

Introduction

With the area's hilly topography and the Guadalupe River running through it, Kerrville faces unique opportunities and challenges in land use planning. The Land Use Link of the Comprehensive Plan - in tandem with the Transportation and Utilities elements - will become the basis for achieving orderly growth for housing and employment needs, maintaining a strong tax base, and providing an efficient system of streets and infrastructure.

The land use element consists of four parts:

1. Issues regarding land use;
2. Goals, objectives and action statements;
3. Growth areas with proposed uses appear with the forecasted growth rates; and,
4. Existing and proposed acreages, development standards and the Future Land Use Map.

The Future Land Use Map, will guide future land use decisions and help manage long-term growth in the City and its extraterritorial jurisdiction.

Issues

Area residents and the Comprehensive Plan Advisory Committee (CPAC) identified the following issues:

1. **Land Availability.** Although the land inside Kerrville's corporate limits can meet most of the growth demands of the next two decades, the expansion of those limits is necessary.
2. **Annexation.** Annexation should be carefully considered for the extension of infrastructure and for proposed land use.
3. **Parks and Recreation.** Existing areas need more parks and park improvements. Areas adjacent to the river and its tributaries should be acquired as recreation and conservation areas.
4. **Guadalupe River Corridor.** The Guadalupe River corridor must be protected, accessible and utilized. The City must develop a master plan for the Guadalupe River.
5. **Area Enhancement and Revitalization.** Older areas may require revitalization efforts. Residential areas should be well designed pedestrian-friendly and offer a variety of housing styles. Non-residential and retail service areas should contain mixed-uses to attract pedestrians and motorists for shopping, civic events, and recreation

Mixed-uses refer to a combination of residential and nonresidential uses within a planned, cohesive environment.



6. **Zoning Imbalances.** Zoning imbalances exist within Kerrville where the available supply of zoned land for a particular land use differs significantly from the projected demand.

Goals, Objectives, Policies and Action Statements

Goals, objectives, policies and action statements for the Land Use element reflect the identified issues. The following represent a summary of the goals for the Land Use element:

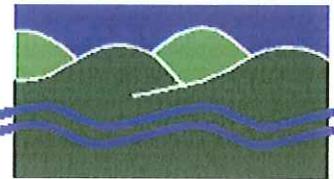
- Goal 3.1: Guide future development in a well-managed and fiscally responsible manner by promoting growth in appropriate areas.
- Goal 3.2: Coordinate annexation with development to create efficient land use patterns.
- Goal 3.3: Maintain and improve parks and recreation areas, using Link 8 of this plan and The Parks, Recreation and Open Spaces Master Plan as guides.
- Goal 3.4: Develop and implement a Guadalupe River Master Plan to make the Guadalupe River a focus of Kerrville.
- Goal 3.5: Provide the resources necessary to ensure safe and effective revitalization efforts.
- Goal 3.6: Develop residential areas that meet growth requirements in price, quality and quantity.
- Goal 3.7: Correct and minimize the adverse impacts of imbalances between this Comprehensive Plan, its land use map and the City's Zoning Ordinance

The following section defines the overriding land use goals of the City and objectives, policies and action statements related to the issues. Future land use decisions should be made on the basis of satisfying one or more of the community's land use goals or objectives:

GOAL 3.1: Guide future development in a well-managed and fiscally responsible manner by promoting growth in appropriate areas.

- Objective A:** Promote growth where adequate infrastructure exists.
- Objective B:** Use the capital improvements process and development policies to identify the type, scale and density of future development as well as the timing and sequencing of growth.

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Objective C: Form a program of incentives, including zoning, infrastructure and financial participation, to affect the location and quality of future growth.

Policy: *Develop and implement growth policies that strengthen the City's capacity to provide services while remaining fiscally responsible*

Action 3.1.1. *Ensure that development will not impair the adequacy of public facilities and services.*

- a. Development must meet concurrency requirements. Concurrency requirements ensure that the City's development process will require any improvement and investment in public facilities needed to accommodate the impact of that development.
- b. Use appropriate zoning to encourage development and/or redevelopment where adequate public facilities and services exist.

