

# DRAFT

August 1, 2014

Travis County

Executive Summary

LAND, WATER, AND TRANSPORTATION PLAN



## *An Invitation to Participate*

August, 2014

Dear Travis County Resident,

On behalf of the Travis County Commissioners Court, I invite you to help us chart a course of action for protecting our natural resources and supporting safe, affordable, and efficient transportation in unincorporated Travis County. As stewards of Travis County resources, we seek to understand your concerns as we address the challenges presented by a county population growing to an estimated 1.5 million people by 2035.

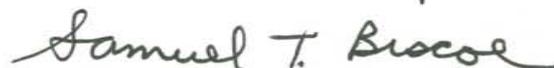
Nearly two-thirds of Travis County lies outside city limits and falls under the jurisdiction of the Travis County Commissioners Court. In this region, the Commissioners Court, through its Transportation and Natural Resources (TNR) department, is responsible for planning, building, and maintaining roads and parks, regulating development, and protecting land and water resources. The *Land, Water, and Transportation Plan (LWTP)* has been drafted to foster a dialogue with the community about how Travis County can positively affect county residents' quality of life through TNR's diverse programs and services.

We encourage your participation because your feedback helps ensure that the LWTP reflects community values and priorities. To facilitate public engagement, we are providing many opportunities to be involved: attend public meetings, sign up to receive emails, Like Us on Facebook, and follow us on Twitter. Visit <http://www.traviscountytx.gov/tnr/lwtp/>, contact Arin Gray at 512-533-9100 ext. 12, or email [lwtp@co.travis.tx.us](mailto:lwtp@co.travis.tx.us) for more information about the plan and public engagement process.

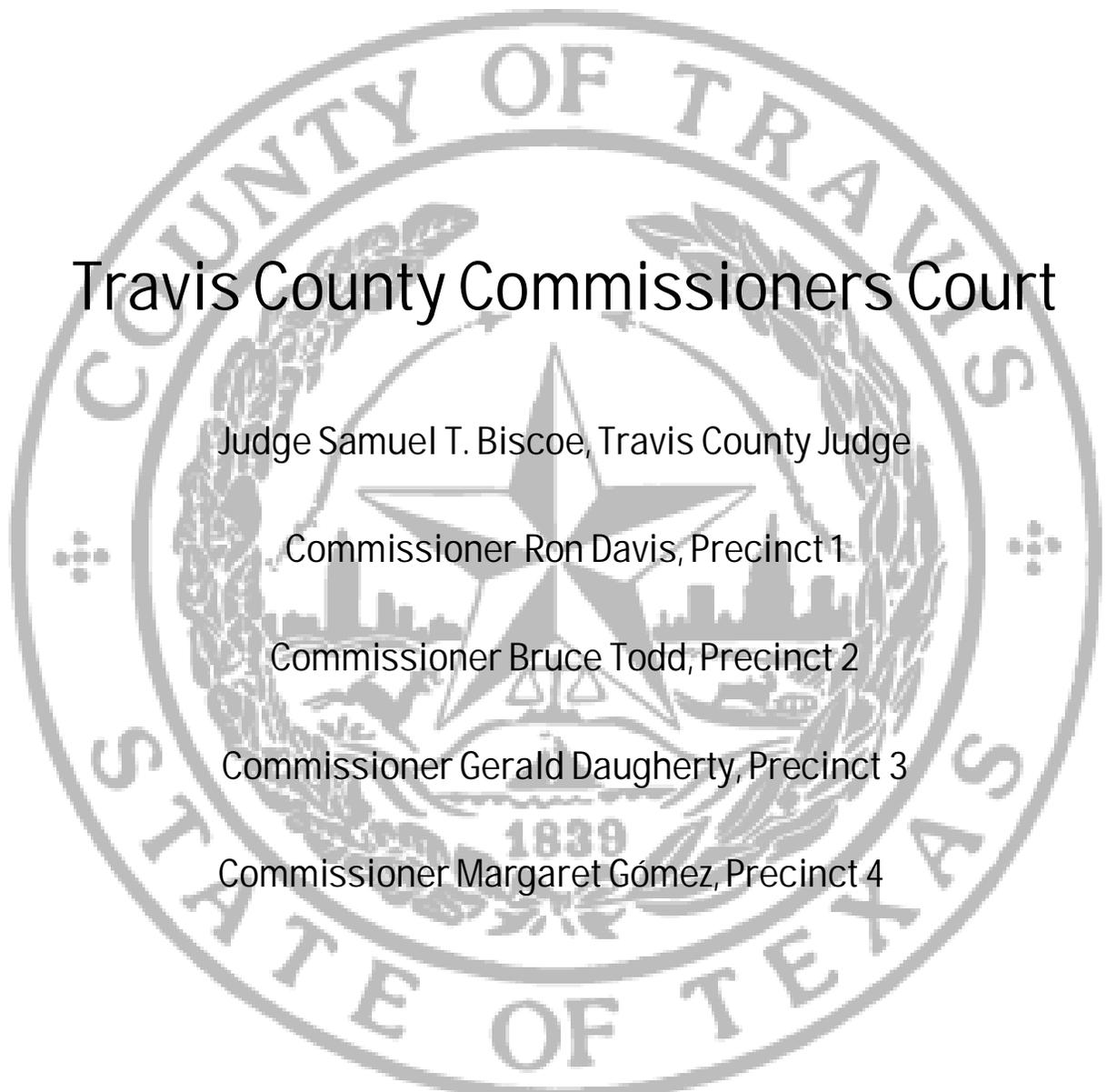
Let me emphasize that this plan is a draft. The Travis County Commissioners Court has approved this draft for public review and comment but will take no further action until we hear from our constituents. This also is not the final opportunity to participate in decisions about specific County policies and actions. The Commissioners Court invites public participation at each step of the way.

