Greauxing Resilience at Home

City of Austin, Texas: **Affordable Housing and Green Infrastructure Efforts**



GEORGETOWN CLIMATE CENTER

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(images from left to right) Credit: **Dee Love**; **Architects Southwest** for Build Baton Rouge in *Ardendale Master Plan and Guiding Principles*; and **Louisiana Sea Grant**.

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ABOUT THIS REPORT

Louisiana is one of the hardest-hit areas in the United States as extreme weather events and regular flooding become more frequent and intense. These challenges often fall "first and worst" on Black, Indigenous, and People of Color or "BIPOC" and low-income communities. This is especially true in the U.S. Gulf Coast region and the state of Louisiana.

Over time, these challenges are being exacerbated by population increases and transitions as climate and non-climate drivers (e.g., people moving out of urban centers into more rural areas) influence where people choose — or are able — to live.

In southeast Louisiana, resilient, affordable housing initiatives are critical to ensuring equitable adaptation that takes into consideration the myriad overlapping challenges facing all Louisianans, but especially those living in communities that have long borne a disproportionate burden of risk.

Over a two-year period between fall 2020 and spring 2022, **Capital Region Planning Commission** and **Georgetown Climate Center** partnered with dozens of people from government, private, and nonprofit sectors and community stakeholders in Region Seven of the **Louisiana Watershed Initiative**.³ The result of that partnership effort is **Greauxing Resilience at Home: A Regional Vision**⁴ (Regional Vision), a resource to inform Region Seven's ongoing work to increase community resilience by promoting affordable housing and nature-based solutions.

Regional and local governments in Region Seven can use the Regional Vision to identify potential legal, planning, and policy tools and projects to increase the affordability and availability of housing and the use of nature-based solutions. In addition, the Regional Vision offers insights for policymakers across Louisiana, throughout the Gulf Coast region, and nationally.

This report is composed of 24 individual case studies developed by Georgetown Climate Center to support the Regional Vision. These case studies describe best and emerging practices, tools, and examples from Louisiana and other U.S. jurisdictions to make progress on these complex and challenging issues. These case studies are intended to provide transferable lessons and ideas for regional and local governments addressing housing and mitigating flood risk as integrated parts of comprehensive community resilience strategies. Collectively, these case studies present a suite, although not an exhaustive list of tools and approaches that can be used to facilitate any of these efforts.

- 1 State of La., Louisiana Climate Action Plan: Climate Initiatives Task Force Recommendations to the Governor 15–16 (Feb. 2022), available at https://gov.louisiana.gov/assets/docs/CCI-Task-force/CAP/ClimateActionPlanFinal.pdf.
- 2 See id. at 15–17.
- 3 The Louisiana Watershed Initiative is an effort to create a paradigm shift in floodplain management towards a strategy that approaches flood risk reduction from a nature-based solutions and land-use-based approach. A part of this approach includes identifying eight separate regional watershed management areas to assist in achieving cross-jurisdictional activities.
 - Region Seven is one of these eight watershed regions. Region Seven encompasses the upper part of the toe of Louisiana's boot. It spans eastward from the Mississippi River near Baton Rouge across the Northshore (i.e., north of Lakes Pontchartrain and Maurepas) to Mississippi and along the Mississippi River to the Bonnet Carré Spillway. The region includes 13 parishes and 45 incorporated municipalities.
- 4 To reflect their connection to Louisiana's cultural heritage, the project team and members of Region Seven that participated in this process chose to use the word "Greaux," a French-inspired phonetic spelling of the word "Grow," to brand this product.

Where possible, all the case studies share a consistent organizational format to allow easier cross-comparison of tools, processes, and takeaways:

- The Background section introduces the regional and local context (e.g., location, demographics) for each case study, including the following facing each jurisdiction: extreme weather risks, housing and environmental challenges, and development pressures.
- The **Housing** section focuses on the legal, planning, and policy tools and projects that have been designed and implemented to support the growth and preservation of housing affordability and availability.
- The **Environment** section highlights how vulnerable habitats like floodplains and other open spaces are being restored, conserved, and protected as a part of comprehensive resilience strategies to provide important ecosystem and community benefits like reducing flood risk and creating community assets, such as parks and trails.
- The Community Engagement section summarizes how governments have provided different types of public
 engagement opportunities and how affected residents have contributed to these planning and decisionmaking
 processes.
- The **Funding** section identifies how the programs, plans, and projects discussed have been funded by federal, state, and local government and private and nongovernmental sources.
- The **Next Steps** section captures the anticipated future actions that featured case study jurisdictions may take in implementing these tools and strategies.
- The Considerations and Lessons Learned section concludes with the primary takeaways from each example that
 other regional and local policymakers and communities may consider when developing or implementing their own
 housing and resilience strategies using these legal, planning, and policy tools.

A few additional notes about the case studies:

- The case studies selected prioritize relatable and scalable models from places similar to Louisiana: Wherever possible, Georgetown Climate Center aimed to acknowledge and lift up the work of jurisdictions and nongovernmental actors in Region Seven and neighboring watershed regions to inspire peer-to-peer sharing and actions from as close to home as possible. These resources are drawn from 12 states, with an emphasis on regions and local areas in the Gulf and Mid-Atlantic: Colorado, Florida, Georgia, Illinois, Iowa, Louisiana, New York, North Carolina, Oregon, South Carolina, Texas, and Virginia. Examples and lessons drawn from these regions are easiest to apply to a Louisianan context because they feature similar geography or analogous impacts from flooding and other climate effects.
- There are no perfect, "one-size-fits-all" solutions: While the case studies and resource entries informing the Region Vision are instructive for Region Seven and beyond, none of them are "perfect" examples of how to solve these complex and challenging issues. Georgetown Climate Center found no single case study or resource that provides a point-for-point or model for what Region Seven is trying to accomplish. No other jurisdiction identified is currently trying to integrate housing, flooding, equity, resilience, and population changes together in a single plan, ordinance, or policy. However, some jurisdictions are moving in that direction, or are making progress on discrete elements of what will eventually become a more holistic strategy. Therefore, this report and the Regional Vision draw analogous connections and recommendations that can be combined to facilitate more comprehensive planning and land-use efforts.

The case studies in this report were informed by interviews with practitioners and community leaders in charge of designing and overseeing this work. No statements or opinions, however, should be attributed to any individual or organization included in the *Acknowledgements* section of this report.

