

# *City of Kingsville*



# MASTER PLAN





KENDIG KEAST  
COLLABORATIVE



# Community Profile

Kingsville Master Plan

The community profile analyzes baseline and future projections focused on the impact of future population growth in Kingsville. It is not merely a snapshot of City statistics, but seeks to identify future planning trends that will occur through the Year 2030. Furthermore, the importance of these future changes lies in the impacts they will have on City character and infrastructure. This proactive strategy seeks to avoid making reactive decisions only after a crisis has occurred. Incorporating future trends into current master plan goals and strategies will allow for anticipation of future demands.

## Demographic Profile—Where are we now? In which direction are we moving?

The population projections and associated shifts in the community’s socio-economic characteristics that are identified in this analysis are used as a basis to formulate the City’s growth policies and the strategies for addressing the issues and challenges confronting the community. Examples of these subjects include:

- Total Population and Households
- Housing Units
- Educational Attainment
- Economic Development
- Transportation

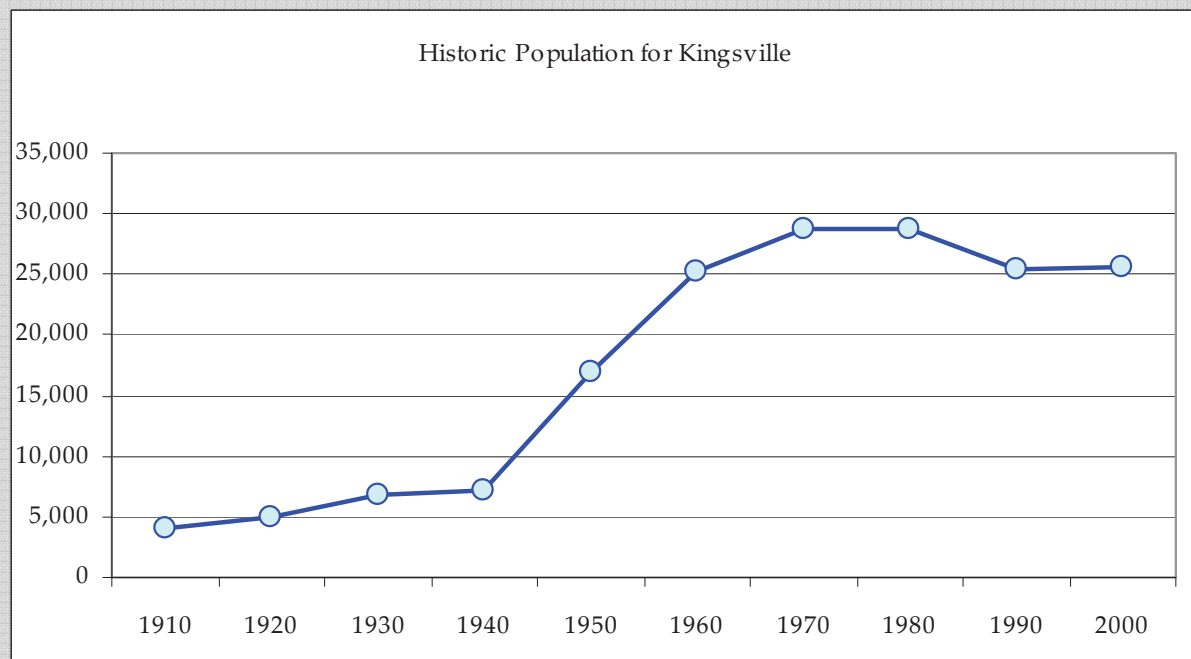
### Appendix Data Sources

All historic data included in this appendix is derived from the US Decennial Census (1990 and 2000). Population forecast data is the only exception. Forecast data was obtained from the Texas Water Development Board and Woods and Poole Economics, Inc. (Washington, D.C., 2006).





### Historic Population



#### Historic Population Analysis

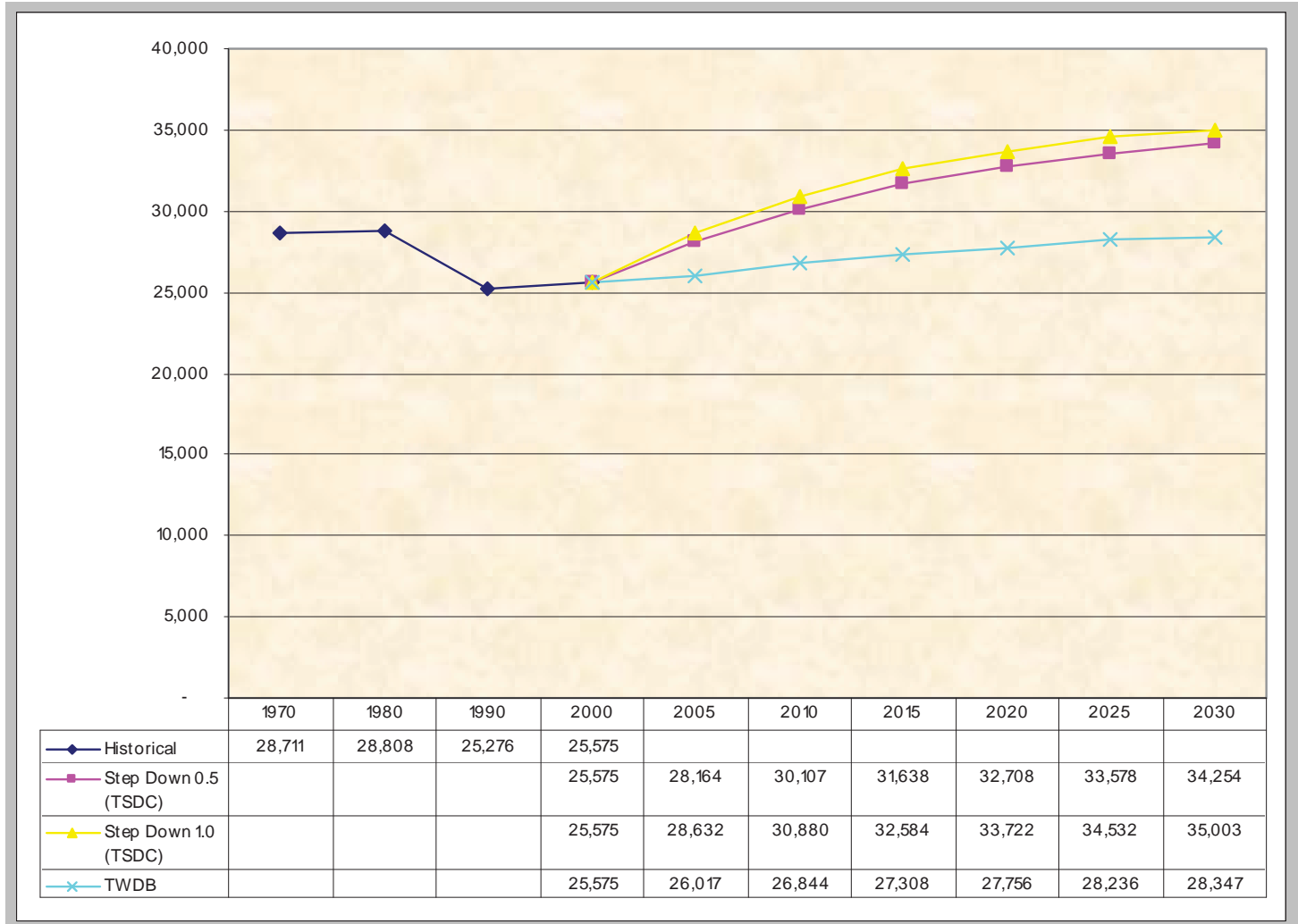
- ◆ During the 1990s, the population exhibited slow, but upwards growth. It is expected that future growth will follow a similar pattern.
- ◆ There was a decrease (12.0%) in population from 1980 to 1990.
- ◆ In addition to the resident population, Texas A&M University-Kingsville has a daily population of 8,000 students, faculty, and staff. Many students may list their former home address and their permanent address on Census forms. The impacts of a university presence may go unreported in many Census figures.



### Future Population Forecasts

#### Population Forecast Analysis

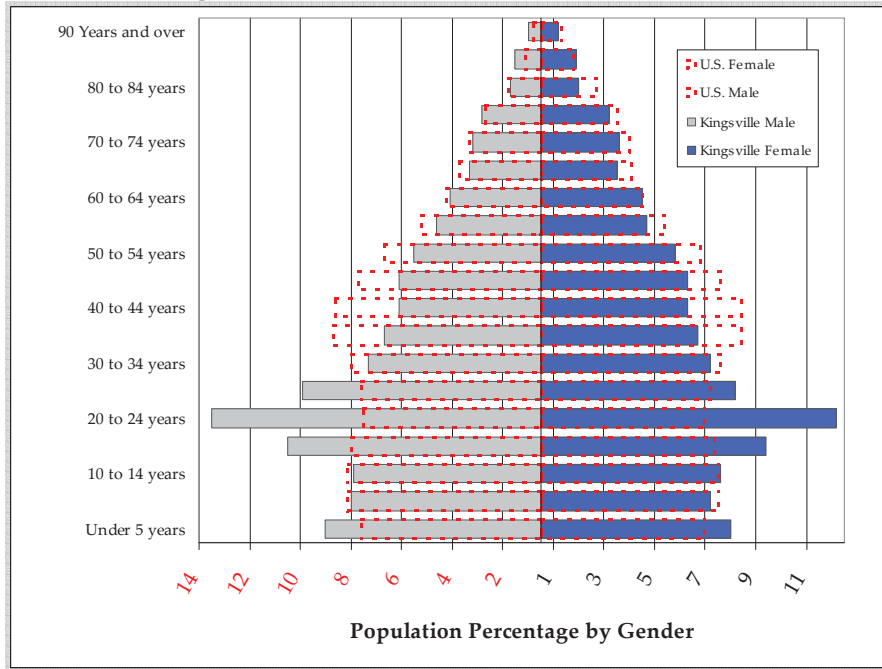
The projections of Kingsville's population in 2030 vary from approximately 28,300 (Texas Water Development Board) to 35,000 (Texas State Data Center, Step Down 1.0). It is wise for cities to think in terms of a range of potential growth rather than absolute numbers given the uncertainty of any small-area forecast that extends beyond a few years. **It is recommended that Kingsville monitor its growth trend from year to year, over the time horizon of this plan, to determine if the potential 2030 population is still remaining within a range from 28,300 to 35,000 persons.** Any variance outside this range, higher or lower, would indicate the need for immediate rethinking of the assumptions and strategies reflected in this plan.



TSDC – Texas State Data Center  
 TWDB – Texas Water Development Board



## Population Age and Gender



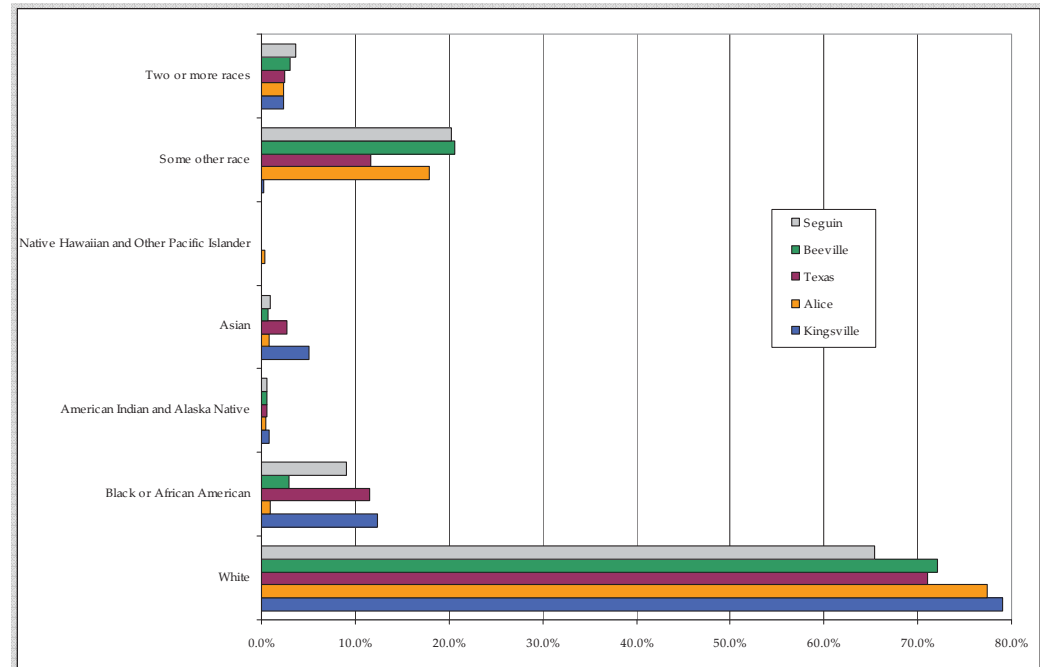
### Population Age and Gender

- Population percentages indicate that Kingsville has a higher percentage of younger residents than the national average.
- In all categories above 30 years (except 80 years and up), Kingsville has a smaller percentage of residents than the national average.
- There is an even distribution between males and females in the community.
- The impact of these age characteristics requires plans that accommodate the needs and interests of a younger population.

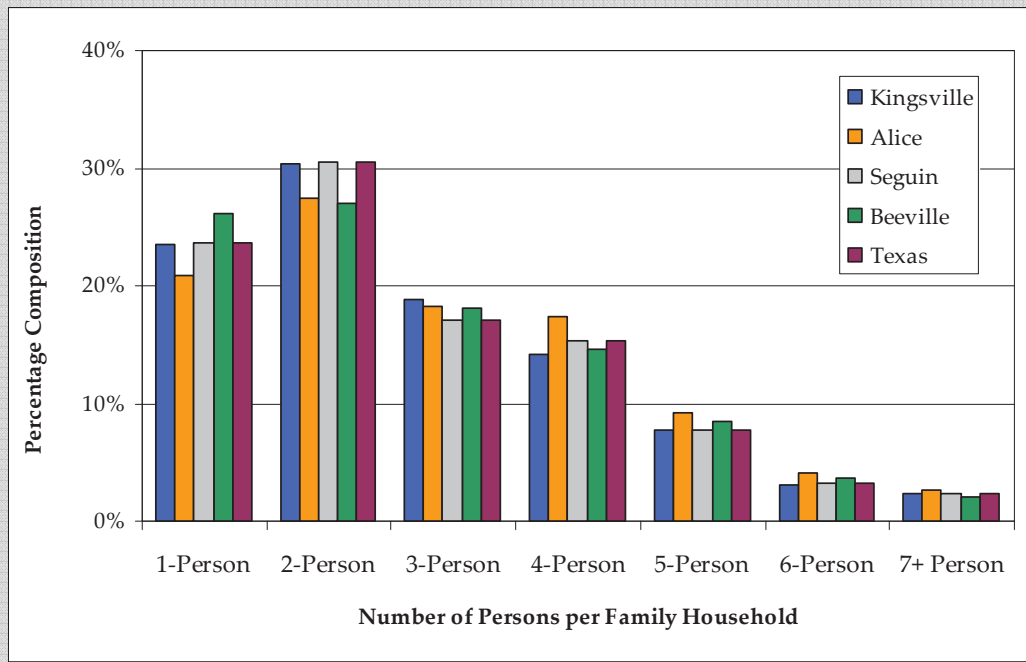
## Race

### Race Characteristics

- In Kingsville, 79.1% of the population is classified by the Census Bureau as "White Alone."
- The "White Alone" population is similar to Alice (77.4%), but is significantly larger than Seguin (65.4%), Beeville (72.1%), and the State of Texas (71.0%).
- Unlike Kingsville (0.2%), Seguin (20.3%), Beeville (20.6%), Alice (17.9%) and Texas (11.7%), all have significantly higher percentages of "Some Other Race."
- Conversely, the second largest ethnic population in Kingsville is the "Black or African American" population. This is significantly higher than Alice (0.9%) and Beeville (2.9%) and slightly higher than Seguin (9.1%) and Texas (11.5%).



### Family Households



#### Family Household Comparison

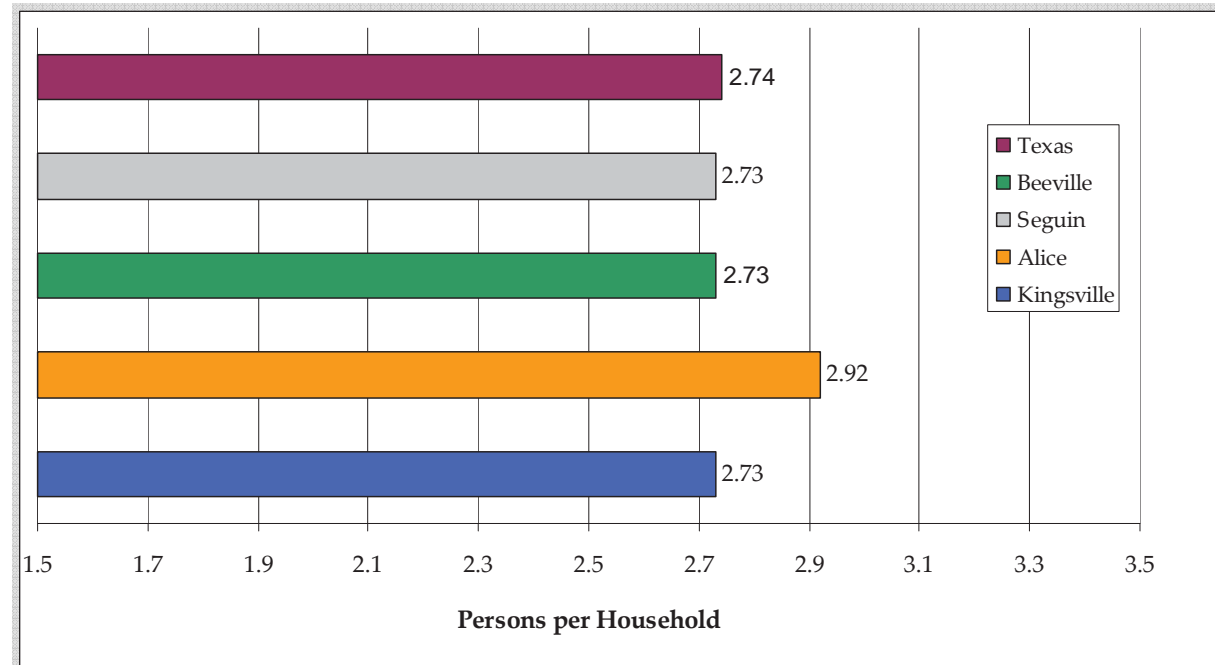
- ◆ Kingsville is similar to Seguin, Alice, Beeville, and the State of Texas with regards to the number of persons per family household.



### Household Size

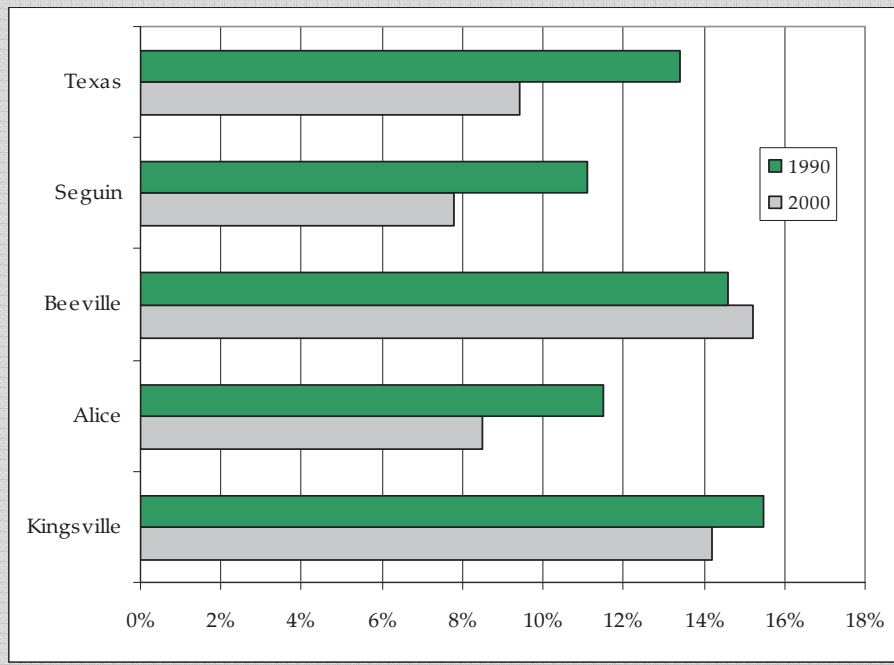
#### Household Size Comparison

- ◆ The average household size in Kingsville is 2.73. This is almost identical to Beeville (2.73), Alice (2.73) and Texas (2.74), but is slightly smaller than Seguin (2.92).
- ◆ The average household size in Kingsville (2.73) is slightly larger than the national average of 2.59





## Housing Unit Vacancy Rate



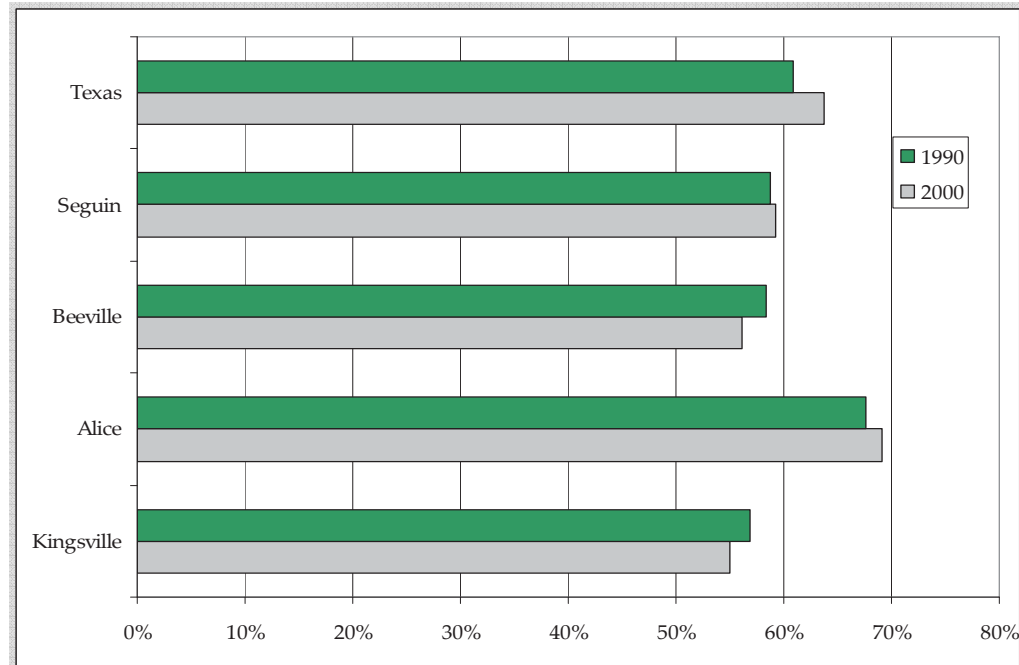
### Housing Unit Vacancy Analysis

- ◆ In both 1990 and 2000, Kingsville (1990: 15.5%; 2000: 14.2%) had high housing vacancy rates compared with the State of Texas (1990: 13.4%; 2000: 9.4%). It should be noted that the high vacancy rate is not necessarily reflective of *available housing* in the community due to the larger number of housing units that are in poor condition.
- ◆ Beeville (1990: 14.6%; 2000: 15.2%) is the only comparison city that has comparable vacancy rates with Kingsville in both 1990 and 2000.
- ◆ Trends indicate that the vacancy rate in Kingsville is decreasing.

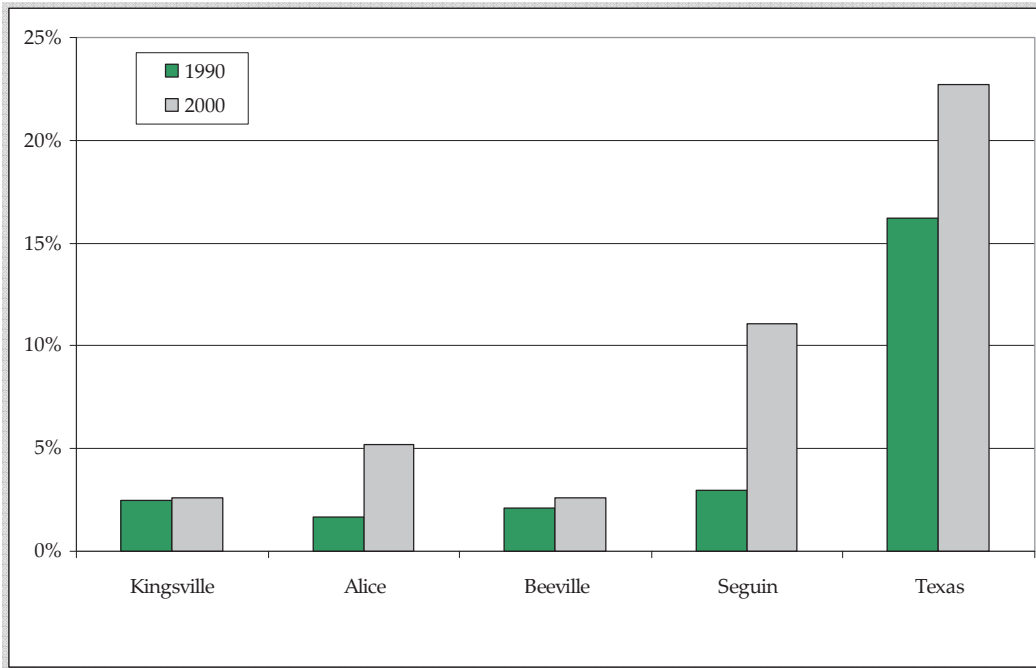
## Owner Occupied Units by Percentage

### Household Tenure Comparison

- ◆ In 1990 and 2000, Kingsville had a lower percentage (1990: 56.9%; 2000: 55.0%) of owner occupied units than Alice (1990: 67.6%; 2000: 69.1%), Beeville (1990: 58.4%; 2000: 56.1%), Seguin (1990: 58.7%; 2000: 59.2%), and Texas (1990: 60.9%; 2000: 63.8%).
- ◆ Only 55.0% of occupied housing is owner occupied, which is significantly lower than the U.S. average of 66.2%.
- ◆ Trends in percentage of owner occupied units in Kingsville (-1.9%) indicate that there is still some flexibility in the housing market. In contrast, state and national ownership trends during this time period consisted of increasing owner occupied units.



### Percent Seasonal Units (As a subset of all vacant units)



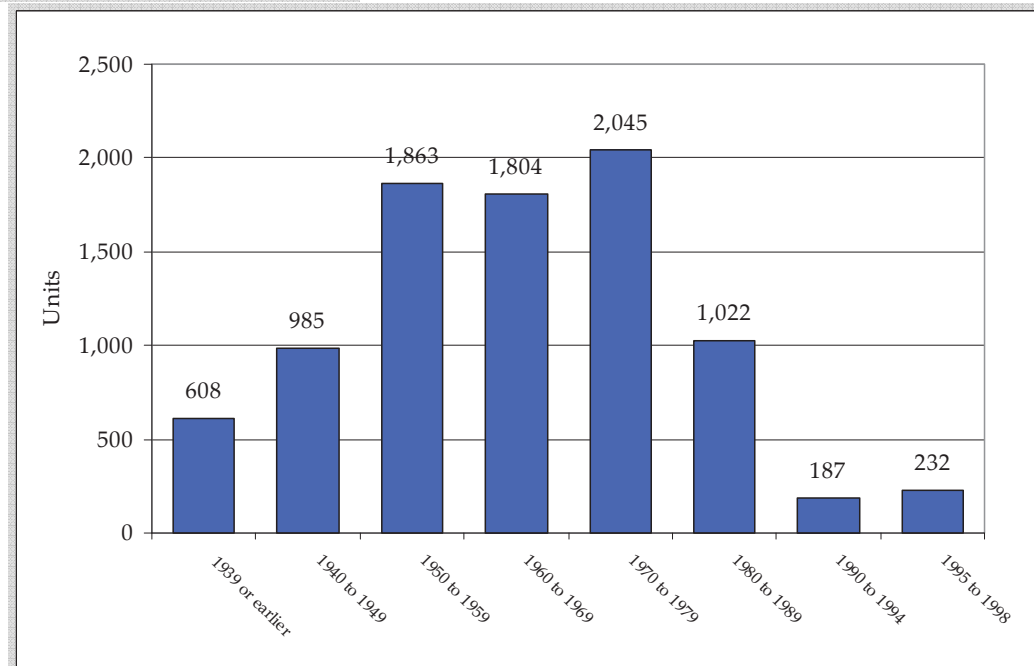
#### Seasonal Unit Comparison

- ◆ In 1990 and 2000, of all vacant housing units, 2.5% and 2.6% were for seasonal use in Kingsville.
- ◆ This is similar to Alice, Beeville, and Seguin, but is less than the State of Texas.
- ◆ An increase in seasonal units is a statewide trend, especially with the increase in "Winter Texans" flocking to south Texas. The 1990 and 2000 Census numbers indicate that this trend is not affecting Kingsville.

### Year Structure Built

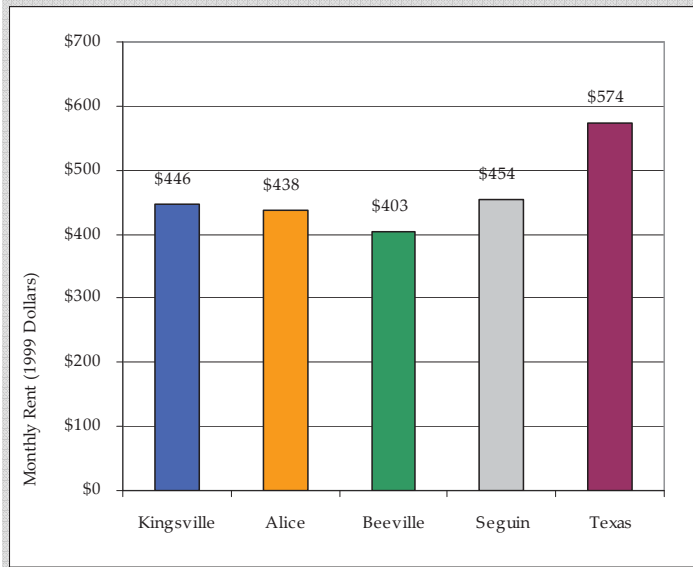
#### Housing Age Analysis

- ◆ Approximately two-thirds (64.0%) of the housing in Kingsville was built between 1950 and 1979.
- ◆ Comparatively, very little housing has been built since 1990.