Thank you for your interest in Travis County governance. Your participation helps ensure that the Commissioners Court considers your interests and concerns in its deliberations.

Respectfully,



Samuel T. Biscoe, County Judge

The seal of Travis County, Texas, is a circular emblem. It features a central five-pointed star with a smaller star on its upper point. Below the star is a city skyline. The entire seal is surrounded by a wreath. The outer ring of the seal contains the text "COUNTY OF TRAVIS" at the top and "STATE OF TEXAS" at the bottom, with the year "1839" at the bottom center. There are small decorative symbols on either side of the central star.

# Travis County Commissioners Court

Judge Samuel T. Biscoe, Travis County Judge

Commissioner Ron Davis, Precinct 1

Commissioner Bruce Todd, Precinct 2

Commissioner Gerald Daugherty, Precinct 3

Commissioner Margaret Gómez, Precinct 4

# Executive Summary

## *A plan for Travis County*

The *Land, Water, and Transportation Plan (LWTP)* is the framework for formulating and enacting policies and developing capital improvement programs to guide growth and protect land and water resources in unincorporated Travis County (map 1). The planning area covers nearly two-thirds of the county, is outside the limits of the county's 22 municipalities, and is governed by the Travis County Commissioners Court. The plan specifically addresses County services, provided through its Transportation and Natural Resources (TNR) department, for planning, building, and maintaining roads, parks and drainage systems, regulating development, mitigating hazards, and protecting land and water resources under its jurisdiction.