It is also important to note that the examples described in each case study are ongoing and the content included in this report is current as of spring 2022. For future updates about these and other case studies and the Regional Vision, please visit **Greauxing Resilience at Home: A Regional Vision** and Georgetown Climate Center's **Adaptation Clearinghouse**.

City of Austin, Texas

Affordable Housing and Green Infrastructure Efforts

EXECUTIVE SUMMARY

Austin's housing plan and comprehensive plan set forth a vision of the city embodied by sustainability, social equity, and economic opportunity as it prepares for continued growth. To advance these values, Austin is taking an intentional approach to create "complete communities" — compact and connected neighborhoods where daily needs can be met close to where residents live and work.

In the realm of affordable housing, this means increasing housing development across the city to maximize access to transit and amenities, rather than keeping affordable housing concentrated in certain areas or isolated on the city's outskirts. The city's housing planning is also informed by an environmental element: building affordable housing in compact and connected communities can also reduce air pollution and greenhouse gas emissions associated with traffic congestion and car dependency.

On the environmental side, Austin's various environmental management departments have renewed efforts to collaborate to increase the city's green infrastructure and update its watershed management plan. These initiatives recognize the need to integrate various programs and agencies in order to establish a more consolidated approach to achieving the city's environmental goals.

BACKGROUND

Austin is the capital city of Texas located in the central part of the state. In 2019, Austin was the 11th most populous city in the United States with a population of approximately 980,000.³ Despite its size in 2019, Austin is continuing to grow with significant population increases. Between 2010 and 2019, Austin saw a population increase of over 177,000 residents, the fifth-largest numeric increase among U.S. cities with populations of 50,000 or greater.⁴ The city's population is

¹ *Imagine Austin*, CITY OF AUSTIN, TEX., https://www.austintexas.gov/department/imagine-austin (last visited Oct. 7, 2021).

² What is a complete community?, CITY OF AUSTIN, TEX. (Feb. 25, 2013), http://www.austintexas.gov/blog/what-complete-community.

³ Southern and Western Regions Experienced Rapid Growth this Decade, U.S. CENSUS BUREAU (May 21, 2020), https://www.census.gov/newsroom/press-releases/2020/south-west-fastest-growing.html.

⁴ *Id*.

projected to increase by an additional two percent annually, with the region growing at 3.4 percent annually.⁵

OVERVIEW OF SELECT CITY PLANS

To improve affordable housing access for current and new residents, Austin adopted an affordable housing plan in 2017 called the Austin Affordable Housing Blueprint (Housing Blueprint). Notably, the Housing Blueprint illustrates a comprehensive approach to affordable housing that seeks to not only increase the stock of housing available at lower prices, but also to locate affordable housing across the city such that residents have easy access to transit and amenities. The Housing Blueprint was developed to be in alignment with Imagine Austin, the city's comprehensive plan, which emphasizes compactness and connectivity as central values guiding Austin's planning and development.⁶

Austin has also gained a reputation as a sustainable city due to its significant investments in renewable energy, building efficiency, and green space. The city has made significant moves to protect city assets from climate risks by adopting the Climate Resilience Action Plan for City Assets and Operations in 2018. The Climate Resilience Action Plan includes a vulnerability assessment for Austin's utility, transportation, and community infrastructure as well as resilience strategies to address vulnerabilities.

Austin is also taking steps to invest in environmental sustainability and resilience in the broader community as it continues welcoming new residents. In its comprehensive plan, Imagine Austin, adopted in 2012, the city committed to implementing policies that would increase green infrastructure and preserve the natural elements of the built environment, including the urban tree canopy and waterways that serve public recreational uses. ¹⁰ To carry out these policies, Austin has

⁵ NEIGHBORHOOD HOUS. & CMTY. DEV., CITY OF AUSTIN, TEX., AUSTIN STRATEGIC HOUSING BLUEPRINT 8 (2017), available

https://www.austintexas.gov/sites/default/files/files/StrategicHousingBlueprint_Final_September_2017.pdf.

⁶ About Imagine Austin, CITY OF AUSTIN, TEX., https://www.austintexas.gov/department/about-imagine-austin (last visited Oct. 7, 2021).

⁷ Austin, Texas: A sustainable city, GREEN CITY TIMES, https://www.greencitytimes.com/austin-texas-a-sustainable-city/ (last visited Oct. 1, 2021).

⁸ CITY OF AUSTIN, TEX., CLIMATE RESILIENCE ACTION PLAN FOR CITY ASSETS AND OPERATIONS (Apr. 2017), available
at

https://austintexas.gov/sites/default/files/files/Sustainability/Climate_Resilience_Action_Plan.compressed.pdf.

9 Id. at 16–35.

¹⁰ CITY OF AUSTIN, TEX., IMAGINE AUSTIN COMPREHENSIVE PLAN 151–152 (June 2012), available at ftp://ftp.ci.austin.tx.us/npzd/IACP amended2016 web sm.pdf.

committed to developing a coordinated green infrastructure plan and updating its watershed management plan to incorporate climate change risks.¹¹

The following sections capture some of the notable affordable housing and environmental initiatives that Austin has established to effectuate this vision.

HOUSING

The Austin Strategic Housing Blueprint is a ten-year affordable housing plan adopted in 2017 by the city to guide its affordable housing efforts. The planning effort was led by the Austin Department of Neighborhood Housing and Community Development (NHCD) and was informed by the 2017 Mayor's Task Force on Institutional Racism and Systemic Inequalities. The task force officially recognized that the city's historic policies have contributed to racial segregation at the regional level and limited people of color from opportunities for upward mobility.

The city recognizes a particular need for low- and moderate-income housing. Between 2006 and 2016, the city's median household income remained stagnant while the median rent rose by almost 100 percent and the median home price rose by over 20 percent. However, the city's housing initiatives include the housing needs of low-, moderate-, and high-income households with the recognition that a housing shortage results in higher prices for all housing types, and thus more housing for all income levels can reduce demand pressures. ¹⁶

Austin is planning and implementing several strategies to increase its housing stock for all income levels. Efforts to increase affordable housing stock focus on planning, creating development incentives, streamlining permitting processes, and updating the city's land development code. Other policymakers in receiving areas gaining population can look to Austin's Housing Blueprint as one example of a growing jurisdiction identifying affordable housing needs and proposing strategies to meet housing goals.

https://www.austintexas.gov/sites/default/files/files/StrategicHousingBlueprint Final September 2017.pdf.