### Median Gross Rent



### Median Rent Analysis

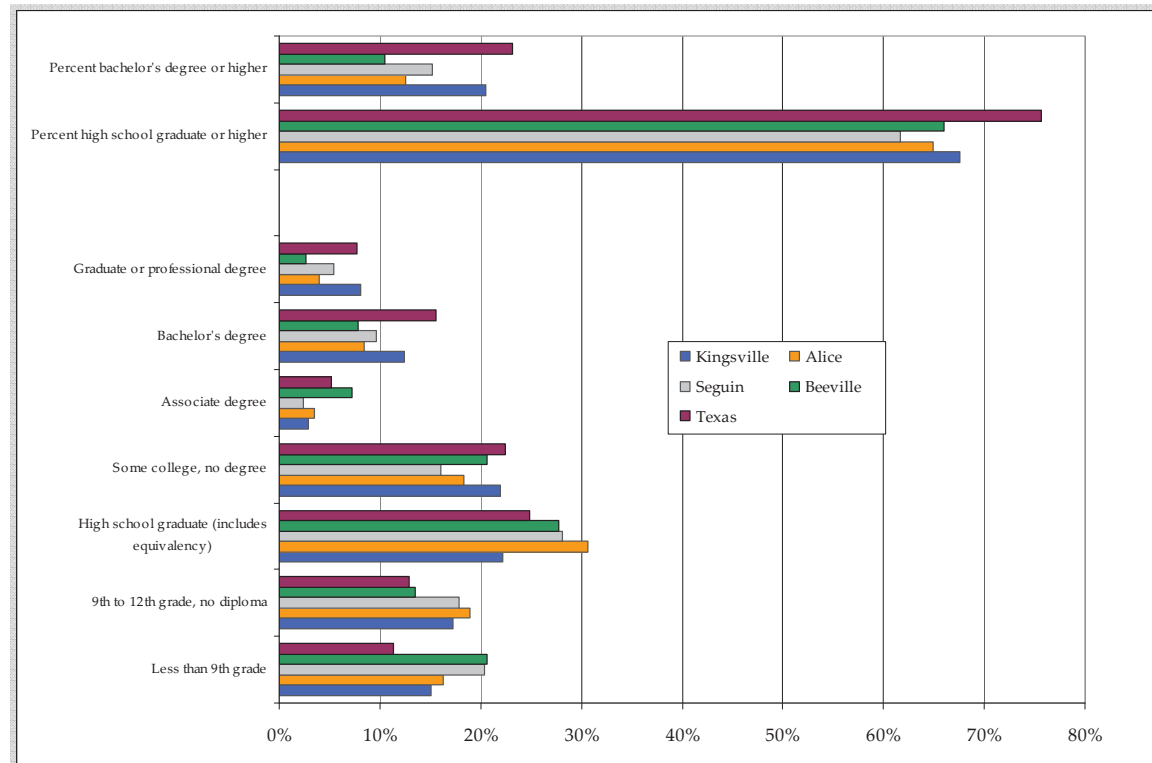
- ◆ Kingsville’s median gross rent is \$446 per month.
- ◆ This is similar to Alice (\$438) and Seguin (\$454), higher than Beeville (\$403), and significantly lower than the State of Texas (\$574).



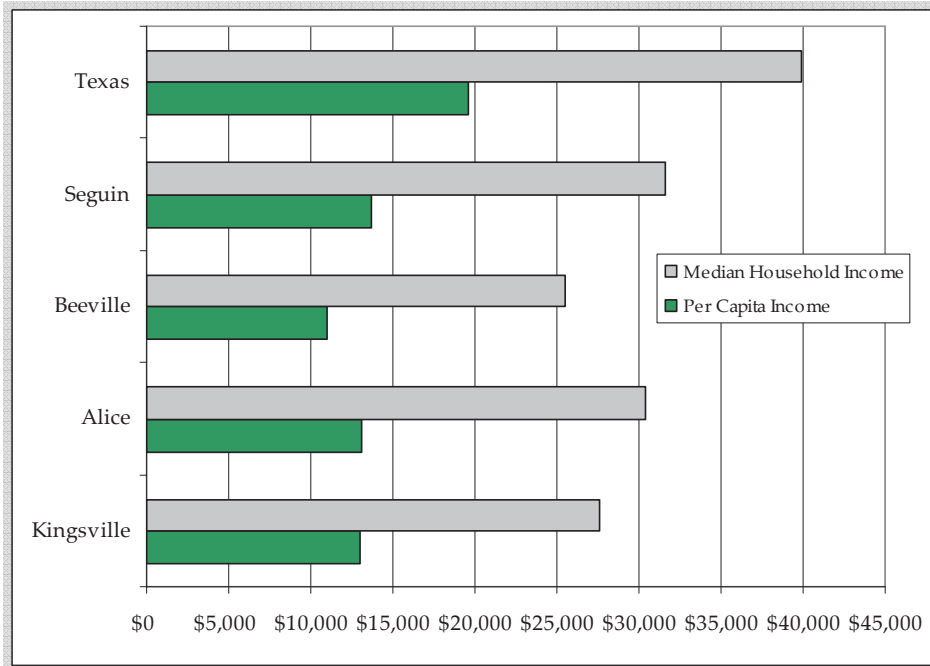
### Education

#### Educational Attainment

- ◆ Kingsville, on average, has higher educational attainment than Alice, Seguin, and Beeville.
- ◆ However, on average, Kingsville has lower educational attainment than the State of Texas.



### Income



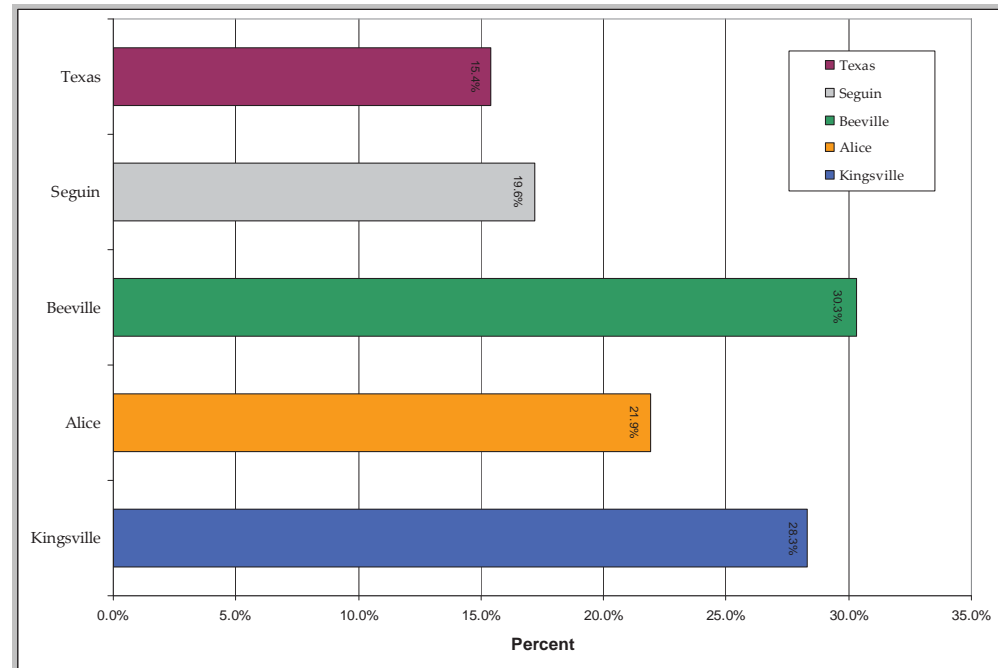
#### Income

- ◆ Per capita income for Kingsville (\$13,003) is similar to Seguin (\$13,740) and Alice (\$13,118), higher than Beeville (\$11,027), and lower than the State of Texas (\$19,617).
- ◆ Median household income in Kingsville (\$27,624) is higher than Beeville (\$25,475), but lower than Seguin (\$31,618), Alice (\$30,365), and the State of Texas (\$39,927).

### Poverty

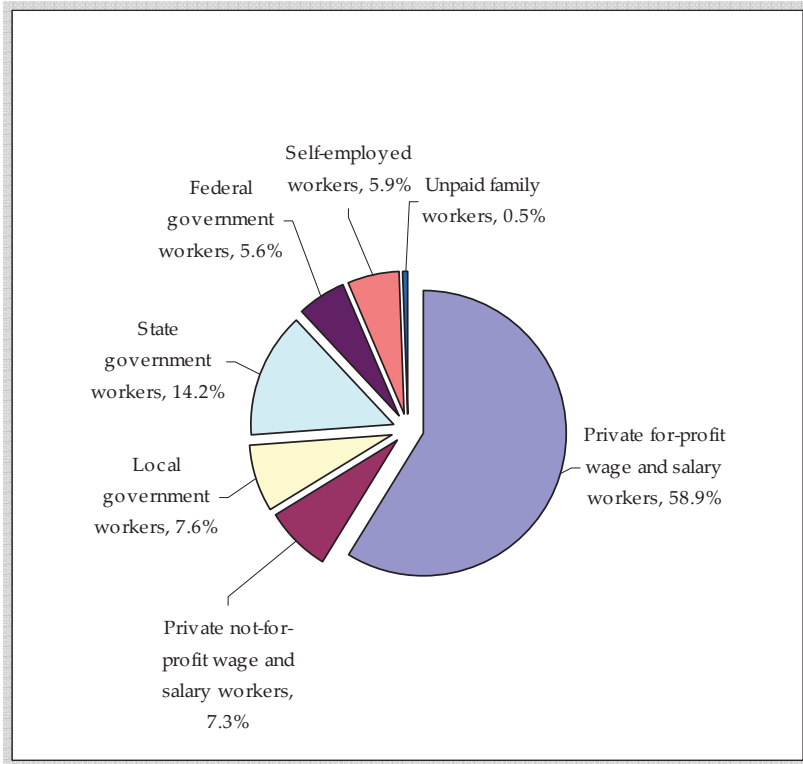
#### Poverty

With the exception of Beeville, Kingsville has a higher rate of poverty, 28.3%, than the other comparison cities and the State of Texas.





## Employment



### Private VS Government Employment

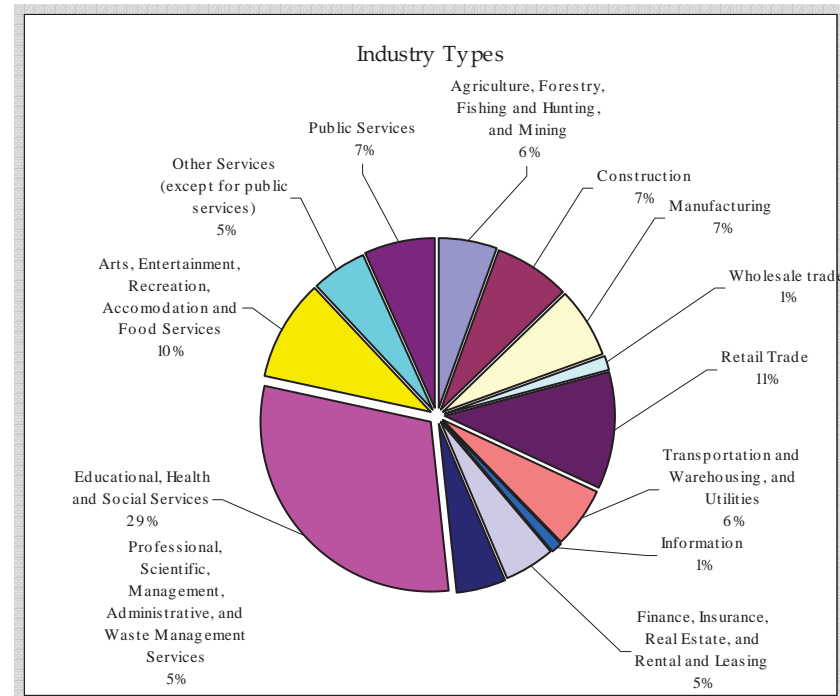
- ◆ The economy in Kingsville is largely dependent on the “Private, for-profit” sector for employment (58.9%).
- ◆ While still a minority of the local Kingsville employment picture, the government sectors have a larger role than most cities. Local, state, and federal employment comprises 27.4 percent of the Kingsville workforce.

### Industry Sector Types

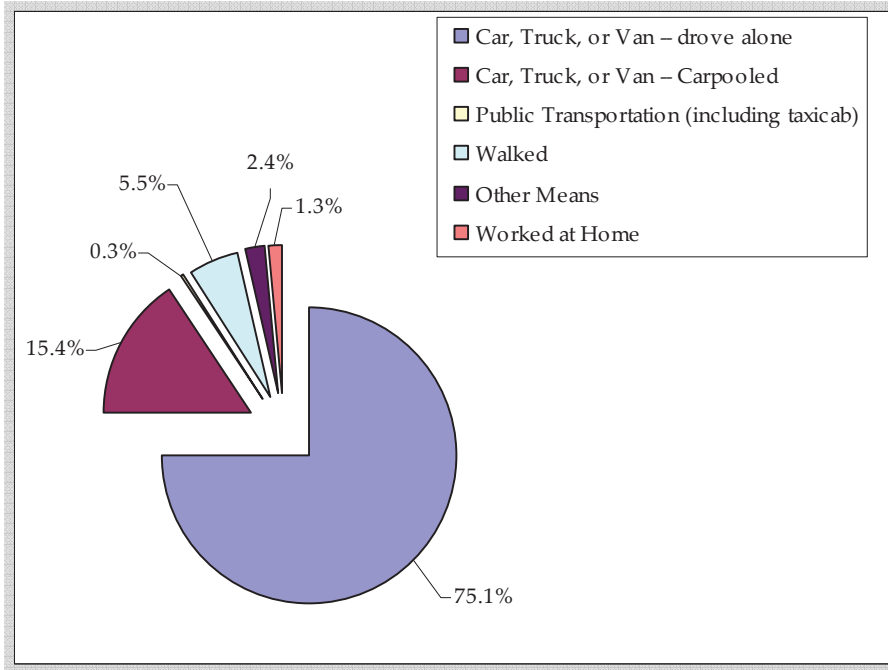
- ◆ Most of Kingsville’s workforce draws their paycheck from the Education, Health and Social Services (29.9%) and Retail Trade (11.2%).



## Industry Types



## Transportation to Work



### Transportation Mode Share

- ◆ Most residents (90.5%) of Kingsville commute to work in a car, truck, or van.
- ◆ 75.1% of these commuters do so alone, slightly below the national average of 75.7%.
- ◆ Only 0.3% commute to work via public transportation, indicating a lack of public transportation available for commuters and/or visitors (1.9% of Texas residents use public transportation).
- ◆ These values are similar to those in Alice, Beeville, and Seguin.

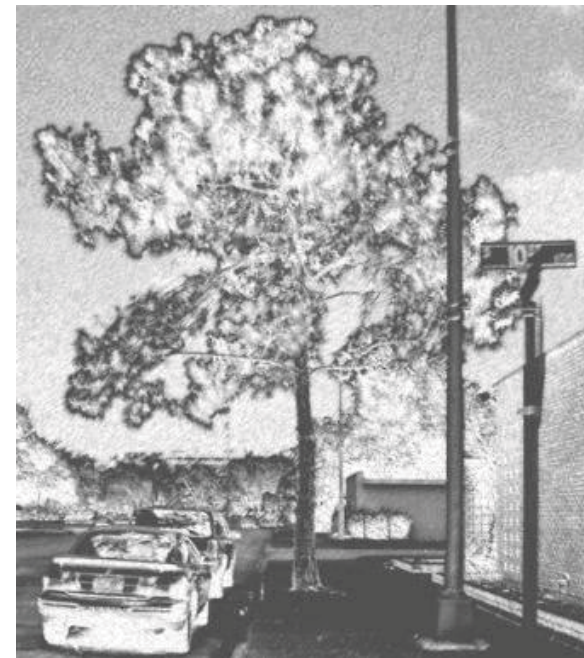
## Automobile Ownership

### Vehicles Available Per Household

- ◆ 40.4 % of households have access to one vehicle.
- ◆ 46.1% of housing units have access to two or more vehicles.

### Vehicles Available per Housing Unit by

Percent	
None	13.5%
1	40.4%
2	33.7%
3 or more	12.4%





# B

Appendix

## Community Character

Kingsville Master Plan



Community Character is a system for evaluating those features of individual sites and developments that collectively contribute to the “look and feel” of neighborhoods, districts, and the entire community. The components that determine the real compatibility and quality of development include factors other than land use, such as the amount of preserved open space and vegetation, the extent of imperviousness (structures and paved or “hard” surfaces), the orientation of buildings and parking areas, and the relationship of buildings (scale and bulk) to the site. Aesthetic enhancements such as the design of buildings, landscaping and screening, sign control, and site amenities also contribute to enhanced community character. This approach allows the formulation of standards to achieve the desired character in newly-developing areas, redevelopment and infill areas, and areas where a more rural atmosphere is desired for the long term.

The community character approach can be applied to the typical range of land use types. Examples include:

- a single-family home situated on a relatively large lot, with many mature trees and substantial separation from neighboring homes, versus a single-family bungalow on a small, narrow lot with rear-alley access and minimal yard space or vegetation;
- a master-planned business park in a campus-like setting versus an office building on a site dominated by surface parking;
- “storefront” shops and small cafes in a walkable, “neighborhood commercial” setting versus “big box” stores and associated pad-site restaurants and retailers in a large-scale shopping center dominated by surface parking, with minimal landscaping;
- an urban pocket park in a Central Business District versus a natural preserve on the outskirts of the city;
- a manufacturing facility that is on a large site accented by mature trees and extensive landscaping versus an intensive industrial operation, with extensive outdoor activity and unscreened equipment and storage; or





- a public library or community center that is designed to be compatible with the surrounding residential neighborhood versus a municipal public works maintenance and storage site that is as intensive as most private industrial sites in the community.

The pattern and nature of existing land use and development in Kingsville was explored using the community character approach. The following section describes the range of community character types and their functions.

### Urban Character

Urban areas are historically the center of commerce, government, culture and entertainment in a community. The features that contribute to an urban character similar to that found in Downtown Kingsville are the proximity of uses to the public ways, with little or no building setbacks, and a strong pedestrian orientation at the sidewalk level. An urban center is designed with an intensity of use to draw people into close contact, where congestion and personal encounters are both expected and essential for a vibrant community center.

Urban spaces are “architectural,” meaning that they are enclosed by buildings. The width of a downtown street in relation to the height of abutting structures is essential for creating an “urban” environment. This environment is formed in sections of Downtown where a two-story building face abuts a moderately wide pedestrian pathway (sidewalk) and a roadway narrowed by on street parking.

### Auto-Urban Character

In many communities that were shaped by the automobile era over the last century, this character type can account for nearly all existing commercial and industrial areas. It is most commonly associated with automobile-oriented retail “strip” centers and smaller commercial sites strung along major roadways. Fast food restaurants, gas stations, shopping centers of varying sizes, and “big box” retailers are the dominant commercial images of an auto-urban character. Higher-density residential uses such as attached and multiple-family housing, manufactured home communities, recreational vehicle “parks,” and site-built homes on small lots also have this character due to their density, limited open space, relative amount of impervious surface devoted to buildings and parking lots, and increased building enclosure.

The primary difference in urban and auto-urban characters is the role of the automobile in its site design. Rather than buildings oriented to the street, as in an urban setting like that found in Downtown Kingsville, auto-urban environments are characterized by buildings surrounded by parking lots with limited allowance for landscape surfaces.

Although the development intensity of auto-urban areas is usually less than that found within an urban setting, this is commonly due to parcel size, lower land values and design preference as opposed to development regulations. Auto-urban uses require a significant

amount of space for high levels of automobile-related activity, particularly large surface parking lots and service and loading areas, with multiple points of site ingress/egress. As a result, buildings are constructed at the back of the site nearest neighboring uses and away from their roadway frontage. This outcome is even more predictable in communities with typical commercial zoning in which a minimum versus maximum front yard setback is established. Auto-urban uses also have a greater reliance on site access, thereby adding to the number of driveways along the public street. The result is expansive parking areas that dominate the front setback and, thus, the character of the development and the overall visual scene.

The primary focus on accommodating the automobile, as is typical of much contemporary development, is a primary determinant in the character of an auto-urban environment. Auto-urban uses, with very few exceptions, consume more land for on-site circulation, parking and other vehicular use areas than is covered by buildings, which commonly exceeds a two-to-one ratio. This type of development design demands large sites and proximity to a high-volume arterial roadway, which diminishes the importance of architecture and results in reduced open space and very often the elimination of natural site features.

#### ***Auto Urban Commercial***

Auto Urban development is the dominant character pattern in Kingsville. Examples of auto urban commercial can be found along 6<sup>th</sup> Street, 14<sup>th</sup> Street, King Avenue and US 77.

#### ***Auto Urban Residential – Multi-Family***

An example of auto urban residential – multi family includes the apartment complex located at Caesar and Ranger Avenues.

#### ***Auto Urban Residential – Single-Family***

Auto urban residential can be found throughout the city and is the dominant residential development pattern of many of the older established neighborhoods as well as the newer ones including Paulson Falls.

#### **Suburban Character**

This community character type is very different from the urban and auto-urban types. The distinguishing factors of a suburban character are increased open space – both on individual sites and cumulatively throughout a residential subdivision or other developed areas – and the preservation or installation of vegetation within and between developments, which helps to create a more even balance between building mass and “green mass.” Rather than creating a sense of enclosure by buildings, as in an urban environment, trees and vegetation form a very different sense of enclosure. Therefore, open space and vegetative cover are essential elements in creating a suburban environment.



The physical distinction between a suburban and urban (or auto-urban) character is the level of use intensiveness or magnitude of activity affecting adjacent uses. Suburban environments are sought as relief from more intensive urban settings, thereby leading to the popularity of contemporary neighborhoods characterized by larger lots, privacy fences, and open areas.

Suburban areas are normally quite different from traditional neighborhoods due to their curvilinear and less interconnected street patterns; contemporary “box-like” housing styles that result from volume building; an identical building envelope on each lot formed by consistent front, side and rear yard setbacks; and a relative lack of vegetation depending on the original site conditions and degree of preservation effort during development. Enhancing the suburban character of such areas may require varying lot sizes, housing styles and setbacks within each neighborhood; integrating more open space throughout the development; and requiring the use of native vegetation along streets and on each lot to increase the vegetative cover.

All too often, the open space that contributes to the suburban character of a neighborhood is on abutting land that is not yet developed, as are the open vistas that are still intact. The natural open space and views of the landscape are “borrowed” from the adjoining land. Consequently, as additional development eventually occurs adjacent to these existing neighborhoods, the character will also change, leading to disappointed and dissatisfied homeowners who feel they have lost some value and enjoyment in their own property. When there are no or minimal land development regulations to ensure compatible adjacent uses, the magnitude of character change may vary greatly depending upon the use type developed next door.

This is an important consideration in the design of new subdivisions – and for the protection and sustainability of neighborhoods and residential property values – in terms of whether such developments rely on adjacent land or incorporate permanent open space to sustain their original character. One means of achieving this character so desired by suburban and rural residents is clustered development, which maintains an equal or higher overall development density while preserving permanent open space.

### ***Suburban Single-Family***

There are several suburban residential developments in Kingsville. These subdivisions are located primarily in the southern part of the City where homes are built on larger lots (greater than 10,000 square feet) and where open areas, mature trees and landscaping are more prevalent giving the area a stronger sense of openness.

### **Estate Character**

An estate character requires low-density development on larger properties (typically one acre or larger), thereby producing a visual openness. Through these larger lot sizes, open space and vegetation are intended to be the more dominate views, while the buildings are to be apparent, yet secondary to the landscape. Depending upon the size of the home and its percent of coverage and location on the

lot, the estate character may resemble a larger version of the typical suburban character. To achieve an estate character, the design of such subdivisions must intentionally seek to imitate more rural areas through the use of rural street sections without sidewalks, vast open space throughout the development, the use of rural fence types and/or hedgerows to divide properties, the preservation or planting of native vegetation along property boundaries, and generous building setbacks on all sides. In Kingsville the Estate character can be found scattered throughout the ETJ where homes are located on lots greater than one acre.

### **Rural Character**

This character class includes three types: countryside, agricultural and natural. Much of the area surrounding Kingsville is typical of a rural character given the prevailing agricultural landscape, with scattered homesteads and other development. Similar to the transition from urban to suburban character, the visible distinction of rural character is the importance of the natural landscape, rather than buildings, as the dominant visual feature. Agricultural activities and undisturbed natural areas are the dominant land use rather than conventional suburban and estate residential developments.

### **Industrial**

Industrial activity includes both light and heavy uses with outdoor storage, display and work activities including office/warehouse, wholesale, product assembly and light and heavy manufacturing. Examples of industrial activity in Kingsville are located along the railroad tracks south of Johnston Avenue.

### **Public/Institutional**

This category is comprised of public uses including schools, government buildings and semi-public uses such as churches, hospitals, cemeteries, community facilities, clubs/lodges and other places of assembly. Examples in Kingsville include Texas A&M University Kingsville and Kingsville Naval Air Station.

### **Parks and Recreation**

Parks and Recreation include public parks, outdoor recreation areas, and open spaces that are committed to public or private enjoyment. Examples in Kingsville include Dick Kleberg Park.

### **Vacant**

The Vacant category is comprised of vacant and undeveloped land that is generally located within an urbanized area.



# Transportation

Kingsville Master Plan

## What is a Thoroughfare Plan?

The Thoroughfare Plan is a long range plan that identifies the location and type of roadway facilities that are needed to meet projected long term growth within the area. The Thoroughfare Plan is not a list of construction projections but rather serves as a tool to *facilitate the city in preserving future corridors for transportation system development*, as the need arises. Many of the proposed arterial and collector streets identified on the thoroughfare plan especially in the ETJ will likely not be needed or constructed within the next 20 or 30 years. However, one of the purposes of the thoroughfare plan is to preserve needed transportation corridors (even if they will not be needed in the immediate future) so that as development occurs in the future, the City will have the ability to develop appropriately sized transportation facilities to serve the needs of the community at that time.

## Legal Authority

Under the provisions of Article XI, Section 5 of the Texas Constitution and Title 7, Chapter 212 of the Texas Local Government Code, the City of Kingsville can require that development plans and subdivision plats conform to "...the general plan of the municipality and its current and future streets..."and"...the general plan for extension of the municipality and its roads, streets, and public highways within the municipality and its extra-territorial jurisdiction."

Requirements for right-of-way dedication and construction of street improvements apply to all subdivision of land within the City's incorporated area and its extra-territorial jurisdiction. In accordance with the Texas Local Government Code, the City has adopted rules governing plats and subdivision of land within the municipality's jurisdiction, and, by ordinance, those rules have also been extended to the City's ETJ.





According to **Section 15-3-30 Streets** of the City's Subdivision Regulations "The arrangement, character, extent, width, grade and location of all streets shall conform to the general plan of the city and shall be considered in their relation to existing and planned streets, to topographical conditions, to public convenience and safety, and in their appropriate relation to the proposed uses of the land to be served by such streets".

### How it should be used

The Thoroughfare Plan should be used by City Staff, the Planning and Zoning Commission and City Commission in securing needed rights-of-way as development occurs in the community. Requirements for rights-of-way dedication and construction of street improvements should apply to all subdivision of land within the City and extraterritorial jurisdiction (ETJ). Displayed in **Figure 4.1, Thoroughfare Plan**, are the proposed general alignments for the extensions of existing collector and arterial roadways and planned new roadways.

It is important to note that the actual alignments of these roadways will likely vary somewhat from this plan and will be determined through the subdivision development process and the preliminary engineering phase of construction. Slight modifications to facility locations, such as a shift of an alignment several hundred feet one way or another or changes in roadway curvature are warranted and accepted as long as the *intent of the Thoroughfare Plan* to provide system connectivity and appropriate types of facilities is not compromised. As development occurs alignment studies will probably be needed to determine the exact location of roadways, keeping in mind the overall purpose and intent of the Thoroughfare Plan and the alignments shown on it.

The plan does not show future local streets because they function principally to provide access to individual sites and parcels and their future alignments will, therefore, vary depending upon individual land development plans. Local street alignment should be determined by the City in conjunction with land owners as part of the subdivision development process. Likewise, collectors are required with new development, but are not shown in all places on the Thoroughfare Plan – particularly in the far outlying areas of the ETJ – since their alignments will depend on the surrounding street system and the layout and density of development. They are, nevertheless, vital to an efficient and viable transportation network and must, therefore, not be overlooked during the subdivision development review process. Collectors should be situated to connect arterial streets with other collectors and local streets.

### Functional Classification

An effective transportation system is comprised of a network of roadways each with its own designation, function and capacity within the overall system. Each street segment contributes to the interconnectivity of the network. Therefore, for a network to operate efficiently, it is essential for there to be a complete network of roadways designed in a hierarchy from highways, to arterial and collector streets, to the local street network. Each link is intended to function according to its design capacity, in effect, distributing traffic from the lowest design classification – local streets – to the highest functional classification – highway or expressway. Connectivity is a key to providing an efficient, safe, and convenient roadway network for vehicular traffic.

Characteristics of the City's functional classification system as shown on the Thoroughfare Plan map are shown in **Table B.1**. A functional roadway system facilitates a progressive transition in the flow of traffic from the provision of access to the provision of movement. Freeway and arterial facilities are at one end of the spectrum, primarily providing the function of moving vehicles. Collector and local streets are at the opposite end of the spectrum, providing access to property. To enable streets and highways to accomplish their intended function, the planning and design of the facilities should consider those elements that support the intended functions.



**Table B.1**  
**Functional Classification Criteria**

Criterion	Regional	Principal Arterial	Minor Arterial	Collector	Local Street
<b>Functional Role</b>	Entirely through traffic movement with no direct access to property.	Mobility is primary, access is secondary. Connects Freeways and other Arterials.	Connects Freeways, Principal Arterials, and lower classification roadways. Access is secondary.	Collects traffic destined for the Arterial network. Connects Arterials to Local Streets. Also land access.	Access is primary. Little through movement.
<b>Roadway Continuity</b>	Inter-city, regional, and interstate	Connects Freeways to lower classification roadways. Connects major activity centers.	Connects Freeways and Principal Arterials to lower classification roadways.	Continuous between Arterials. May extend across Arterials.	Discontinuous. Connects to Collectors.
<b>Roadway Length</b>	Usually more than 5 miles	Usually more than 5 miles	Usually more than 3 miles	Varies from roughly one-half mile to 2 miles	Generally less than 1 mile
<b>Traffic Volumes (VPD = vehicles per day)</b>	40,000+ VPD	20,000 to 60,000 VPD	5,000 to 30,000 VPD	1,000 to 15,000 VPD	100 to 5,000 VPD
<b>Desirable Spacing</b>	5 miles or more	2 miles or more	Generally one-half to 2 miles	Generally one-quarter to one-half mile	Varies with block length (at least 125 feet between)
<b>Posted Speed</b>	55 to 70 mph	40 to 55 mph	30 to 45 mph	30 to 35 mph	20 to 30 mph
<b>Access</b>	Controlled access. Grade separated interchanges and frontage/service roads.	Intersects with Freeways, Arterials, Collectors, and Local Streets. Restricted driveway access.	Intersects with Freeways, Arterials, Collectors, and Local Streets. Restricted driveway access.	Intersects with Arterials and Local Streets. Driveways limited.	Intersects with Collectors and Arterials. Driveways permitted.
<b>On-Street Parking</b>	Prohibited	Restricted	Restricted	Normally permitted	Permitted
<b>Community Relationship</b>	Defines neighborhood boundaries	Defines neighborhood boundaries	Defines and traverses neighborhood boundaries	Internal and traverses neighborhood boundaries	Internal
<b>Through Truck Routes</b>	Yes	Yes	Permitted	No	No
<b>Bikeways</b>	No	Limited	Permitted	Yes	Yes
<b>Sidewalks</b>	No	Yes	Yes	Yes	Yes
<b>Recommended ROW*</b>	-	100-130	80-100	60-70	50-60

\*Actual ROW requirements are determined in the subdivision regulations.