## *Population growing in unincorporated areas*

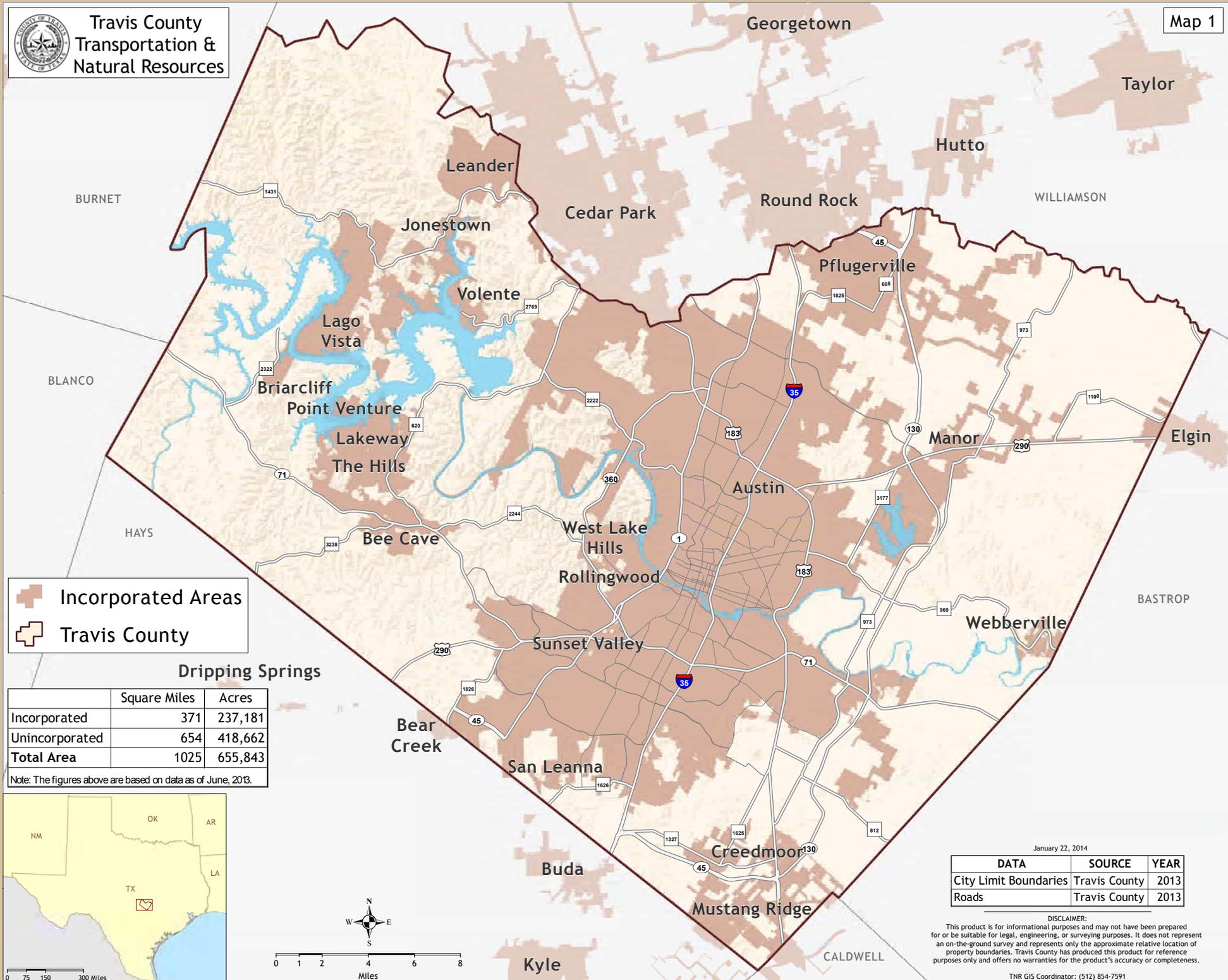
The Commissioners Court approved TNR's recommendation to undertake this planning effort because of the population growth occurring in their jurisdiction and corresponding impact on demand for County services. If current trends continue, many of the estimated 1.5 million people residing in the county in 2035 will have settled on the fringe of existing urban areas, and many of these people will be residing in unincorporated areas (one-quarter of the approximately 212,000 people added to county-wide population between 2000 and 2010 located outside municipalities). Taking the lead from the six county Capital Area Metropolitan Planning Organization (CAMPO) policy board, this plan strives to minimize conventional urban sprawl and encourage an alternative pattern of development.

## *It's about choice*

The *LWTP* is about choice, about expanding the options people have when choosing where they live, work, and play and how they travel on a daily basis. It's about providing options that enhance Travis County residents' quality of life, protect land and water resources for future generations, and use County resources wisely. With respect to transportation, the *LWTP* recommends building a transportation system that accommodates multiple modes of transportation – motor vehicles, walking, bicycling, and transit. Automobiles will continue to be the predominant mode of transportation for the foreseeable future, and building new roadways or adding lanes to existing roadways will continue to be a strategy for reducing congestion. But people are more receptive to using other modes of transportation for personal travel<sup>1</sup> as traffic congestion worsens, and with this in mind, the *LWTP* seeks to provide residents with a full range of travel options to supplement motor vehicle travel. Similarly, the *LWTP* supports the new housing options that a segment of the population is seeking and the market is providing. It is expected that the choice of low density, single family housing will continue to be available but so will the mixed-use, compact, walkable developments that are being planned and built by developers in the SH 130 growth corridor.

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<sup>1</sup> CAMPO 2035 Regional Transportation Plan, Public Involvement Surveys, 2010; City of Austin Strategic Mobility Plan, Community Objectives, April 2010.



Incorporated Areas  
 Travis County

**Dripping Springs**

	Square Miles	Acres
Incorporated	371	237,181
Unincorporated	654	418,662
<b>Total Area</b>	<b>1025</b>	<b>655,843</b>

Note: The figures above are based on data as of June, 2013.



