990s, and the 2000s.

Early 1980s—Area Studies and Preservation
Between 1982 and 1986, the City Council adopted a series of area studies (one additional study was adopted in 1993). Contentious zoning cases and other issues related to land use and growth spurred the creation of these studies. Once adopted by the City Council, these plans provided the basis for land use and zoning decisions.

In response to inner-city development pressures in the early 1980s, the City took two measures to preserve the character of these older, more established, and in some instances, historic parts of the City. The first was the adoption of the Inner City Neighborhoods Ordinance (1984). This ordinance designated several inner-city Austin neighborhoods (Bryker Woods, Heritagé, North University, Old West Austin, Hyde Park, and Fairview Park) as “protected inner-city neighborhood(s)”. This designation would require a site plan for any new construction that was neither a single-family house nor a duplex. The second effort was the Historic Structure Survey (1984). This study surveyed all structures that were within the city limits prior to 1935 and established a rank for further research if a remodel or demolition request is received for a structure contained in the survey. Some of these structures are protected with an historic landmark designation, and are shown in figure 4-3 along with National Register Historic Districts.
The Downtown building boom of the early 1980s raised concerns that new construction could obscure views of the Texas State Capitol. To address these issues, the Capitol View Corridor Ordinance was passed. It established view corridors where no new construction could obstruct the view of the Texas State Capitol from certain vantage points throughout the city.

Late 1990s—A Closer Look at Neighborhoods
Beginning in the late 1990s the City of Austin focused more resources on neighborhood issues. The scope of these efforts ranged from restricting new intense commercial and industrial uses in East Austin, to initiating neighborhood plans and revitalizing ailing commercial corridors.

The East Austin Overlay (1997) restricted a number of industrial and other intense commercial uses in a large swath of East Austin. This area of the City historically has been home to significant numbers of Austin’s African-American and Hispanic communities. Under Austin’s first comprehensive plan in 1928, minorities and industrial and other intensive commercial uses were directed into East Austin. The Overlay sought to restrict locating industrial uses in these minority neighborhoods.

Austin’s first neighborhood plan was adopted 1998 and over the ensuing decade, more than three quarters of Austin’s urban core neighborhoods were included in adopted neighborhood plan. A recommendation of the ATCP, the neighborhood planning process allows stakeholders to work together to create a vision and a plan for their communities. The plans cover land use, transportation, urban design, parks and open space, and, on occasion, special topics specific to a particular neighborhood. Figure 3-9 indicates the neighborhood planning areas.

In the late 1990s the Austin City Council adopted the East 11th and 12th Streets Urban Renewal Plan. This regulating document proscribes redevelopment standards to these two roadways, which are shown in figure 4-2. The plan was devised, in part, by the Austin Revitalization Authority (ARA) and is the organization tasked with promoting the revitalization of these once economically vital East Austin commercial corridors. A Neighborhood Conservation Combining District (NCCD) to further implement the plan was passed in 2007.

The 2000s—Neighborhood Development Pressures
As the local economy recovered from the early decade recession, inner-city neighborhoods began to experience a new wave of redevelopment pressure. Houses in many of Austin’s oldest neighborhoods were being demolished and replaced with new houses and duplexes that were, to many people’s opinion, out of scale and
character with the surrounding neighborhood. In response to this, a number of ordinances were passed to preserve community character in the face of development pressures.

The Neighborhood Planning Design Tools (2003) and Revised Duplex Regulations (2004) were efforts to regulate the scale, massing and design of new single-family and duplex development in established neighborhoods. The Residential Design and Compatibility Standards (2006), also known as the “McMansion Ordinance”, established new design criteria for single-family houses within the more established parts of the City. The Local Historic District (2007) established criteria and regulations for designating entire neighborhoods as historic districts.

Compact City/Density
An element of the ATCP’s preferred growth scenario was to identify suitable areas for new and redevelopment that would not adversely affect nearby neighborhoods. Beginning in 1997, the City began to actively implement policies to foster a more compact and efficient urban form.

During the late 1990s the City adopted two policies inspired by the New Urbanism planning movement and the Smart Growth movement—the Traditional Neighborhood Development (TND) ordinance and the Smart Growth Initiative. The Traditional Neighborhood Development ordinance (1996) was intended to create, through design regulations, new compact, mixed-use, pedestrian-oriented communities. The Smart Growth Initiative (1999) was adopted to modernize Austin’s long-range plan for growth, managing and directing growth that minimized damage to the environment, and helped build a more livable city. The initiative established the Drinking Water Protection Zone (DWPZ) and the Desired Development Zone (DDZ), which are shown in figure 4-1. It also established policies to encourage development in the DDZ through financial incentives.

With the closing of Austin’s Robert Mueller Municipal Airport (RMMA) shown on figure 4-4A, the City was provided a unique redevelopment opportunity. After years of community input, the City Council adopted a plan in 2000 that would lead to a walkable, mixed use district providing employment, retail, and residential opportunities. Construction on the former airport site is well underway with a fully functioning children’s hospital, a retail center, and an increasing number of occupied single-family houses.

Stemming from the Smart Growth Initiative, the City adopted the Neighborhood Planning Special Infill Tool Ordinance (2001). This ordinance creates the Neighborhood Plan Combining District (NP) and provides neighborhoods the tools to directly shape new development in their communities. The tools range from allowing
garage apartments on smaller lots, allowing new single-family development on small lots, allowing modest commercial uses in residential areas (indicated in figures 4-4B and 4-4C), to providing several new varieties of mixed use development (neighborhood mixed use building, neighborhood urban center, and residential infill, indicated in figure 4-4A). Stemming from the Neighborhood Planning process, the City developed a corridor planning process. The program was intended to complement Neighborhood Planning by making long-term, coordinated transportation and land use choices along different roadways throughout the city.