¹¹ Green Infrastructure, CITY OF AUSTIN, TEX., https://www.austintexas.gov/page/green-infrastructure (last visited Oct. 6, 2021); Watershed Protection Strategic Plan, CITY OF AUSTIN, TEX., https://www.austintexas.gov/department/watershed-protection-strategic-plan (last visited Oct. 6, 2021).

¹² Austin Strategic Housing Blueprint, CITY OF AUSTIN, TEX., http://austintexas.gov/blueprint (last visited Oct. 7, 2021).

¹³ NEIGHBORHOOD HOUS. & CMTY. DEV., CITY OF AUSTIN, TEX., AUSTIN STRATEGIC HOUSING BLUEPRINT 2 (2017), available

¹⁴ *Id*. at 2.

¹⁵ *Id*. at 8.

¹⁶ *Id.* at 19.

¹⁷ CITY OF AUSTIN, TEX., CITY OF AUSTIN STRATEGIC HOUSING BLUEPRINT OVERVIEW 2 (2017), *available at* http://austintexas.gov/sites/default/files/files/Blueprint Overview.pdf.

Planning: Austin Strategic Housing Blueprint

The Austin Strategic Housing Blueprint sets ambitious goals to increase housing available at all income levels and includes recommendations for how to achieve these goals. As the city's first comprehensive plan to address affordable housing, the Housing Blueprint also acts as a guiding document to orient the city's multiple housing-related agencies toward affordable housing goals. Austin's affordable housing efforts aim to contribute to a broader vision of Austin as a city of "complete communities" where all residents have easy access to daily needs and enjoy a high quality of life. ¹⁸

Notably, the authors of the Housing Blueprint adopted a definition of affordability that includes not only housing costs, but also utility and transportation costs. ¹⁹ In addition to affordable pricing, the Housing Blueprint's authors and community feedback emphasized the importance of locating affordable housing throughout the city rather than concentrating it in certain areas. ²⁰ To this end, the city plans to focus affordable housing production in "high opportunity areas," defined as areas that "typically include access to jobs, transportation, education, and a healthy environment." ²¹ Developing affordable housing throughout the city can help create more integrated communities, reduce transportation costs, and enable greater access to jobs, schools, transit, and amenities. ²²

In the Housing Blueprint, Austin estimates a need for more than 135,000 new housing units to meet projected demand, both market-rate and below market-rate.²³ In particular, there is a need for units that are affordable to lower-income households; while 35 percent of Austin households earn below 60 percent median family income (MFI), only 15 percent of the city's housing stock is affordable to them.²⁴ In recent years, new development has largely been only affordable for higher-income households above the aforementioned thresholds.²⁵ As such, a major affordable housing

https://www.austintexas.gov/sites/default/files/files/StrategicHousingBlueprint Final September 2017.pdf.

¹⁸ What is a complete community?, CITY OF AUSTIN, TEX. (Feb. 25, 2013), http://www.austintexas.gov/blog/what-complete-community.

¹⁹ NEIGHBORHOOD HOUS. & CMTY. DEV., CITY OF AUSTIN, TEX., AUSTIN STRATEGIC HOUSING BLUEPRINT 4 (2017), available
at https://www.austintexas.gov/sites/default/files/files/StrategicHousingBlueprint_Final_September_2017.pdf.

²⁰ *Id.* at 4, 11.

²¹ CITY OF AUSTIN, TEX., CITY OF AUSTIN STRATEGIC HOUSING BLUEPRINT OVERVIEW 2–3 (2017), available at http://austintexas.gov/sites/default/files/files/Blueprint_Overview.pdf; NEIGHBORHOOD HOUS. & CMTY. DEV., CITY OF AUSTIN, TEX., AUSTIN STRATEGIC HOUSING BLUEPRINT 47 (2017), available at https://www.austintexas.gov/sites/default/files/files/StrategicHousingBlueprint_Final_September_2017.pdf.

²² NEIGHBORHOOD HOUS. & CMTY. DEV., CITY OF AUSTIN, TEX., AUSTIN STRATEGIC HOUSING BLUEPRINT 11 (2017), available

²³ *Id*. at 8.

²⁴ *Id*. at 9.

²⁵ *Id.* at 9.

goal in the Housing Blueprint is to build 60,000 new units by 2027 that are affordable for households making less than 80 percent of MFI.²⁶

While the Housing Blueprint does not legally prescribe any actions the city must take, it was nonetheless adopted by the City Council in 2017 as a roadmap and as a formal commitment toward addressing the affordable housing needs of Austin's growing population.²⁷ The Housing Blueprint's authors emphasize that an interdepartmental effort will be required to meet Austin's housing needs.²⁸

The following sections detail three strategies Austin is pursuing to meet its affordable housing goals: development incentives, streamlining permitting processes, and zoning changes to allow more diverse types of housing.

Development Incentives

A major strategy Austin is pursuing to meet housing goals is the use of development incentives to encourage more affordable housing development. Generally, development incentives are where developers can obtain waivers from permitting and project review fees or regulatory requirements in exchange for building a project that meets certain criteria. For example, a developer may be eligible to build a greater number of units than would otherwise be allowed at a site if they agree to keep a portion of the units affordable for low-income renters. Participation in incentive programs is optional and allows developers to capitalize on the overall growing demand for housing while helping meet affordable housing goals.

The City of Austin has created multiple development incentive programs to encourage the production of more quality affordable housing. The development incentives vary primarily based on eligibility requirements and location, which demonstrates the flexibility that policymakers have when designing development incentives to effectuate particular policy goals.

Austin's Affordability Unlocked Development Bonus Program allows qualifying developers to receive regulatory waivers for height, density, parking, design compatibility, and minimum lot requirements in exchange for reserving half of a development's units as affordable.²⁹ The

²⁶ *Id*. at 2.

²⁷ Austin Strategic Housing Blueprint, CITY OF AUSTIN, TEX., http://austintexas.gov/blueprint (last visited Oct. 7,

²⁸ Neighborhood Hous. & Cmty. Dev., City of Austin, Tex., Austin Strategic Housing Blueprint 2 (2017), available

https://www.austintexas.gov/sites/default/files/files/StrategicHousingBlueprint Final September 2017.pdf.

Affordability Unlocked Development Bonus Program, CITY OF AUSTIN, TEX., http://www.austintexas.gov/department/affordability-unlocked-development-bonus-program (last visited Oct 1, 2021).