January 22, 2014

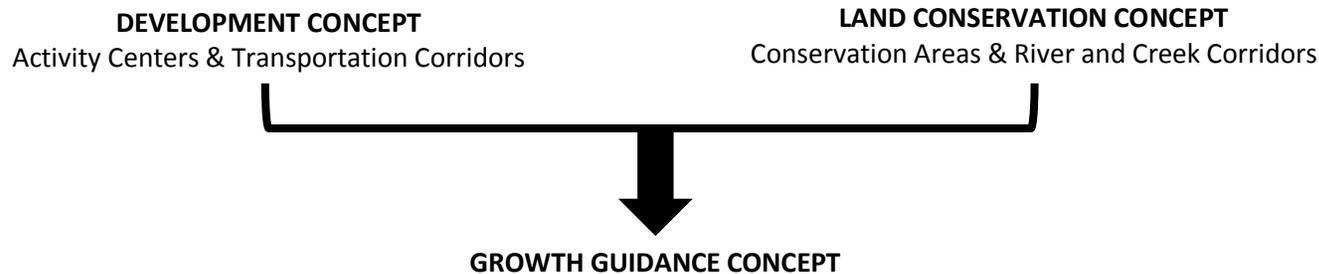
DATA	SOURCE	YEAR
City Limit Boundaries	Travis County	2013
Roads	Travis County	2013

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TNR GIS Coordinator: (512) 854-7591

## Balancing Development and Conservation

The LWTP seeks to balance development with conservation and subsequently has two main components: the Development Concept and the Land Conservation Concept, which feed into the Growth Guidance Concept.



### *“Activity Centers and Transportation Corridors”*

The LWTP encourages growth that follows CAMPO’s “Activity Centers and Transportation Corridors”<sup>2</sup> land use patterns. “Activity Centers” are mixed-use developments that have the density and design attributes that accommodate vehicular traffic, support walking and bicycling, and are conducive to transit. “Transportation Corridors” accommodate multiple modes of transportation -- automobiles, pedestrians, bicyclists, and transit -- and connect Activity Centers. Travis County encourages this type of development pattern because it provides housing and transportation options consistent with community values and market trends and, due to its compactness, reduces vehicle-miles-traveled, service area requiring roadway infrastructure, and size of footprint impacting land and water resources.

*NOTE: CAMPO’s policy and TNR’s recommendation to support activity centers and transportation growth management strategies are not intended to preclude the use of any mode of travel. However high-cost modes, such as rail, require careful consideration of cost-effectiveness and the support of market forces. TNR’s plan is not intended to get the County into the transit business but it is suggested that the County can do more to help existing service providers expand their service areas and enhance the quality of those services by partnering on infrastructure improvements such as those that were funded by Capital Metro (Cap Metro) through its Build Greater Austin Program (BGAP)/Build Central Texas (BCT) and sharing facilities such as the County’s Interlocal Agreement with Capital Area Rural Transportation Services (CARTS) to utilize part of the Southeast Metropolitan Park (SE Metro Park) as a transfer station.*

<sup>2</sup> “Activity Centers are planned and built mixed use developments that have the density and diversity of land use and design attributes that produce lower vehicle miles traveled and support transit, bicycling and walking.” CAMPO definition created for draft CAMPO 2040 Plan, Dec. 2013.

### *“Conservation Areas and River and Creek Corridors”*

The *LWTP* encourages conservation that follows “Conservation Areas and River and Creek Corridors” land use patterns. “Conservation Areas” are large, contiguous tracts of land that has been prioritized for conservation – such as prime farmland – and are preferred because they protect land and water resources better and provide richer nature-related recreational and educational experiences than smaller, isolated tracts. “River and Creek Corridors” are minimally developed, often used for passive recreation or agriculture, and ideally connect conservation areas. In eastern Travis County, they typically include floodplains and riparian zones. They are a preferred configuration because they lessen stormwater impacts, facilitate filtering of runoff and groundwater recharge, provide wildlife and multi-purpose trail corridors, and provide recreational and educational access to rivers and creeks. Strategically locating conservation areas and corridors near or within population centers mitigates impacts of increased impervious cover on land and water resources, brings nature close to where people live, and positively affects real estate values.

## Development Concept (map 2)

The Development Concept provides an alternative to how new growth will be accommodated and supported in the unincorporated areas of Travis County. The Concept allows for expanded choices for residents living in these areas through the encouragement of new alternatives for land development (Activity Centers) and through choices in the ways residents commute (Transportation Corridors).

Activity Centers are:

- *Compact, multi-use, developments that are well connected by all transportation modes (autos, pedestrians, bikes and transit),*
- *Designed to allow for an alternative land development pattern and increased housing options,*
- *Locations identified through the local Metropolitan Planning Organization (MPO) transportation planning process in the preparation for the CAMPO 2040 long range transportation plan.*

Transportation Corridors provide:

- *Connectivity within and between Activity Centers and other transportation corridors,*
- *Opportunities to add automobile lane capacity and multi-modal options that allow commuters’ transportation choices and encourage and support locations of new growth.*

### *Benefits of the Development Concept*

- Benefits of encouraging this type of growth pattern can lead to reductions in traffic congestion and travel times, increased natural resource opportunities, reduced impact of surrounding sensitive natural resources, cost savings related to transportation travel, and public infrastructure cost savings.