Beginning in the mid-2000s, the City began a series of new, more detailed ordinances and planning efforts to manage future growth in a more compact and efficient fashion. Developed as part of the Central Austin Combined Neighborhood Plan process, the University Neighborhood Overlay (UNO) (2004) indicated in figure 4-2 was established to promote high-density, pedestrian-friendly development in the area west of the University of Texas Campus known as West Campus. The Transit Oriented Development (TOD) Ordinance (2005) shown in figure 4-4A was created to establish denser development surrounding commuter rail stops, improve connectivity between the surrounding community and the TOD district, and establish housing affordability goals for new development. As new rail lines are planned, the number of TOD districts will increase. Arising from the Neighborhood Planning process, the North Burnett/Gateway 2035 Master Plan (2007, fig. 4-4A) provides the framework for what could be a second Downtown for Austin. The plan presents the vision and steps required to redevelop the existing low density, auto-oriented and industrial uses into a higher density mixed-use neighborhood that is more pedestrian-friendly and takes advantage of the links to commuter rail transit. Based on a task force’s findings, the City Council adopted Subchapter E: Design Standards of the Austin Land Development Code (LDC) also known as the Commercial Design Standards. The purpose of these standards is to improve the quality of commercial development and are applied to a site depending on the type of roadway a site is located. A part of this subchapter includes new rules for mixed use development, Vertical Mixed Use (VMU). Implemented through a community involvement process (2007-2008) and specific LDC amendments, the VMU provisions were established as part of the Commercial Design Standards. The VMU established a building type that required a vertical integration of commercial uses on the ground floor and residential uses on upper floors. The VMU provisions also provide incentives to build more dense projects if affordable housing is a required element of the project. VMU properties are usually located along the Core Transit Corridors, which are also indicated in figure 4-4A.

**Growth Management Policies and an Updated Growth Map for Austin**

The ATCP’s preferred growth pattern, Directed Expansion and Inner-City Development, is expressed by the Growth Areas map and the listed polices for the different growth areas. In the intervening years since the plan’s
adoption, the City of Austin has instituted polices, ordinances, and initiatives implementing specific and general elements of the ATCP. Most often, the tendency is to look at these as stand alone items, or at the very least, how they may relate to similar efforts. Occasionally they are viewed in the context of how they fall into individual policy groupings such as environmental, Downtown, neighborhoods, and compact city/density. Rarely are these looked at as components of a broader policy framework—the City’s comprehensive plan. When viewed through the lens of the comprehensive plan, the sum of these actions provides the basis of a policy framework to update the Growth Areas map and move it beyond the generalities of its five growth areas.

An Updated Growth Areas Map for Austin
The ATCP is a visionary document. However, as time has passed, the plan has become dated. As exemplified by the updates in the Chapter Two and the listing of growth and development policies in this chapter, City policies have changed and evolved since the plan’s adoption. Furthermore, new concepts, terms, and issues have entered the policy arena. Since 1979, concepts such as New Urbanism and Smart Growth have afforded new perspectives by which to examine the urban environment. The multi-facetted problem of climate change presents a new collection of problems to address and will create long-term effects that we are only now beginning to comprehend and will likely lead to unanswered and unasked questions as to how we will address this emerging problem.

Although many of the policies adopted since 1979 have addressed elements of the ATCP, they were not entirely successful in establishing the built environment desired by the plan. As seen in the Single-Family Residential by Year Built, Watershed Regulation Areas map, figure 4-5, the ATCP’s growth areas map fell short of predicting the plan’s intentions. Instead of occurring in the Priority Growth Areas, much of the residential development since the plan’s adoption occurred in Growth Areas IV and V. Only recently has a substantial amount of new residential development occurred in any of the Priority Growth Areas. Therefore, the existing Growth Areas map, while reflecting the intent of the plan, does not reflect the reality of the last three decades.

The Growth Concepts Map in Appendix 2 illustrates City of Austin growth management policies since the last comprehensive plan. The map reflects the progression and evolution of the City’s growth and development policies and establishes a foundation on which to create future comprehensive plans as called for by the City Charter. The map is organized into the major growth concepts discussed so far, and also includes additional policies that have a major impact on growth management.
New *Growth Concepts Map* Components (Appendix 2), along with references to component maps

- **The Environment** (originally referred to in fig. 4-1)
  - BCCP and other preserve lands
  - DDZ and DWPZ

- **Downtown** (fig. 4-2)

- **Neighborhoods**
  - Neighborhood Planning Areas (fig. 3-9)

- **Compact City/Density {CC/D}**
  - Robert Mueller Municipal Airport (RMMA) Redevelopment (fig. 4-4A)

- **Neighborhood Plan Combining District (NP) (2001)** (fig. 3-9)
  - MUB (lot specific, fig. 4-4B)
  - NUB (lot specific, fig. 4-4B)
  - Residential Infill (lot specific, fig. 4-4B)
  - Cottage Lot (area-wide, fig. 4-4C)
  - Urban Home (area-wide, fig. 4-4C)
  - Small-Lot amnesty (area-wide, fig. 4-4C)
  - Secondary Apartments on smaller lots (area-wide, fig. 4-4D)
  - Corner store (area-wide, fig. 4-4D)

- **University Neighborhood Overlay (UNO, fig. 4-2)**

- **Transit-Oriented Development (TOD, fig. 4-4A)**

- **Core Transit Corridors and Vertical Mixed Use (VMU) Combining District** (fig. 4-4A)

- **Airport Noise Overlay Zone** (not previously discussed)
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