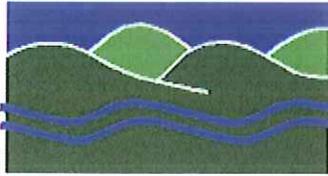
Action 3.1.2. *Require infrastructure design to achieve quality, sustainable development.*

Action 3.1.3. *Limit non-residential development to areas with sufficient depth and access to major transportation corridors.*

Action 3.1.4. *Utilize available economic development funds and programs to target infrastructure capacity improvements that strengthen the local economy through the retention, expansion and recruitment of commercial/industrial entities in the community.*

Action 3.1.5. *Utilize a publicly vetted Capital Improvement Plan to tie the maintenance and expansion of utility infrastructure capacity to the Future Land Use Map*

- a. Use the City Water/Sewer Master Plan to identify capital projects targeted at eliminating identified restrictions in the existing system.
- b. Use 2027 population and service area projections to determine sizing and over-sizing of system improvements



Action 3.1.6. Utilize a publicly vetted Thoroughfare Plan to tie the maintenance and expansion of transportation infrastructure capacity to the Future Land Use Map

- a. Conduct alignment studies, including topographical surveys, projected 2027 traffic loads and preliminary engineering to identify and preserve rights-of-way for future collector/arterial roadways
- b. Establish a permanent Committee, modeled on a Metropolitan Planning Organization, to develop, plan and implement transportation system improvements.

GOAL 3.2: Coordinate annexation with development to create efficient land use patterns.

Objective A: Undertake annexation and extension of services in a coordinated and timely manner to protect public interest and assure continued orderly growth and development.

Objective B: Coordinate the location, type and density of land use activity with utilities and transportation planning to ensure desired development outcomes.

Objective C: Promote the concept of being a community that is accessible and desirable.

Objective D: Expand passive and active recreation and open space opportunities throughout Kerrville so as to connect the community's areas and activities

Policy: *Develop and utilize an annexation policy to identify areas for annexation that are consistent with plans to extend utilities.*

Action 3.2.1. Review all voluntary annexation and subsequent zoning requests for compatibility with the current land use and thoroughfare plans and eventual extension of City infrastructure and services.

Annexation Policies:

- Annexation should coordinate with development for extending public facilities.
 - The City should use annexation agreements to expand its limits.
 - The City should use fiscal impact analysis to estimate the costs of providing municipal services over a multi-year time frame.
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- a. Maintain a generalized planning map, which identifies designated growth areas consistent with the land use policies outlined in this Comprehensive Plan.

Action 3.2.2. Pursue annexation of the City's major growth corridors and the Guadalupe River corridor.

- a. Clearly define the areas that represents the City's growth for development within and outside the municipal limits of Kerrville on a parcel specific basis.
- b. Prepare for the eventual annexation of these corridors by ensuring the capacity of the infrastructure needed to support services to those areas.
- c. The City should primarily rely on voluntary annexation agreements between property owner and the City to coordinate annexation with future development.
- d. The City should use its authority (under State Statute and City Charter) to initiate the strategic annexation of property when the annexation of that property is essential to manage development patterns outside the current city limits.

Action 3.2.3. Consider annexation of developed areas within the extraterritorial jurisdiction to protect future development interests.

- a. Define improvements needed to bring these areas to City standards prior to landowner initiated or City initiated annexation

GOAL 3.3: Maintain and improve parks and recreation areas, using Link 8 of this plan and the Parks, Recreation and Open Spaces Master Plan as guides.

- Objective A:** Guide future development patterns to enhance and protect natural features.
- Objective B:** Preserve floodway areas for use as conservation areas, public open space and links between neighborhoods and community activity areas.
- Objective C:** Create standards for location of roads relative to open space in future developed areas.



Policy: *Protect natural areas and provide for new parks and recreation areas and open space as the City grows and develops.*

- Action 3.3.1.** *Parks and recreation areas should be distributed throughout the City and include larger community and smaller neighborhood parks*
- a. Acquire parklands in areas of new development, including space needed for separation of land uses that may negatively impact each other.
 - b. Ensure that funding and other administrative functions are sufficient to adequately maintain and improve existing parklands prior to considering acquisition of additional parkland.
 - c. Ensure that the parkland dedication ordinance is sufficient to create and protect the potential for parkland dedication in future developments.
 - d. Utilize the Texas Parks and Recreation Account (TRPA) program and other state and federal grants and loans for acquisition and development of parks and trails.

Action 3.3.2. *Maximize multi-functional use of public open spaces.*

- a. Seek out sites that can serve various organizations and develop joint agreements and improvements.
- b. Coordinate closely with area schools to share open spaces and recreational opportunities.

Action 3.3.3. *Utilize parkland as a tool to preserve unique physical characteristics and environmentally sensitive areas within and around Kerrville.*

Public open spaces refer to those areas identified on the Future Land Use Map and the Master Parks & Recreation Map.