## *Development Concept Map*

As mentioned, all Activity Centers were identified and supported by area jurisdictions and other implementing planning agencies, see Map 2. The cities of Austin, Pflugerville and Bee Cave provided locations derived from approved comprehensive plans and Travis County used its Colorado River Corridor Plan as a guide in locating an Activity Center in eastern Travis County. Other locations, such as Whisper Valley, Pilot Knob MUD, South Austin Regional Center and SH 130 & US 290/Wildhorse MUD have development agreements and in many cases roadway public/private partnerships that provide and enhance connectivity within and to Activity Centers. Finally, adjacency to existing utilities along municipal boundaries where growth has been accommodated through traditional development provide opportunities for new Activity Centers. Goodnight Ranch and the Decker Lake Road Centers are examples of these locations supported by roadway public/private partnerships.

Map 2 also identifies the location of Transportation Corridors that support Activity Centers within the unincorporated areas of the County. Identified are two areas of emphasis, the SH 130 corridor and the RM 620 corridor. In many areas, the market has already begun to plan and develop using this land and transportation development concept especially in eastern Travis County along the SH 130 corridor.

## *Development concentrated in SH 130 corridor*

In the unincorporated area, most new development is emerging along the SH 130 corridor where numerous single-family and multi-family subdivisions are under construction and large mixed-use centers have been planned or are underway. Development is particularly concentrated in the northern part of the corridor, near the SH 130 and SH 45 intersection, but extends linearly along SH 130 and SH 45 SE. Growth in this area will require additional roadway capacity provided through new and improved Transportation Corridors, including a proposed new crossing of the Colorado River in eastern Travis County.

## *RM 620 Transportation Corridor*

Although projects are emerging in western Travis County, development constraints create smaller and less intensely developed locations than those in the eastern part of the county. The jurisdictions of Bee Cave, Lakeway and Cedar Park have identified portions of their communities as Activity Centers; however, limited improvements to existing western Transportation Corridors have impacted the quality of life for residents living within the area. These Centers will require improvements to all transportation modes (automobile, pedestrian, bicycle and transit) within the Transportation Corridor along RM 620 and connecting to RM 620 (RM 2244, RM 2222, and SH 71 West).