## Requirements and Standards

This section outlines criteria for certain characteristics of street and land development. These criteria supplement or expand upon the design standards of the City's Subdivision Ordinance, providing further policy support for such provisions. These policies should be regulated through ordinance provisions to ensure proper implementation.

- ♦ **Location and alignment of thoroughfares.** The general location and alignment of thoroughfares must be in conformance with the Thoroughfare Plan, as currently expressed in the City's Subdivision Ordinance. Subdivision plats should provide for dedication of needed rights-of-way for thoroughfares within or bordering the subdivision. Any major changes in thoroughfare alignment that are inconsistent with the plan should require the approval of the City's Planning and Zoning Commission through a public hearing process. A major change would include any proposal that involves the addition or deletion of established thoroughfare designations or changes in the planned general alignment of thoroughfares that would affect parcels of land beyond the specific tract in question.
- ♦ **Location and alignment of collectors.** Generally, to adequately serve their role to collect traffic from local streets and distribute it to the arterial street system, collectors should be placed between arterial streets, with a spacing of approximately one-quarter to one-half mile for minor and major collectors, respectively. Collectors must be shown on all proposed subdivisions of land consistent with the Thoroughfare Plan. In cases where a collector is not shown on the plan, but is warranted due to development density and projected traffic volumes, it is also required and must be shown.
- ♦ **Roadway continuity.** To maximize mobility, it is essential that collector streets traverse adjacent neighborhoods to provide access and circulation not only within, but also between neighborhoods. Collector streets should generally connect bounding arterials, rather than allowing developments to design a street system with limited or no points of ingress/egress other than the primary entrance(s) to the development. Rather than allowing waivers of this requirement, the Subdivision Ordinance should identify warrants and criteria for exemption.
- ♦ **Right-of-way and pavement width.** The pavement and right-of-way width for thoroughfares must conform to minimum standards unless a waiver is granted using formalized criteria. Properties proposed for subdivisions that include or are bordered by an existing thoroughfare with insufficient right-of-way width must be required to dedicate land to compensate for any right-of-way deficiency of that thoroughfare. When a new thoroughfare extension is proposed to connect with an existing thoroughfare that has a narrower right-of-way, a transitional area must be provided. An alternative to the current practice of requiring street widening at the time of subdivision development is a street escrow program whereby funds for street construction are held in escrow until such time as widening of the complete street section is warranted due to development.
- ♦ **Continuation and projection of streets.** In accordance with the policies and recommendations of this plan, existing streets in adjacent areas should be continued, and, when an adjacent area is undeveloped, the street layout must provide for future projection and continuation of streets into the undeveloped area. In particular, the arrangement of streets in a new subdivision must make provision for continuation of right-of-way for the principal existing streets in adjoining areas – or where new streets will be necessary for future public



requirements on adjacent properties that have not yet been subdivided. Where adjacent land is undeveloped, stub streets must include a temporary turnaround to accommodate fire apparatus.

- ♦ **Location of street intersections.** New intersections of subdivision streets with existing thoroughfares within or bordering the subdivision should be planned to align with existing intersections to avoid creation of off-set or "jogged" intersections and to provide for continuity of existing streets, especially collector and arterial streets.
- ♦ **Angle of intersection.** The angle of intersection for street intersections should be as nearly at a right angle as possible. Corner cutbacks or radii should be required at the acute corner of the right-of-way line to provide adequate sight distance at intersections.
- ♦ **Offset intersections.** The standard for offset or "jogged" street intersections should be 200 feet between the centerlines of the intersecting streets.
- ♦ **Cul-de-sacs.** Through streets and tee-intersections are preferable to cul-de-sacs. Care should be taken so as not to over utilize cul-de-sacs, which limits through access, restricts pedestrian circulation, increases emergency response times, and confuses motorists. However, when cul-de-sacs are used, they should have a maximum length of not more than 600 feet measured from the connecting street centerline to the centerline of radius point. Pavement diameter in residential areas should be a 100 feet with a right-of-way diameter of 120 feet. A cul-de-sac with an island should have a diameter of not less 150 feet.
- ♦ **Residential lots fronting on arterials.** Subdivision layout must avoid the creation of residential lots fronting on arterials with direct driveway access to the arterial street. Lots should be accessed from local streets within or bordering the subdivision or an auxiliary street designed to accommodate driveway traffic.
- ♦ **Residential lots fronting on collectors.** Subdivision layout must avoid the arrangement of lots to access major collector streets and, to the maximum practicable extent, minimize access to minor collector streets, particularly within 180 feet of an intersection.
- ♦ **Geometric design standards and guidelines.** Other requirements and guidelines for the geometric design of thoroughfares and public streets should be provided in the Subdivision Ordinance and standard specifications. This includes special provisions for lot width and building setbacks on corner lots to preserve sight distances at adjacent intersections.





# 1

CHAPTER

# Introduction & Vision

Kingsville Master Plan

The Kingsville Master Plan is designed as a framework for guiding future development, redevelopment, and community enhancement in the City and its surrounding planning area over the next 20 years and beyond. The purpose of this plan is to establish a vision, along with realistic goals and achievable strategies, that residents, business and land owners, major institutions, civic groups, members of advisory committees, and public officials prefer – and will support with action in the years ahead.

## Purpose of the Master Plan

A master plan is usually the most important policy document a municipal government prepares and maintains. This is because the plan:

- lays out a “big picture” vision and associated goals regarding the future growth and enhancement of the community;
- considers at once the entire geographic area of the community, including potential growth areas where new urbanization may occur beyond the already developed portions of the city; and
- assesses near- and longer-term needs and desires across a variety of inter-related topics that represent the key “building blocks” of a community (e.g., land use, mobility, housing, economic development, redevelopment, neighborhoods, parks and recreation, utility infrastructure, public facilities and services, etc.).

### “Planning” is ...

the process of identifying issues and needs, establishing goals and objectives, and determining the most effective means by which these ends may be achieved.



Through a master plan, a community determines how best to accommodate and manage its projected growth, as well as the redevelopment of older neighborhoods and commercial and industrial areas. Like most plans, this master plan is aimed at ensuring that ongoing development and redevelopment will proceed in an orderly, well-planned manner so that public facilities and services can keep pace and residents' quality of life will be enhanced. This plan also lays a foundation for addressing quality of life issues including creating jobs and providing for suitable housing, adequate services and appropriate amenities. Significantly, by clarifying and stating the City's intentions regarding the area's physical development and infrastructure investment, the plan also creates a level of certainty for residents, land owners, developers, and potential investors.

### Use of the Plan

A master plan, if prepared well and embraced by the community and its leadership, has the potential to take a city to a whole new level in terms of livability and tangible accomplishments. However, master plans are only words and images on paper if their action recommendations are not pursued and effectively implemented.

The plan is ultimately a guidance document for City officials and staff who must make decisions on a daily basis that will determine the future direction, financial health, and "look and feel" of the community. These decisions are carried out through:

- targeted programs and expenditures prioritized through the City's annual budget process, including routine, but essential, functions such as code enforcement;
- major public improvements and land acquisitions financed through the City's capital improvements program and related bond initiatives;
- new and amended City ordinances and regulations closely linked to master plan objectives (and associated review and approval procedures in the case of land development, subdivisions, and zoning matters);
- departmental work plans and staffing in key areas;
- support for ongoing planning and studies that will further clarify needs and strategies, including the City Commission's own strategic planning;
- the pursuit of external grant funding to supplement local budgets and/or expedite certain projects; and
- initiatives pursued in conjunction with other public and private partners to leverage resources and achieve successes neither could accomplish alone.

#### Planning Area

In geographic terms, this Master Plan addresses the current City limits of Kingsville, as well as its surrounding "extra-territorial jurisdiction" (ETJ). As stipulated by Chapter 42 of the Texas Local Government Code, based on city population size, Kingsville's ETJ extends two miles beyond the City limits.



Despite these many avenues for action, a master plan should not be considered a “cure all” for every tough problem a community faces. On the one hand, such plans tend to focus on the responsibilities of City government in the physical planning arena, where cities normally have a more direct and extensive role than in other areas that residents value, such as education, social services, and arts and culture. Of necessity, master plans, as vision and policy documents, must also remain relatively general and conceptual. The resulting plan may not touch on every challenge before the community, but it is meant to set a tone and motivate concerted efforts to move the community forward in coming years.

It is also important to distinguish between the function of the master plan relative to the City’s development regulations, such as the zoning ordinance and subdivision regulations. The plan establishes overall policy for future land use, roads, utilities, and other aspects of community growth and enhancement. The City’s zoning ordinance and official zoning district map then implement the plan in terms of specific land uses and building and site development standards. The City’s subdivision regulations also establish standards in conformance with the plan for the physical subdivision of land, the layout of new streets and building sites, and the design and construction of roads, water and sewer lines, storm drainage, and other infrastructure that will be dedicated to the City for long-term maintenance.

## Planning Authority

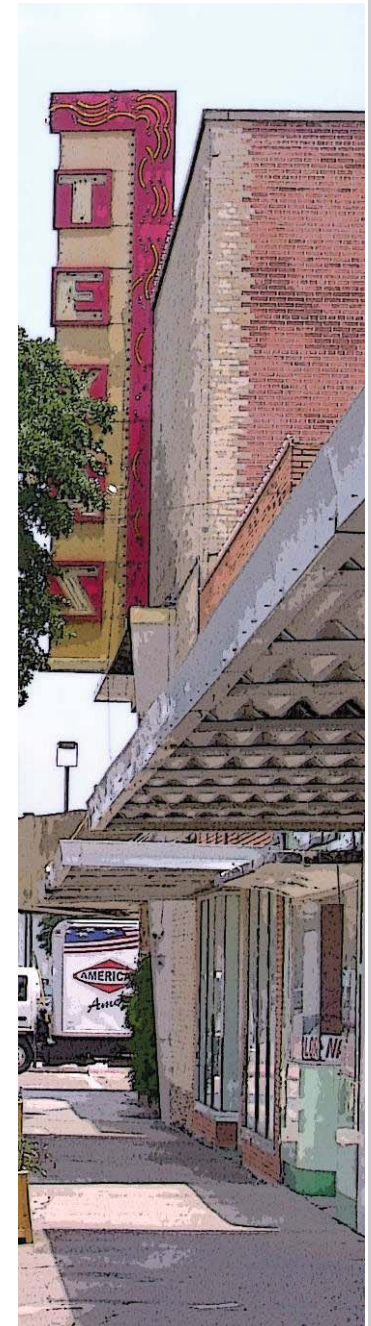
### *State Support for Community Planning*

Unlike some other states, municipalities in Texas are not mandated by State government to prepare and maintain local master plans. However, Section 213 of the Texas Local Government Code provides that, “The governing body of a municipality may adopt a comprehensive plan for the long-range development of the municipality.” The Code also cites the basic reasons for long-range, master community planning by stating that, “The powers granted under this chapter are for the purposes of promoting sound development of municipalities and promoting public health, safety and welfare.” The Code also gives Texas municipalities the freedom to “define the content and design” of their plans, although Section 213 suggests that a master plan may:

#### **Local Government Planning**

The success of the plan depends upon how it is integrated with the operation of local government (planning, policy development, regulation, and programming through City departments).

- include, but is not limited to, provisions on land use, transportation, and public facilities;
- consist of a single plan or a coordinated set of plans organized by subject and geographic area; and
- be used to coordinate and guide the establishment of development regulations.





**Planning for Change**

Population projections are an important component of any long-range planning process. Their purpose is to:

1. Evaluate a range of future population scenarios enabling the community to identify the internal and external factors that may contribute to the rate of population increase;
2. Adequately determine and quantify the demands that will be placed on public facilities and services, such as fire and police protection, water and wastewater facilities, transportation and drainage infrastructure, parks and open space, and municipal buildings and staff;
3. Allow advanced planning to effectively guide new development, coordinate timely provision of adequate infrastructure, and appropriately direct available resources; and
4. Create a strategy to seize opportunities and overcome foreseen challenges.

**Kingsville Demographic Profile**

Kingsville is a community with an agricultural history that has evolved over the years into a town center and a hub of economic activity. While the historical past continues to be embraced and celebrated today (made evident by museums, historic downtown, and its noted open spaces), this planning process offers an opportunity for the community to remember its past, but, more importantly, to envision its future. While future actions are likely to depart from their previous course, the success of the City in achieving its vision will largely depend on its past and why this City is called home by over 25,000 persons (2000 Census).

Kingsville is currently addressing changing growth and social patterns and is optimistic about what lies ahead. In planning for its future, Kingsville faces the challenges of sustaining economic growth,

accommodating the health requirements of an aging population, preserving and enhancing its education systems, and balancing the demands placed on its fiscal resources to maintain and expand an aging infrastructure system. Before looking at the future, however, it is important to consider the past and current conditions that are realized through this demographic and socioeconomic assessment and which will contribute significantly to the future of Kingsville. **Appendix A, Community Profile**, contains a demographic analysis of the City of Kingsville, which also provides comparisons with neighboring cities.



Appendix A, Community Profile, offers a summary-level introduction to the City, which documents existing socioeconomic conditions and demographic characteristics of the community pertaining to its historical and current population; the age, gender, and educational attainment of its people; and the economic and housing opportunities that affect residents and local businesses. One of the aspects of this analysis is to examine how the City has developed since its initial growth as a ranching center in the early years of the 20<sup>th</sup> century, identify its current characteristics and resources that will contribute to the envisioned future, and analyze where the City appears to be headed in the future.

An important component of this assessment is the Year 2030 projected population, which is referenced



throughout the document to project future facilities demands and infrastructure capacity needs. An understanding of existing population characteristics and future population demands is essential in determining the anticipated growth and the resulting demands on the City and its facilities and services.

## Current Demographic Trends

### *Population Remains Consistent – Lags Regional and State Growth*

The 2000 Decennial Census of 25,575 persons illustrates a negligible population increase (0.16 percent per year) since the 1990 Decennial Census of 25,276 persons. Future population growth will likely continue at a slightly greater pace than the years between 1990 and 2000. The projections of Kingsville’s population in 2030 vary from approximately 28,300 (Texas Water Development Board) to 35,000 (Texas State Data Center, Step Down 1.0).



### *Population Getting Older – Baby Boomer Generation Retirees*

Overall patterns of age in Kingsville indicate a much younger population (median age is 28.4 years in 2000) than the rest of the United States. As far as national trends are concerned, however, there will be a need for planning for the “graying” of the population as this age group continues to get older. This local aging of the population has housing, jobs, health care, and transportation implications that will need to be addressed. Future age trends in Kingsville will be reflective of the national trends and, thus, require a specific planning approach in terms of the housing and neighborhood requirements in the future.

### *Population Remains Diverse – Adding More Hispanic Residents*

Kingsville retains a similar cross section of race over the past decade. One notable demographic change, however, is a slight increase in the percentage of Hispanic residents. The amount of Hispanic residents rose in number from 15,803 persons in 1990 to 17,151 persons in 2000 (0.82 percent annual rate). This, too, reflects national trends and will likely continue over the coming decades.

### *Median Household Incomes Increase – Steadily Moving Upwards*

Historically, income levels reflect a steady upwards growth pattern. The 1990 and 2000 Census estimates that median household earnings (1989 dollars) rose from \$21,620 to \$27,565, respectively. This average rate of 2.5 percent per year indicates improving economic conditions in Kingsville, but still indicates decreased local



wages when compared to Texas or U.S. median household incomes. Although yearly changes may climb up or dip down, it is expected that the median household income will continue to steadily grow according to historical levels.

***Housing Units- Amount of Housing Units Increases while Options Remain the Same***

Housing units outpaced population gains between 1990 and 2000, increasing from 10,069 units to 10,427 units. This trend is visible in the overall household size, which decreased from 2.85 to 2.73 over the same period (more houses for the same number of residents). Furthermore, the predominant type of housing unit that was created between 1990 and 2000 continued to be detached single-family homes (67.0 percent of total units in both Year 1990 and Year 2000). While new residential development in Kingsville may offer more housing options to home buyers, it may also increase an already high vacancy rate (14.2 percent in 2000). A balance must be struck between adding homes and maintaining existing housing unit availability in order to create a more stable housing market.

**Why Plan**

*Local planning allows the City of Kingsville to have a greater measure of control over its destiny, rather than simply reacting to change. Planning allows the City to pro-actively manage future growth and development as opposed to reacting to development proposals on a case-by-case basis without adequate and necessary consideration of community-wide issues.*

**Getting to Action**

The plan must go beyond general and lofty sounding goals. While everybody may agree with such goals, true progress will only occur if the plan establishes a policy framework and provides guidance as to how particular opportunities and challenges are to be tackled.

The process required to update the Kingsville Master Plan may prove more valuable to the community than the plan itself since the document is ultimately only a snapshot in time. The planning process involves major community decisions about how much and where growth will occur, the nature of future development, and whether the community can afford to provide the necessary public services and facilities to support this growth. This leads to pivotal discussions about what is "best" for the community and how everything from taxes to "quality of life" will be affected.

Long-range planning also provides an opportunity for the City's elected and appointed officials to step back from pressing, day-to-day issues and clarify their ideas on the kind of community they are trying to create. Through the plan

**CHOICES & PRIORITIES**

For the plan to be effective, community issues must be researched and analyzed, solutions and alternatives evaluated, and a realistic and feasible plan of action put in place to overcome the problem. The evaluation of alternatives for resolving issues – and the selection of one or more strategies that are both reasonable and acceptable – are essential elements of the community planning process.



development process, they can look broadly at programs for neighborhoods, housing, economic development and provision of public infrastructure, and how these concerns may relate to one another. The Kingsville Master Plan represents a "big picture" of the City – one that can be related to the trends and interests of the broader region, as well as the State of Texas.

Local planning is often the most direct and efficient way to involve members of the general public in describing the community they want. The process of plan preparation provides a rare opportunity for two-way communication between citizens and local government officials as to their vision of the community and the details of how that vision is to be achieved. The plan will result in a series of goals and policies that, ideally, will guide the City in administering development regulations; in determining the location, financing, and sequencing of public



improvements; and in guiding reinvestment and redevelopment efforts. The plan also provides a means of coordinating the actions of many different departments and divisions within the City.

In summary, important reasons for long-range planning in Kingsville include:

- To ensure adequate facilities to meet the demands of future growth and development;
- To develop an efficient growth pattern that reflects the values of the community;
- To ensure the long-term protection and enhancement of the visual image and appearance of the community;
- To maintain the community's local heritage and culture;

### Historical Timeline

Below are key dates in Kingsville's history:

**1846:** First ever recorded cattle drive.

**1853:** Richard King purchased the Santa Gertrudis grant in future Kleberg County from the heirs of the original Spanish grantees and started the King Ranch.

**1874:** Barbed wire patented.

**1903:** Henrietta King, owner of the King Ranch, opens large tract of land for sale to develop a railroad and develop a town. A surveyor employed by the ranch laid out the town of Kingsville in a pasture three miles east of the ranch headquarters. Even before the railroad reached the future site of the town, numerous lots are sold.

**1904:** St. Louis, Brownsville and Mexico Railway runs first regular passenger train through the community.

**1906:** Kingsville home to 25 permanent employees of the railroad and their families.

**1911:** Kingsville incorporated.

**1912:** Population: 4,000.

**1913:** Kingsville becomes county seat of newly organized Kleberg County, once part of Nueces County. Named after Robert J. Kleberg, manager of King Ranch.

**1914:** Commissioners' court proposes a courthouse and hospital be built.

**1920:** First producing oil well was discovered near Kingsville.





**1921:** Residents raise \$100,000 to build cotton mill. 175 workers employed at Kingsville's first industrial use.

**1925:** South Texas Teachers College opens, which encourages more people to come to Kingsville.

**1926:** U.S. 77 built from Brownsville to Sioux City, IA passing through Kingsville.

**1929:** South Texas Teachers College expands educational scope and becomes Texas College of Arts and Industries.

**1930:** Population: 6,815.

**1931:** 500 persons working for railroad.

**1942:** Kingsville Naval Auxiliary Station (later the Naval Air Station, Kingsville) opened. At one time during World War II, personnel at the base numbered between 6,000 and 7,000.

**1944:** Celanese Corporation opens plant five miles north of Kingsville.

**1946:** Naval base closed.

**1950:** Population: 16,857.

**1951:** Naval base re-activated; influx of navy personnel stimulates local economy.

**1956:** St. Louis, Brownsville and Mexico Railroad merged into the Missouri Pacific Railroad Company.

**Early 1960s:** Relocation of the district office of Humble Oil and Refining Company (now Exxon Company, U.S.A.) to Kingsville.

- To involve local citizens in the decision-making process and reach consensus on the future vision for Kingsville and its ongoing development; and
- To develop annual work programs and improvement priorities consistent with the Master Plan.

## Plan Development

To facilitate the process of updating its master plan, the City of Kingsville in early 2007 engaged a community planning consultant and appointed a broadly-representative Master Plan Advisory Committee to work with City officials, staff, and residents. Over the course of roughly a one-year period, a variety of public outreach and involvement activities were conducted, background studies were completed, and individual elements of the plan were drafted, reviewed, and refined to arrive at an overall draft plan document for public and official consideration.

The resulting plan contains the following chapters:

- **Chapter 1, Introduction & Vision.** This chapter explains the purpose of planning and the value that will be accrued from undertaking a master planning process in Kingsville and its extra-territorial planning area. It also documents the public participation activities that served as the foundation of the planning process, leading to a consensus Vision Statement from which the plan's goals and policies all flow.
- **Chapter 2, Growth Capacity.** This chapter outlines methods by which the community can effectively manage its future development in a wise and fiscally responsible manner. It includes an assessment of the City's utility infrastructure and public service capacities, both for serving today's community, as well as future development and population. It then outlines policies regarding how the City intends to accommodate growth and new development to ensure efficient land and roadway network utilization, orderly extension of public services, and achievement of a desired urban form and character over the coming decades. Tools are also provided for more accurately weighing the benefits and costs of new development and potential annexation activity by the City and to ensure that Kingsville does not

overestimate – through its future land use plan – the likely amount of nonresidential development the local market can support.

- **Chapter 3, Community Character.** This chapter provides a vision for the future physical development of Kingsville and preferred growth areas in its extra-territorial jurisdiction. The purpose of this chapter is to establish the necessary policy guidance that will enable sound decision making about the compatibility and appropriateness of individual developments within the context of the larger community. The land use plan will serve as the City's policy for directing ongoing development. It will also assist in managing future growth, preserving valued areas and lands, and protecting the integrity of neighborhoods, while also safeguarding and enhancing community image and aesthetics. A sub-category of this chapter will be devoted to environmental resource preservation. This entails an analysis of existing land use regulations to prepare future development policies and strategies that will protect the natural environment.
- **Chapter 4, Transportation.** This chapter addresses community-wide mobility needs on all levels, from sidewalks and trails, to local streets and neighborhood access, to arterial roadways and highways, and to public transit and freight movement. This plan element includes an updated Thoroughfare Plan, which is the long-term plan for orderly development of an overall system of roadways for the City and its planning area. This long-range transportation plan is to be used as a guide for securing rights-of-way and upgrading and extending the network of arterial and collector roads and highways in an efficient manner. This should be done concurrent with ongoing development and consistent with the urban form and community character objectives contained in the Land Use and Community Character element. Implementation measures will also be incorporated by identifying subdivision ordinance standards that can be updated to ensure that adequate transportation facilities are present in new development.
- **Chapter 5, Parks and Recreation.** This chapter inventories existing park and recreation resources before completing an analysis of the existing system. Based upon the existing deficiencies and future needs, future park service areas will be listed as improvement needs. Special attention will be given to corridors, gateways, or key areas of the community that will benefit from open space preservation. This list of improvements will be valuable as the City and County budget capital funds for parks and recreation maintenance and expansion projects.
- **Chapter 6, Economic Development.** This chapter provides a set of strategies for both strengthening and diversifying the economy, focusing on Kingsville's need for more downtown investment and commercial redevelopment, quality jobs creation, diversified housing, and education initiatives. It includes an economic assessment and outlines ways to support and retain existing businesses, attract and grow new job-creating businesses, and train the community's workforce for current and future labor needs – all

1970: Population: 28,711.

1985: Exxon closes district office. Enrollment declines as university and population growth slows.

1985: Population: 29,949.

1990: Population: 25,276.

1993: Texas A&I becomes Texas A&M University at Kingsville.

2000: Population: 25,575.



with a view toward achieving improved livability. This chapter is also integrated with the rest of the plan by highlighting the importance to economic development of adequate public facilities and services; available, affordable, adequate, accessible, and quality housing; and a quality, sustainable living environment for all residents of the community.

- **Chapter 7, Implementation.** This final chapter utilizes the recommendations of the individual plan elements to consolidate an overall strategy for executing the master plan, particularly for the highest-priority initiatives that will be first on the community’s action agenda. Specific tasks are cited which must be accomplished to achieve the community’s vision and goals. This chapter also outlines the organizational structure necessary to implement the plan effectively, including roles and responsibilities, and establishes a process for annual and periodic appraisal of plan implementation efforts and necessary updating of the plan.

The plan development process provided various opportunities for citizens and community leaders to participate in planning for the City's future and have their individual concerns heard and taken into account. The issues and comments received through this process, as well as observations of the community planning consultant, are woven throughout this plan document in the form of issue summaries, goal and objective statements, and specific recommendations for action.

The MPAC reviewed, discussed, and provided input to each of the plan elements, with additional input from various community stakeholders. Upon incremental review of all seven chapters, the Advisory Committee made a recommendation for plan acceptance and adoption. Following a joint workshop between City Commission and the Planning and Zoning Commission to consider plan implementation priorities, plan adoption occurred after a City Commission public hearing on the final proposed plan.



### **Community Vision**

Kingsville's Vision is a dynamic community that supports its local businesses, institutions, tourism and economic drivers including the King Ranch, Texas A&M University, the Naval Air Station and School District; maintains its "small-town" character, charming downtown, and ranching heritage; and enhances local quality of life through economic development initiatives, attractive corridors and developments, diversified and appropriate housing options, and quality parks and recreation amenities.



# 2

# Growth Capacity

CHAPTER

Kingsville Master Plan

In order for Kingsville to realize the future envisioned by its residents and leaders, it must have a balanced strategy for achieving economic growth, while guiding development in a pattern that is fiscally responsible. Doing so will require preparedness and pro-activeness, both in terms of its advanced facility planning and future growth management. This element establishes a policy framework that is designed to guide decisions relating to timely extension of adequate infrastructure, provision of quality municipal services, and a logical sequencing of future development.

## Purpose

Many communities across Texas and the United States are dealing with the negative impacts of sprawl and growth that is not managed or adequately planned for, which has often resulted in inefficient development in areas that lack adequate street infrastructure, utilities and other services like parks, trails, and police and fire protection. Kingsville is different from other communities in that growth is naturally constrained by a number of factors as shown on Figure 2.1, Development Considerations, including the King Ranch to the north and west and the Naval Air Station to the east. As a result of these constraints and limited utility extensions, for the most part, growth has not been occurring in a sprawling fashion (although the community is starting to see the beginning signs of sprawl with new development occurring along the US 77 corridor and to the southeast of the community). While this is a positive for the community from a growth management perspective in that they are not having to deal with the negative impacts of sprawl and resulting constraints placed on the infrastructure system, growth and economic development have been hindered partly due to the lack of utility extensions in developing areas in the City limits including along the US 77 corridor.





The purpose of this chapter is to evaluate and compare the anticipated infrastructure and facility needs against future growth and provide direction in managing it in a fiscally responsible manner. In coordination with the land use and economic development tasks, this element identifies recommendations and policies that direct growth in a responsible and sequential manner to ensure the long-term sustainability of the community. The plan proposes to direct growth to areas where utilities and infrastructure are readily available and to targeted “growth areas” that are logical for development and where utilities can be extended without overburdening City infrastructure.

In addition to analyzing the City’s capacity to support future changes in population or shifts in its land use pattern, this chapter also establishes a policy framework for managing future development in a manner that is wise and fiscally responsible. Without a proactive stance to ensure that development occurs in a logical and sequential pattern, it will continue to be driven solely by market forces, which will not necessarily occur in a manner that can be efficiently served with adequate public facilities and services.

## Issues and Opportunities

Through the plan development process, a number of issues and concerns were expressed related to growth capacity in the community. These discussions formed the basis of the following issue statements, along with analysis of existing conditions and examination of expected future growth trends. These statements bring focus to this plan regarding the community’s values, expectations, and priorities for growth capacity in Kingsville. Following the identification of the key issues is a set of community goals and discussion of necessary implementation steps.

### Adequate Capacity and Provision of Quality Infrastructure

The City of Kingsville is, overall, in good shape with regards to utilities. With recent upgrades to the Wastewater Treatment Plant and two sources of water available, the City has adequate water and sewer capacity to accommodate future growth in the community. While capacity exists to handle future growth, water and sewer infrastructure is not readily available throughout the City limits, with gaps in service occurring to the east and south of the urban core. Utilities have been extended to some recent developments to the southeast of the community. Future extension of utilities should be done in a logical and sequential fashion so as to not overburden the City’s fiscal resources and capability for providing services while, at the same time, supporting its economic development objectives by providing the necessary infrastructure for new business development. While providing infrastructure to new

**Wastewater Treatment Plant**  
*Current Capacity:*  
 North Plant: 3.0 MGD  
 South Plant: 1.0 MGD

*Average Daily Flow:*  
 North Plant: 1.8 MGD  
 South Plant: 0.5 MGD

**Water**  
*Current Capacity*  
 Total: 12.1 MGD  
 Wells: 5.6 MGD  
 Surface: 6.5 MGD

*Projected Capacity 2008*  
 14.4 MGD

*Storage Capacity*  
 Current: 9.5 MG  
 Projected (2008): 9.7 MG

*Average Water Consumption*  
 3.8 MGD

A common problem of municipal wastewater infrastructure systems, particularly resulting from aging infrastructure (pipes, valves, and manholes) is the inflow and infiltration (I/I) of stormwater into the sanitary sewer lines. The most significant impact associated with I/I problems is the burden placed on the WWTP to treat increased volumes of wastewater.

developments is a priority, updating and maintaining the existing system is also important for the community. Key issues related to the provision of quality infrastructure include:

- adequate water and wastewater treatment plant capacity and water supply to accommodate growth over the next 20 years;
- updating aging infrastructure; and
- addressing inflow and infiltration of stormwater into the sanitary sewer system.