Affordability Unlocked program was adopted as an amendment to the city's zoning code in May 2019.³⁰

Austin's **SMART Housing** is a development incentive program aimed specifically at producing housing that is "SMART": safe, mixed-income, accessible for disabled residents, reasonably priced, and transit-oriented. Participating developers can qualify for fee waivers in exchange for meeting a set of minimum requirements pertaining to SMART qualities. In part, qualifying developments must include a portion of units as affordable, be within half a mile walking distance from a local public transit route, and meet certain green building standards.³¹³² The requirement for SMART Housing to be built close to transit reflects the city's comprehensive approach to reducing housing-related costs.

Development incentives can apply across a jurisdiction or only in strategic areas where policymakers seek to encourage development. Austin has made **density bonus programs** available in areas where the city wants to encourage affordable housing growth, including downtown, in university neighborhoods, and near transit.³³ A density bonus is a type of development incentive that allows developers to construct buildings that are greater in height or size, and/or a greater number of units than otherwise allowed by a local government's land use regulations if they opt to either reserve a portion of units as affordable or pay a fee-in-lieu.³⁴

For example, the **Downtown Density Bonus Program (DDBP)** was established to promote affordable housing in "vibrant, dense, and pedestrian-friendly" downtown Austin.³⁵ Projects that qualify for DDBP must also achieve a minimum green building rating and provide a portion of onsite affordable housing or pay a development bonus fee into the city's Affordable Housing Trust Fund.³⁶

³⁶ *Id*.

³⁰ AUSTIN, TEX. CITY CODE ch. 25-1, art. 15, div. 4, as amended by Ordinance No. 20190509-027, *available at* https://www.austintexas.gov/edims/document.cfm?id=319975.

³¹ Development Incentives and Agreements, CITY OF AUSTIN, TEX., https://www.austintexas.gov/page/development-incentives-and-agreements (last visited Oct. 1, 2021).

³² Green building ratings are given by Austin Energy, the local power company, and can include a variety of sustainability metrics, such as energy efficiency, rainwater management, and electric vehicle charging. *Austin Energy Green Building*, AUSTIN ENERGY (Oct. 14, 2020), https://austinenergy.com/ae/energy-efficiency/green-building/design-build/get-started.

³³ HOUS. & PLANNING DEP'T, CITY OF AUSTIN, TEX., CITY OF AUSTIN AFFORDABLE HOUSING DEVELOPMENT INCENTIVE POLICY OVERVIEW (Oct. 1, 2021), available at https://austintexas.gov/sites/default/files/files/Developer%20Incentive%20Matrix 09292021.pdf.

³⁴ A fee-in-lieu is a payment made from a developer to a local jurisdiction in exchange for a waiver or modification of a regulatory requirement. Generally, proceeds from fees-in-lieu are kept in a fund with a specific purpose, such as preserving affordable housing. These funds usually have limitations on how they can be spent.

³⁵ Downtown Density Bonus Program, CITY OF AUSTIN, TEX., https://www.austintexas.gov/department/downtown-density-bonus-program (last visited Oct. 1, 2021).

Density bonuses can also be flexibly designed to preserve existing neighborhood character. For example, missing middle housing may be an option in areas where taller and larger buildings may not be aesthetically compatible with existing buildings.³⁷ Austin's Housing Blueprint suggests that for such areas, a density bonus could allow a greater number of smaller units rather than increased height or bulk.³⁸ Such a density bonus oriented toward missing middle housing could encourage the building of a greater number of units without compromising neighborhood character.

As of 2016, Austin's density bonus programs have spurred the development of 1,653 units, a majority of which are available for households earning less than 80 percent MFI.³⁹ The density bonuses have also generated \$4 million in fees-in-lieu to help subsidize affordable housing across the city.⁴⁰ These results show that while density bonuses are one policy tool to encourage the market to develop more affordable housing, development incentives alone may not be a viable strategy for generating a significant amount of new affordable housing.

Streamlining Permitting Processes

During the city's engagement process to draft the Housing Blueprint, residential developers expressed a desire for more efficient permitting processes to minimize administrative and financial barriers to development. Although permitting requirements are necessary to ensure minimum standards are met, permitting can add costs and time to the development process. As developers suggested to the Housing Blueprint's authors, a more efficient permitting process could help minimize barriers to affordable housing development while ensuring development standards are met.⁴¹

For example, the authors of the plan suggest that expedited review could be used for developments that include income-restricted affordable units. ⁴² Another permitting recommendation in Austin's housing plan involves creating pre-approved, standardized building plans for infill development. ⁴³ These template or standardized plans would include a range of pre-approved housing designs that already meet site conditions. ⁴⁴ While the city would have to make an initial investment toward

https://www.austintexas.gov/sites/default/files/files/StrategicHousingBlueprint Final September 2017.pdf.

³⁷ Missing middle housing refers to the range of multi-unit housing types between single-family detached homes and high-density high-rise apartments, such as duplexes and townhomes. *Missing Middle Housing*, OPTICOS DESIGN, INC., https://missingmiddlehousing.com (last visited Aug. 18, 2021).

³⁸ NEIGHBORHOOD HOUS. & CMTY. DEV., CITY OF AUSTIN, TEX., AUSTIN STRATEGIC HOUSING BLUEPRINT 39 (2017), available

³⁹ *Id.* at 31.

⁴⁰ *Id*.

⁴¹ *Id*.

⁴² *Id*.

⁴³ *Id.* at 33.

⁴⁴ *Id*.

developing a set of high-quality designs, the availability and use of standardized plans can result in greater efficiency for both the city and developers alike.

Expedited pathways for new development can potentially increase affordable housing construction by enabling affordable housing options to be brought to market faster.

Land Use and Zoning

In addition to development incentives and more efficient permitting processes, in the Housing Blueprint, Austin contemplates updates to the city's zoning code as another strategy to increase the city's affordable housing stock.

Recommended zoning reforms focus on increasing diverse housing types, including accessory dwelling units (ADUs), tiny homes (typically less than 700 square feet), and other "smaller homes on smaller lots." Accessory dwelling units, or ADUs, are secondary living units built on existing single-family parcels. There are a variety of ADU types, including "internal" or attached units (e.g., basement and loft units) and "external" or detached units (e.g., a smaller home built on the same property behind the main home).