## Conservation Concept (map 3)

### *A Conservation Tradition*

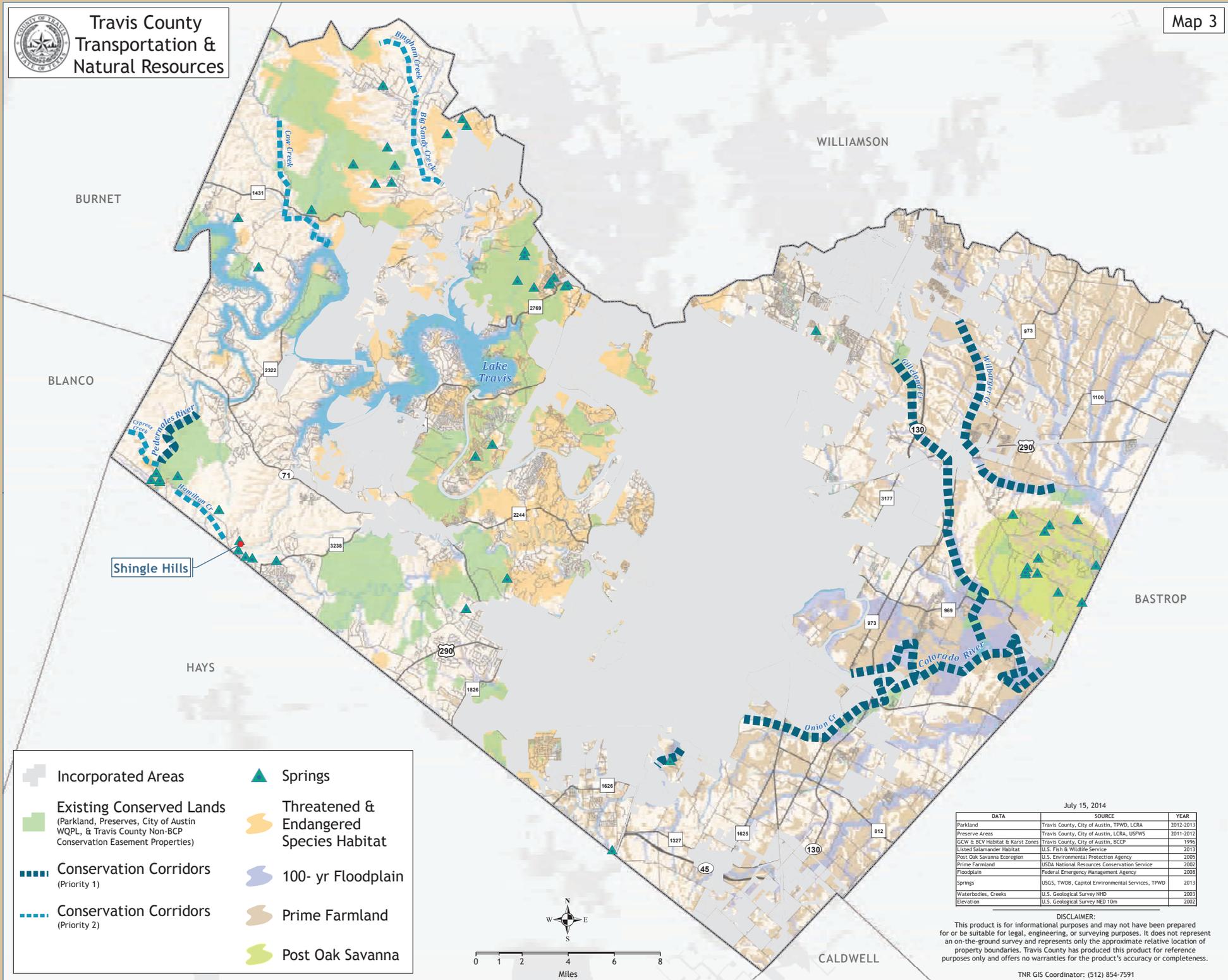
The conservation component of the *LWTP* is built upon twenty years of conserving land in unincorporated Travis County. Through previous plans and programs, *all of which were vetted by the public and adopted by the Commissioners Court*, the County developed and subsequently implemented two major initiatives: to develop a preserve for endangered species habitat protection (*Balcones Canyonland Conservation Plan, 1995*) and to acquire parkland (*Travis County Parks and Natural Areas Master Plan, 2006 and Colorado River Corridor Plan, 2012*). In 2012 it also initiated its *Conservation Easement Program* to establish conservation easements on private properties, most of which are working farms, in partnership with willing landowners. The purpose of this plan is to chart a course for conserving land in over the next twenty years.

### *Conservation Opportunities and Challenges*

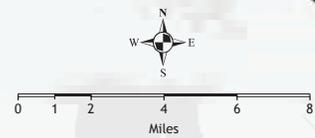
- *Travis County is ecologically diverse and differs dramatically east from west*
- *Far more land has been conserved in the western part of the county than the eastern part: approximately one-quarter of unincorporated western Travis County is conserved while only approximately 2% of eastern Travis County is conserved (because protecting endangered species habitat, all of which is in western Travis County, has been a major driver of conservation)*
- *Virtually all 100-year floodplain is in eastern Travis County and provides a template for the Colorado River and eastern creeks*
- *Virtually all Prime Farmland is in eastern Travis and can be conserved ahead of development*
- *The Post Oak Savanna and adjacent Blackland Prairies and Colorado River Floodplain region is the most ecologically diverse area in the county*
- *Many springs are co-located with high priority resources -- endangered species habitat in western Travis County and Post Oak Savanna in eastern Travis County*
- *Careful consideration needs to be given to future acquisitions to ensure they do not conflict with access needed in areas susceptible to wildfires or floods or areas having severe safety or congestion issues.*

### *Conservation Initiatives West*

- *Complete land acquisition for the Balcones Canyonland Preserve (BCP)*
- *Continue land conservation for the Pedernales River Corridor*
- *Maintain Hamilton Creek and Cypress Creek corridors as secondary priorities*
- *Maintain Cow Creek and Bingham/Big Sandy Creek corridors as secondary priorities*



	Incorporated Areas		Springs
	Existing Conserved Lands (Parkland, Preserves, City of Austin WQPL, & Travis County Non-BCP Conservation Easement Properties)		Threatened & Endangered Species Habitat
	Conservation Corridors (Priority 1)		100- yr Floodplain
	Conservation Corridors (Priority 2)		Prime Farmland
			Post Oak Savanna



July 15, 2014

DATA	SOURCE	YEAR
Parkland	Travis County, City of Austin, TPWD, LCRA	2012-2013
Preserve Areas	Travis County, City of Austin, LCRA, USFWS	2011-2012
GCW & BCV Habitat & Karst Zones	Travis County, City of Austin, BCCP	1996
Listed Salamander Habitat	U.S. Fish & Wildlife Service	2013
Post Oak Savanna Ecoregion	U.S. Environmental Protection Agency	2005
Prime Farmland	USDA National Resources Conservation Service	2002
Floodplain	Federal Emergency Management Agency	2008
Springs	USGS, TWDB, Capitol Environmental Services, TPWD	2013
Waterbodies, Creeks	U.S. Geological Survey NHD	2003
Elevation	U.S. Geological Survey NED 10m	2002