### Managed Growth

The intent of many of the policies and principles outlined in this plan is to encourage compact and efficient development patterns, thereby minimizing fiscal impacts caused by outward, sprawling development patterns. For Kingsville, sprawl is not a substantive issue at the present time, although the community is starting to see the beginning signs of it at a small scale with new commercial development moving away from the core of town to the US 77 corridor and new residential developments beginning to emerge in the southern part of the City. Nonetheless, it is important for this plan to anticipate the pattern of future growth and to put the necessary policy guidance in place to effectively manage it. Through advanced planning, an opportunity exists to ensure new development occurs in an orderly and fiscally responsible manner through subdivision and zoning regulations and annexation. Managed growth involves ensuring a sequential pattern of development and promoting development patterns that encourage the efficient use of resources. Given the number of constraints to development in the community as shown in Figure 2.1, including the King Ranch and the air installation compatibility use zone (AICUZ), the majority of future growth will have to be accommodated in the southeast and southwest part of town and along Highway 77. The most efficient pattern of growth for the community will be growth that occurs sequentially from the developed areas that is closely coordinated and timed to occur concurrent with adequate service provision. Haphazard development that occurs in an unplanned and uncontrolled manner is inefficient and undesirable. Rather, the community must establish its growth sequencing plan, which provides guidance to the capital improvements facilities plans.

Key Planning considerations include:

- maximizing efficiency and the sustainable uses of resources through compact development and promotion of infill development, adaptive reuse of under-utilized structures, and redevelopment.

According to the projected future population, assuming similar ratios to that of the current land use, there will be a need for an additional 222 to 768 acres of land use for single-family development.

Land Use	Current Acreage	Year 2030 additional acreage
Single-Family	2,143	222-768
Multi-Family	178	19-66
Commercial	600	64-221
Industrial	17	2-6

*Note: Figures are based on the population projections provided in Chapter 1. Population projections for Kingsville range from 28,000 to 35,000.*





- growth management strategy that identifies areas of development for the next 5, 10, 15 and 20 years to accommodate the targeted population of 28,000 to 35,000 people in the Year 2030.
- extension of utilities to targeted growth areas.
- annexation of areas to meet long-term growth needs and preserve surrounding areas. While there is vacant land available within the City limits to accommodate immediate future growth in Kingsville, annexation should be strategically planned and undertaken in a staged fashion to accommodate or exercise authority over premature future growth and preserve surrounding areas from inappropriate development.

### Provision of Adequate Public Services

As growth occurs, the organization and administration of the police and fire departments must commensurately change to accommodate increased calls and demands for expanded service. This change will warrant additional space, equipment, and facility needs. In addition to public safety services, the City's administration will also require additional staff and space.

## Goals and Recommendations

### Adequate Capacity and Provision of Quality Infrastructure

#### *Goals:*

- **Adequate and efficient provision of infrastructure including water and wastewater facilities to accommodate growth and economic development objectives of the community over the next 20 years.**
- **Logical sequencing and timely provision of adequate public facilities and services.**

#### *Recommendations:*

#### **Development patterns that encourage the efficient use of resources**

1. Amend the zoning ordinance to incorporate density bonuses for cluster (50 percent open space), conservation (75 percent open space), and preservation (90 percent open space) development, which, in effect, leaves portions of developments undisturbed; allows overland conveyance of stormwater; reduces the buildable area and, hence, impervious cover; increases aquifer recharge; and allows development of otherwise sensitive lands. The subdivision regulations must also be amended so as to allow for this type of development.

2. Establish incentives for infill development, such as density bonuses if certain performance standards are met. For instance, increased density may be allowed for accomplishing community objectives such as a minimum open space ratio, preservation of trees, conservation of natural resources, sensitivity to adjacent uses, heightened development standards, inclusion of amenities such as parks, trails, and attractions, and any other standards of development that are important to the community.
3. Overcome the constraints to development or redevelopment of areas within the City limits, including common issues that cause difficulty for building on infill sites such as alleviating flooding, provision of street and utility infrastructure, and strict compliance with flood detention requirements, on-site parking, and other dimensional provisions. Requirements pertaining to setbacks, lot coverage, and building height may need to be relaxed or overcome through other performance standards to allow feasible development of constrained sites.
4. Establish a formalized annual rehabilitation and replacement program for the water distribution and wastewater collection systems within the well-established areas of the community so as to enable infill development and/or redevelopment.
5. Meet with property owners within the established areas, as well as with developers, to identify the constraints to infill development. Subsequently, amend the zoning and subdivision ordinances and vary other standards and requirements so as to mitigate the obstacles.
6. Create and adopt infill development standards concerning density, intensity, and other dimensional requirements to maintain a consistent character with adjacent existing development. Of particular importance within many of the older, historic areas is to ensure that the architecture and materials are consistent with those in the immediate neighborhood. For instance, a brick building is not appropriate or desirable in an area with lap siding.
7. Adopt a policy regarding the provisions of infrastructure to candidate infill development sites. Extend adequate infrastructure to serve infill development sites. Finally, prioritize capital projects that will benefit undeveloped sites that will increase density and the efficiency of the infrastructure system.

#### **Maintenance and rehabilitation of existing system**

1. Prepare a wastewater master plan to identify necessary equipment upgrades and improvements to existing infrastructure. While capacity at both of the wastewater treatment plants is sufficient to support growth during the time horizon of this plan, aging infrastructure and inflow and infiltration (I/I) is a problem for the City. The wastewater master plan would identify improvements to aging infrastructure, as well as establish threshold growth figures that the overall system could support and when new or expansion of current facilities should be considered.
2. Upon completion of a Wastewater Master Plan, incorporate its recommendations into a five-year capital improvement program, including replacement of infrastructure based upon a priority ranking system. Continue to regularly upgrade and replace aging and failing wastewater collection lines and lift stations.



3. Prepare a water master plan that would evaluate and identify future needs and improvements related to water supply, treatment facilities, storage, and distribution systems.
4. Prepare a master drainage study based upon the future land use plan (refer to Chapter 3, Community Character) and current drainage conditions to identify necessary structural and non-structural improvements to the drainage infrastructure to eliminate the flooding of structures and residential properties and to solve overflow conditions on many of the streets.
5. Amend the zoning ordinance to better control building and impervious cover and the ratio of open space (residential) and landscape surface (nonresidential). Incorporate offsetting incentives for development clustering and increased floor area ratios.

#### **Extension of utilities to targeted growth areas**

Options for utility extensions include Capital Improvements Program, Impact Fees & Improvement Districts.

##### *Capital Improvements Program*

1. The City should use its Capital Improvements Program (CIP) to direct infrastructure improvements to the areas where development is most desired. It should direct its improvements to under-served areas within the City limits as the highest priority, followed by the areas immediately adjacent to the City limits. Such an approach will encourage a logical sequencing of development contiguous with existing development. Provision of municipal infrastructure beyond the City limits should be in strict accordance with adopted City policy and should be handled through a development agreement where the City may establish a condition for timely annexation and enact certain development controls.
2. The City should prepare a cost-benefit analysis to see if the projected revenue from proposed developments exceeds the cost of extending utilities. Such an analysis would allow alternative developments to be tested as to whether the projected revenues offset the required expenditures for provision and ongoing maintenance of infrastructure. This would allow the City to educate itself about the costs associated with increased development, and particularly those requiring substantial public investment, and subsequently make informed decisions as to the feasibility of extending utilities.
3. In addition to coordinating CIP projects to occur in a manner so as to direct the pattern of future community growth, it should also be used to ensure that there are adequate facilities and infrastructure within the established areas of the City. Doing so requires an ongoing program of annual rehabilitation and replacement for the water distribution and wastewater collection systems. Street and sidewalk improvements should also occur within the main body of the City as the highest priority, with an outward progression from the central City.

**Impact Fees**

1. Adopt impact fees for water and wastewater improvements. New development must pay its fair share for drainage, roadways, water and sewer infrastructure, and parks that become necessary as a result of the new development. The principles of fiscal responsibility and stewardship upon which this plan is based support adoption of impact fees, provided that they comply with the law in that:
  - a. they are *fair and proportionate* to the demands created by the new development;
  - b. they are used for projects that *serve new development*; and
  - c. they are used in a *timely* manner.

In many jurisdictions, fair share impact fees are used to compensate developers who provide oversized infrastructure as new users connect to the system.

It is recommended to provide a flexible mechanism for reducing impact fees for justifiable projects that serve an identified public need, such as affordable housing.

2. Implement a fair program for funding capital improvements.
  - a. If impact fees for water connections are adopted, include a credit for developer-installed water line loops.
  - b. If development occurs in areas that are distant from water and sewer lines, enter into development agreements to oversize the lines to accommodate future development. Use impact fees collected from intervening properties to pay back the developer as new development connects to the system.

**Improvement Districts**

1. Evaluate the feasibility of establishing an improvement district to fund infrastructure improvements in targeted growth areas in the community. Improvement districts may be created to fund infrastructure improvements by special assessment against the property owners who principally benefit from them in fair proportion to the level of their benefit. Improvement districts are run by the governmental unit that creates them. See § 372.003(a), TLGC. They have the power to impose a special assessment, but not to tax.

**Improvement Districts**

**Purpose:** To fund public improvements and programs by assessing those land owners who benefit from them.

**Strengths:** Those who pay special assessments are those who directly benefit from the improvements funded by them; improvement districts are administered by the governmental unit that formed them.

**Weaknesses:** Potentially lengthy process for improvement district formation.

**Managed Growth**

**Goals:**

- A well managed pattern of development that is fiscally responsible.
- Adequate infrastructure provision concurrent with new development.
- Logical extension of corporate limits.
- Protection of sensitive areas including floodplains, wetlands, agriculture areas, and land within the AICUZ.



### *Recommendations:*

#### *Adequate provision of facilities to guide the timing and sequencing of future development*

1. In coordination with the land use plan and zoning map, prepare a growth sequencing plan that determines the requisite future growth area that is appropriate and adequate to accommodate development to the Years 2015, 2020, and 2025. This area is where capital improvements and services should be directed.
2. Evaluate the City's capital improvement program and annual capital plan against the growth sequencing plan to ensure utility extensions and capacity improvement projects are consistent with the defined growth area. The capital improvement program and capital plan should be prioritized in accordance with the sequencing and timing of development.
3. Utilize the provision of facilities and services to guide the timing and sequencing of future development. Utilize the Growth Sequencing Plan in prioritizing capital infrastructure improvements, thereby using capital investment to direct future development. The City should direct its improvements to under-served areas within the City limits as the highest priority, followed by the areas immediately adjacent to the City limits.

#### *Staged annexation strategy to accommodate future growth and development and protect surrounding areas*

1. Develop an annexation plan to strategically annex land in advance of development. Generally new development should occur on vacant parcels within the City limits before significant territory is annexed. This will allow maximum efficiency of existing infrastructure. The annexation plan should be based on the growth sequencing plan.
2. Utilize annexation as a growth management strategy to protect surrounding areas through promoting or discouraging, as appropriate, development in key areas. The City could employ growth management measures (Agriculture zoning) in areas the City annexes for their strategic, long-term significance rather than for purposes of promoting and directing near-term urban development, to prevent premature and inappropriate development in such areas.

#### Annexation and Extension of Services

Through annexation, the City is able to impose its land development regulations – particularly its zoning regulations – which provides an essential growth management tool to implement the Comprehensive Plan. Annexation also extends the City's ETJ, enabling it to regulate the subdivision and development of land over a larger area. However, Texas annexation statutes also mandate stringent requirements for extending services to newly-annexed areas in a timely and adequate manner, which must be comparable to pre-existing services and service levels in similar incorporated areas.

State statutes dictate the minimum level of service that municipalities must extend to annexed areas. Significantly, State law does "not require that a uniform level of full municipal services be provided to each area of the municipality if different characteristics of topography, land use, and population density constitute a sufficient basis for providing different levels of service." Therefore, to the extent that Kingsville's current City limits include areas with minimal public services, for the reasons cited by State law, the City can annex territory with similar characteristics and, likewise, provide a minimal (rural) level of service.

3. Coordinate the long-term capital improvement plan with the annexation plan to ensure the availability and capacity of “full municipal services”<sup>1</sup> within two and one-half years from the date of annexation.
4. Develop a fiscal impact model to assess the feasibility of providing “full municipal services” and weigh them against the anticipated revenues of each annexation proposal.

*Compatible pattern of development within the AICUZ (refer to Chapter 3 – Land Use for further details and recommendations)*

1. Adopt specific land use controls for areas within the limits of the Air Installation Compatibility Use Zone (AICUZ), consistent with the land use recommendations of the Joint Land Use Study (JLUS), as amended from time to time.
2. Determine the feasibility of annexing land adjacent to the Naval Air Station (land in the AICUZ) to gain greater control over development and land use in this area and ensure uses are compatible with base operations.
3. As an alternative to the above recommendation, consider creating a joint airport zoning board with Kleberg County and adopting a Compatible Land Use and Hazard Zoning Ordinance for the NAS to control uses within the AICUZ influence area. This would be a more appropriate alternative as it would allow land use control within the entire AICUZ.
4. Revise the subdivision regulations and associated public facility standards to limit development within the AICUZ influence area.
5. Consider expanding the City’s ETJ to include the entire AICUZ influence area in the ETJ through strategic annexations.

Due to its local economic impact and influence on development, the long-term viability of the NAS is important to the community. Periodically, the United States Department of Defense (DoD) conducts their Base Realignment and Closure (BRAC) review. The criteria used by the DoD in making a recommendation for closure or reallocation of military installations includes as its second highest criterion the “availability and condition of land, facilities, and associated airspace at both existing and potential receiving locations,” which relates to the protection of its airspace from encroaching incompatible development. Therefore, protecting the base and its operations from encroachment is a significant issue for the community in its future land use planning and is important to safeguard the long-term operating capacities of the NAS.

<sup>1</sup> “Full municipal services” include police and fire protection; emergency medical services; solid waste collection; and operation and maintenance of streets and street lights, park and any other publicly-owned facility, building or service. Section 43.056(b), Texas Local Government Code.



### Growth Strategy and Policies

#### Infill Development (current urban area)

- Development should be encouraged first within the City Limits and secondly, in contiguous areas where infrastructure is readily available.
- Any current deficiencies or constraints of utility provision should be addressed as a priority.
- Constraints to infill and adaptive reuse should be overcome.

#### Growth Area (area needed to accommodate the 2030 population)

- Capital improvements should be concentrated within this area, subsequent to maximizing the potential for infill and redevelopment.
- Water and sewer should be extended consistent with the City's growth plan.
- Parks, solid waste collection, police and fire protection, and emergency services must be provided concurrent with new development.

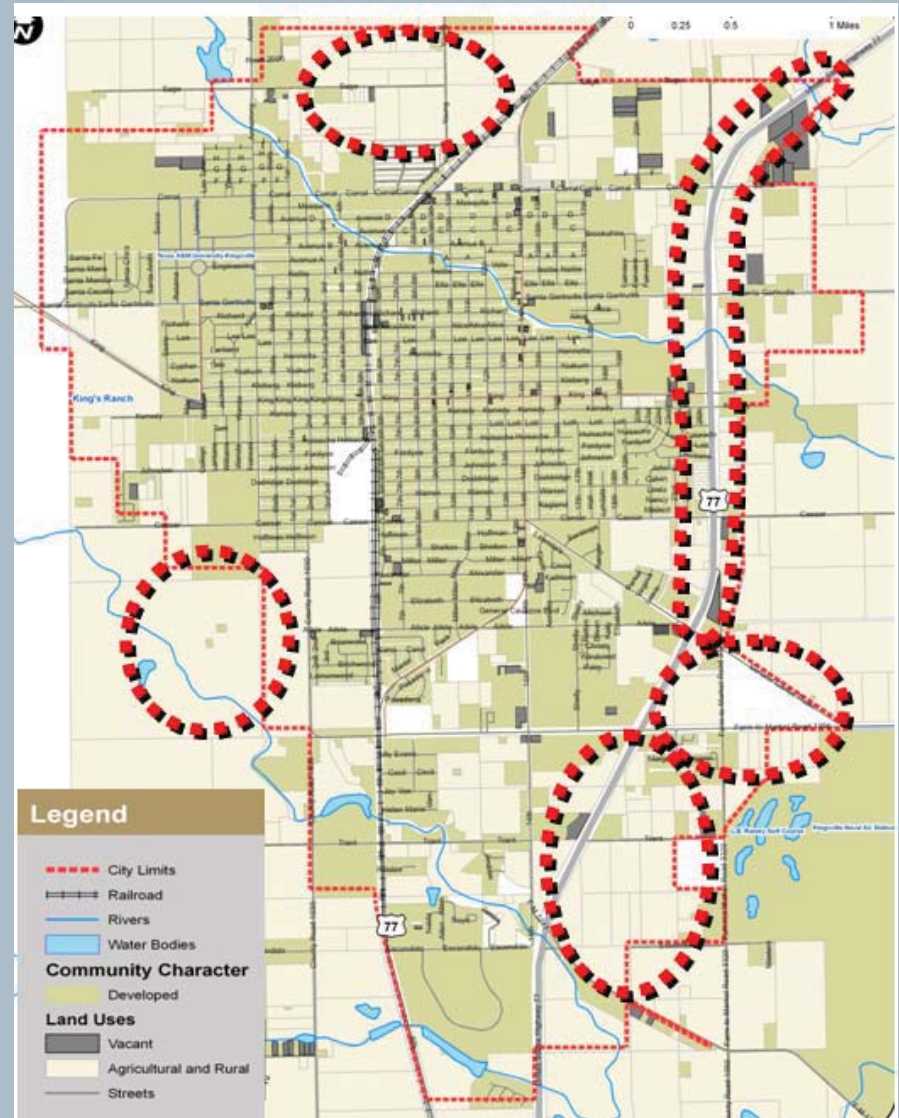
#### Future Growth Areas (Area beyond 2030 growth area) This area would be designated as rural or agriculture on the land use plan, but may be designated to accommodate more intensive development in the future)

- Public infrastructure should not be extended to this area until there is a net fiscal benefit for doing so.
- The City should be proactive to gain control of the pattern, type, and scale of development, consistent with the vision and policies of this plan.

#### Natural Resource/Development Constraint Areas (see Figure 2.1)

- Development should be restricted to a use and density that preserves existing character.
- Preservation of natural areas should be maximized through planned and clustered development.
- Incentives such as density bonuses should be provided to protect sensitive lands and resources.
- Development within wetlands should be avoided through planned and clustered development techniques.
- Development within the AICUZ should be compatible with uses recommended in the Joint Land Use Study.

### Growth Areas



Development should be directed first to vacant areas where utilities are available, then to key "growth areas" in the City limits where utilities should be extended, followed by areas contiguous to the City limits.



## Provision of Adequate Public Facilities

### Goals:

- Provision of adequate public services including fire and police protection.
- Ongoing support for the needs of the Police and Fire Departments to ensure adequate protection of the population.
- Adequate City staff and service levels to accommodate the existing and future population.
- Adequate facilities for City Administration and other civic purposes.

### Recommendations:

1. Prepare annual estimates of the daily population and review and adjust police and fire staffing needs as necessary and warranted. As the City grows, consider adjusting staffing needs for police officers to 2.5 per 1,000 persons.
2. Plan and budget for additional police staffing needs (and the requisite vehicles, equipment, and facilities) to meet the current and future needs based on a standard of 2 officers per 1,000 persons as shown in **Table 2.1, Police Department Staffing Needs**.
3. Identify and acquire a site for a police substation to the southeast of the City to accommodate future development.
4. Plan and budget for additional fire staffing needs to meet the current and future needs based on NFPA recommendations as shown in **Table 2.2, Fire Department Staffing Needs**.
5. Identify and acquire a site for a third fire station in the southeast part of the City.

**Table 2.1 Police Department Staffing Needs**

Year	Daily Population	2 officers per 1,000 persons	Surplus/ (Deficiency)
2000	25,575	51	(4)
2030	28,347	57	(10)

#### Stated Needs Include:

Multi-purpose facility which would include storage area, hydraulic lift for searching vehicles, a classroom/workout area, a radio/electrical repair bench.

Enclosed facility for seized vehicles. This facility would need to be paved and should include CCTV Cameras.

CCTV camera installation throughout the facility.

**Table 2.2 Fire Department Staffing Needs**

Year	Firefighters	Surplus/ (Deficiency)
Current	30	-
NRPA	75	(45)

#### Stated Needs Include:

Third fire station on southeast part of the City.

Replacement of three ambulances.

Increased staffing to come closer to complying with NFPA recommendations (currently one ambulance, one rescue truck, one brush truck and an aerial ladder truck are not staffed).



6. Evaluate the current City staff and service levels against the current population and make any necessary adjustments to ensure adequate service levels. The City currently has approximately 267 employees, some of which are joint positions with the County. It is recommended that the City prepare a Staffing Plan which would evaluate the efficiency and process of the current staff and administration, identify missing resources, and make recommendations to improve efficiency and service levels.
7. Prepare a facilities plan that evaluates current and future space requirements and organization for City administration and other City functions. Currently, City functions are housed in different buildings. As mentioned in Chapter 3, Community Character, the City should consider consolidating its departments in one building or a series of buildings in close proximity to each other, preferably in the downtown area. The City should start to identify vacant properties and buildings in the downtown area that would be suitable for expansion or new development of a facility.

## Annexation

As a general policy statement, annexation should occur prior to or concurrent with development to properly plan for and coordinate the extension of adequate public facilities and services. The following policies should be considered in guiding the City's decisions for annexation:

### Policies

- Annexation should occur in compliance with the policies of this plan.
- The long-term pattern of growth should be managed in a fiscally responsible manner, while balancing market demands and economic development objectives.
- Future growth should be coordinated with infrastructure and public service investments such that the pattern and timing of development occurs in a fiscally responsible manner.
- Criteria should be established to consider the suitability and fiscal benefits of annexation.
- Prepare and maintain an annexation plan and associated service planning for gradual expansion of the City limits and extension of facilities and public services, where determined feasible and beneficial.
- To maximize the efficiency of the existing infrastructure, growth should first be directed toward vacant lots and under-utilized lands before the growth area is considered for annexation.
- Capital facilities and public services should be committed in accordance with the City's growth plan.

Home Rule cities, in any given year, may annex acreage equal to 10 percent of their current incorporated area. If the city does not annex any territory, the acreage allowance may be carried forward and combined with the 10 percent allotment for the next year. This cumulative acreage amount is capped at 30 percent of the city's existing geographic area.

- Fiscal impact analyses should be used to assess the projected costs of providing public services and weigh them against the anticipated revenues of each annexation and development proposal. The intangible benefits of annexation, such as the ability to impose the City's zoning authority, should also be closely evaluated.
- Where short-term annexation is not feasible, the City should consider negotiated agreements in lieu of annexation to provide for interim service arrangements, cost-sharing or fee mechanisms, and adherence to the City's development standards.

### Criteria

- The subject parcel is within the designated growth area.
- The land requested for annexation is certified to be within the City's utility service area, with proven feasibility of efficiently extending water and sewer mains.
- The land may be adequately served by municipal police, fire, emergency medical services, and maintenance of roads, street lights, parks, and any publicly-owned facility, building, or service in accordance with the "full municipal services" provisions of State law.
- All public improvements necessary to serve the annexed area will be constructed and financed in accordance with City standards and policies.
- As determined by the City, the actual financial impact for providing police, fire, road maintenance, and other public improvements is favorable to the tax base and sufficiently offsets the necessary costs.



# 3

CHAPTER

# Community Character

Kingsville Master Plan

Residents articulated their desire to see the integrity of existing neighborhoods maintained and the development of more housing options in traditional neighborhoods; provision of quality, affordable housing; preservation of open space; protection of environmental resources; enhancement of the historic downtown center and the adjacent residential areas; and attractive and functional corridors and districts. The goal of this element is, therefore, to translate these values into strategies to achieve tangible results and the preferred development outcomes. This may be accomplished through a series of recommended programs, initiatives, ordinances, and projects, as well as through implementation of the Future Land Use Plan, which visually portrays the intended pattern and character of future development.

## Purpose

The purpose of this element is to establish the necessary policy guidance that enables the City to plan effectively for future growth, development, and redevelopment. Sound planning is essential to ensure that the community is not only prepared for serving anticipated infrastructure needs, but also for preserving community character. Ensuring high quality development is as critical as providing the subterranean pipes and connecting streets.



The concepts of land use and community character are integral to other components of the Master Plan. For instance, the transportation network provides access to land, which influences the type and density of development. The provision or lack of utilities can also dictate the amount, location, and timing of development. Design and development character impact community aesthetics and, thus, the perceptions held by area residents and those considering investment in the community. Proximity to public facilities can impact public health and safety at specific locations and, as a result, impact the development potential of an area.

### Community Character

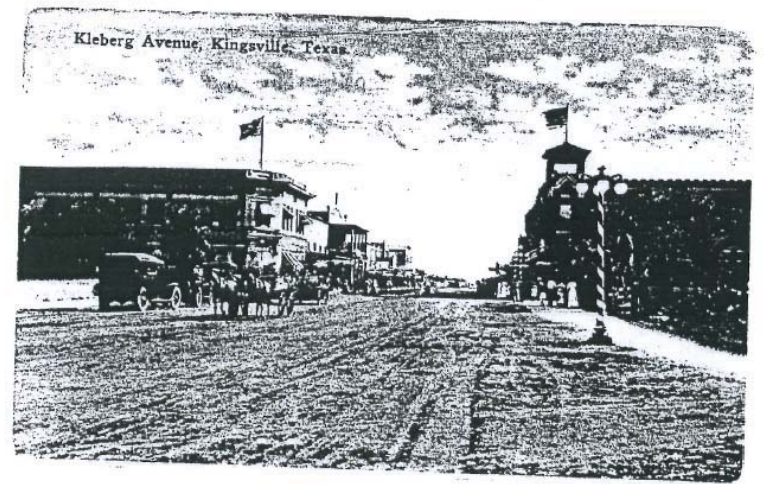
Community character relates to the use of land, but, more importantly, translates to the design characteristics that influence the “look and feel” of development. Instead of simply identifying the land use, such as single-family residential, a determination of an area’s community character more distinctly defines the intensity of development and the dimensional attributes that contribute to its character and appeal. For instance, a traditional neighborhood with a grid street pattern, streets with ditches rather than curb and gutter, regular-sized lots, and mature trees is distinctly different in character than a contemporary subdivision with curvilinear streets with curb and gutter, cul-de-sacs, parks and greenways, and newly planted trees, even though both are single-family residential in use.

Therefore, character districts better portray the intended outcomes of development, which offers assurance to neighboring property owners and allows quantification of the associated development impacts (population density, traffic generation, water and wastewater demands, etc.). Examined in this chapter is the generalized use of land, as well as its character, which relates to such factors as density (generally determined by lot and building size), intensity (floor area or building coverage), ratios of open space and impervious cover, and the amount of vegetation or volume of landscaping.

### Areas of Focus: Goals and Recommendations

The focus areas summarized below are based on the input received from small group interviews in May 2007 and the facilitated break-out sessions held during the Citizens’ Congress in June 2007. Participants’ comments formed these issue statements, which are the foundation of the corresponding goals and recommendations.

KINGSVILLE HAS A LONG HISTORY OF COMMUNITY CHARACTER



To protect and enhance the character of Kingsville, this plan articulates the land development components and design elements that will contribute to its “small-town” character. Once the plan establishes the overall policies and strategies, the zoning ordinance and subdivision regulations will need to be amended to ensure development occurs in a manner that is consistent with the directions of this plan and, more importantly, the vision of the community.

## General Policies

This plan is intended to provide a policy framework that guides development and redevelopment in a manner that will positively contribute to the community's character and, hence, economic development, environmental sensitivity, and livability. Well-managed and orderly development also leads to more effective use of limited public funds in providing adequate public services and needed capital improvements.

The following general policy statements indicate the City's intentions for managing its future growth and development character. These policies reflect the future vision of the community and its desired land use pattern. They will serve to guide decision-making by City staff, the Planning & Zoning Commission, and City Commission as they implement this Master Plan.

1. The City should encourage new development and significant redevelopment where adequate public services and utility capacity are already in place or projected for improvement.
2. Development should occur first on vacant infill areas and/or areas contiguous to existing development and then sequentially outward as adequate facilities become available.
3. Development patterns should provide appropriate transitions and buffering between differing land use intensities. Where developments of incompatible intensities abut, there should be adequate landscaping to separate them.
4. Residential areas should not be situated next to intense nonresidential uses without provisions for increased separation and buffering. Less intense nonresidential development may be appropriate next to residential development with regulatory performance standards to mitigate adverse impacts.
5. Neighborhoods should be designed with a variety of housing types and sizes, thereby offering affordable living options.
6. Development form should be such that neighborhoods are highly walkable, meaning there is a mixture of uses within convenient distance so that automobiles are not essential for relatively short trips. Appropriate standards should be adopted that ensure the compatibility and visual cohesiveness of mixed-use development, with provisions for buffering and impact mitigation.
7. New development or redevelopment on "infill" parcels should maintain compatibility with existing uses and the prevailing character of the area.
8. Development should not occur within floodplains unless there is compliance with stringent floodplain management practices.
9. Areas of historic value should be maintained and enhanced in accordance with preservation guidelines and development standards.



10. Multiple-family housing should be developed at a density and scale that is compatible with the surrounding neighborhood and available utilities and roadway capacity. Larger multi-family developments should be located on sites with adequate space for off-street parking, accessory structures, and recreational activity and toward the edge of single-family residential areas where higher traffic levels and taller building heights can be better accommodated.
11. Uses that commonly have moderate- to large-scale assemblies of people such as churches, schools, membership organizations, and other institutions should be appropriately located on adequate-size parcels. They should provide sufficient space to accommodate the off-street parking and accessory needs. Such uses should be located so as to minimize any adverse or undue significant burden on adjacent or adjoining land uses, as well as that portion of the street network.
12. Commercial development should be concentrated in nodes at major intersections and along major streets, as opposed to scattered areas and/or “strip” development. This encourages more integrated, pedestrian-oriented commercial settings and is safer and more efficient.
13. Smaller-scale neighborhood commercial development should be located at intersections of collector and arterial streets and at the edge of logical neighborhoods – or within neighborhoods where suitable and convenient.
14. Industrial activities should be conducted within enclosed structures, whenever possible, and outdoor activities and/or storage should be properly screened from public view.
15. Less intensive industrial and intensive commercial development should be encouraged in high-quality business park settings (e.g., master-planned design, enhanced building exteriors, increased landscaping and amenities, and more open space).
16. Redevelopment of past industrial or “brownfield” sites should respect the character of surrounding development, with adequate precautions to prevent undue impact. Where feasible, consideration should be given for reuse as public open space.
17. Particular emphasis should be given to the enhancement of community entrances by creating “signature gateways.”
18. Space should be maintained adjacent to each significant natural drainage course to facilitate future development of walkways and trails. Maintenance of the ditches also requires additional open space along drainageways.