GOAL 3.4: Develop and implement a Guadalupe River Master Plan to make the Guadalupe River a focus of Kerrville.

Objective A: Preserve and enhance the character and environment of the Guadalupe River and its tributaries (Guadalupe River Corridor).

Objective B: Create gateways and trails for access along the Guadalupe River corridor.

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Policy: *Utilize the Guadalupe River Corridor as a resource for recreation, conservation and visual appeal.*

Action 3.4.1. *Preserve and protect the Guadalupe River Corridor from intrusion of incompatible land uses.*

- a. Review and revamp the GR zoning district to promote uses compatible with the Master River Plan
- b. Promote a design template to provide standards along specific segments and within a certain distance of the river.

Action 3.4.2. *Utilize parkland as a tool to preserve unique physical characteristics and environmentally sensitive areas within the Guadalupe River Corridor.*

- a. Acquire parklands along the Guadalupe River and develop a coordinated system of access points for use by the general public.
- b. Consider innovative techniques such as conservation easements and density bonuses to protect the Guadalupe River corridor.

Action 3.4.3. *Implement standards for storm drainage to filter runoff before the drainage reaches the river.*

GOAL 3.5: Provide the resources necessary to ensure safe and effective revitalization efforts.

Objective A: Encourage rehabilitation of substandard buildings. Remove hazardous structures where necessary.

Objective B: Require all development and redevelopment plans to include safe and contiguous sidewalks. The City should implement a plan to install sidewalks in established areas, especially leading to schools and local park and recreation areas.

Objective C: Use funding to improve programs and activities that can aid in the protection, preservation and revitalization of all areas.

Policy: *Utilize and revitalize all areas of the community in a way that ensures that needs are met and that quality development occurs.*

Action 3.5.1. *Encourage revitalization programs managed by neighborhood organizations, private organizations or local government.*



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- a. Ensure that residential and non-residential areas are adequately equipped with public services and facilities.
- b. Establish a community development function within the City's organization that provides technical assistance and resources for community-driven efforts.
- c. Utilize programs such as the Texas Community Development Program to implement projects and programs to include infrastructure repair, park and recreational opportunity development/improvement, removal of unsafe structures, economic development, and a variety of client-specific programs.
- d. Support participation in revitalization programs such as neighborhood clean-up, home improvement, and beautification from entities such as churches, civic organizations, schools, and businesses.

Public services and facilities refer to code enforcement, law enforcement, fire protection, water, wastewater, storm drainage, emergency medical service, trash disposal, and recreational opportunities by the City of Kerrville.

Action 3.5.2. Ensure that areas are free from unsafe structures and other potential health risks.

GOAL 3.6: Develop residential areas that meet growth requirements in price, quality and quantity.

Objective A: Assure the quality of development in residential areas.

Objective B: Provide zoning districts for various residential types and densities in residential and mixed-use areas.

Policy: *Promote residential development that meets current and future community needs.*

Action 3.6.1. Residential and non-residential areas should be organized with defined edges and separated from incompatible uses.

- a. Determine acceptable levels of public services and facilities and make them a requirement in approval of new development.
- b. Residential areas should be screened from Primary Street and adjacent commercial, office, industrial as buffers should be encouraged.
- c. Residential areas should have direct access available to open spaces shown on the Future Land Use Map and the Master Parks and Recreation Map.
- d. Create planned development standards to encourage innovative site design that minimizes adverse impact on adjacent properties.

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- e. Promote and consider incentives for residential uses that are consistent with the character of the surrounding area.

Action 3.6.2. Encourage developmental funding programs for entry level housing.

GOAL 3.7: Correct and minimize the adverse impacts of imbalances between this Comprehensive Plan, its land use map and the City's Zoning Ordinance.

Objective A: Develop and maintain policies on rezoning land.

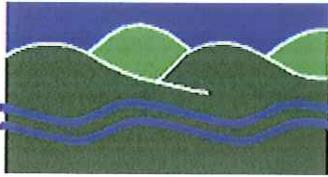
Objective B: Make changes in zoning to be clearly consistent with the Comprehensive Plan policies, planned capacity of the transportation system, and the adequacy of public services and facilities.

Policy: *The City Zoning Ordinance must reflect the economic, physical and social characteristics of the community while promoting the land use plan as efficiently as possible.*

Action 3.7.1 Revise the City's Zoning Ordinance (both map and text) to be consistent with the policies and recommendations of the Comprehensive Plan.