ADUs and tiny homes may be more affordable for people to rent and purchase compared to traditional homes, and increasing overall housing options can help reduce housing prices. Additionally, these types of homes can offer an alternative source of income for homeowners at risk of displacement: homeowners who construct ADUs or tiny homes on their parcel can rent these units out to help cover rising property taxes associated with population growth. Entire planned developments of tiny homes have also been advanced as a solution to house homeless individuals and families living on the streets or in temporary shelters.

Community First! Village is one such nonprofit-led planned community of tiny homes right outside of Austin, where more than 500 homes are provided at affordable rental rates to lift people out of chronic homelessness. 46 Importantly, the development operates on a philosophy that "housing alone will never solve homelessness, but community will." As such, the development includes a variety of communal and cultural spaces that help cultivate social bonds, support personal development, and provide income opportunities. 48

Several types of zoning changes can be used to effectuate more of these diverse housing types by increasing the areas where ADUs and tiny homes can lawfully be built. For example, relaxing minimum lot sizes, parking requirements, and density restrictions in the zoning code can all increase the areas where such diversified housing types can be built. Currently, ADUs in Austin must be built on lots with a minimum size of 5,750 square feet, the standard lot size for residential

⁴⁶ Community First! Village, MOBILE LOAVES & FISHES, https://mlf.org/community-first/ (last visited Oct 7, 2021).

⁴⁵ *Id.* at 32–33.

⁴⁷ Frequently Asked Questions, MOBILE LOAVES & FISHES, https://mlf.org/fags/ (last visited Oct 7, 2021).

⁴⁸ Community Works, MOBILE LOAVES & FISHES, https://mlf.org/community-works/ (last visited Oct 7, 2021).

development, despite the fact that smaller lots with a primary residence are capable of supporting ADUs.⁴⁹ The Housing Blueprint also includes recommendations to reduce parking requirements, which would allow developers to use more space on a parcel for housing.⁵⁰

However, it is important to note that ADUs and tiny homes can only serve as an affordable housing option where rental or purchase prices are truly affordable to those who would consider them a housing option. ADUs and tiny homes are not necessarily inherently affordable, and as housing prices rise in Austin and other surrounding areas, ADUs and tiny homes may not offer a scalable or truly affordable housing option.

Anti-Displacement Efforts

As a jurisdiction experiencing significant population growth, Austin has begun preparing antidisplacement measures to ensure that current renters and homeowners are not priced out of the area. Rapid population growth can cause displacement by causing increases in rental rates and property taxes, which can make it unaffordable for current residents to stay in their homes.

In 2014, Austin created an **Anti-Displacement Task Force** (task force) to address displacement and gentrification concerns.⁵¹ The task force released their recommendations in 2018, which aim to protect renters and homeowners from displacement using a diverse range of actions to address the issue from all sides. The recommendations include:

Prioritizing displaced residents for housing that is financed by the city or generated by the city's incentive programs.

Partnering with a nonprofit to establish a "one-stop-shop" for housing stability, which would streamline administration of the city's various housing assistance programs and engage in community outreach to ensure maximum access for eligible residents.

Expanding tax exemption and abatement programs, which help reduce homeowners' property tax burdens.

Establishing a low-interest loan program for low-income homeowners.

⁴⁹ CodeNEXT is Austin's ongoing project to update its development code in accordance with Imagine Austin, the city's comprehensive plan adopted in 2012. CITY OF AUSTIN, TEX., DEVELOPING COMPLETE COMMUNITIES FOR ALL AUSTINITES: HOUSEHOLD AFFORDABILITY CODE PRESCRIPTION 24, available at https://www.austintexas.gov/sites/default/files/files/Planning/CodeNEXT/2016-04-

²⁹ CompactAccessibleAffordable4 HD.pdf.

⁵⁰ NEIGHBORHOOD HOUS. & CMTY. DEV., CITY OF AUSTIN, TEX., AUSTIN STRATEGIC HOUSING BLUEPRINT 37 (2017), available

https://www.austintexas.gov/sites/default/files/files/StrategicHousingBlueprint Final September 2017.pdf.

⁵¹ Anti-Displacement Task Force, CITY OF AUSTIN, TEX., https://www.austintexas.gov/page/anti-displacement-task-force (last visited Oct 1, 2021).

Increasing affordable housing development on land owned by the city or held in community land trusts. 52

The task force's anti-displacement recommendations are also reflected in the Housing Blueprint.⁵³

The work of the task force led to the development of a Displacement Prevention Strategy and in 2021, the initiation of a new position for a Community Displacement Prevention Officer. ⁵⁴ The Community Displacement Prevention Officer, which falls under the city's Department of Housing and Planning, will be in charge of "the department's Displacement Prevention Division, tasked with developing and leading programming and outreach to prevent the displacement of vulnerable communities, which will include \$300 million over 13 years in anti-displacement funding approved by voters in November 2020 as part of Project Connect Proposition A [see below]."⁵⁵

In 2016, Austin adopted a **Tenant Relocation Assistance ordinance**, which requires developers to provide sufficient notice before tenants can be evicted. ⁵⁶ The ordinance also directs the city's Neighborhood Housing and Community Development agency to establish a Developer Fund for Tenant Relocation Assistance, which would collect a tenant relocation fee from developers seeking to make developments that would result in displacement. ⁵⁷ The fees would assist low-income tenants with relocation costs, including funding for the security deposit and first month's rent at replacement housing. ⁵⁸

However, soon after the fund was established, the Texas state legislature adopted a law banning cities from collecting fees on new construction to offset costs to tenants.⁵⁹ Austin's 2020 City

⁵² CITY OF AUSTIN, TEX. ANTI-DISPLACEMENT TASK FORCE, RECOMMENDATIONS FOR ACTION 8–20 (Nov. 2018), available at http://www.austintexas.gov/sites/default/files/files/Housing/Anti-Displacement Task Force Final Recommendations and Report.pdf.

⁵³ NEIGHBORHOOD HOUS. & CMTY. DEV., CITY OF AUSTIN, TEX., AUSTIN STRATEGIC HOUSING BLUEPRINT 20–23 (2017), available at https://www.austintexas.gov/sites/default/files/files/StrategicHousingBlueprint_Final_September_2017.pdf. Anti-displacement recommendations in the Housing Blueprint include property tax exemptions for legacy residents, financial assistance for retention in gentrifying areas, tracking the expirations of affordability periods for income-restricted units, promoting shared equity via community land trusts and land banking, and establishing a strike fund that would acquire and manage existing multi-family buildings for long-term affordability.