### Sustaining Small-Town Character

Until recently, Kingsville has consisted mainly of a compact network of neighborhoods situated at the crossroads of Business 77 and King Avenue. Over the years, the City has grown to 14 square miles and has a population exceeding 25,000 residents. The economic engines of the University, Naval Air Station, and local industry will continue to contribute long-term population growth and the development of new subdivisions. This changes the once rural landscape – for good. To ensure high quality development, Kingsville must take a proactive stance



to maintain its desirable qualities. Otherwise, the highly valued small-town character will give way to becoming an edgeless city suburb. The early signs of this transition are starting to appear with new growth occurring on the southern fringe of the City.

Through the course of community input, it became clear that residents are willing to embrace growth as long as it does not compromise quality of life. Citizens treasure those features that make Kingsville an attractive living environment, those being: a compact community form, smaller-scale development, significant open spaces, access to hunting and fishing, highly livable neighborhoods, an historic downtown, and distinct separation from the Corpus Christi metropolitan area provided by the surrounding rural environs, among others. Therefore, any alteration of these valued assets is considered a compromise to the City's character.

#### Goal:

- Development patterns that contribute to the long-term viability and character of the community.

#### Recommendations:

1. Consider adoption of performance-based versus traditional, use-based zoning regulations. Performance-based zoning allows a range of development options on individual properties with the application of performance standards to require compatibility for adjacent uses exhibiting varying use intensities. This permits a greater mixing of land uses within a community subject to integrated design and compatibility standards.
2. Revise and consolidate the City's current zoning districts to base them on the actual character of various types of residential and nonresidential development. This would also help to differentiate the types of uses based on their density (lot size and dwelling units per acre) and intensity (floor area ratio, impervious cover). Each character district may then include bufferyard provisions and incentive-based mechanisms to mitigate adverse impacts of adjoining uses and protect and maintain the character of both. This is particularly important in outlying and growth areas where increasing development causes character to change.

The City's current districts do not define character due to a broad range of permitted uses, allowing the use of less intensive districts in each subsequent district (referred to as cumulative zoning) and only minimum lot size to determine density. For several of the districts, **Land Use** is the only thing that differentiates the districts, while setbacks and other area requirements are the same.



While new development affords the benefits of an increased tax base and, hence, the ability to improve services, it is also altering the character of the community.

Instead, districts should differ based on form and character and should reflect the development intensity, which is measured by density, setbacks, floor area ratio, landscape surface ratio, and open space ratio, together with other design standards. This will allow different development types within each district without changing the character. This also adds flexibility and provides assurance for appropriate transitioning between uses.

3. Based on the analyses of **Chapter 2, Growth Capacity**, identify on the Future Land Use Plan the urban growth areas where development should be permitted and directed to occur. These areas must be scaled to accommodate the City's economic development objectives and its expected growth, consistent with the plan for provision of adequate facilities and services. This will allow the City to manage its pattern of development as a means of maintaining its compact form of development.
4. Define the character of future development adjacent to existing neighborhoods through the land use classifications reflected on the Future Land Use Plan. In cases where incompatible uses abut one another, transition development standards, such as bufferyard and increased separation requirements, will apply to ensure protection.
5. Evaluate existing landscape standards in the zoning ordinance to ensure that they are producing quality landscape designs. While there is allowance for flexibility and creativity, their limited use and enforceability renders them ineffective for most new development.
6. Delineate rural areas on the Future Land Use Plan, including those preferred to remain rural in character, those encumbered by floodplain and other resources, and those on the periphery of urban development.
7. Amend the subdivision regulations to allow and provide incentives for development clustering and conservation development types. Corresponding density bonuses should be integrated into the zoning ordinance to make these attractive as an alternative to large-lot subdivisions. These development types would enhance the rural character, while protecting resources and offering higher gross densities.
8. Modify the OPUD and allow for planned developments to be permitted by right as an option for certain projects. Allow for significant density bonus to encourage this style of development. This would result in integrated neighborhoods versus dispersed, scattered subdivisions and isolated housing complexes. The OPUD should include the integration of performance measures to ensure compatibility of use intensities.
9. Create mixed-use allowances and incentives within planned developments to enable the development of internal (versus abutting the adjacent major street) neighborhood-scaled commercial centers. This promotes improved convenience and accessibility, while reducing travel demands and easing traffic congestion, among other advantages.
10. Delineate on the Future Land Use Plan suitable locations for community- and regional-scale uses (such as Wal-Mart and Home Depot) with applicable development standards to mitigate their impacts on adjacent properties and, particularly, the community character. Adopt regulations that address building scale and related design measures to give the appearance of a complex of smaller

stores rather than a single big-box retailer. This will create a scale that is consistent with and more suitable for the character of Kingsville, while also being less imposing on the landscape.

11. Create development review thresholds that ensure that major projects receive additional review and have more detailed submittal requirements.
12. Enter into an inter-local agreement with the County to receive and review plats for subdivision of land and approving related permits in the ETJ.

## Downtown Revitalization

Residents identify with Downtown and would like to see it preserved and improved. However, as traffic volumes continue to increase along the bypass and new commercial areas impose a competing market, they see its function eroding and its distinctive community identity slowly disappearing. Downtown property owners and tenants articulated this perspective based upon the decay of physical infrastructure in the Downtown and the surge in traffic on the bypass. Therefore, Kingsville must make a deliberate choice as to the revival and redevelopment of the area. There was both optimism and concern voiced at the community meetings, with a general preference to see the City's center preserved, enhanced, and possibly enlarged.

To help sustain and enlarge the City center, there is an opportunity to enhance the presence of City offices. As the population grows, City administration must keep pace, meaning that additional staff and facilities will be needed. Any new municipal office should help stabilize Downtown and serve as a catalyst and anchor for redevelopment. Its design could also reinforce the historic urban character and set the stage for an improved district identity. This and other redevelopment initiatives may warrant near-term action to secure a site that is in the City's best long-term interests.



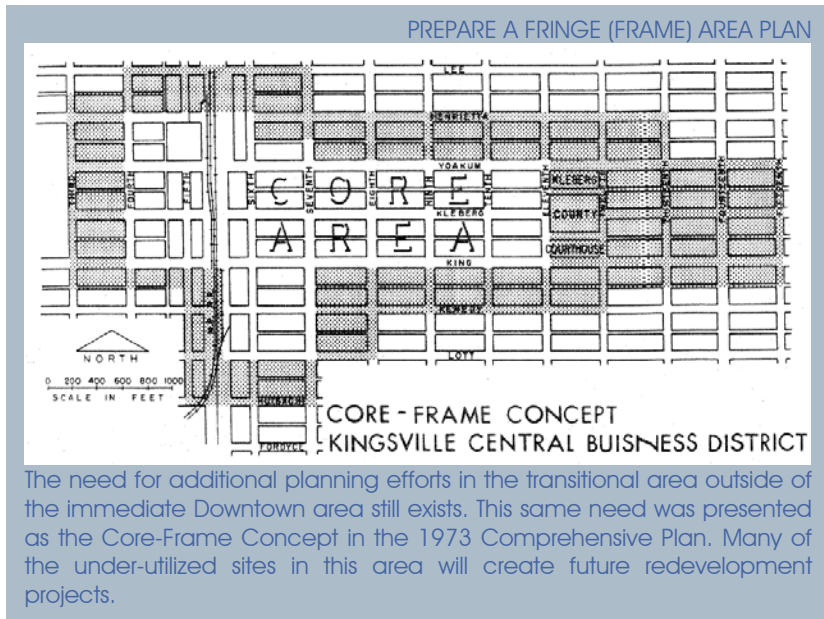


**Goals:**

- A vibrant Downtown that offers a mix of uses.
- Use of land use and development regulations to encourage new development including residential units in the Downtown core.

**Recommendations:**

1. Create a “Downtown” zoning district to preserve its historic, urban character, including requirements such as zero front and side yard setbacks; a minimum (versus maximum) building height of two stories; incentives for vertical mixed use; and building form standards relating to building scale and massing, relationship to the street front, building exteriors, site lighting, and signs and awnings. The list of allowable uses should also be re-evaluated from those now permitted in the existing “C2” Commercial district. Allow for residential uses on the second story or as part of a mixed-use site.
2. Create standards and guidelines for the Historic Board that relate to development, reconstruction, and additions to buildings within the boundaries of the district. A certificate of appropriateness should be reviewed by the Board and issued, subject to conformance with the standards, to ensure the historic integrity of the district. The provisions must also address prohibited and allowable demolitions.
3. Prepare a Downtown Master Plan extending along Kleberg Avenue and the immediate streets in the Downtown area. The plan should identify the recommended land uses and the layout and form of development/redevelopment, along with improvements relating to streets and parking areas, vehicular and pedestrian access and circulation, streetscaping and amenities, signage and lighting, and infrastructure upgrades. Furthermore, it should establish implementation priorities and identify possible funding sources and financing options.
4. To maintain harmony with the urban form, continue the building wall frontage (zero foot front setbacks) along Kleberg Avenue to accentuate building enclosure and create public space.
5. Initiate a preliminary facility planning study to determine the future needs for the City’s administrative space needs and evaluate the options for consolidating City offices into one downtown building. Retaining the municipal offices in the Downtown is essential since it contributes to the lifeblood of the City.



infrastructure reinvestment, housing rehabilitation, compatible infill development, and preparation of neighborhood plans and technical assistance.

9. Create portal entry enhancements to form a sense of arrival into the Downtown. Currently, there are no physical features – other than a change in building form – to distinguish the historic Downtown from any other area of the community, so it blends into the fabric rather than emerging as a “place” within the larger community.
10. Revive the Downtown Merchants Association as the Kingsville Historic District Downtown Business Association. The Downtown business community needs to have an active programming and advocacy group that focuses on the needs of the Downtown core. This group may also take an active role in implementing some of the concepts in the plan.
11. Use design elements and other unifying treatments to form an edge that demarcates the definitive boundaries of the Downtown. This may include unique streetscaping, signage, lighting, monumentation, or other features.
12. Install a way-finding system in the community to direct visitors to the Downtown and pedestrians to individual sites within the Downtown area such as the Courthouse, City Hall, Post Office, etc.
13. Use street trees, building design techniques, covered walkways, and other treatments to minimize the effects of weather.

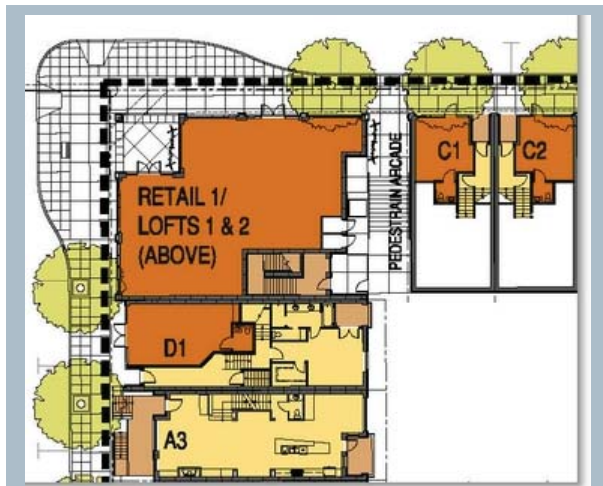
6. Research the potential for developing traditional (pedestrian-focused) cross streets that will open up new areas north and south of Kleberg Avenue. The limits of this area could be expanded to encompass potential redevelopment areas or incorporate existing properties. For instance, it could extend to the north/south side of King along 5<sup>th</sup>, 7<sup>th</sup>, and 8<sup>th</sup> Streets to allow development adjacent to the traditional corridor. This is a sizeable tract that offers potential for expanding and strengthening the Downtown.
7. Prepare a fringe area plan for the neighborhoods and transitional areas immediately adjacent to and around the Downtown to identify measures to secure their integrity. An area-wide access and parking plan is needed, as is a buffering plan, to provide an appropriate transition from the suburban style to a more intensive Downtown.
8. Improve housing structure and general neighborhood conditions in areas next to the Downtown through



14. Coordinate with TxDOT to identify rights-of-way enhancements, including the street cross section, traffic control devices (signs and signals), pedestrian improvements (sidewalks, crosswalks, way-finding, pedestrian-actuated signals, curb cuts, ADA accessibility), and property access (driveway location, number, width, design) along King Avenue (State 141).

### Accommodating University Expansion

The Texas A&M University - Kingsville (TAMUK) impact on land use is visible not only in the physical presence of the University area, but also in the population growth associated with students, faculty, and staff. In fact, impressive growth is already anticipated. Enrollment projections are slated to rise to 10,000 students in the Year 2015 up from 6,000+ in 2007; the faculty and staff is forecasted to reach 1,000 in Year 2015 (from 600+ in 2007). This increase of 3,000 students will not result in a direct 1:1 rise in housing unit demand since many of the students commute to the TAMUK campus. Based upon the current student population, it can be expected that 1,500 of the projected 3,000 new students would potentially need housing options. While many students are housed in campus dorms, there are no plans to build future on-campus housing options according to TAMUK officials. Where will these future students find housing? Do the available housing options match these future students' needs?



Students will be looking for additional multi-family housing options near the campus. In addition to housing options, public comments focused on activities and destinations that were within walking distance of campus. This site plan illustrates the concepts of a pedestrian-friendly, mixed-use development.

There is already a need for improved housing options for students, and the addition of more students will further exacerbate this problem. Public participation comments focused on the lack of quality, student apartments that are available near the campus. There are many apartments that are in need of serious repair in the area around the University. These are the buildings that should be the focus of redevelopment or rehabilitation efforts.

#### Goals:

- A mixed-use urban environment near the University campus.
- Expanded housing options for students.
- Appropriate amenities near the campus including restaurants, coffee shops, and retail stores.



**Recommendations:**

1. Create a new zoning district – University – for mixed-use development that maintains a neighborhood scale and character. This district supports University expansion and the associated rise in development from an increased student population. The mixed-use district should use established performance standards to reward the preservation of permanent open space, conservation of natural resources, and provision of development amenities with incentive provisions for increased density.
2. Add infill and redevelopment standards to the University district within the zoning ordinance to resolve any difficulties by reason of nonconformance with current zoning standards (i.e., lot size, setbacks, required parking, etc.) for improvement or redevelopment of properties.



Recent improvements to the City's landscaping ordinance resulted in more attractive designs for these two fast food restaurants. The character of development, both individually and collectively, will determine the community's image and its attractiveness as a place to live and work – for years to come.

3. Identify the commercial and residential properties that are experiencing or at risk for experiencing disinvestment and decline. Subsequently, establish targeted infrastructure improvement programs, funding and incentive programs, and administrative assistance to aid in their redevelopment.
4. Develop a grant program for “self-help” rehabilitation of substandard housing units using government-funded programs and private resources, such as financing institutions and foundation funds.

**Urban Design, Appearance, and Gateways**

The appearance of Kingsville is the single most evident glimpse of its economic vitality, government pro-activeness, and civic pride. The initial impression is formed by the quality of development, property upkeep, condition of public facilities, amount and quality of public spaces, and the design of roadways and other public buildings and infrastructure. Visual appeal reinforces the quality of life for those who reside in Kingsville, as well as those making investment decisions.

The City now has a window of opportunity, before ongoing development fully alters its character and transforms its identity, to enact policies and standards that influence the quality of its natural and built environments. Without a plan to accentuate corridors, special districts, neighborhoods, and open spaces, there will be a sense of “sameness” in the community with little to distinguish it from the County or other communities. This concern was voiced by residents as to the monotony of housing and, particularly, creating



developments that had lasting value. Instead, they would like to preserve the uniqueness of Kingsville and exploit its assets without over-regulation.

Kingsville’s older, established neighborhoods were designed using a traditional grid pattern of streets, smaller lot sizes, and, in many cases, rural street sections with ditches rather than curbs and gutters. While more recent development is contemporary in its lot pattern with more curvilinear streets, urban street standards (curb and gutter), and patterned homes as the prevailing housing style, the established neighborhoods offer intangibles relating to the community’s history and culture, a range of housing sizes and styles, and proximity to Downtown and the original town area. Some neighborhood areas have maintained their integrity, while others require better utilization of vacant lots, street and sidewalk infrastructure improvements, and general revitalization efforts. Attention is warranted within these areas to discontinue their relative neglect and offer opportunities for renewal and improved quality of life.

As new development continues to occur, the more established areas face ongoing disinvestment and continued decline. Significant development potential exists in these areas, which already have existing public infrastructure – albeit aging and requiring rehabilitation – and readily available municipal services such as fire, police, and emergency medical services. Neighborhood revitalization efforts, an infill of housing on vacant lots, and redevelopment of existing areas will maximize the efficient use of resources and help to re-establish the integrity and vitality of the community’s “tired” neighborhoods. Without an established effort to reinvest in these areas, the community may be plagued by continued decline of its housing stock, which often leads to other community ills.

**Goals:**

- Attractive corridors and entrances that preserve environmental features and enhance community character.
- Higher standards for public and private development practices.

**LIGHT**  
**\$1500.**  
Old fashioned boulevard style pole, fitted with an antique five globe street lamp. Your gift will cast a warm light of welcome on generations of citizens and visitors.

**RECEPTACLE**  
**\$250.**  
This thoughtful gift will serve as a friendly reminder to keep our town neat and inviting.

**BENCH**  
**\$350.**  
Sturdy steel. Giving this gracefully styled bench will assure a welcome resting spot for weary and reflective travelers of all ages.

Extensive downtown streetscaping was completed in 1994 as part of the Heart of Kingsville Restoration Beautification campaign. The Kingsville Downtown Business Association led the effort to solicit donations for the improvements to the Kleberg Avenue corridor. This streetscaping effort demonstrates the work that can be done in other corridors and gateways. Even in the downtown corridor there exist more opportunities for gateway signage and streetscaping improvements.

## Recommendations:

### Gateways and Entrances

1. Consider the design and phased construction of signature gateways in the following locations:
  - a. Downtown Gateways;
  - b. TAMUK Gateways;
  - c. Reserved locations along 14th Street (as the City grows south); and
  - d. Along Hwy 77, both on the north and south City limits.
2. The City may consider two alternative gateway treatment standards with more significant monuments, landscaping, and lighting at the locations with the greatest visibility. These may be constructed by the City or, potentially, sponsored and coordinated with adjacent private development.
3. Integrate gateway and other street enhancements (lighting, signage, landscaping, street furniture, paths, land forms, etc.) into programmed capital improvement projects. Enhancements may include pavement colors and patterns at intersections, crosswalk textures (particularly in pedestrian environments), ornamental street fixtures (signal poles and mast arms), unique signage, added green space, land contouring, street trees, and pedestrian paths and amenities. Coordination with TxDOT will be required for State routes.
4. Initiate redevelopment and enhancement projects at the entrances to the community or major corridors leading to the University, including public infrastructure improvements and strict enforcement of code violations. The City may consider a grant or low interest loan program for qualifying private enhancement projects.



Kingsville residents are increasingly concerned about the image the community presents and not just the quantity of new businesses and housing developments. Quality is on people's minds, whether in terms of what they see within public rights-of-way as they move through or around Kingsville or the "curb appeal" of development outcomes on private sites, as well as at municipal facilities. Commercial design guidelines can ensure that future development creates places of lasting value.



### Corridor Enhancement

1. Prepare corridor and small area enhancement plans focusing on enhancements outside of the public right-of-way on State routes and both within and outside of the right-of-way on local streets. Within the right-of-way of local streets, consider boulevard street sections for major collector and arterial roadways.
2. Adopt design standards related to commercial and industrial development. Standards should regulate the building size, roof, and skyline; materials and design elements; loading and storage placement and screening; open space and streetscape areas; landscaping; and signage. Industrial district standards should differentiate between outer (those with street frontage and visible to the public) and interior (those shielded or screened from public view via building orientation, location, or design) elevations. Truck loading and exterior storage areas must be effectively screened and buffered.

### Sign Control

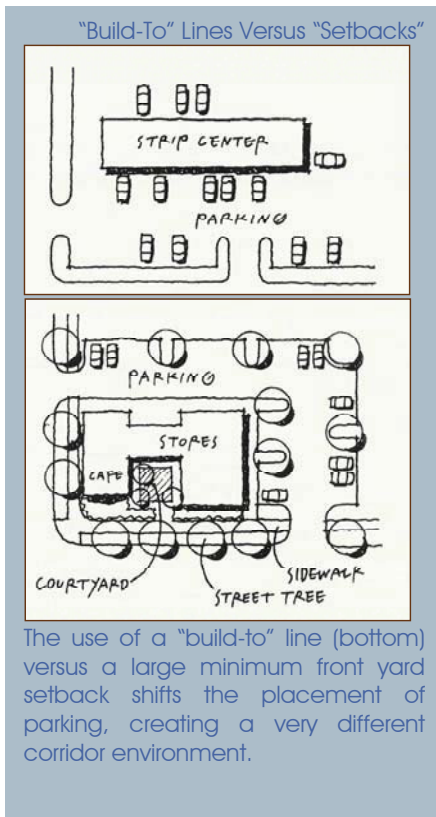
1. Amend the sign ordinance to require monument versus pole signs, with an incentive for an increase in the total allowable sign area for multi-tenant centers. Establish the allowable types of signage, as well as the total permissible sign face area, and the allowable number of signs per site and their locations. The ordinance should specify the types of signs that are allowed without a permit, such as government signs, private traffic control signs, and utility and hazard signs, among others. In addition, it should specify prohibited signs including motion, illuminated, and portable signs. A master sign plan should be required for multiple tenant buildings, planned development, and large subdivisions, requiring submittal and approval of a plan prior to sign permitting and construction. Other provisions such as site visibility and maintenance and handling of abandoned, damaged, and discontinued signs should be addressed.

### Neighborhood Character

1. Incorporate into the zoning ordinance anti-monotony regulations for future single-family development. The standards require a minimum separation between similar houses on the same block and require a variety of floor plans, façade treatments, and other dimensional requirements (height, roof type, material types, garage placement, etc.).
2. Amend the subdivision regulations to require a perimeter bufferyard around neighborhoods. The scale of the bufferyard would be commensurate with the intensity of the subject and adjacent uses. Arterial streets would be accounted for to ensure sufficient visual protection and to mitigate noise and other impacts.
3. Create neighborhood connectivity standards that set a minimum number of entrances to subdivisions based upon size. "One way in/one way out" subdivisions should be discouraged. Thresholds can identify the number of connections (i.e., two connections if over 50 units).



4. Require street trees in all new subdivisions, which must be coordinated with utility placement. These trees would be in addition to those required per lot, as well as those required for open spaces and parking lots associated with high-density development.
5. Increase the minimum open space ratio (OSR) within residential development and landscape surface ratio (LSR) within nonresidential development. The ratios will vary according to the character of the district (urban, suburban, and rural). These open space areas would provide visual buffering and shade, accommodate recreational amenities, and provide needed space for stormwater detention.



6. Create provisions for buffering and screening in *residential* developments (required in the multi-family and commercial districts) in the current ordinance. A menu of buffering requirements should be created dependent upon the intensity of adjacent uses and varying site conditions.
7. Require screening along all parking and vehicular use areas that have frontage on public street rights-of-way and major entrance drives. The screening may include shrubbery, earthen berms, walls, or a combination.
8. Reduce the minimum front setback to a maximum build-to line of 15 feet in the proposed commercial districts. At the same time, increase the rear setback to 20 feet.
9. Require dedication of a triangular open space easement at street intersections with arterial streets. This area must be landscaped and maintained as open space, with provisions for site distance visibility.
10. Establish minimum parking lot setback requirements to form a streetscape green adjacent to street rights-of-way that is sufficient in width (minimum five to eight feet) to accommodate monument signs, trees, and parking lot screening.
11. Establish requirements for raised islands within parking areas (such as one island of a specified size for each 15 to 20 parking spaces) with specifications for canopy trees, shrubbery, and groundcover.
12. Require stored materials to be screened from public view. Furthermore, specify the percentage of area that may be used for the display of outdoor merchandise, as well as its location on the site (typically abutting the building), enclosure separating it from other use areas, and the height of stacked materials, among other applicable requirements.
13. Define the types and conditions of temporary uses, such as garage sales, outdoor merchandise storage, and home sales offices.



14. Adopt tree preservation standards for trees in excess of eight inches diameter. Establish equivalency provisions for trees that cannot be preserved during construction, thereby requiring an equivalent – or greater – size of new trees. Require tree root protection during construction, including fencing the drip line and restrictions on grade changes, material stacking and disposal, and construction activity.

## Housing and Neighborhoods

The City's economic health relies, in part, on its ability to preserve its well-established neighborhoods, while planning for the development of new living environments that meet the physical, social, and economic needs of its residents. As Kingsville's economic development situation improves, its housing and neighborhoods will continue to grow. This requires that the City keeps pace with the ever-changing demand for housing. While the development of new residences will be met by the market, the challenge will be to sustain the integrity of neighborhoods and the quality of the existing, older housing. Having a diverse stock of housing – new and old; big and small – is instrumental in offering choice and providing for the individual needs of all households, regardless of economic conditions.

In planning for its future, Kingsville faces the challenges of sustaining existing neighborhoods, creating more housing options for its residents, preserving and enhancing its community character, and balancing the demands placed on its fiscal resources as neighborhoods expand. Before looking at the future, however, it is important to consider the existing housing conditions in summary form and which will contribute significantly to the future of Kingsville. A full set of charts and analysis is found in [Appendix A, Demographic Assessment](#).

Providing quality housing and neighborhoods is fundamental in creating a desirable place to live. In fact, residents supported this premise through their comments indicating their desire for attractive, pedestrian-friendly, and well-connected neighborhoods. Many comments related to housing and neighborhoods that were enunciated at the public meetings will have recommendations in this section. The cause for their concerns is due to some of the existing neighborhood conditions, which were described as “monotonous,” “sparsely landscaped,” “lacking open space,” “draining poorly,” and facing “foundation or structural issues.” Another troubling trend is residential areas developed as independent subdivisions, rather than dynamic neighborhoods that are connected to other destinations. Based on the concerns and comments of existing developments, it is possible to idealize the type of housing options and designs that will comprise future Kingsville neighborhoods.

### Goals:

- An expanded housing stock to meet the needs of all income markets.
- Diverse neighborhoods that provide residents with a variety of housing options and amenities including higher density urban neighborhoods and master planned or gated communities with open space and parks.



- Revitalization and redevelopment of older neighborhoods.

### **Recommendations:**

1. Adopt and enforce provisions that reduce blighting influences on neighborhoods, including:
  - a. On-street storage of commercial vehicles, recreational vehicles, utility trailers, and other vehicles.
  - b. Removal of junk, abandoned vehicles, and other derelict items from yards and alleys.
  - c. Accessory building sizes and setbacks.
2. Create a neighborhood planning program to work with homeowners at the neighborhood level. This could be completed in tandem with neighborhood beautification efforts. The program should assist homeowners with the following:
  - a. Establishment and enforcement of deed restrictions.
  - b. Beautification efforts.
  - c. Identification of physical improvements.
  - d. Redevelopment alternatives and strategies.
  - e. Enforcement of property maintenance codes.
3. Promote neighborhood pride and stimulate resident involvement in improvement activities, including:
  - a. Seasonal “clean up, fix up” events.
  - b. “Neighborhood Pride” days focusing on beautification.
  - c. Annual “amnesty pickup” of large refuse items with the assistance of City crews and volunteers.
4. Conduct annual inspections for conformance with City ordinances, particularly including nonconforming businesses, structures, and uses. Issue an amnesty notice for correction of the violation within a prescribed period of time. Subsequently, issue a citation for failure to correct the unlawful activity.
5. Create a pro-active program for handling the condemnation, demolition, and rehabilitation of substandard structures and underdeveloped property. Revise local health, building, and development codes to streamline the process for addressing unsafe or dilapidated structures and other health and safety risks such as inoperable vehicles, weeds and heavy trash, overgrown sites, and run-down structures used for criminal activity.



Kingsville residents have the opportunity to adopt a city brush truck overnight at a minimal cost. The City provides a brush truck rental program to allow any resident with utility services to use a city brush truck overnight or over a normal weekend to fill up with select types of refuse or brush.



6. Promote the construction of new housing units in all price ranges based on local income levels and identified needs. Incorporate a housing “palette” into the City’s zoning code to encourage and illustrate a wider range of options to housing developers that would be permitted by right in particular character districts subject to appropriate development standards.
7. As a potential condition for awarding a density bonus to new residential developments that will preserve a greater amount of permanent open space, consider requiring that more than one housing type from the housing palette be incorporated if additional density of single-family detached dwellings cannot be attained.
8. Establish an average, rather than minimum, lot size whereby lot sizes are required to vary in width, with a certain percentage being narrower and the remaining being wider than the average. This approach allows a variety of housing styles.
9. Streamline the plat review process to avoid undue impediments to housing projects.

## Environmental Resources

There are areas interspersed throughout Kingsville and the surrounding area that possess valuable natural resources warranting protection. Lands along drainageways and within floodplain areas and wetlands offer opportunities for resource conservation and land preservation. While these areas are sensitive to urban development, they may be used to fulfill other objectives, such as environmental protection, resource management, and natural stormwater runoff.

Residents spoke of Kingsville as a community that is unique and attractive. There were many comments regarding the desire for more green space integrated as an amenity into development. This objective may be achieved by adopting sound environmental conservation and responsible land development practices. Sensitive areas within the floodplain and wetlands may be incorporated in developments as an amenity, while sustaining their resource function. Doing so requires a regulatory system that balances development efficiency and resource protection. Innovative land planning practices will preserve resources and effectively integrate them into development without compromising private interests.

### Goals:

- Preservation and conservation of natural features and assets, including floodplains and wetlands.
- Use of best management practices and development incentives to minimize environmental impacts to water quality and drainage systems.