- a. Reduce the number of zoning districts by combining similar districts.
- b. Create policies to allow more land uses by right and fewer by conditional use permit.
- c. Include standards for parking, landscaping, signage and separation between incompatible uses.
- d. Manage access to highways, arterials and collectors by minimizing points of access from high density residential, and retail service areas.

Action 3.7.2. Allow the use of zoning techniques when the requirements and standards of conventional districts do not fully address the standards of an area, site or location.



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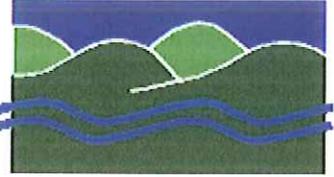
- a. Planned Development Districts (PDs) – Allow the establishment of PDs to address development opportunities and constraints on tracts of three acres or greater. PD designations are typically applied in concert with a conventional district but contain modifications to:
 - Accommodate innovative development;
 - Mitigate specific impacts related to the environment;
 - Mitigate traffic; and,
 - Enhance visual quality
- b. Overlay Districts - Allow the creation of overlay districts to apply special regulations to one or more existing zoning districts to accomplish a specific objective or set of objectives; for example, the river corridor, gateway corridor, or any other defined corridor within the City.
- c. Area Specific Design Templates – Design Templates may include properties with special significance or specific development goals. Design templates may be used to create special use, landscaping, signage requirements and other standards in accordance with the Comprehensive Plan.

Action .3.7.3 Ensure that zoning in newly annexed areas reflects the intent of the development standards of the Comprehensive Plan.

- a. Maintain policies to ensure coordination between development and essential public facilities by requiring developers to provide needed facilities and services.

Action 3.7.4. Establish and maintain a system to ensure that all future rezoning requests are compatible with the objectives of the Comprehensive Plan.

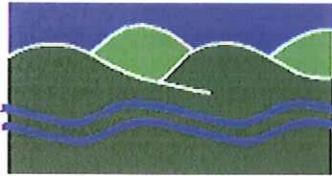
- a. Periodically review the zoning ordinance and recommend corrective measures to adjust zoning to changing market conditions and community needs.



Growth Areas in Kerrville and its ETJ

The following areas are targeted for growth in the next 20 years

- A. S.H. 16 Corridor south of the Guadalupe River
 - 1. Manage sprawling patterns of development.
 - 2. Maintain and enhance the large lot residential development pattern to the south of existing subdivisions.
 - 3. Encourage the potential for a south retail/service node, near S.H. 173.
- B. S.H. 173 from S.H. 16
 - 1. Encourage mixed uses.
 - 2. Enhance the view and access to the river.
 - 3. Redevelop the area near S.H. 16.
 - 4. Extend utilities along S.H. 173.
- C. Loop 534
 - 1. Encourage commercial development.
 - 2. Design areas for residential development.
 - 3. Create a roadside/trailhead park in the vicinity of Cypress Creek Road.
- D. Airport and east S.H. 27
 - 1. Encourage the potential for industrial/ commercial park development to be linked to the airport.
 - 2. Improve the area's infrastructure to increase the capacity of development.
 - 3. Ensure that development does not conflict with airport use.
- E. Area north of I-10 along S.H. 16
 - 1. Encourage mixed use residential development with a commercial node at I-10, possibly to include multiple-use hotels with meeting space, as well as a variety of restaurants and shopping centers.
 - 2. Encourage Light Commercial adjacent to SH 16.
- F. Spur 98 from Francisco Lemos to SH 27
 - 1. Encourage nodes of commercial use, services and entertainment.
 - 2. Plan for waterfront open space
 - 3. Encourage the development of continued development of mixed-use resort/hotel/restaurants setting near.
- G. Holdsworth Drive from Stadium to Harper Road
 - 1. Primarily residential, behind Holdsworth frontage.
 - 2. Encourage retail and retail service near the road with high to medium density uses buffering single-family uses.
 - 3. Encourage limited commercial use at future intersections where local streets to the south are extended northward.
 - 4. Encourage pedestrian access to creek areas.



- H. Harper Road north from Holdsworth Drive to I-10
 1. Encourage nodes of commercial uses, lodging and entertainment.
 2. Recommend general or regional commercial use.
 3. Create urban design standards for gateway into Kerrville
- I.. Comanche Trace Drive to Turtle Creek
 1. Encourage neighborhood commercial use at the intersection of Comanche Trace Drive and Turtle Creek Drive.
 2. Improve public access to green space.