⁵⁴ City of Austin hires first Community Displacement Prevention Officer, CITY OF AUSTIN, TEX. (Apr. 14, 2021), https://www.austintexas.gov/news/city-austin-hires-first-community-displacement-prevention-officer.

⁵⁵ Id.

⁵⁶ AUSTIN, TEX. CITY CODE § 25-1-715 (2016), Ordinance No. 20160901-050 establishing the fund, *available at* https://www.austintexas.gov/edims/document.cfm?id=262885.

⁵⁷ AUSTIN, TEX. CITY CODE § 161-17.13 (2017); Rule 161-17.13 (adopted May 22 2017), available at http://www.austintexas.gov/sites/default/files/files/Tenant_Relocation_Assistance_Final_Rules2017.pdf.

⁵⁸ Id.

TEX. H.B. No. 1449 (adopted May 29, 2017), available at https://capitol.texas.gov/tlodocs/85R/billtext/pdf/HB01449F.pdf#navpanes=0 (amending Chapter 250, Section 250.008 of the state's Local Government Code).

Budget allocated a one-time contribution of \$500,000 to provide for tenant relocation assistance under the 2016 ordinance, but future funding to support the program will have to be identified.⁶⁰

Austin is also incorporating anti-displacement work into the city's public transportation initiatives. Project Connect, Austin's comprehensive transit development plan, includes a \$300-million investment toward anti-displacement measures that include transit-oriented development and affordable housing along new routes in the transit plan. ⁶¹ The anti-displacement allocation came out of lessons learned from other cities that saw real estate prices increase near new transit centers. ⁶²

To inform the city's anti-displacement efforts, agencies leading Project Connect partnered with the city's Department of Housing and Planning to create a series of anti-displacement maps that outline the displacement risk of various neighborhoods along new planned transit routes. ⁶³ The maps help show displacement risk geographically and are designed to inform community conversations and investment of anti-displacement funding. ⁶⁴ The anti-displacement maps can also serve as a decisionmaking tool for other agencies involved in building out the city's transit and amenities to support expected population growth.

ENVIRONMENT

Imagine Austin, the city's comprehensive plan, identified priorities to protect and increase green infrastructure and other environmental features as part of its growth plan. ⁶⁵ By establishing sustainability and environmental resilience as a key value in the city's continued growth, Austin aims to protect its diverse environmental assets including parks, urban tree canopy, and natural waterways. ⁶⁶

65 CITY OF AUSTIN, TEX., IMAGINE AUSTIN COMPREHENSIVE PLAN 10 (June 2012), available at ftp://ftp.ci.austin.tx.us/npzd/IACP_amended2016_web_sm.pdf.
66 Id.

⁶⁰ Erica Proffer, *Forced out: What happens to tenants when developers tear down old buildings?*, KVUE (Feb. 20, 2020), https://www.kvue.com/article/news/investigations/defenders/austin-tenant-forced-out-of-homes-by-developers/269-4f7d62be-a746-4243-9c88-f56c47aafa05.

⁶¹ Project Connect, CAPITAL METRO. TRANSP. AUTH., https://www.capmetro.org/project-connect (last visited Oct. 6, 2021); Initial Investment, CAPITAL METRO. TRANSP. AUTH., https://www.capmetro.org/project-connect/initial-investment (last visited Oct. 6, 2021);

⁶² Benton Graham, *Project Connect officials promise equity will be at forefront of initiative*, COMMUNITY IMPACT NEWSPAPER (Aug. 18, 2021), https://communityimpact.com/austin/central-austin/transportation/2021/08/18/project-connect-officials-promise-equity-will-be-at-forefront-of-initiative/.

⁶³ Project Connect Racial Equity Anti-Displacement Maps, CITY OF AUSTIN, TEX. DEP'T OF HOUS. & PLANNING, https://austin.maps.arcgis.com/apps/MapSeries/index.html?appid=799dbd68b43a4d9d8c0292befe8c9b34 (last visited Oct. 6, 2021).

⁶⁴ *Id*.

Compact and Connected Development

Imagine Austin establishes that housing and other new development should move Austin toward a more compact and connected city with nature and green infrastructure throughout. ⁶⁷ The plan's authors envision compact and connected communities as places that offer homes, jobs, schools, cultural amenities, and other destinations in close proximity, threaded with a strong network of public transit and infrastructure to support walking and biking. ⁶⁸ By reducing reliance on cars, planning for compactness and connectivity can make communities greener by reducing air pollution, greenhouse gas emissions, and the need for infrastructure that would otherwise be needed to connect distanced developments.

Green Infrastructure

Chapter 4 of the Imagine Austin plan builds on the Housing Blueprint and focuses on protecting environmentally sensitive habitats and enhancing natural elements of the urban environment, such as parks and the urban tree canopy. ⁶⁹ Imagine Austin adopts the Conservation Fund's definition of green infrastructure as "strategically planned and managed networks of natural lands, working landscapes and other open spaces that conserve ecosystem values and functions and provide associated benefits to human populations." ⁷⁰ From a "complete communities" standpoint, green infrastructure is intended to leverage ecosystem functions in addition to serving public health and recreational benefits.

One goal of Imagine Austin is to integrate these plans and create collaborations between local agencies toward increasing green infrastructure in the city. Before the Imagine Austin comprehensive plan was adopted, the city had elements of green infrastructure in various environment-related programs, including the:

Watershed Protection Strategic Plan, which proposes numerous solutions to address water quality and flood control challenges, and prioritizes strategies, such as green infrastructure that can help implement multiple goals;⁷¹

Our Parks, Our Future plan, the Austin Parks and Recreation Department's guiding document for park planning, which includes a goal to work with the Office of

⁶⁸ *Id*.

⁶⁷ *Id*.

⁶⁹ *Id*. at 149.

⁷⁰ *Id.* at 151.

⁷¹ CITY OF AUSTIN, TEX., WATERSHED PROTECTION MASTER PLAN 15 (Aug. 19, 2016), available at https://www.austintexas.gov/watershed protection/publications/document.cfm?id=261630&id2=%20.