**Recommendations:**

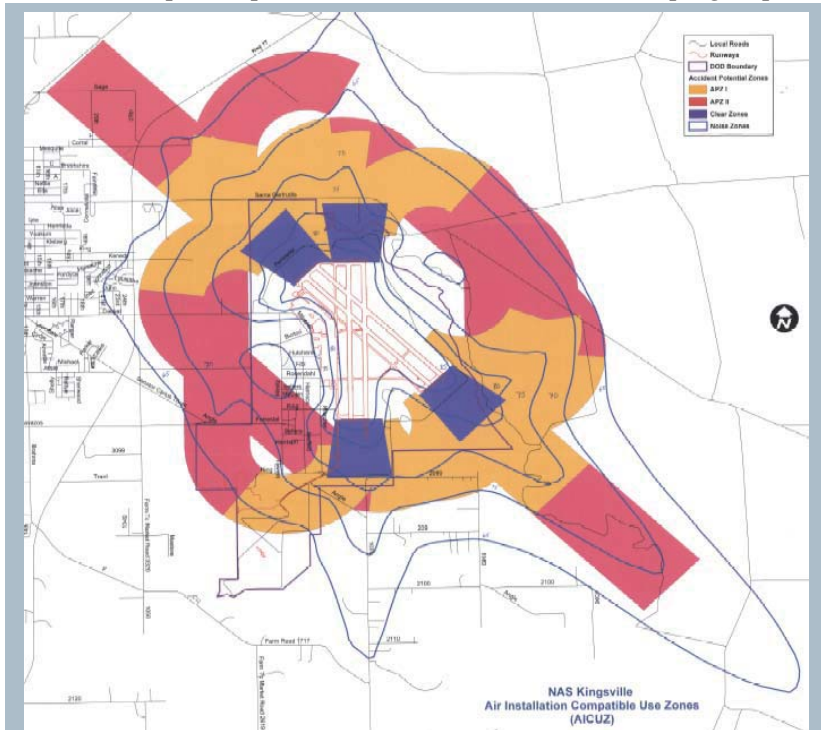
1. Adopt Best Management Practices (BMPs) for construction and post-construction stages of development. These guidelines help to reduce pollutants from entering local drainage courses and stormwater systems, but also control erosion and sedimentation. This proactive step results in better functioning stormwater systems, improved water quality, sustained habitats, and reduced flooding.
2. Increase the maintenance of the stormwater system – including the County-maintained ditches – to allow for an efficiently functioning series of stormwater drains and collection areas. Lack of precautionary measures results in local flooding of streets and, potentially, private properties during peak storm events.
3. Adopt new standards to require stormwater management systems that reduce the level of runoff equal to that of pre-development levels. For infill and redevelopment, adopt alternative standards and means for achieving acceptable post-development runoff levels.
4. Prepare a City-wide master drainage plan as a policy guide for subdivision review and development.
5. Incorporate provisions and incentives into the zoning and subdivision ordinances for low-impact development. This approach uses site design techniques to store, infiltrate, evaporate, and detain runoff, which address runoff volume, frequency, and water quality. Examples of site design elements include on-lot micro-storage, functional landscaping, open drainage swales, reduced imperviousness, minimal grades, and depression storage.
6. Require the use of bio-swales in parking lots and along roadways to collect and hold stormwater, enhance recharge rates, and improve water quality.
7. Use bio-retention areas or rain gardens to collect rainwater after storms and divert it from the stormwater system. For instance, runoff from parking areas can channel water into wetlands or native planting areas. Identify sites for potential bio-retention areas that could assist the storm drains in removing water from the roads. These sites might also be effective in reducing the need for stormwater system extensions into difficult to reach locations, sensitive areas, or sites that have high engineering costs.
8. Design new municipal buildings as pilot projects for innovative rainwater capture and treatment techniques. This will result in financial savings over the long run, especially in operating costs. Use interpretive displays to inform residents about the science and conservation efforts behind the pilot project.
9. Incorporate incentives by way of expedited approval, local tax credits, or other alternatives for integrating water runoff reduction



The City of Frisco, TX recently built a joint City Hall and Library that features green design concepts.

practices in private land development. This is particularly applicable for high-density residential and “big box” developments that have higher ratios of impervious surfaces.

10. Adopt tree preservation and increased landscaping requirements to increase the level of urban tree cover. This should apply to both residential and nonresidential development and public spaces and private properties.



An **Air Installation Compatible Use Zone (AICUZ)** refers to the noise zones and the accident potential zones, which together form the AICUZ for an air installation. The AICUZ needs to be updated periodically when the number and type of aircraft operations change at an installation.

The **Accident Potential Zone (APZ)** describes the area beyond the airfield runway where an aircraft mishap is most likely to occur if one occurs. It does not indicate a probability of an accident occurring, but is to be used for planning purposes. Based on historical data, aircraft accidents are most likely to occur near the airfield runway during aircraft takeoff and landing. An APZ is calculated for aircraft flight tracks to and from the airfield runway based on the number of aircraft operations.

11. Explore the feasibility of using “green design” standards or LEED certification for municipal projects. Consider phasing in incentives for integrating conservation practices into private development projects.

### Naval Air Station and Land Use Conflicts (AICUZ)

An ongoing issue that is particularly prominent as the Department of Defense (DoD) conducts its Base Realignment and Closure (BRAC) review is the long-term viability of the Naval Air Station. The criteria used by the DoD in making a recommendation for closure or realignment of military installations includes as its second highest criterion the “availability and condition of land, facilities and associated airspace at both existing and potential receiving locations,” which relates to the protection of its airspace from encroaching land uses. This issue is of significance to the community in its future land use planning to safeguard the operating capacities of the military installation. Protection of the NAS was a high priority concern that was clearly expressed by a broad cross section of citizens who attended the stakeholder interviews and community forum.

The current Joint Land Use Study analyzes compatibility guidelines for use in conjunction with military installations, which include recommendations for determining acceptability and permissibility of land uses. Areas within the Air Installation Compatible Use Zones (AICUZ) are specified as to the maximum amount of noise exposure compatible for living and working areas. As a result, the Joint Land

Use Study recommends varying levels of development dependent upon their proximity to the base and its runways. Generally, the density of residential development ranges as the distance from the ends of the runways increases. Furthermore, there is a recommended restriction of height limiting both structures and natural growth.

In addition to noise exposure considerations, the AICUZ guidelines also contain Accident Potential Zone (APZ) guidelines for the areas nearest to the ends of the runways. These guidelines encourage protective development measures through local land use planning and controls.

#### **Goals:**

- Compatible development within the AICUZ and protection from encroachment of incompatible uses.
- Coordination among the City, Kleberg County and the NAS in regulating land uses and development within the AICUZ.

Section 241.014 of the Texas Local Government Code allows jurisdictions "to whose benefit an airport is used in the interest of the public or in which an airport owned or operated by a defense agency of the federal government or the state is located" to "create a joint airport zoning board with another political subdivision in which an airport hazard area or a controlled compatible land use area relating to the airport is located." The joint airport zoning board has the power to adopt, administer, and enforce airport hazard area zoning regulations or airport compatible land use zoning regulations. The joint airport zoning board must consist of two members appointed by each of the political subdivisions creating the board and, in addition, a chairman elected by a majority of the appointed members.

Controlled compatible land use area means an area of land located outside airport boundaries and within a rectangle bounded by lines located no farther than 1.5 statute miles from the centerline of an instrument or primary runway and lines located no farther than five statute miles from each end of the paved surface of an instrument or primary runway.

#### **Recommendations:**

Protect the long-term integrity of the Air Installation Compatibility Use Zone (AICUZ) and other areas that are sensitive to the mission and operations of the NAS.

1. Coordinate with Kleberg County to eliminate the gap between the current zoning regulations and the recommendations of the Joint Land Use Study, including consideration of restrictions on vulnerable uses and reduced density within the highly sensitive impact zones.
2. Create a joint City/County zoning board and adopt a zoning district map and ordinance to regulate land within the AICUZ. The joint board would have representation from both the City and County. The ordinance should regulate development density, height, and noise reduction standards within the established controlled compatible land use area as the City's current Zoning Ordinance does. The ordinance should be consistent with the JLUS study and recommendations.
3. Adopt a policy regarding the provision of utilities by the City within the compatibility use zones, with specific criteria required to merit infrastructure extension or improvement.
4. Implement the recommendations identified in the Joint Land Use Study.



## Existing Land Use: Inventory and Character Designations

Reflected in **Figure 3.1, Community Character**, is not only the current use of land in and around Kingsville, but also the defined character of this land use based on the classifications described in **Appendix B, Community Character**. The land uses and character types depicted in the figure are as follows:

- Vacant and Undeveloped
- Estate Residential
- Suburban Residential
- Auto-Urban Residential
- Auto-Urban Commercial
- Urban Commercial
- Industrial
- Public and Institutional
- Parks and Recreation
- Ranching and Agricultural

Table 3.1  
Existing Land Use and Community Character

Community Character Types	City Limits	
	Acres	% of Total
Vacant	225	3.1%
Estate	59	0.8%
Suburban	323	4.5%
Auto-Urban Single-Family	1,614	22.2%
Auto-Urban Multi-Family	178	2.5%
Mobile Home	59	0.8%
Auto-Urban Commercial	551	7.6%
Urban Commercial	11	0.2%
Industrial	68	0.9%
Public/Institutional	777	10.7%
Park & Recreation	235	3.2%
Agricultural & Rural	3,154	43.5%
<b>Total</b>	<b>7,254</b>	<b>100.0%</b>

Source: Kendig Keast Collaborative



## Land Use Findings

- Kingsville is comprised of approximately 7,254 acres (11 square miles) as shown in Figure 3.1, Community Character. According to **Table 3.1, Existing Land Use and Community Character**, nearly 43.5 percent of the land is Rural Agricultural, which includes unplatted parcels and rights-of-way.
- The planning area outside of the City limits is predominantly comprised of Ranching and Agricultural character (82.1%), Public and Institutional (13.4%) and a couple pockets of Estate (2.3%).
- Agricultural and Rural is the largest land use category, which includes 43.5 percent of the calculated land area. Auto-Urban Single-Family (22.2%) and Public/Institutional (10.7%) uses together contribute roughly 33 percent of the total acreage within the City limits.
- Auto-urban commercial development contributes roughly 7.6 percent of the total land use. Urban commercial land uses add less than one percent (0.2%).
- Public and institutional uses, such as Texas A&M – Kingsville, contribute approximately 777 acres or 10.7 percent of the land area shown within Map 3.1, Existing Land Use and Community Character.
- The sensitive development areas within the compatibility use zones of the Naval Air Station – Kingsville have largely been avoided to date.
- The recent patterns of urban development have primarily occurred in subdivisions to the north of Corral Avenue and south of General Cavazos Boulevard. Commercial development has occurred and is expected to continue along the southeastern edge of Kingsville near the US 77 bypass.
- The rural character surrounding Kingsville on all sides offers a timely opportunity to establish a definable edge to the community, thereby avoiding a proliferation of strip commercial and industrial development outside of the City limits.
- Open space accounts for slightly over three percent of all land use within the area. This land use consists of land devoted to public parks and other open lands.



## Future Land Use: Plan and Policies

The essence of land use planning is a recognition that Kingsville does not have to wait and react to growth and development. Rather, it can determine where growth will occur and what character this new development will reflect. Through active community support, this plan will ensure that development meets certain standards and, thus, contributes to achieving the desired community character.

### Kingsville Future Land Use Plan

As a guide for land development and public improvements, the plan depicted in **Figure 3.2, Future Land Use Plan**, captures and develops into the City's policies the community's values regarding how, when, and where Kingsville will grow over the course of the next two decades. This is significant since the findings and recommendations contained in this plan provide the basis for the City's development ordinances as the primary tools to implement the plan.

Displayed in **Table 3.2, Land Use Districts**, are the districts (left column) that relate to the designations on the future land use plan and the recommended amendments to the zoning ordinance. The second column represents the development options that are permissible within the individual districts. For instance, within the Suburban Residential district, there are two options including Single-Family Conventional, with a minimum lot size of 15,000 square feet and Planned with a minimum lot size of 8,000 square feet. There is a corresponding increase in the required open space ratio (OSR) for smaller lot sizes, allowing a suburban character to be maintained.

Within the Auto-Urban District there are four options. A conventional land use system would consider the development options within the Auto-Urban Residential districts to be incompatible. Within the proposed community character system, however, these uses may co-exist in a compatible manner due to the corresponding increases in required open space, bufferyard requirements between development types within the same district, and "limited use" standards for manufactured homes, townhouses, and apartments to ensure compatibility and quality outcomes.

For each development option, the required minimum lot size, amount of open space (residential) or landscape surface (nonresidential), and allowable dwelling units per acre (residential) or floor area (nonresidential) is indicated. Each of the development options is similar in character within each district as a result of the required open space or landscape surface ratio and the corresponding use intensity. This approach is beneficial because it better defines uses according to their relevant impacts and increases development flexibility within the individual districts.

Going to a character-based system will provide benefits not only in improving the quality and character of development, but also in increasing parks and open space, resource conservation and protection, stormwater management and drainage, and providing for a variety of housing types to meet the diverse needs of the community – all of which are important in enhancing the quality of life in Kingsville.

The districts are as follows:

- Agriculture** is intended for those areas that are beyond the 20-year growth area, as well as those for which the City is not prepared to provide adequate facilities and services within the horizon of this plan. There are residential development options to allow septic/well and septic/rural water developments at very low densities, consistent with the intended agricultural

character. Residential development would require clustering with 70 and 80 percent open space, respectively. Providing incentives for cluster development will not only encourage resource protection, but can also be used in minimizing incompatible land uses with naval operations. For example, if part of a site falls within a noise contour, clustering would allow development to occur while preserving open space and minimizing incompatibilities.

**Table 3.2 – Land Use Districts**

District	Development Options	Lot Size	OSR/LSR	Intensity*
Agriculture	Farmstead (agricultural unit)	10 ac.	0.00	0.09
	Residential - Septic & Well	2 ac.	0.70	0.13
	Residential - Septic & Rural Water	0.5 ac.	0.80	0.32
Suburban	Single-Family Conventional	15,000 sf.	0.15	1.90
	Planned	8,000 sf.	0.30	2.80
Auto-Urban	Manufactured Home Park <sup>1</sup>	4,800 sf.	0.16	5.40
	Single-Family Conventional	6,500 sf.	0.18	3.80
	Planned	5,000 sf.	0.22	4.60
	Multiple-Family (2-story)	1,000 sf.	0.25	24.00
Urban	Multiple-Family (3-story)	1,300 sf.	0.20	21.70
	Multiple-Family (4-story)	1,400 sf.	0.30	19.50
	Mixed-Use (3-story, 50% 1st floor retail)	1,000 sf.	0.25	28.50
	Downtown (2-story, 100% 1st floor retail)	1,000 sf.	0.05	23.25/1.00
Suburban Commercial	All Uses		0.45	0.24 FAR
Auto-Urban Commercial	All Uses		0.15	0.40 FAR
Industrial	All Uses (outer ring)		0.30	0.67 FAR
	All Uses (inner ring)		0.20	0.77 FAR
OSR = Open Space Ratio (OSR)				
LSR = Landscape Surface Ratio (LSR)				
* Dwelling units per acre or floor area ratio (FAR)				
<sup>1</sup> Subject to Limited Use Standards				



- **Suburban Residential** – The suburban district is new since the largest minimum residential lot size in the current zoning ordinance is 6,000 square feet within the R4 district. While the lot size may exceed the minimum required by the zoning district, there are no existing standards to require larger lots, which are essential to a suburban character. As seen in Figure 3.2, Future Land Use Plan, the suburban districts are generally around the periphery of the urbanized and urbanizing areas of the community. There are two development options within the suburban district. The typical lot size for a suburban district is around 15,000 square feet. In a planned development, the lot size can be reduced to 8,000 square feet and a greater density can be achieved with an increase in open space to maintain the suburban character.
- **Auto Urban Residential** - This district most closely resembles the current residential zoning districts. Manufactured home subdivisions (both single- and double-wide) would be allowed within this district, but not on individual lots within developments with site-built homes. Ordinance provisions regarding buffering and other limited use requirements would be integrated into the zoning ordinance to ensure compatibility between abutting uses. Garden/patio homes, two-family dwellings, townhouses, and multiple-family developments would also be permitted at allowable densities and subject to open space requirements to preserve the auto-urban character. Again, bufferyard requirements and design standards would be used to ensure adequate separation and buffering from other less intensive uses within the district.

Four options are proposed in this district:

1. **Manufactured Home Park** (double-wide) – This option is consistent with the current minimum lot size requirements in the MH district. The required open space was based on current requirements for a five-acre manufactured home park with a 15-foot landscape strip around the perimeter, and then increased slightly to 16 percent to allow for a larger park/recreational area. Manufacture Home Parks would be subject to limited use provisions that would regulate site, buffers, recreation, signage, and lighting requirements.
2. **Single-Family Conventional** – This option is similar to the existing R1 district with a minimum lot size of 5,500 square feet. The difference between the current requirements and what is proposed is the minimum lot size was increased to 6,500 square feet to allow for more quality development, and the open space ratio was increased to 18 percent. As a result of the increase in the minimum lot size, the gross density declines under this option when compared to the current requirements.
3. **Planned Development** – This option allows for a minimum lot size of 5,000 square feet with 22 percent open space and a density of 4.60 units per acre. This density exceeds current standards and is an incentive for a developer to utilize the planned development option.
4. **Multi-Family (2-story)** – This option allows a minimum lot size of 1,000 square feet, which is consistent with current requirements. What differs in this option is the increase in the open space ratio to 25 percent.

- **Neighborhood Conservation** – These are existing residential neighborhoods whose overall character would remain as is. Over time, individual home sites may redevelop in these areas, but the overall character including density, lot size, setbacks, landscaping and open space would remain generally the same. The purpose of this district is to establish standards consistent with those at the time of development so as not to create nonconforming situations.
- **Urban District** – This district includes both the *University Urban* and *Downtown Urban Districts*. The intent of the University Urban district is to allow intensive development around the University to accommodate student living and services. This district was created to allow a blend of housing types within an urban context. The primary use is residential, but a certain amount of first floor retail would be permitted for live-work arrangements and convenience shopping and services. The development options within this district allow for three- and four-story, multi-family residential units with a density bonus for providing three-story units as this is the preferred development option within this area. Additionally, this district allows for retail on the first floor (up to 50 percent) and upper floor residential. A minimum site area would be required to develop or redevelop within the district, subject to standards to preserve the character of the district and to co-exist with adjacent uses. The minimum site area is typically one-half block for townhomes and one block for multi-family development. To encourage redevelopment, the minimum area may be reduced to one-quarter block (essentially three lots). It should be noted that the area within this district adjacent to the University is expected to transition over time. Reinvestment in this area may be initiated by individual land owners or, in some instances and under certain circumstances, may be assisted by the City or another public agency. The land use plan is for the purpose of guiding land use and infrastructure decisions and does not express any particular intent as to the timing of development or redevelopment nor the means by which such may occur.

The *Downtown Urban District* encompasses the immediate downtown area. This district would allow for a mix of uses including retail on the first floor and upper floor residential with a maximum density of 23.25 units per acre. A series of form (architecture detail) and design standards should also be put in place to preserve the historic and urban character. Standards should include zero front and side yard setbacks, a minimum building height, and requirements relating to building scale and massing, building exteriors, site lighting, and signs.

- **Suburban Commercial** - This land use district is appropriate adjacent to and abutting residential neighborhoods and other areas of aesthetic value. Generally, the building scale is limited to no more than 15,000 square feet (a typical drug store) and 60,000 square feet per intersection, with “residential in appearance” design standards, i.e. roof style and material, lighting, signage, parking, landscape surface ratio, etc. The landscape surface area would be 45 percent. The minimum site area is commonly 10,000 square feet, with a larger site area required for three-story buildings.
- **Auto Urban Commercial** - This is for the majority of the areas identified for commercial use, generally concentrated at intersections versus strip development along the major roads. The use of a higher landscape surface area, better landscaping, a build-to line (rather than a large front yard setback) and other signage and design standards would significantly enhance the appearance of these



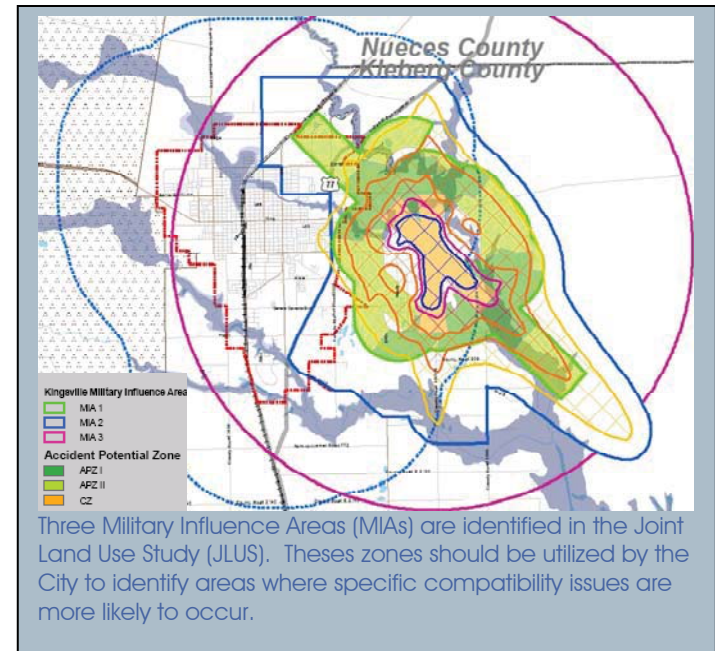
areas. Similar to the Suburban Commercial district, the minimum site area is commonly 10,000 square feet, but may be larger for multi-tenant buildings and centers. More intensive uses will naturally require larger sites to meet other site standards such as parking and site circulation.

- **Industrial** - This is for all the industrial areas and is similar to the I1 and I2 districts. There would be design standards (building materials, higher landscape surface area, screening of storage and use areas, loading areas, etc.) for the “outer ring” uses that are visible from public rights-of-way, with reduced standards for those within the interior of an industrial park. The minimum site area for this district is commonly one acre.

**Notes:**

*Any uses with proposed heights within Military Influence Area (MIA) 1 over 100 feet should have development review by the installation. Additionally, any proposed height over 150 feet within MIA 2 and 3 should be reviewed by the installation.*

*All residential developments within MIA 2 should be subject to disclosure agreements required at the time a new home buyer purchases a home.*



**District Specifications and Proposed Changes**

Key code amendments and enhancements to consider include:

1. Clarify the type of zoning districts that will be used to manage land use and development standards in Kingsville. Base the districts on community character factors, and link the districts to the future land use plan.
2. Incorporate “adequate public facility” concurrency provisions into the code to avoid premature urbanization in fringe areas.
3. Make other enhancements to the Development Code to better position the City to address and/or encourage:
  - a. housing affordability and diversity of housing types;
  - b. Downtown vitality and commercial/residential mixing;
  - c. development clustering and conservation design for resource protection purposes;
  - d. development quality and compatibility through the use of site and building design standards, particularly along high-profile corridors; and



- e. use of density bonuses and other incentives – and a streamlined development approval process – for applicants who meet basic code standards consistent with comprehensive plan policies and objectives.
4. Conduct a thorough review of the zoning map and the range of permitted uses within sensitive development areas and initiate zone changes, where appropriate, to prevent undesirable encroachment into these areas.
5. Revisit and amend, as necessary, policies for cost sharing and/or impact fees to enable development in advance of municipal infrastructure provision, while effectively managing the timing and sequencing of new development.
6. Perform a comparative review of the zoning map with the adopted Future Community Character Plan and initiate zone changes, as appropriate.

A conventional land use classification system, such as that currently employed by the City, considers various development options to be incompatible. Within the proposed land use system, however, these uses may co-exist in a compatible manner. The corresponding increases in required open space, bufferyard requirements between development types within the same district, and “limited use” standards for manufactured homes, townhouses, and multi-family dwellings to ensure compatibility and quality outcomes. This approach is beneficial because it better defines uses according to their relevant impacts and increases development flexibility within the individual districts.

## Implementation: Prudent Use of Development Regulations

Directly associated with the implementation of this plan is the enactment of appropriate incentives, standards, and regulations to ensure compliance with the City’s policies and overall community vision. While regulations impose certain restrictions on the use of land, in the interest of all persons and the community as a whole, they are an essential component for realizing many of the values and priorities expressed by individuals and groups during this planning process. Regulations that are enacted must be reasonable, fair, and equally applied – and effective in achieving a specific public purpose. There must also be diligence in their enforcement so as to “maintain a level playing field” and protect the interests of all persons and not just those who are nearby or adjacent to the use.



There are a variety of methods available to enact control and, thus, manage development in a responsible manner. The approach taken is fully in the hands of the community and its leadership. While there are traditional means that are common among other communities, there are also creative variations that can be customized to address the specific issues and desired outcomes of a particular community. The content of this chapter establishes a firm foundation and policy framework to support whichever implementation strategy the community chooses to pursue.



There are a number of redevelopment opportunities in Kingsville, and it is critical that these future projects reflect the residents' goals. This includes the planning process, as well as the physical buildings that are constructed on the site.



# 4

# Transportation

CHAPTER

Kingsville Master Plan

Advanced transportation planning and thoroughfare development will help prepare a community for future traffic demands and create a safe and efficient system of travel to, from and within the community. A well balanced and comprehensive transportation system should offer a choice of modes and be appropriately designed for safety and visual appeal. The Transportation Plan element of the Kingsville Master Plan establishes a system to accommodate local and regional travel demand through the year 2025 and beyond.

## Introduction

A city's transportation system has a strong influence on the quality of life and economic development potential of a community. When residents cannot move with relative ease throughout their community, this leads to frustration and detracts from local quality of life. Likewise, retaining and attracting businesses requires having adequate roadway, rail, air, and other facilities to move people and goods to and from the area in an efficient manner.

Although traveling by car is the most predominant form of mobility in Kingsville, planning for future travel needs in the City will involve looking at transportation as an interconnected system of roadways, paths, trails, and sidewalks, with multiple options for getting around including by transit and bike. An integrated and connected system with multiple alternatives for traveling within the community will help keep traffic flowing and alleviate congestion on local roadways. Options should apply not only in terms of offering different modes of transportation, but also in offering multiple connections and choices on the roadway system. Part of providing multiple options and





enhancing mobility in the community will include promoting development patterns that encourage alternative uses and shorter trips (i.e. mixed-use developments and compatible commercial uses within close proximity to neighborhoods).

## Purpose

The purpose of this element is to identify and address key transportation issues in the community and make recommendations to help improve mobility in the area and accommodate future growth. Additionally, included in this element is a Thoroughfare Plan map that can be used by City staff, the Planning and Zoning Commission, and City Commission for securing needed rights-of-way as new development occurs.

## Issues and Opportunities

Through the plan development process, a number of issues and concerns were expressed related to mobility in the community. These discussions formed the basis of the following issue statements, along with analysis of existing conditions and examination of expected future growth trends. These statements bring focus to this plan regarding the community's values, expectations, and priorities for transportation in Kingsville. Following the identification of the key issues is a set of community goals and objectives along with discussion of necessary implementation steps.

### *Maintenance and Safety of the existing system*

A well-managed and maintained transportation system is important in ensuring a safe system that is enjoyable by all users. While building new roadways or widening existing ones is often important in addressing existing and future traffic needs, maintenance of what is already there is equally important and should require the continued attention of City government. With limited financial resources, roadway and other transportation improvements should be carefully balanced with basic maintenance of the existing systems of travel. Many of the area roadways in Kingsville are in substandard condition and are in need of resurfacing. Additionally, sidewalks in the older parts of town have deteriorated over time and are also in need of repair, while sidewalks were never installed along some City streets.

### OBSERVATIONS on Existing Mobility Conditions

- Overall mobility and access is good in the Kingsville area. The City maintains a grid system with major arterials running north/south and east/west throughout the community. The City is located along US 77, which provides regional access to neighboring communities including Corpus Christi to the north and Brownsville to the south.
- Air service is available at Corpus Christi International Airport, just 30 minutes away.
- The Port of Corpus Christi is 45 minutes away from Kingsville.
- Union Pacific Railroad provides rail service in the Kingsville area.
- There is good connectivity between neighborhoods, particularly in the older parts of town that maintain a grid system.
- Many of the local streets are wide and sidewalks are in need of repair or are non-existent.
- There are limited alternative mobility options including transit and bicycle and pedestrian facilities.
- Certain arterial streets like 14<sup>th</sup> Street and King Avenue have a proliferation of driveways, which reduces capacity, speed, and through movement.
- Many of the roadways are in need of repair and/or routine maintenance.
- The highest traffic volumes are located along US 77 (21,000 vpd), King Avenue, (16,000 vpd) and 14<sup>th</sup> Street (18,500 vpd).
- Key traffic generators include Texas A&M University, King High School, Downtown, Kingsville Naval Air Station, Wal-Mart, and Christus Spohn-Klebera

### Coordinated Planning

Transportation planning is closely related to other elements of the plan including Future Land Use and Economic Development. For instance, the future land use and overall development patterns outlined in Chapter 3 help determine the transportation infrastructure necessary to meet future mobility needs. Additionally, the transportation system is vital to the movement of goods, thereby having direct influence on the community's economic development. Businesses seeking to locate or expand are interested in their access to and circulation within the community and, in the case of a major industry, the proximity to a freeway. Transportation arteries also provide opportunities for linear connections via sidewalks and/or bicycle routes, which complement the parks and recreation system. The location, design, and capacity of roadways also determine the type and character of development.

A coordinated planning approach was utilized in developing the Transportation Plan element, ensuring the plan and its recommended policies and strategies are compatible with the community's land use goals and economic development objectives.

Key planning considerations for maintenance and safety include:

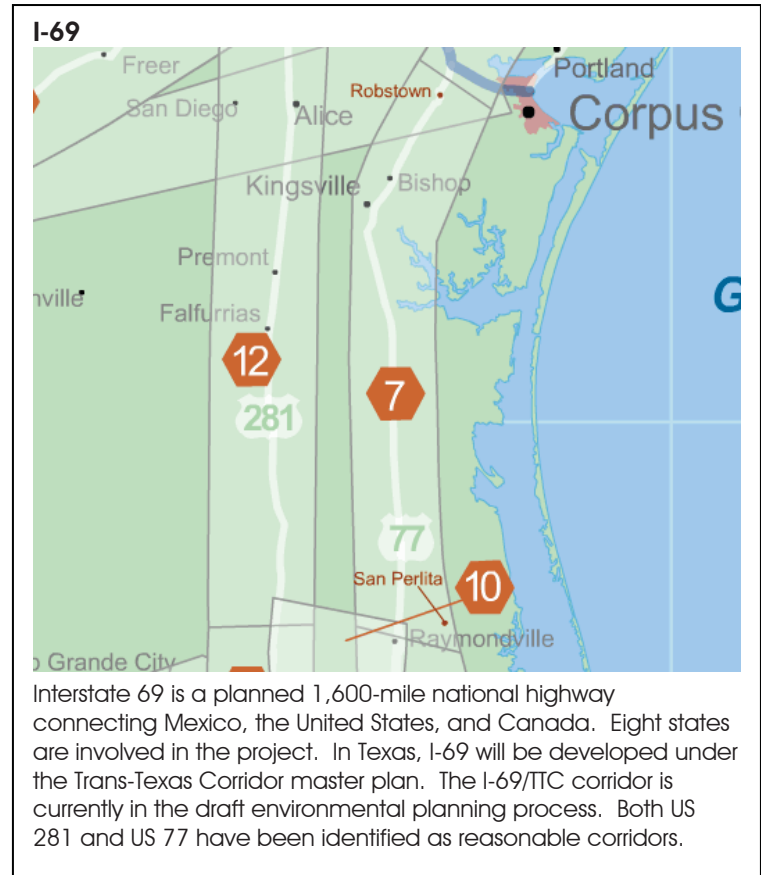
1. Improving roadway conditions through reconstructing failing streets, stripping roadways, seal-coat or overlay those needing surface improvement, installing and/or improving underground or ditch drainage systems, constructing or reconstructing sidewalks where they do not exist or are in poor condition (particularly adjacent to schools, public buildings and the University), installing pedestrian amenities including crosswalks and signals, installing street lights, and replacing traffic signs and synchronizing traffic signals.
2. Implementing a comprehensive streets-to-standards program to concentrate on bringing all roads throughout the community to an equivalent standard. This program is essentially a City-wide initiative to inventory all street conditions and institute a pavement management system.