Transition areas in Kerrville and its ETJ

The following areas are in the process of changing or are forecast to change from one land use to another.

- A. Five Points area
 1. Continued transition from residential to light commercial uses.
 2. Encourage lot consolidation for adequate depth for development.
 3. Manage street access.
- B. Guadalupe Street
 1. Low density to medium / high density residential.
 2. Limited neighborhood commercial development.
- C. Broadway and Memorial Boulevard
 1. Continued transition from residential to light commercial and limited light industrial uses.
 2. Encourage lot consolidation for adequate depth for development.

Future Land Use Definitions and Map

The **Future Land Use Definitions and Map** represent the preferred general pattern of uses. The Future Land Use Map is the physical depiction of the Land Use element. The Map is built upon the existing land use inventory and the land use issues identified by residents and examined by the CPAC and updated by the CPUC.

Rural Undeveloped: - Land that's current and future use is undefined, but when annexed through the City is zoned at the most restrictive zoning or zoning applicable to the immediate planned use.

Low-Density Residential: - An area Intended for provide and identify areas of conventional detached single family residential dwellings at a density of 1 to 5 units per acre.

Medium-Density Residential: - An area intended for attached and detached residential development at a density of 6 to 12 units per acre. This area would allow single family, duplex, triplex developments.

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High-Density Residential: - An area intended for various types of residential development including detached and attached units, primarily for townhouses, condominiums and apartments with a density exceeding 12 units per acre.

Manufactured Homes: - An area of factory built, single family structures arranged either on a large tract, usually under single ownership and designed to accommodate multiple units or on subdivided lots that are individually owned. (See note for definition and clarification)

Neighborhood Commercial: - An area intended to provide for small-scale, limited impact retail, restaurant and office uses that are compatible with and adjacent to low and medium density residential neighborhoods which provide retail and personal service needs to the adjacent/nearby neighborhoods.

Light Commercial: - An area intended to provide a wider range of retail, goods and services primarily intended for use in high traffic areas adjacent to arterial streets and highways.

Regional Commercial: - An area intended to provide for the full range of commercial uses needed to satisfy the needs of the city and the surrounding region.

CBD (Central Business District): - A business, office and residential district that provides a full range of services and a variety of uses in a downtown atmosphere.

Light Industrial: - An area of mixed research and development, office, warehousing and limited retail and service uses in a planned development or campus setting. Processing, packaging, assembly and storage activities are conducted wholly within an enclosed building.

Industrial: - An area of low intensity to heavy manufacturing and industrial activities, processes that are commonly recognized as offensive. Generally these uses are not compatible with residential areas or neighborhood commercial areas.

Airport: - An area set aside for the landing and take-off of aircraft including all necessary facilities for the housing and maintenance of aircraft including safety buffer zones.

Public and Institutional: - Public, quasi-public and non-profit uses such as schools, recreational facilities, infrastructure, churches, hospitals and personal care facilities, governmental, etc.

Mixed-Use: - A single development and/or building containing more than one type of land use and where the different types of land uses are in close proximity.



Parks, Recreation and Open Space: - This land use classification includes present parks and recreation areas and preserved land for future park and recreation areas. Open space includes both public and private lands. It may also include areas where natural features may be preserved through conservation easements or reservations.

Flood Plain/Wetlands: - An area susceptible to flooding or inundation as identified by FEMA and/or the Corps of Engineers.

The Future Land Use Map provides the legal basis for various development ordinances. The City Council, after recommendation from the Planning & Zoning Commission, will use this Map as a guide for making landowner or city-initiated zoning changes. In addition, zoning decisions will be made based upon the merits of the development application and its suitability to the surrounding land uses and zoning.

Definitions and the Future Land Use Map are for planning guidance and should not be considered equivalent to zoning districts or the City's adopted zoning map. The CPAC and The CPUC considered that the extraterritorial jurisdiction (ETJ) would expand from 1 to 2 miles once the City's population exceeds 25,000 persons, and the future land use reflects the 2-mile area.