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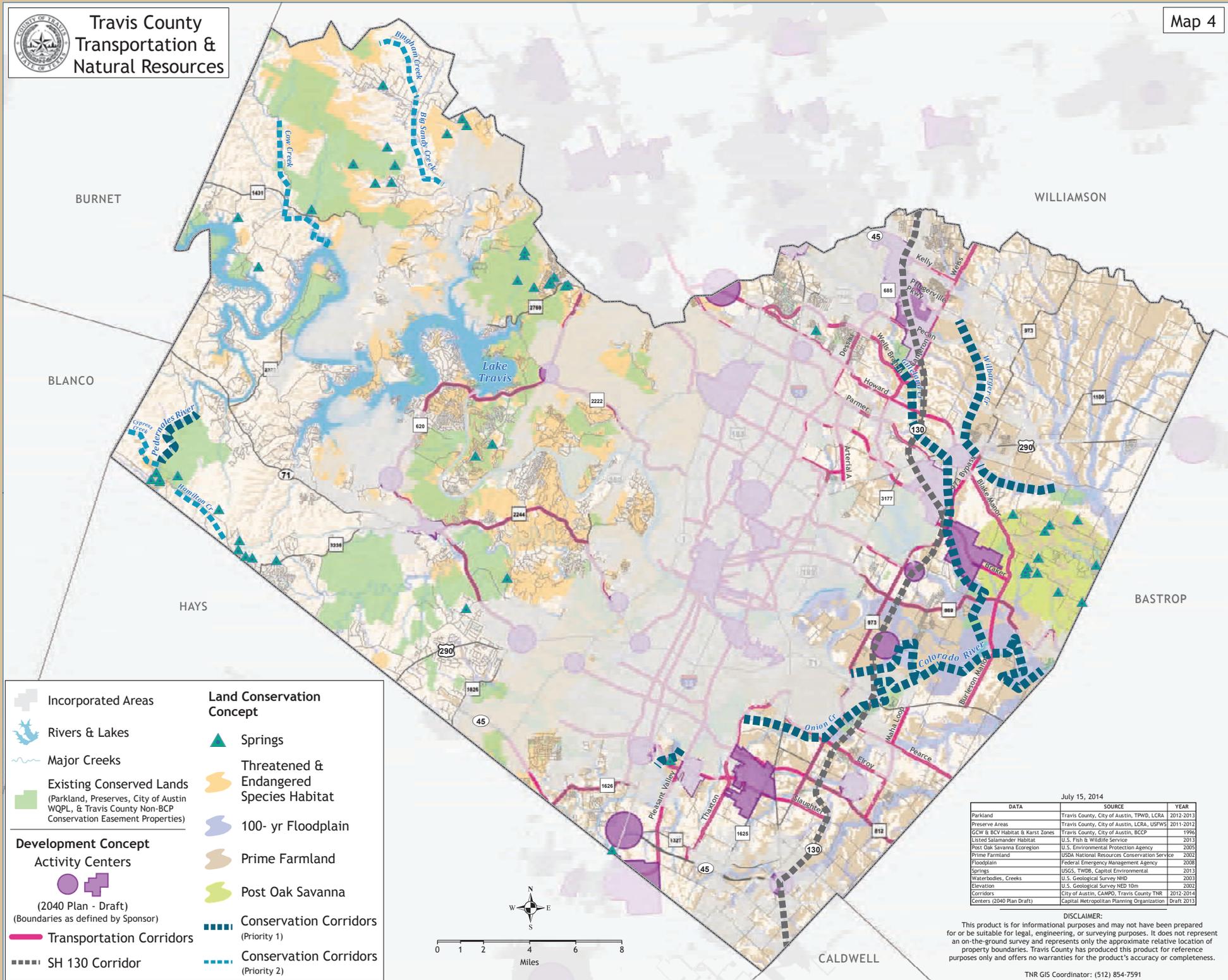
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### Conservation Initiatives East

- *Complete Onion Creek Greenway (Bluff Springs, McKinney Falls Parkway to Colorado River)*
- *Complete Gilleland Creek Greenway (Northeast Metro Park to Colorado River)*
- *Continue land conservation for the Colorado River Corridor*
- *Initiate land conservation for the Wilbarger Creek corridor*
- *Initiate farmland conservation program*
- *Initiate Post Oak Savanna conservation program (including adjacent Blackland Prairie and Colorado River Floodplain and Terraces eco-regions)*