### Regional Transportation

Kingsville is strategically located in South Texas midway between San Antonio and the Rio Grande Valley. The City is well-connected to the region and is located along the mainline of the Union Pacific Railroad and US Highway 77, which provides regional access to Corpus Christi to the northeast and Brownsville and the Mexico border to the south. US 77 (designated also as future I-69) has been constructed with fiber optic, power transmission, and water transportation infrastructure. With Kingsville's location along the US 77 corridor, proximity to major ports of entry along the border with Mexico and the port of Corpus Christi, and the railroad running through town, moving people and goods through the region efficiently is an important planning consideration for the community and in supporting and attracting businesses to the area.

Key planning considerations for regional mobility include:

1. Coordination with other entities in enhancing regional mobility including Kleberg and Nueces Counties and the Texas Department of Transportation (TxDOT). Regional projects that would impact the Kingsville area include I-69, the US 77 Coalition and the Southside Mobility Corridor.
  - a. Future I-69 Corridor (US 77) – The proposed I-69/TTC corridor extends from Texarkana/Shreveport to Mexico. US 77 has been designated as a reasonable corridor. Development of this corridor will have important implications for Kingsville in bringing more international trade, growth and economic development opportunities to the area.
  - b. US 77 Coalition – The City is working with neighboring communities and counties in upgrading US 77 to interstate standards from its intersection with I-37 down to the border.
  - c. Southside Mobility Corridor – This corridor will serve as a loop around Corpus Christi and will intersect with US 77 north of Kingsville. This corridor will improve access from Kingsville to the Port of Corpus Christi and South Padre Island.
2. Rail service is provided by Union Pacific Railroad with a train that originates locally and is made up in Houston for points north. The railroad presents a challenge in terms of providing an efficient, safe, and convenient street network. Because roads intersect with rail tracks throughout the City, they must be designed to include adequate safety provisions to ensure safe crossings for pedestrians, cyclists, and motorists. Signal crossings, signage, and pavement markings are ways to provide for safe intersection crossings. While the railroad presents a challenge, it also presents an opportunity in terms of transporting goods through the region.
3. Preserving environmental features and the character of corridors through “Context Sensitive Solutions.” The design of transportation infrastructure contributes to the collective appearance of the community, whether it involves the protection of the landscape, preservation of open lands, the use of landscaped medians, or the design of bridges, overpasses, and retaining walls.





"Context sensitive solutions (CSS) is a collaborative, interdisciplinary approach that involves all stakeholders to develop a transportation facility that fits its physical setting and preserves scenic, aesthetic, historic and environmental resources, while maintaining safety and mobility. CSS is an approach that considers the total context within which a transportation improvement project will exist."

*Federal Highway Administration*

### **Local Transportation Network**

Moving residents through the community from their homes to employment and shopping centers, schools, and places of leisure in an efficient and safe manner is essential to local quality of life in Kingsville. As development continues, ensuring through movement along the arterial street system, adequate connectivity, and ample options for travel on the roadway network will be important in enhancing local mobility. The City is well-connected within the established parts of town due to the nature of the arterial roads and grid system with multiple options for north/south and east/west access through the City. There are several areas in the community where congestion is more concentrated, particularly during certain times of day, like the hospital area, King High School, and Texas A&M University. Special studies beyond basic thoroughfare planning – with specific solutions – may be needed to address the unique circumstances of these areas. Likewise, given limited resources and constraints to thoroughfare development in some cases, maximizing existing roadway assets through access management techniques and other land use decisions and strategies will be important in enhancing local mobility.

The majority of the City's older residential areas are also on a grid system, providing good connectivity within and through neighborhoods. However, newer neighborhoods to the south and southeast have been designed with a curvilinear street pattern, cul de sacs, and often with one point of entry and exit. While this pattern is better for reasons of safety and aesthetics, concerns are typically raised regarding connectivity. As new subdivisions are developed, assurances should be made for adequate connectivity within and between neighborhoods.

Key planning considerations for local mobility include:

1. An adequate arterial and collector street system that provides for multiple connections and options.
2. Maximizing flow and reducing traffic conflicts on existing facilities through access management and other Transportation System Management (TSM) strategies.
3. Development patterns and land use decisions that have a positive effect on the transportation system.
4. Railroad safety and connectivity. The railroad presents a challenge for connectivity and through movement in Kingsville because it runs parallel to 6<sup>th</sup> Street and intersects all major east/west roads in the City, causing traffic and congestion. It is also a barrier for pedestrian access. There are few options to addressing this issue short of building an overpass, which is very costly. Current traffic volumes may not warrant or justify such an expense at this time, but this is something to consider in the future, and the City should begin the process of identifying potential locations to preserve right-of-way even if the overpass is not built in the near future.



5. Preserving the integrity and character of neighborhoods through design that calms traffic and encourages slower speeds, including narrower streets where appropriate (which can also reduce impervious surface and resulting stormwater runoff).
6. Connectivity within and between neighborhoods and commercial and public areas through the roadway system, sidewalks, and trails.
7. Thoroughfare development that is aesthetically pleasing and compatible with and complements desired character. The character of a corridor is influenced by the City’s ordinances and standards which regulate the form of development, including the location and design of buildings, arrangement of parking areas, extent of open space and vegetation, perimeter fencing and bufferyard treatments, and size and placement of signage.

**Enhancing alternative modes of travel**

Currently, the private automobile is the primary form of transportation for most individuals in the Kingsville area. However, with an aging population and the presence of the University, opportunities exist for providing and accommodating alternative modes of transportation including a transit/shuttle service, “on demand” services (e.g., taxis, airport shuttle), and bike and pedestrian facilities. Currently there is no transit or shuttle service within the community, although the County does provide on demand transit service for low-income and disabled residents.



“Complete Streets” are designed for all users including pedestrians, cyclists and persons with disabilities.

opportunities exist for providing and accommodating alternative modes of transportation including a transit/shuttle service, “on demand” services (e.g., taxis, airport shuttle), and bike and pedestrian facilities. Currently there is no transit or shuttle service within the community, although the County does provide on demand transit service for low-income and disabled residents.

Bicycle and pedestrian facilities add to the quality of life of the community and help create a cohesive environment that is interconnected not only through roadways, but also through a system of bike lanes, trails, and sidewalks. In addition to their practical function of getting people around, pedestrian and bicycle opportunities can help meet some of the recreational needs in the community.

Key planning considerations for alternative travel modes include:

1. Enhancing pedestrian amenities and facilities, particularly around the University, Downtown, schools, and other public facilities to include crosswalks, pedestrian signals, flashing lights, sidewalks, and bike lanes.

**COMPLETE STREETS** are designed and operated to enable safe access for all users. Complete streets policies direct transportation planners and designers to consistently design with all users in mind. Places that adopt complete streets policies are making sure that their streets and roads work for drivers, transit riders, pedestrians, and bicyclists, as well as for older people, children, and people with disabilities.

Elements of Complete Streets include:

- Sidewalks
- Bike lanes
- Wide shoulders
- Crosswalks
- Refuge medians
- Bus pullouts
- Special bus lanes
- Raised crosswalks
- Audible pedestrian signals
- Sidewalk bulb-outs

Source: [www.completestreets.org](http://www.completestreets.org)

2. Developing an integrated and connected trail/bike system throughout the community.
3. Designing streets to accommodate all users including pedestrians, cyclists, and persons with disabilities.
4. Enhancing mobility options through providing shuttle and/or transit service within the community and to nearby cities and destinations (i.e. the airport). Given the limited resources of the City and the cost of providing any type of shuttle or transit service, this may be something that is done in coordination with the County, neighboring communities who already have an established service, and/or Texas A&M University.

## Goals and Recommendations

The following goals, objectives, and recommended actions were formulated to specifically address the issues and needs outlined above. The goals reflect the overall vision of the community, which may be achieved through the objectives and by acting on the recommendations. It is important to note that these are also general statements of policy that may be cited when reviewing development proposals and used in making important community investment decisions regarding the provision and timing of facilities and services.

### Maintenance and Safety of the Existing System

#### *Goal:*

- A safe and well-maintained network of streets and pedestrian ways.

#### *Recommendations:*

1. Conduct a City-wide pavement condition inventory, which should be integrated into the City's mapping and database management program. Subsequently, establish a comprehensive pavement management system, which would include a list of all necessary improvements to meet the established street standard, the level of financial commitment required, and a five-year prioritized implementation plan and funding program.
2. Conduct an inventory of street lights and develop a database and corresponding map. Compare the map with the City's street lighting and spacing standards to identify areas where there are deficiencies or nonconformance with existing standards. Subsequently, establish a street light replacement and installation program, coordinated concurrently with street repair and improvement.

3. Regularly conduct inspections to ensure there are clear views of all traffic control devices, including strict enforcement of visual obstructions within the site distance triangle at street intersections. Conduct an appraisal of all street signs, including their placement, visibility, and condition. Subsequently, replace worn or illegible street signs.
4. Conduct a thorough review and assessment of the City's design criteria and technical specifications regarding street construction standards and all associated infrastructure requirements, e.g. street lights, drainage, and sidewalks. The City may consider a requirement of concrete street construction, pursuant to performance-based street right-of-way and width standards, whereby streets that serve few lots may be narrower due to low traffic volumes. In addition, the allowable densities may be examined to allow increased density, given certain criteria, to offset the expense of requiring concrete streets. In other words, the City may allow a development to have greater density to improve the feasibility of the added expense of concrete streets. The outcome would be a higher standard, a longer useful life of the street paving surface, and reduced maintenance on behalf of the City.
5. Install railroad crossing arms at all road intersections with the railroad. To enhance safety applicable pavement markings and signage should also be installed.
6. Explore the feasibility of constructing an over pass along the railroad to improve traffic flow and safety in the City. The railroad tracks currently bisect the City in a north/south direction resulting in traffic delays and safety concerns with regards to emergency vehicles being able to get across the city in a timely manner. The City should initiate a study that would identify and evaluate potential locations taking into account projected traffic volumes, right-of-way acquisition and cost. Potential locations for the overpass include General Cavazos and King Avenue.

## Regional Transportation

### Goals:

- A regional transportation network for moving people and goods to, from, and through the community in an efficient and effective manner.
- Improved appearance of major transportation corridors in the City.

### Recommendations:

#### *Coordinate with local, State and Federal agencies in enhancing regional mobility.*

1. Actively participate with TxDOT and other State agencies during the environmental planning process for the I-69/Trans Texas Corridor. As the planning process proceeds, the City should evaluate the implications of this corridor for the community.

2. Coordinate with TxDOT and neighboring communities and counties in upgrading US 77 to interstate standards from I-37 to the Mexico border.
3. Coordinate with TxDOT in completing the US 77 bypass. To complete the bypass, overpasses are needed at FM 1717, Caesar Avenue, and at the intersection of US 77 and Business 77.
4. As traffic volumes increase along US 77, work with TxDOT in replacing the four-way stop signs with traffic signals along the access roads.

## Local Transportation

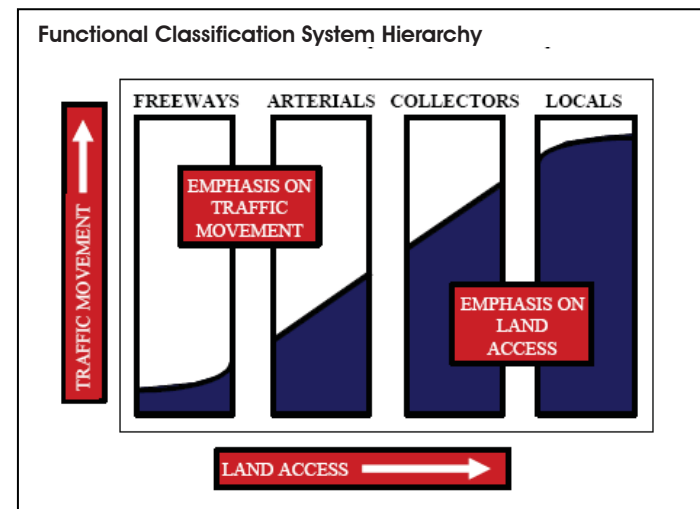
### Goals:

- A local transportation system that moves people through the community in a safe and convenient manner.
- A mobility system that is integrated with and complements neighborhood and community character.
- A transportation system that is commensurate with the type, pattern, and density of land use.

### Recommendations:

*Utilize the Thoroughfare Plan map and functional classification of roadways to achieve adequate mobility within the community and preserve rights-of-way.*

7. Adopt the functional classifications of arterial and collector roadways as shown on the Thoroughfare Plan map. The recommended street cross sections and pavement widths that correspond with the functional classifications should be adhered to in all new developments. In certain instances where there are unavoidable constraints for complying with the City’s standards (that are peculiar to the location and not brought about by the subdivider through the subdivision layout or design), the City may allow an exception as long as it is the minimum variation needed to otherwise abide by the City’s standards, which may require additional study to verify.





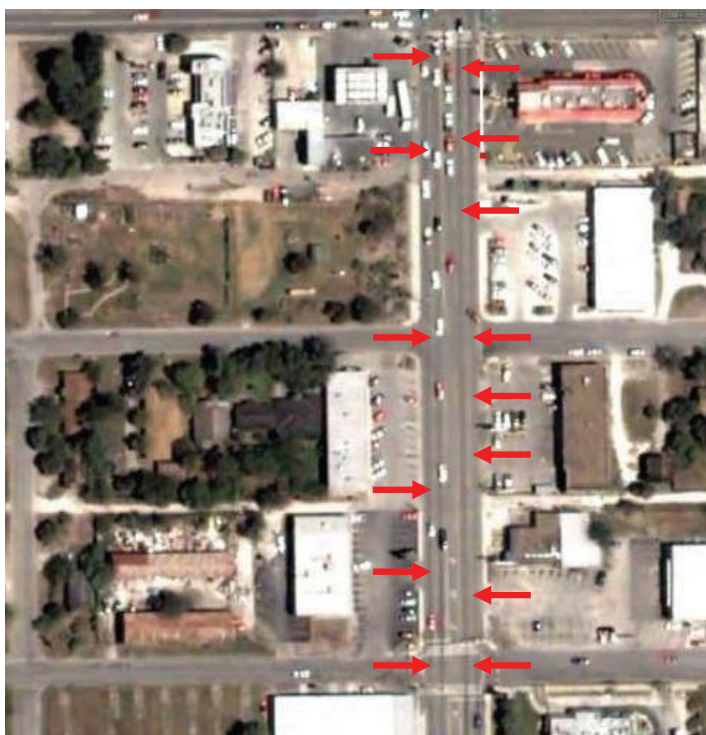
8. Enhance through movement along the arterial street system by examining the feasibility of connecting through streets including Caesar Avenue between 3<sup>rd</sup> Street and 6<sup>th</sup> Street, Trant Road east of 14<sup>th</sup> Street and Escondido between Business 77 and County Road 1030.
9. Amend the Subdivision Regulations to include the cross section standards and required right-of-way and pavement widths for arterial, collector, and local streets as identified in this plan.
10. Amend the subdivision regulations to include performance standards for residential streets. Under this approach, the type of access, number of dwelling units served, and the units' average frontages determine the street right-of-way, pavement width, and other design requirements such as parking lanes, curb width, parkways, and sidewalks. Therefore, the required right-of-way and street design is directly tied to development density and generated traffic volumes as opposed to a "one-size-fits-all" standard for all local streets.
11. Incorporate provisions into the subdivision regulations authorizing the City to require a traffic impact analysis (TIA) study if projected traffic from a particular development site would exceed a certain established traffic generation threshold or specified development conditions (e.g., square feet of nonresidential development, number of residential units, or other site-specific factors that could trigger the need for mitigation measures along adjacent public streets or at nearby intersections). Such situations could require submission of a study prior to the official acceptance of an application for subdivision, property development, or a change in zoning.

*Enhance connectivity between neighborhoods.*

1. Adopt a street connectivity index that would increase the number of street connections in a neighborhood and improve directness of routes. The purpose of connectivity requirements would be to create multiple, alternate routes for automobiles and create more route options for people on foot and bicycles. The connectivity ratio would be identified in the subdivision regulations and would be based on existing subdivisions in Kingsville that stakeholders deem to have good connectivity. Features of the ordinance should include:
  - a. An appropriate connectivity index (e.g., street links divided by street nodes).
  - b. Requirements for connecting local and collector streets to adjacent developments to ensure a minimum level of external connectivity.
  - c. Requirements to establish pedestrian routes between land uses. This is particularly important where natural features or other constraints make it impractical to connect streets.
  - d. Provisions to discourage cut-through traffic and speeding.



2. Extend collector roads to arterial roads to increase connectivity within and between subdivisions. This can be achieved by requiring, concurrent with subdivision approval, continuous collector roadways between all arterials, aligning with existing collector roadway segments.
3. Amend the subdivision regulations to require, prior to filing a preliminary plat, submittal of a development plan for planned and phased development. The development plan must show the overall street layout and its connection to adjacent properties and developments. The premise of this plan is to ensure connectivity through continuous collector roadways. In-lieu of a development plan, the subdivision regulations should be amended to include a provision for preparation of a local circulation plan by the Planning and Zoning Commission. The circulation plan would identify the desired collectors or streets within a superblock, areas for marginal access streets or reverse frontage roads, and preferred intersection locations, which must then be followed by proposed development. The circulation plan must be based upon the policies of this plan and on the adopted Thoroughfare Plan.



There are a number of driveways and access points along 14<sup>th</sup> Street, which reduces traffic capacity and through movement along this busy corridor.

*Implement access management and other Transportation System Management (TSM) measures to help increase capacity along constrained roadways and maintain capacity along arterials in the community.*

1. In conjunction with TxDOT, prepare an access management study for 14<sup>th</sup> Street, King Avenue, and other corridors, which identifies and evaluates appropriate TSM measures that would be suitable and feasible along these corridors of concern. These measures could include the addition of right or left turn lanes at certain locations, consolidation of driveways, and signal timing. There are a number of sources and criteria that could be used in determining appropriate TSM measures in the community including those identified in TxDOT's Access Management Manual and the Transportation Research Board's Access Management Manual.
2. Develop an access management program and guidelines that provide appropriate strategies and access design requirements based on a roadway's functional classification as identified on the Thoroughfare Plan map (with the greatest emphasis placed on mobility versus access on arterial streets).
3. Revise the Subdivision Regulations to restrict and/or guide the number, location, and spacing of driveways, street intersections,

medians and median openings, marginal access roads, turn lanes, and acceleration/deceleration lanes at major intersections. This is particularly important in preserving capacity along roadways that are not currently lined with development. The regulations should require marginal access roads and/or cross-access easements along all commercial frontage abutting arterial and collector roads to minimize the number of driveways.<sup>1</sup>

4. Amend the Subdivision Regulations to require shared driveways and cross-access easements between adjacent and abutting properties to eliminate the need to use the public street for access between adjoining businesses.
5. Amend the Subdivision Regulations to limit or prohibit residential driveways along collector roadways to preserve the intended function of these roadways. Ideally, side lot lines should face toward the collector street.
6. Periodically conduct signal warrant studies as area travel volumes increase with new development. In areas that are already managed by traffic signals, signal timing should be reviewed, particularly in congested areas, to determine if timed traffic signals are appropriate relative to the volume and peaks in traffic flow. Adjustments should be made to traffic signals so they are timed accordingly.

*Utilize land use policies and land development regulations to encourage developments that enhance mobility within a neighborhood and throughout the community.*

1. Implement recommendations identified in **Chapter 3, Community Character**, related to mixed-use and higher density developments, particularly in the Downtown and University areas.

*Insist on well-designed roadways that are aesthetically pleasing and reflective of the surrounding community character.*

1. Implement context sensitive solutions when widening existing and constructing new roadways. When constructing new roadways, consideration should be given to enhancing and preserving the community's character through protection of environmental and historic resources such as mature trees and one-of-a-kind structures. Roadways should be designed within the "context" of the surrounding environment so they can complement the area and not detract from its character.
2. Narrow the pavement width of collector and residential streets as previously recommended and use the extra right-of-way for sidewalks, trails, neighborhood scale street lighting, tree preservation, landscaping, and open space. Current right-of-way requirements would accommodate such amenities.

**“Transportation System Management (TSM)** is the improvement of vehicular flow by implementing low-cost measures that increase the efficiency of the existing road pavement and avoid the need for major roadway expansion. Examples of such measures include traffic signals and intersection improvements, one-way road pairs, access control measures, and removal of on-street parking.”

*Your Government & Community Online Resource, Martin County, FL*

<sup>1</sup> Article 6 Zoning Subsection 15-6-70 – The zoning ordinance does currently restrict driveway and access along US 77. These requirements are limited to the number of driveways, lot design including width and orientation. The use of shared driveways or marginal access roads are not addressed in the ordinance.

3. Enhance development standards for tree preservation, landscaping, buffering, screening, and property maintenance along each arterial roadway to improve the appearance and aesthetics of the community's primary roadway corridors.
4. Amend the design standards for arterial and collector roadways to include increased green space adjacent to the street frontage and outside of the abutting use. Alternatively amend the subdivision regulations to require a minimum perimeter buffer area of five feet adjacent to all collector streets and 10 feet adjacent to arterial streets. If the latter approach is taken, there must be changes to the minimum lots standards and/or provisions for increased density to compensate for the net reduction in development density. Furthermore, there must be maintenance agreements and guarantees on behalf of the subdivider and neighborhood association.
5. Create a Strategic Corridors Program. Identify strategic corridors within the community and direct aesthetic and infrastructure improvements along those corridors as a priority. This allows the City to improve key corridors in a more holistic fashion,



US 77 offers an opportunity to establish community identity through urban design and landscape enhancement.



The use of increased open space adjacent to the street edge, monument signage, and street trees enhances the driving experience of major corridors.

making improvements including infrastructure, property maintenance, access management, aesthetics, and landscaping to a corridor all at once. A corridor streetscape plan should be prepared for these strategic corridors. The plans should include a detailed inventory and assessment of existing conditions, including land use and zoning, building footprints, numbers and locations of driveways and parking lots, numbers and locations of signs, trees, and vegetation, power poles and overhead lines, street cross sections and rights-of-way, sidewalks and pedestrian improvements, pervious and impervious surfaces, and general visual characteristics. The enhancement and design plans should include any regulatory recommendations and identified improvements and their estimated costs. An implementation plan should identify priorities, funding options and sources, and a timeline. Priority corridors could include Santa Gertrudis Avenue, King Avenue, 14<sup>th</sup> Street, and Corral Road.



6. Initiate redevelopment and enhancement projects at the entrances to the community, including public infrastructure improvements and strict enforcement of code violations. The areas should be prioritized according to traffic counts at each location.
7. Organize a public education campaign regarding property maintenance and environmental codes and establish an annual amnesty program for code violators. Volunteer to assist property owners in identifying violations and conforming solutions.

*Implement a formal traffic calming program.*

1. Periodically conduct travel speed studies to determine appropriate speed restrictions in neighborhood pedestrian areas. Street pavement markings and signage for all school safety zones should be improved and regularly maintained. Raised crosswalks should be installed along all streets that front onto public facilities, such as schools, but also including municipal parks and the library.
2. Perform localized traffic calming studies where there are observed unsafe conditions of cut-through and/or high-speed traffic. Traffic calming is applicable where there are continuous and relatively straight streets (for a distance of 500 feet or more) carrying higher volumes of traffic in excess of 100 vehicles per hour during peak hours; when actual speeds exceed the posted limit on a regular basis; when a local street functions as a collector street; and/or when the street is in close proximity to a school, park, or other location frequented by children. The study should identify the recommended improvements based upon site-specific conditions.

## Enhance Alternative Modes of Travel

**Goals:**

- A mobility system that offers a variety of choice in modes of travel.
- A comprehensive and interconnected system of trails, greenways, and pedestrian linkages.
- Improved pedestrian safety and accessibility.

**Recommendations:**

*Enhance mobility options within the City and to nearby destinations.*

1. Explore the feasibility of providing shuttle or transit service to key destinations in the community and neighboring areas (i.e. Corpus Christi, airport). Given the limited resources of the City and the high cost of providing transit/shuttle service, the City



should consider forming a partnership with the County and/or Texas A&M University or other neighboring communities to provide a service that would be mutually beneficial to all.

*Develop new and/or enhance existing pedestrian and bicycle amenities and facilities throughout the City.*

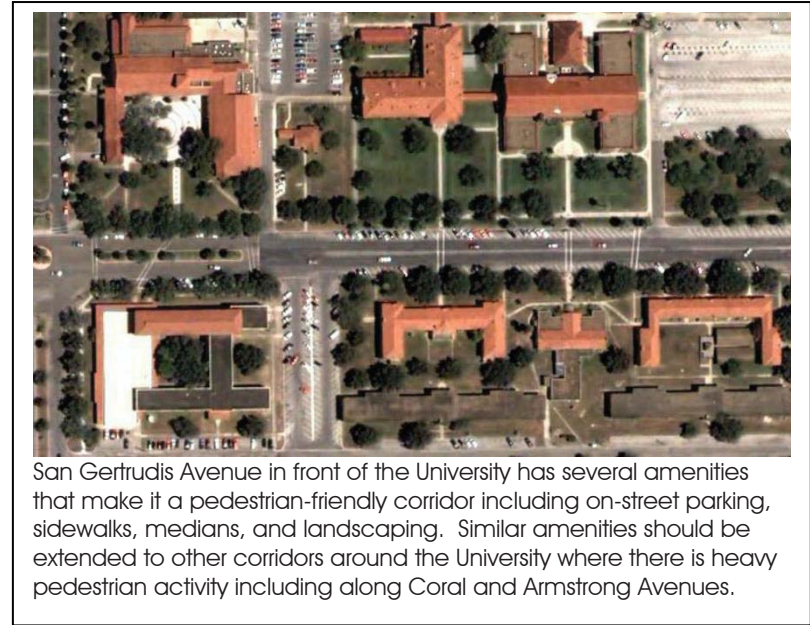
1. Prepare a comprehensive bike and pedestrian plan for the community that identifies a network of bike lanes, trails, greenways, and pedestrian linkages throughout the City limits and extraterritorial jurisdiction (ETJ). The resulting study should identify a network of on- and off-street linear connections between neighborhoods, parks, schools, and commercial areas. Attention should be given to identifying bikeway and sidewalk improvements in and around the Downtown and University areas, in particular where roadways could be “retrofitted” to accommodate bike lanes and/or sidewalks. The plan might also include recommendations, as appropriate, for amending the Subdivision Regulations to include alternative cross section standards for collectors and minor arterials that include sufficient right-of-way for bike lanes.
2. Make it standard practice to add sidewalks along roadways where they are not already present when such roadways are improved or widened.
3. Amend the Subdivision Regulations and adopted City construction standards to increase the minimum width of sidewalks from four to five feet in areas expected or intended to have higher than average pedestrian activity. Currently, four-foot sidewalks are required in all subdivisions<sup>2</sup>.
4. Establish requirements within the subdivision regulations pertaining to the location of sidewalks within the right-of-way. According to the City’s current street standards, there is sufficient right-of-way beyond the pavement width to accommodate a green parkway separating sidewalks from the back of the curb or street edge.
5. Amend the subdivision regulations to include a requirement for sidewalks to be installed on both sides of all arterial, collector, and local streets, pursuant to the above recommended placement standards. Currently, sidewalks are only required on residential/local streets.



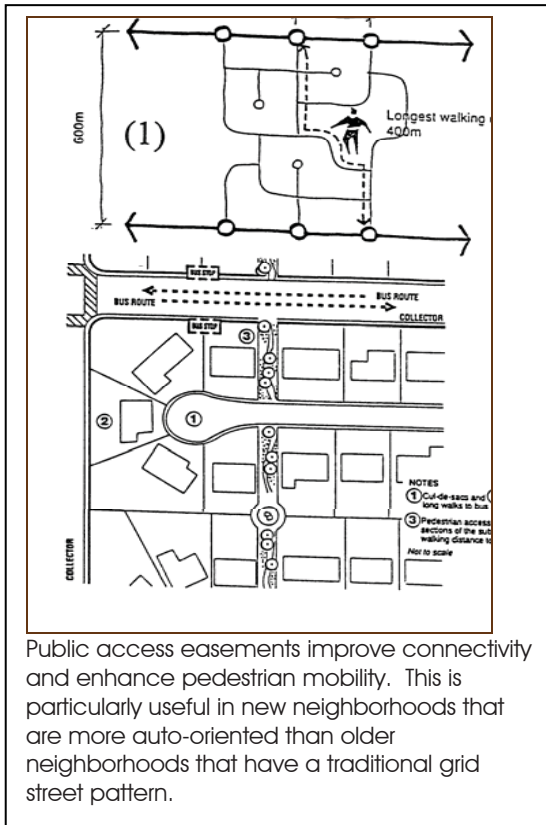
Many of the roadways are wide in Kingsville and could easily accommodate amenities including bike lanes or on-street parking.

<sup>2</sup> Article 3, subsection 15-3-51 Sidewalks – Concrete sidewalks of not less than four feet are required on each side of each street within the subdivision.

6. Amend the subdivision regulations to require public access easements every 800 feet, or portion thereof, where there are continuous rows of homes abutting trails or collector and arterial roads. Such easements must be a minimum width of 15 feet, improved with a five foot wide sidewalk or trail connection.
7. Perform a barrier analysis to identify significant barriers for safe and convenient use of the pedestrian infrastructure system. Significant examples include the railroad, heavily traveled streets and creeks, and other constraining features. The analysis should identify alternatives for providing safe and reasonable access across the barriers, such as overhead walkways, tunnels, painted crosswalks and warning signs/lights, and other applicable improvements.



San Gertrudis Avenue in front of the University has several amenities that make it a pedestrian-friendly corridor including on-street parking, sidewalks, medians, and landscaping. Similar amenities should be extended to other corridors around the University where there is heavy pedestrian activity including along Coral and Armstrong Avenues.



Public access easements improve connectivity and enhance pedestrian mobility. This is particularly useful in new neighborhoods that are more auto-oriented than older neighborhoods that have a traditional grid street pattern.