Sustainability, the Watershed Protection Department, and other agencies to protect and increase park areas that provide environmental benefits; 72 and

Complete Streets Policy, which aims to create streets that are "inviting and accessible places to walk, bike, or ride for people of all ages and abilities" by including sidewalks, bike lanes, and greenery.⁷³

In 2017, the city council passed a resolution to develop an integrated green infrastructure plan that would align relevant agencies and programs toward a shared goal of maintaining and increasing Austin's green infrastructure as the city grows. ⁷⁴ To this end, Austin has created an online resource that consolidates information on Austin's plans and programs related to green infrastructure in one location. ⁷⁵ The webpage functions to educate the public on the city's green infrastructure initiatives and includes tabs for urban forest, water resources, parks, green streets, and environmental habitats. ⁷⁶ The city is also enhancing public transparency by publishing green infrastructure indicators online, including performance metrics related to community gardens, park access, stream water quality, permanently preserved land, and tree canopy coverage. ⁷⁷

Watershed Management Planning

Austin's watershed management plan was most recently updated in 2016, with the original plan being adopted 20 years prior. The updated initiative, the Watershed Protection Strategic Plan, aims to address complex challenges including climate change, population growth, and racial inequities related to how low-income communities of color in Austin have historically been underserved by the city. The strategic Plan was most recently updated in 2016, with the original plan being adopted 20 years prior. The updated initiative, the Watershed Protection Strategic Plan, aims to address complex challenges including climate change, population growth, and racial inequities related to how low-income communities of color in Austin have historically been underserved by the city.

With regards to flooding, the next iteration of the plan aims to capture a more holistic version of risk that incorporates social vulnerability with technical risk data. The updates will be informed by climate projections as well as a National Weather Service rainfall study conducted for Texas in 2018 titled Atlas 14 that includes more recent flood-related data to enable the city to more

⁷⁷ 4. Use Green Infrastructure to Protect Environmentally Sensitive Areas and Integrate Nature into the City, CITY OF AUSTIN, TEX., https://data.austintexas.gov/stories/s/Green-Infrastructure/ehsi-gu4h/ (last visited Oct. 6, 2021).

⁷⁹ *Id*.

⁷² PARKS & RECREATION, CITY OF AUSTIN, TEX., OUR PARKS, OUR FUTURE 183 (Nov. 14, 2019), available at ftp://ftp.ci.austin.tx.us/PARDPlanningCIP/PARD_LRP_Attachments/20191227/2019-12-27%20Our%20Parks%20Our%20Future%20FINAL%20Plan%20-%20Small.pdf.

⁷³ Complete Streets, CITY OF AUSTIN, TEX., https://austintexas.gov/department/complete-streets (last visited Oct. 6, 2021).

⁷⁴ Brian Zabcik, *Austin council approves green infrastructure resolution*, ENVIR'T TEX. (June 16, 2017), https://environmenttexas.org/news/txe/austin-council-approves-green-infrastructure-resolution.

⁷⁵ Austin's Green Infrastructure, CITY OF AUSTIN, TEX., http://www.austintexas.gov/atxgreen (last visited Oct. 6, 2021).

⁷⁶ *Id*.

⁷⁸ Watershed Protection Strategic Plan, CITY OF AUSTIN, TEX., https://www.austintexas.gov/department/watershed-protection-strategic-plan (last visited Oct. 6, 2021).

accurately predict flood risk.⁸⁰ Through the watershed plan update, the city also intends to increase community engagement beyond that involved for the original 2001 plan by putting more time and effort into meeting a broad cross-section of residents through different means.

In addition, the new data and plan will inform potential amendments to the city's floodplain management regulations, including the boundary of the 100-year floodplain and where future development may occur relative to that boundary. Here, Austin is leading with data and planning to guide future regulatory changes.

Water Conservation Incentives

In addition to affordable housing and density incentives, the city also provides incentives to mitigate the impact of impervious surface cover in the jurisdiction. Through its WaterWise program, the city's water department, Austin Water, offers different payments to residential and commercial property owners to install water conservation features. For example, residential homeowners can earn up to \$1,750 for converting turf grass to native plantings and \$500 for retaining rainwater onsite. By mitigating the impacts of impervious surface cover, homeowners Austin can slow water and pollution runoff into area water bodies to mitigate flood and extreme heat risks and improve water quality. Moreover, the use of native plants can restore and conserve natural habitats.

COMMUNITY ENGAGEMENT

Austin Strategic Housing Blueprint

The City of Austin deployed significant community outreach efforts in its development of the Austin Strategic Housing Blueprint, including holding 30 public meetings with 433 attendees, a bilingual survey with 1,572 responses, and intentional outreach to historically underrepresented populations. 83 The city held eight meetings in low-income and minority communities, where 119

⁸⁰ Flood Risk and Atlas 14, CITY OF AUSTIN, TEX., https://www.austintexas.gov/department/flood-risk-and-atlas-14 (last visited Oct. 7, 2021).

⁸¹ Rebates, Tools, & Programs, AUSTIN WATER, https://www.austintexas.gov/department/rebates-tools-programs (last visited Oct 6, 2021).

⁸² *Id*.

NEIGHBORHOOD HOUS. & CMTY. DEV., CITY OF AUSTIN, TEX., AUSTIN STRATEGIC HOUSING BLUEPRINT 4 (2017), available

at https://www.austintexas.gov/sites/default/files/files/StrategicHousingBlueprint_Final_September_2017.pdf; CITY OF AUSTIN, TEX., CITY OF AUSTIN STRATEGIC HOUSING BLUEPRINT OVERVIEW 1 (2017), available at http://austintexas.gov/sites/default/files/files/Blueprint_Overview.pdf.

people attended and the city received 18 formal comment letters from individuals and organizations. ⁸⁴

After a draft of the plan was completed in June 2016, the city made requests for public feedback to stakeholders including nonprofit, housing advocacy, and neighborhood groups. ⁸⁵ The city also created other feedback channels allowing people to comment online and at public libraries and advertised these opportunities using social media, community access television, and Spanishlanguage media. ⁸⁶ To increase the plan's accessibility, Austin has also published Chinese, Korean, Vietnamese, and Spanish translations of the Blueprint Overview, a document that provides a high-level look at the plan's goals and recommendations. ⁸⁷

FUNDING

Affordable Housing

Housing Trust Fund

Created in 1999, Austin's Housing Trust Fund is a fund for developing, rehabilitating, and acquiring land for affordable owner-occupied and rental homes. 88 The fund receives 40 percent of property tax revenues from developments built on land that was previously owned by the city, as well as funding from various programs including tax increment financing and property sales. 89 The Housing Trust Fund has contributed to building or preserving 1,418 affordable units since its inception. 90

⁸⁶ *Id*.