### Growth Guidance Concept (map 4)

- *The Growth Guidance Concept focuses attention on the areas where both development and conservation interests need to be considered.*
- *Development pressure on land and water resources is greater in the eastern part of the county than the western part but compact development along the SH 130 corridor allows conservation to occur ahead of development*
- *Development associated with Elgin Activity Center in Bastrop County is pressing northeast Travis County where prime farmland and potential conservation corridors are located.*
- *The Manor Activity Center is notable because it is a bridge between the Wilbarger Creek corridor on its northeast side and the Gilleland Creek Corridor on its southwest side*
- *A comprehensive bike and pedestrian trail system – interconnecting transportation and conservation corridors – can be developed in the SH 130 corridor*
- *The Colorado River and eastern creek corridors connect to Activity Centers and help mitigate the environmental impacts of development and bring nature and recreational opportunities close to where people live*
- *Transportation Corridors cross numerous flood plains, including the Colorado River’s broad floodplain, and are areas of potential conflicts*
- *Conservation of the Post Oak Savanna and adjacent Blackland Prairie and Colorado River Floodplain is time sensitive because development is encroaching from the west*
- *Location of BCP limits Transportation Corridor development in western Travis County.*



**Incorporated Areas**

**Rivers & Lakes**

**Major Creeks**

**Existing Conserved Lands**  
(Parkland, Preserves, City of Austin WQPL, & Travis County Non-BCP Conservation Easement Properties)

**Development Concept**

**Activity Centers**  
(2040 Plan - Draft)  
(Boundaries as defined by Sponsor)

**Transportation Corridors**

**SH 130 Corridor**

**Land Conservation Concept**

**Springs**

**Threatened & Endangered Species Habitat**

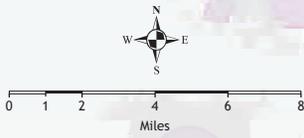
**100- yr Floodplain**

**Prime Farmland**

**Post Oak Savanna**

**Conservation Corridors (Priority 1)**

**Conservation Corridors (Priority 2)**



July 15, 2014

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Parkland	Travis County, City of Austin, TPWD, LCRA	2012-2013
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Floodplain	Federal Emergency Management Agency	2008
Springs	USGS, TWDB, Capitol Environmental	2013
Waterbodies, Creeks	U.S. Geological Survey NHD	2003
Elevation	U.S. Geological Survey NED 10m	2002
Corridors	City of Austin, CALMO, Travis County TNR	2012-2014
Centers (2040 Plan Draft)	Capital Metropolitan Planning Organization	Draft 2013

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## *Funding Capital Improvements*

Travis County's traditional revenue sources for capital improvements have been General Funds, Certificates of Obligations, and General Obligation Bonds, of which only General Obligation Bonds require voter approval. Less commonly-used sources are Participation Agreements (public/private partnerships), Tax Abatements, and Tax Increment Financing (TIF) Bonds. Transportation Infrastructure Reinvestments Zones (TIRZ) and 380/381 Agreements have not been used but are potential funding sources.

State and federal funding distributed through CAMPO is more and more difficult to obtain due to increased competition and CAMPO allocation policies. All demands will force us to seek new or unconventional funds such as federal transit monies that could be used to improve infrastructure such as sidewalks that support transit, walking, and biking.

Unprecedented growth has also demanded collaboration among city, county, TxDOT, the Central Texas Regional Mobility Authority (CTRMA) and developers. Of particular concern is the State's continuing funding shortage leading to the County's increasing funding of improvement to the state highway system, improvements demanded by frustrated county residents who do not care about jurisdictional boundaries but care greatly about the safety and congestion on the roads they rely upon for work, school, shopping, etc.

## *LWTP Use*

- *Sets priorities for transportation and conservation-related Capital Improvement Programs (CIPs)*
- *Guides formulation of growth-related policies and practices*
- *Guides long range, collaborative planning efforts such as the Colorado River Corridor Plan (CRCP)*
- *Guides transportation and conservation-related public/private partnership*
- *Sets Travis County's growth-related agenda for Texas State legislative action*
- *Guides Travis County Annual Work Plans and Annual Budgets*

## *An Umbrella Plan*

The LWTP is an umbrella plan for growth-related capital improvement plans, regulations, permits, programs, and services. Many are already in place and only need to be monitored and updated as required. Other actions, however, need to be undertaken to accomplish the plan's goals to improve the quality of life of Travis County residents, optimize the benefits of land and water resources, and use Travis County resources wisely.