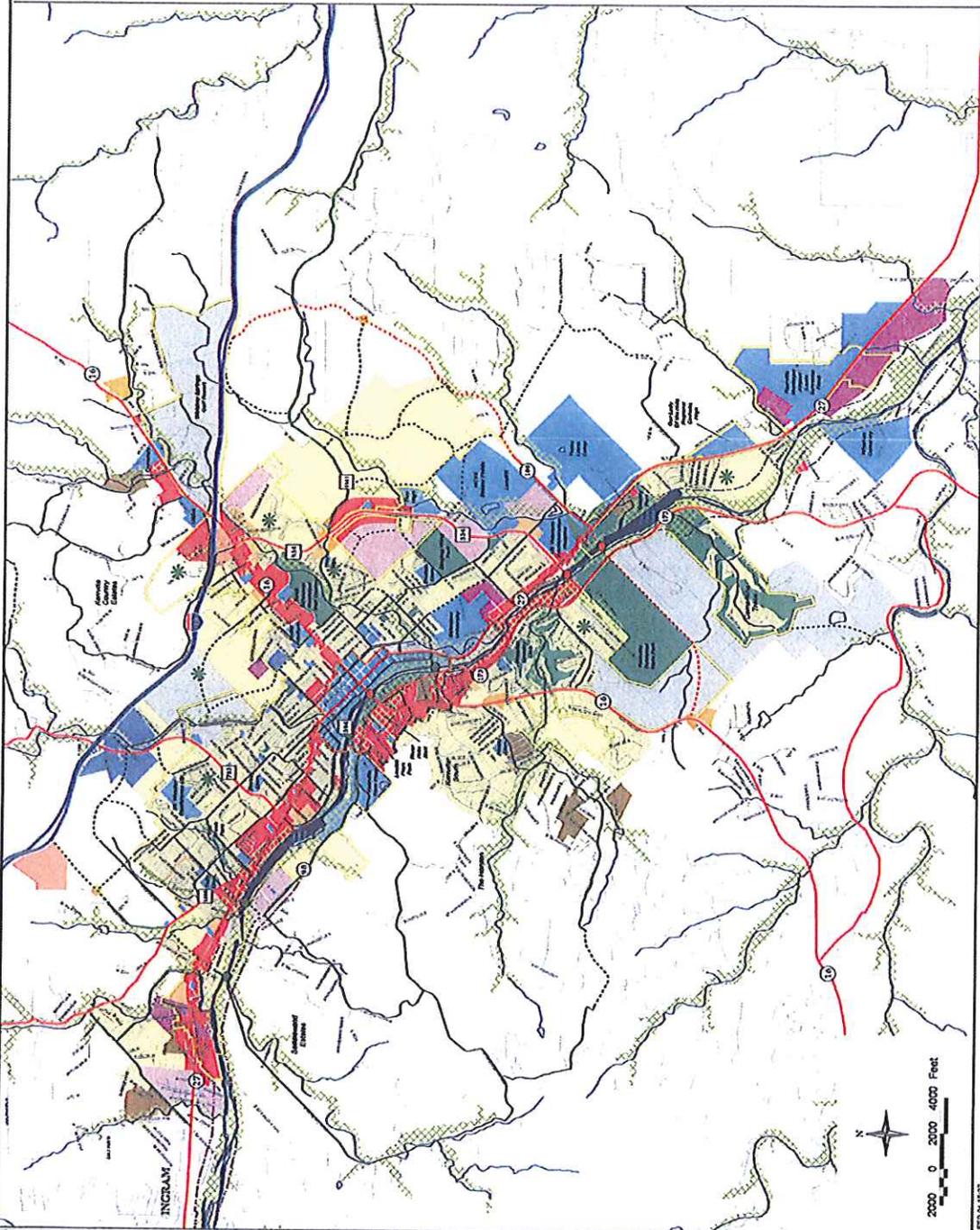
**Kerrville
Comprehensive Plan
A Link To The Future**

**Figure 3.2
Future Land Use Plan**
As Amended 02/10/04

- * Area of Park Need
- Proposed River District
- Existing Main Street District
- Proposed New Main Street District
- Kerrville City Limits
- Future Land Use Classifications
 - Rural Development
 - Single Family Residential
 - Multi-Family Residential
 - Manufactured Homes
 - Planned Development
 - Neighborhood Commercial
 - General Commercial
 - Regional Commercial
 - CBD
 - Business/Technology
 - Industrial
 - Public and Institutional
 - Mixed Use
 - Parks and Recreation
 - Open Space/Flood Plain

- River Crossings**
- Existing Proposed
 - Interstate Highway (Controlled Access)
 - Primary Arterial
 - Secondary Arterial
 - Collector

NOTES:
 (1) A comprehensive plan shall not constitute making regulations or establish zoning district boundaries.
 (2) The plan shall be subject to change for reference only. The appropriate FEMA flood plain maps should be used for determination of a particular area's location in flood plains.



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