 $\underline{https://www.austintexas.gov/sites/default/files/files/StrategicHousingBlueprint_Final_September_2017.pdf.$

⁸⁴ Neighborhood Hous. & Cmty. Dev., City of Austin, Tex., Austin Strategic Housing Blueprint 6 (2017), available

https://www.austintexas.gov/sites/default/files/files/StrategicHousingBlueprint Final September 2017.pdf.

⁸⁵ *Id*.

⁸⁷ Blueprint Overview, CITY OF AUSTIN, TEX., http://austintexas.gov/page/blueprint-overview (last visited Oct. 7, 2021).

⁸⁸ Housing Trust Fund, CITY OF AUSTIN, TEX., http://austintexas.gov/department/housing-trust-fund (last visited Oct. 1, 2021).

⁸⁹ *Id.*; Neighborhood Hous. & Cmty. Dev., City of Austin, Tex., Austin Strategic Housing Blueprint 26 (2017), available at

https://www.austintexas.gov/sites/default/files/files/StrategicHousingBlueprint_Final_September_2017.pdf.

⁹⁰ Neighborhood Hous. & Cmty. Dev., City of Austin, Tex., Austin Strategic Housing Blueprint 26 (2017), available

Affordable Housing Bond Funding

In 2006, voters approved \$55 million in General Obligation (GO) bonds for affordable housing development. ⁹¹ All of this funding has been spent on building and preserving 2,593 rental units throughout the city, with 74 percent of the units affordable for households below 50 percent MFI. ⁹² Austin voters approved another \$65 million in GO bonds for affordable housing in 2013. ⁹³ Additionally, in 2018, Austin voters approved \$250 million in Affordable Housing Bonds toward land acquisition for affordable housing development, rental housing development assistance, a homeownership program, and a home repair program. ⁹⁴

Federal Funding

The city also plans to continue leveraging federal Low Income Housing Tax Credits (LIHTCs) and grants from the U.S. Department of Housing and Urban Development to fund the development and preservation of affordable rental housing.⁹⁵

NEXT STEPS

Austin Strategic Housing Blueprint

The Housing Blueprint includes an implementation matrix that organizes recommended policy actions by priority, identifies implementation partners, and lists the time horizon for each recommended action item. ⁹⁶ To coordinate implementation, the City Council directed the City Manager to create an Interdepartmental Action Team that includes the Departments of Neighborhood Housing and Community Development, Transportation, Planning and Zoning, Economic Development, Financial Services, and Law.

Austin is also publicly tracking progress on affordable housing goals. Austin's Housing and Planning Department partnered with the nonprofit HousingWorks Austin to create an annual Blueprint Scorecard (scorecard) that captures information on how many new units are built, how affordable they are, and where they are located. ⁹⁷ The most recent scorecard from 2020 shows that

⁹¹ *Id.* at 20.

⁹² *Id*.

⁹³ *Id*.

⁹⁴ CITY OF AUSTIN, TEX., PROPOSITION A: AFFORDABLE HOUSING (2018), *available at* https://www.austintexas.gov/sites/default/files/files/Finance/CFO/2018-Bond/Prop A Affordable Housing.pdf.

⁹⁵ NEIGHBORHOOD HOUS. & CMTY. DEV., CITY OF AUSTIN, TEX., AUSTIN STRATEGIC HOUSING BLUEPRINT 25–26 (2017),
available

 $[\]underline{https://www.austintexas.gov/sites/default/files/files/StrategicHousingBlueprint_Final_September_2017.pdf.}$

⁹⁶ *Id.* at 40–45.

⁹⁷ Reporting & Progress, CITY OF AUSTIN, TEX., http://austintexas.gov/page/reporting-progress (last visited Oct. 1, 2021).

the city is short of meeting its annual housing benchmarks, but nevertheless continuing to make progress on ambitious objectives. 98

Tools like the scorecard are valuable for cities and the public to track and assess progress on implementation of affordable housing initiatives. Where local governments have multiple departments working toward broader housing goals, progress tracking tools can also facilitate information-sharing between departments and provide insight on potential improvements to implementation. Tracking tools also enable accountability to stakeholders and the broader public.

CONSIDERATIONS AND LESSONS LEARNED

For other policymakers, Austin's Housing Blueprint can serve as an example of local planning for affordable housing. In particular, the Housing Blueprint can offer a vision of housing affordability through a comprehensive quality-of-life lens, in which housing is both affordable from a rental or mortgage standpoint and proximate to transit, services, and economic opportunities.

In particular, policymakers can use development incentives to advance housing goals by making it more cost-effective for developers to build housing options with certain qualities, including affordability, accessibility, and proximity to transit. Development incentive programs can also generate revenue for the city to invest in affordable housing by providing the option for developers to pay a fee-in-lieu rather than reserve affordable units. Zoning changes can also be used to allow for more ADUs and tiny homes as less costly housing options. However, development incentives and zoning to increase ADUs and tiny homes alone may not encourage the market to produce large volumes of affordable housing.

In tandem with the city's efforts to grow affordable housing, Austin is leading with a focus on antidisplacement through its Anti-Displacement Task Force and plans to expand transportation infrastructure and accommodate new growth. As other localities similarly face population growth and community changes, it is important to learn from Austin and comprehensively undertake efforts to preserve housing and the rights of legacy residents in the face of new developments and investments.

Austin's efforts around green infrastructure and watershed management stand for the importance of collaborating across stakeholder agencies to effectively plan and implement environmental initiatives. The city's renewed efforts to integrate green infrastructure initiatives and update its watershed management plan reflect a goal for departments to work together on strategic planning and ensure the city is addressing as many community needs as possible. In pursuing zoning and growth management, other local and regional policymakers can similarly consider ways to

⁹⁸ HOUSING WORKS AUSTIN, AUSTIN STRATEGIC HOUSING BLUEPRINT SCORECARD 2020 (2020), available at http://austintexas.gov/sites/default/files/files/Housing_%26_Planning/Austin%20Strategic%20Housing%20Blueprint/Scorecards/2020_Scorecard_wExSumm_FNL.pdf.

incorporate green spaces into the future of urban or suburban jurisdictions to leverage limited city resources, coordinate across diverse agencies, and build more equitable community resilience.