8. Target pedestrian/bicycle improvements at key locations within the community including around the University and Downtown areas and around schools, parks, and other public places.
9. Identify and stripe roadways appropriate for bike lanes. Many of the City's roadways are currently wide enough to accommodate bike lanes without the additional need for right-of-way acquisition or street widening. Bike lanes should be located along collectors and minor arterials where driveways and access points are limited.
10. Where there are warranted conditions and sufficient space, install medians/esplanades in the University area along Santa Gertrudis Avenue (east of SH 169), Armstrong, and Coral, and along other streets adjacent to public parks and buildings for use as a pedestrian refuge to shorten the unprotected distance across wider roadways.



11. Install bicycle racks at key locations and buildings throughout the community.
12. Identify intersections in the community that are heavily used by pedestrians and prioritize and implement safety improvements at these intersections. Intersections should be prioritized based on use and pedestrian risk. Improvements could include walkovers; installing accessible ramps for persons with disabilities; marked, signed, and/or signaled pedestrian crossings; and pedestrian-actuated signal detectors. Examples of intersections that are in need of pedestrian improvements include Corral Road and Armstrong and Santa Gertrudis and Armstrong.
13. Conduct a community-wide sidewalk inventory to denote the existence or non-existence of sidewalks along each street. Inventory segments that are in poor condition or unfit for safe use, as well as barriers to connectivity. Barriers may include major roadways, railway, utility poles/boxes, and buildings. Subsequently, prepare a five-year capital improvement program (CIP). The program should include a prioritization of projects, with the highest priority assigned to areas most likely in need of sidewalks like around schools, Downtown, University, parks, and other areas where there is a high propensity for walking. An established amount should be budgeted annually for sidewalk improvement, replacement, and construction. The University area is an example of where sidewalks and other

**Improvement Districts**

Improvement Districts may be created to fund infrastructure improvements by special assessment against the property owners who principally benefit from them in fair proportion to the level of their benefit. Public improvements that may be funded by an improvement district include landscaping, sidewalks and trails, parking, enhanced security, parks, water, wastewater or drainage facilities and transportation improvements.

pedestrian amenities including crosswalks are needed. Currently, there are no sidewalks along Coral and Armstrong Avenues. To help fund sidewalk improvements in the community, the City could establish a public improvement district (PID), where appropriate, whereby the improvement costs would be proportionately allocated to individual property owners. Neighborhood organizations and University students could be solicited to assist in creating an inventory of sidewalks and their conditions.



There are several pedestrian bridges crossing over the creek in the north part of Kingsville. These bridges help enhance pedestrian connectivity between neighborhoods and to destinations in the community. Several of the bridges do not currently connect to sidewalks and an opportunity exists for the City to connect these bridges through sidewalk construction and/or through developing a trail system along the creek.

14. Prepare a Safe Sidewalks Program to identify those locations where the condition and maintenance of the sidewalk are particularly important, such as around, adjacent to, and leading to/away from schools; near and adjacent to public buildings and spaces; and other areas prone to heavy utilization of the sidewalks. In these priority areas, conduct regular inspections of safety conditions to ensure the walking surface is free from hazards and dangerous obstructions. Also organize a public education program to notify the community of the Safe Sidewalks



Program, the priority pedestrian areas, and individual responsibilities for care and maintenance. The City should also submit a grant proposal to the Texas Safe Routes to School (SRS) program to secure external funding support.

15. Amend the City’s street design standards for the installation of pedestrian- and bicycle-actuated traffic signals. Also, coordinate with TxDOT to ensure their installation at targeted locations on State highways in town.

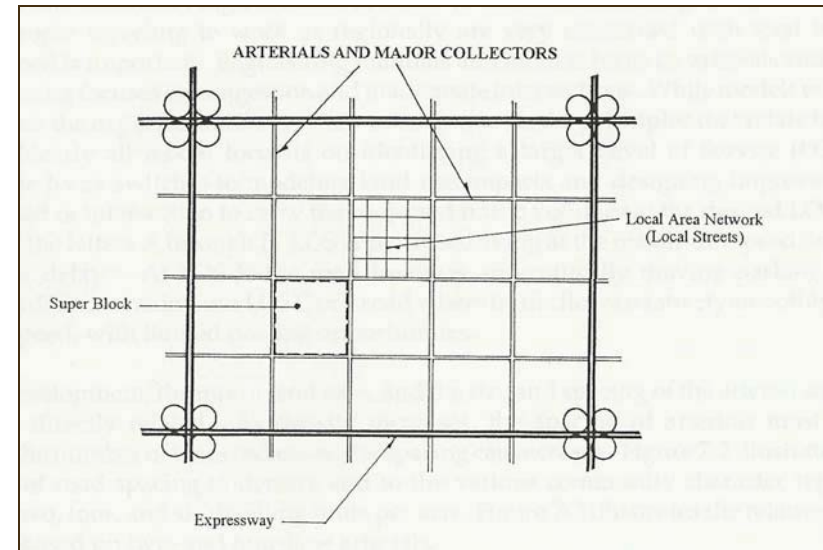
## City of Kingsville 2030 Thoroughfare Plan

The City’s Thoroughfare Plan is designed to provide for the future travel needs of the community by ensuring orderly development of the street system, including the extension and improvement of existing streets, as well as planned future roadways. The Thoroughfare Plan is designed to ensure that adequate rights-of-way are preserved with a general alignment and sufficient width to allow for efficient expansion and improvement of the street transportation system. In addition, it is designed to provide opportunities for other transportation modes so as not to place a fiscal burden on the community to fund extensive road improvements, which, in turn, require long-term maintenance.

Displayed in **Figure 4.1, Thoroughfare Plan**, are the proposed general alignments for the extensions of existing collector and arterial roadways and planned new roadways. Unlike the Future Land Use plan which guides growth through the year 2030, the Thoroughfare Plan represents a much more long-term vision for the community. Many of the proposed arterial and collector streets identified on the plan, in particular in the ETJ, will likely not be needed or constructed within the next 20, 30, 40 or even 50 years. The purpose of this plan is to preserve needed transportation corridors (even if they will not be needed for 50 years) so that as development occurs in the future, the City will have the ability to develop appropriately sized transportation facilities.

## Roadway Design Standards

This section describes existing and proposed roadway design standards associated with each of the functional classifications as shown on the Thoroughfare Plan map and described in **Appendix C**. Roadway design standards are located in the City of Kingsville’s Subdivision Ordinance and include roadway design criteria and cross sectional elements for Major Thoroughfares (arterial), Collector, and Minor (local) streets. While street classification reflects the functions that roadways serve as part of the street network, roadway design standards are



A typical thoroughfare network forms a grid defined by arterial and collector roadways, within which are superblocks and the local street network.

related to traffic volume, design capacity, and level of service. The City’s existing requirements are shown in **Table 4.1, Existing City of Kingsville Roadway Design Standards**.

In the administration and enforcement of the Thoroughfare Plan, special cases and unique situations will occasionally arise where physical conditions and development constraints in certain areas conflict with the need for widening of designated thoroughfares to the planned right-of-way width and roadway cross section. Such special circumstances require a degree of flexibility and adaptability in the administration and implementation of the plan. Acceptable minimum design criteria and special roadway cross sections may have to be applied in constrained areas where

**Table 4.1, Existing City of Kingsville Roadway Design Standards**

Category	Pavement Width min. (ft)	Pavement Width Recommended (ft)	Right-of-Way Width (ft)
Major Thoroughfares	64		100
Collector	40		60
Minor for Apartments	30	36	60
Minor for other residences	30	36	60
Marginal Access	30	36	60

City of Kingsville Subdivision Regulations, Article 3 Section 15-3-30 Streets

existing conditions limit the ability to meet desirable standards and guidelines. Special roadway cross sections should be determined on a case-by-case basis when a unique design is necessary, and these exceptions should be subject to approval by the City Engineer. Otherwise, standard roadway cross sections should be used in all newly developing areas and, whenever possible, in existing developed areas.

**Local Streets**

Local streets allow direct property access within residential and commercial areas. Through traffic and excessive speeds should be discouraged by using appropriate geometric designs, traffic control devices, and traffic calming techniques. Local streets typically comprise about 65 to 80 percent of the total street system.

The Thoroughfare Plan does not differentiate between local streets by assigning class. Instead, the plan establishes standard street cross sections, with alternatives based upon such performance characteristics as type of access, number of dwelling units served, and the units’ average frontage dimensions.

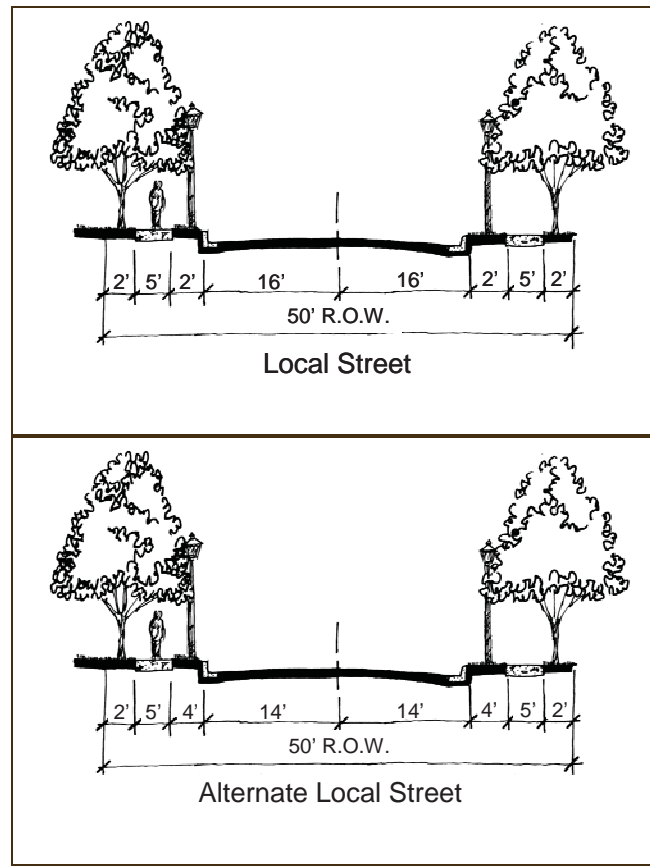
The current Kingsville standard for local streets is a right-of-way width of 60 feet and a pavement width of 30 feet. However, these standards do not account for situations where less right-of-way and pavement width may be acceptable due to lower density and fewer trips generated. As a result, there is more pavement width than necessary in some cases, which adds to development costs, occupies additional space (thereby reducing development efficiency), causes higher travel speeds, and results in increased impervious surface and, hence, stormwater runoff. Therefore, this plan proposes alternative street cross sections where the standard pavement width is not warranted. Narrower streets



encourage reduced travel speeds, an increased distance between the street and sidewalk, and a wider streetscape. Additionally, where appropriate, allowing for a reduced pavement width would make providing sidewalks and/or trails more attractive and cost effective to a developer.

Displayed in **Figure 4.2, Alternate Local Street Sections**, are two alternative cross sections requiring a minimum 50 feet of right-of-way with minimum pavement widths of 28 and 32 feet. A local street with a pavement width of 28 feet would be limited to developments with fewer, larger lots taking access onto the local street. On-street parking would not be allowed on the narrower street width, but would be allowed on only one side of the 32-foot street section. Such parking restrictions necessitate review of lot sizes, setbacks, and on-lot parking provisions to

**Figure 4.2, Alternate Local Street Sections**



Source: Kendig Keast Collaborative

accommodate parked vehicles out of the public right-of-way, as recommended in this section. These pavement widths are designed to adequately carry immediate local traffic, still be sufficient to accommodate fire apparatus, and yet be an appropriate width to accomplish neighborhood traffic calming.

Local streets may also be adapted to an estate or rural character by including an open or closed ditch system rather than curb and gutter.

**Collector Streets**

Subdivision street layout plans and commercial and industrial districts must include collector streets in order to provide efficient traffic ingress/egress and circulation. Since collectors generally carry higher traffic volumes than local streets, they require a wider roadway cross section and added lanes at intersections with arterial streets to provide adequate capacity for both through traffic and turning movements. However, since speeds are slower and more turn movements are expected on collectors versus arterials, a higher speed differential and much closer intersection/access spacing can be used than on arterials. Collectors typically make up about five to 10 percent of the total street system.

The proposed collector cross sections, as displayed in **Figure 4.3, Collector Street Sections**, require 60 feet of right-of-way with pavement widths of 36 and 32 feet. The standard collector roadway will have a 36-foot pavement section with sidewalks on both sides. As an alternative, a developer willing to set aside additional green space and provide enhanced pedestrian pathways and/or street trees may request that the pavement width be reduced to 32 feet with parking permitted on one side only. A street cross section that is 32 feet wide provides two, 12-foot travel lanes and an eight-foot

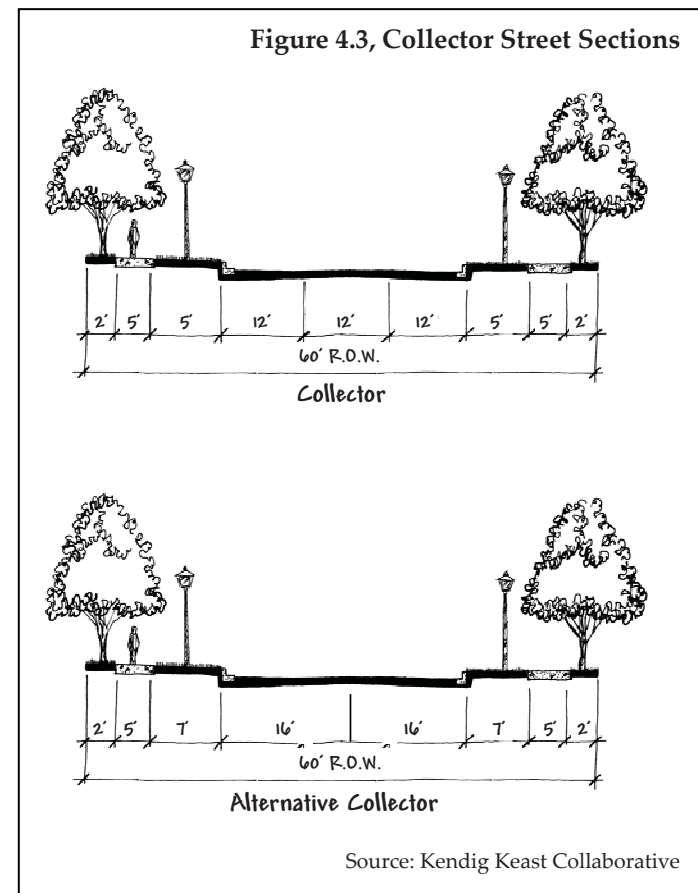
parking lane, which is sufficient to serve the traffic carrying capacity of a collector roadway.

Another option possible for estate and rural development is consideration of collector roads without sidewalks or curb and gutter. This permits the development to maintain the look and feel of a rural area, and it also would not provide the drainage system offered with roads that utilize curbs and gutters. In this type of development, significant green space and an interior trail system would be necessary to compensate for the loss of sidewalks. Pavement width could be reduced to 32 feet, while the right-of-way requirement would remain at 60 feet to account for the space required for open or covered ditches.

**Arterial Streets**

Arterial streets form an interconnecting network for broad movement of traffic. Although they usually represent only five to 10 percent of the total roadway network, arterials typically accommodate between 30 and 40 percent of an area's travel volume. Since traffic movement, not land access, is the primary function of arterials, access management is essential to avoid traffic congestion and delays caused by turning movements for vehicles entering and exiting driveways. Likewise, intersections of arterials with other public streets and private access drives should be designed to limit speed differentials between turning vehicles and other traffic to no more than 10 to 15 miles per hour. Signalized intersection spacing should be long enough to allow a variety of signal cycle lengths and timing plans that can be adjusted to meet changes in traffic volumes and maintain traffic progression (preferably one-third to one-half mile spacing).

Functional classification is not dependent on the existing number of lanes since the functional role served by a roadway typically remains constant over time, while the roadway's cross section is improved to accommodate increasing traffic volumes. For example, the cross section of arterials may vary from multi-lane roadways with four to six lanes down to two-lane roadways in the developing fringe and rural areas of the ETJ where traffic volumes either have not increased to the point that more travel lanes are needed or they are not warranted due to limited density. Thus, lower-volume roadways that are continuous over long distances may also function as arterials, particularly in the ETJ.

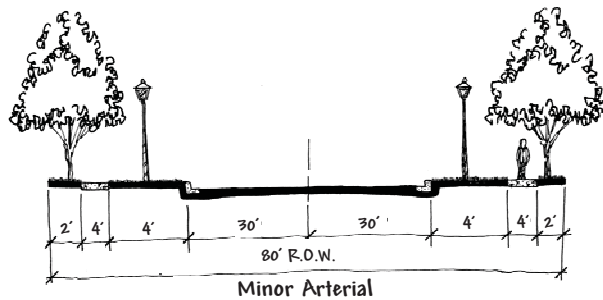
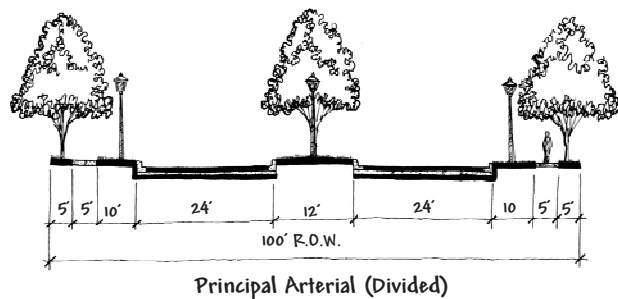






According to the current thoroughfare design standards, right-of-way for Arterials (major thoroughfare) is a 100 feet. Current standards do not differentiate between major and minor arterials. Displayed in **Figure 4.4, Alternative Arterial Street Sections**, are alternative standards with a minimum of 80 feet for a minor arterial and 100 feet for a principal arterial (120 feet for a six-lane) to allow for a center turn lane on the minor arterial cross section and a raised median on the principal arterial cross section. This plan advocates a raised or depressed median in all new principal arterial roadways where the land development pattern is not yet fully established. Medians for principal arterials within the existing urbanized, developed area should be evaluated on a case-by-case basis based upon the warrants and constraints, accident records and fatality incidents, and specific design considerations. It is proposed that the minor arterial roadways consist of an undivided street section with the dimensional characteristics shown in Figure 4.4.

**Figure 4.4, Alternative Arterial Street Sections**



Source: Kendig Keast Collaborative

Some elements of the thoroughfare system, such as those roadways for which abutting development has already occurred or is planned to occur, will require new or wider rights-of-way and may ultimately be developed as two-lane or multi-lane roadways with various cross sections. Some streets identified as arterials or collectors on the plan will not necessarily ever be widened due to physical constraints and right-of-way limitations. Instead, the designation signifies its traffic-handling role in the overall street system and highlights the importance of maintaining it and similar streets in superior condition to maximize their traffic capacity since they most likely cannot be improved to an optimal width and cross section.

### Plan Implementation

Implementation of thoroughfare system improvements occurs in stages over time as the community grows and, over many years, builds toward the ultimate thoroughfare system shown by the Thoroughfare Plan. The fact that a future thoroughfare is shown on the plan does not represent a commitment to a specific timeframe for construction or that the City – or other jurisdiction – will build the roadway improvement. Individual thoroughfare improvements may be constructed by a variety of implementing agencies, including the City, Kleberg County, and/or TxDOT, as well as private developers and land owners for sections of roadways located within or adjacent to their property. Road construction can be implemented by individual entities or in partnership.



The City, County, and TxDOT, as well as residents, land owners, and subdividers, can utilize the Thoroughfare Plan in making decisions relating to planning, coordination, and programming of future development and transportation improvements. Review of preliminary and final plats for proposed subdivisions in accordance with the City's subdivision regulations should include consideration of compliance with the Thoroughfare Plan in order to ensure consistency and availability of sufficient rights-of-way for the general roadway alignments shown on the plan. It is particularly important to provide for continuous roadways and through connections between developments to ensure mobility. By identifying thoroughfare locations where rights-of-way are needed, land owners and subdividers can consider the roadways in their subdivision planning, dedication of public rights-of-way, and provision of setbacks for new buildings, utility lines, and other improvements located along the right-of-way for existing or planned thoroughfares.

# 5

CHAPTER

## Parks and Recreation

Kingsville Master Plan



Parks and recreation facilities are an essential part of a healthy and quality community environment. They provide the necessary components for events outside of the home, after work, and after school. Whether for passive or active use, parks and recreation facilities are an important part of everyday active living. Much like streets and sidewalks, water and wastewater lines, drainage facilities, police and fire equipment, and other municipal facilities and services, parks are an integral component of the municipal infrastructure. Therefore, they warrant a significant level of attention and commitment of resources.

### Purpose

The purpose of this chapter is to determine the community's current and future needs for improving its existing parks and providing adequate areas and facilities to meet its immediate and long-term needs. This plan element will form the policy direction pertaining to the timing of park development, their placement within the City, the type of facilities, and the method by which enhancements and improvements may be funded. It guides the City's planning efforts for developing a suitable public parks and recreation system and incorporating private contributions. This chapter addresses the availability, quality, type, size, and location of recreation opportunities to meet the needs of Kingsville's residents and visitors to the community.

Parks Serve Many Functions



The Opal Cochran Garden not only functions as a park for passive recreation, but also operates as a gateway to the City of Kingsville. As such, quality and regular maintenance is important since visitors use gateways to create a first impression of the community.



A comprehensive system of parks that responds to the needs and values of local residents contributes to a community's quality of life and livability. Parks and recreation opportunities also contribute to the health of residents, provide a variety of recreational and educational activities for all ages, and preserve the integrity of the natural environment. They are also important in attracting visitors to the community and, thus, contribute to local tourism and economic development.



## Issues And Opportunities

This Master Plan element is designed to ensure that Kingsville “catches up” on the many deficiencies in the provision of parks and recreation areas and facilities. As a secondary measure, this Parks element addresses park expansion so that Kingsville is prepared to keep pace with ongoing population growth and new development. As the Parks planning process progressed, two issues emerged as priorities for the community: (1) improving the existing park standards and (2) identifying strategies for reducing the financial burden of ongoing park maintenance in existing or future parks.

The City’s current parks require immediate attention to enhance them and bring them to a defined minimum standard of quality and adequacy. Additionally, several key demographics for Kingsville are that the median age is 28.4 years and the largest age cohorts are those below 30 years old. This means the community is quite young, thereby necessitating both spaces and programs for their attention and recreation needs. Improving the quality of life for citizens by offering a variety of programs and physical activities to this particular age group would provide benefit not only to them, but also to the community as a whole. Through enhancing the park system, young professionals and their families will be more inclined to consider Kingsville their home. However, parks and recreation opportunities and programs must be diverse enough to suit the needs of all age groups, including Kingsville’s older residents.

## Resource Conservation and Enhancement

There are areas interspersed throughout the community and around the larger planning area that possess valuable natural resources warranting protection. Lands adjacent to creeks and flood-prone areas, as well as sites and vistas with stands of mature trees, offer opportunities for resource conservation and land preservation. While these areas are sensitive to urban development, they may be utilized to fulfill other community objectives, such as environmental protection, open space preservation, and sound resource management.

Numerous comments were received through the community meetings for this plan expressing a desire for *quality* housing developments. Part of this emphasis on “quality” meant more “green space” in new development, as well as greenways and hike/bike trail connections within the community. These objectives may be achieved by adopting sound environmental conservation and responsible land development practices. Sensitive areas along creeks and elsewhere may be incorporated into developments as natural amenities, helping to sustain their function as an environmental resource. Doing so requires a regulatory system that balances development efficiency and resource protection.

As the community continues to develop, it is advisable for the City to seek preservation of its valuable resource areas, such as creek corridors, areas within or immediately adjacent to floodplains, and critical habitats and known areas for migratory birds. These areas provide great value to the community landscape and act as an attraction for visitors and tourists. In fact, nature tourism is one of the largest growth sectors of the economy. Capitalizing on this opportunity may boost the local economy by attracting more eco-tourists to visit and stay in the area, particularly those drawn by the Escondido River and Santa Gertrudis Bird Sanctuary.

## Convenient and Accessible Parks

A key to a well-utilized system of parks is an even distribution of recreation areas and public open spaces throughout the community. In this way, all residents have convenient access to public open spaces and facilities, thereby meeting their active and passive recreation needs. It is important that each park be located and designed to be compatible with the surrounding neighborhoods. Depending on demographics and the availability of other facilities, some neighborhoods may be more interested in active play areas, such as basketball and tennis courts and open play fields, while others desire passive activities, such as nature trails and picnic areas. For this reason, it is essential to include users in the planning and design phases of park development.







A true "system" of parks offers a wide range of public spaces, including sizable facilities that may be used by the whole community (but especially by those within a one-mile radius), like Dick Kleberg Park or L.E. Ramey Park; parks that are intended for use mainly by residents of nearby neighborhoods, such as Brookshire Park; and those recreational sites used by an individual development, such as a play area within an apartment complex. The value of an adequate park system is in its ability to meet the individual needs of all persons.

### Connecting Parks, Schools, and Neighborhoods

For the Children



#### Parks provide children:

- *A place to engage in healthy physical activity.*
- *A hands-on learning environment where they can express their creativity and develop problem-solving and social skills.*
- *A sense of place and belonging as an antidote to violence, social alienation, and vandalism.*
- *The motivation to explore and discover.*

The recreational and social value of parks is increased exponentially when they are linked through a series of greenbelts along natural water courses and drainageways, trail and walkway/bikeway corridors, and other ties and connections. Just as it is necessary to plan for road networks and other public infrastructure in advance of growth, it is also important to plan and protect "green infrastructure" in coordination with development. An interconnected system of bicycle and pedestrian facilities may serve as a resource for recreation and exercise, while providing an added benefit as an alternative mode of transportation.

A system of parks and recreation areas is not complete without linear linkages between park facilities, neighborhoods, schools, and other public use facilities. Such linkages may boost accessibility to parks and other public spaces, thereby expanding the effective service area coverage of these existing parks. This, in turn, reduces the amount of public investment necessary to locate and construct parks densely throughout the community. It is acknowledged, though, that trails are expensive and sometimes difficult to introduce and construct in already developed environments. Therefore, a plan is warranted to identify the best and most efficient means for achieving the intent of a community trail network, which is to enhance pedestrian and other non-motorized mobility within the City.

The fact that cities develop in an incremental fashion adds to the complexity of achieving a continuous system of linkages. This appears to be the historical and ongoing scenario for Kingsville, as well. Cases in point are the pedestrian bridges over the canal, which are limited since the sidewalk connections are generally lacking. Without advance planning, these linkages will not happen naturally. To realize a comprehensive trail network over time, there must be a connectivity review at the stage of subdivision development, backed by the necessary requirements and standards for road continuity, sidewalks and trails within rights-of-way and easements, and other essential planning and design considerations, such as safe intersection crossings, curb cuts, signage, and various other factors.

### Quality Park Appearance and Maintenance

The condition and appearance of parks is an indicator of their value to the community, whether intended or not. The perception of a community that has parks in “tired” condition and in need of both improvement and enhancement is that the community does not fully appreciate how much parks contribute to livability and community identity. In fact, recent studies have shown that quality parks increase adjacent property values and are a consideration in home shopping and purchase decisions. Collectively, parks and public open space areas also contribute to the aesthetics and natural beauty of the community.

The idea of a “parks-to-standard” program is to set a standard by which all parks, recreation areas, and public spaces are measured, with improvements conducted to bring each to an equivalent standard – and to adhere to that standard over time through an ongoing maintenance commitment. In this way, the entire park system is elevated in quality and level of importance. This may be accomplished through both public and private efforts. The City may increase its dedicated funding source for equipment replacement, building revitalization, and increased maintenance. The private sector and individual residents and groups may provide in-kind services, volunteer labor (“Adopt-a-Park” approach), and contribution of funding through improvement fees.

Sidewalks and trails need to fill in the gaps.



The existing pedestrian bridges that cross the canal and elsewhere could serve as a foundation for developing pedestrian walkways and bike paths connecting the University, Downtown, and residential areas throughout the community. The challenge is finding ways to make connections, possibly by on- or off-street means, to tie these facilities into a community-wide network of trails and walking paths. Lateral connections to the trail system could be developed along utility and/or drainage easements with excess rights-of-way.





Most of Kingsville’s parks suffer from a lack of investment – or reinvestment – while others simply need increased maintenance. The improvements needed include replacement of equipment; installation of irrigation systems and a rigorous grounds maintenance program; reconstruction of major facilities, such as a skateboard park; court resurfacing or replacement; new benches, tables, grills, and trash containers; additional landscaping and shade trees; picnic facilities and shaded gathering areas; improved and/or expanded parking areas; and new fencing and lighting. A complete list of proposed improvements is available in the Parks Master Plan (May 2007).

While the community is in need of additional park space to stay on pace with new development, as discussed later in this chapter, **the first priority for the park system should be to improve the existing parks and bring them to the quality and maintenance level expected by residents.** This will require a significant commitment by elected leaders to provide the necessary funds to catch up on current deficiencies, while also preparing for future needs. All improvements certainly do not need to be achieved at once. Instead, community standards and

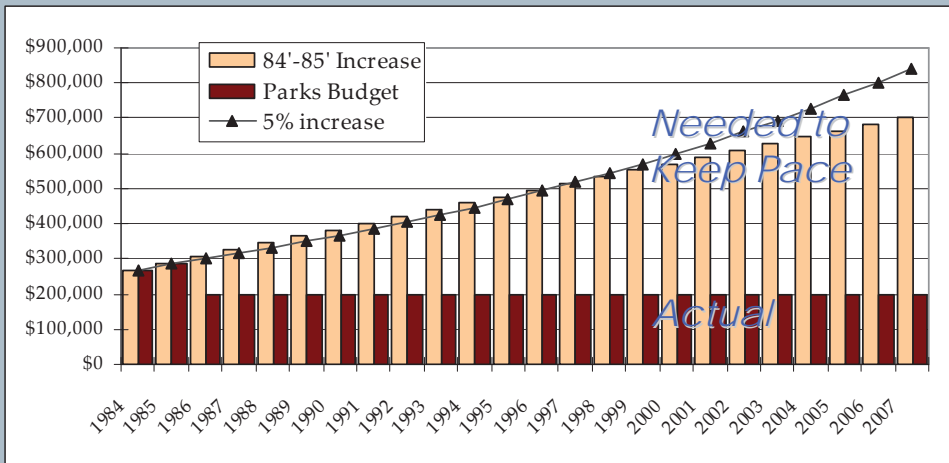
desires may eventually be achieved through establishment of immediate, mid-term, and long-range priorities.

### Coordination, Collaboration, and Adequate Funding

Aging infrastructure, increasing population, and greater demand for recreational programs and facilities have strained the resources of both Kingsville and Kleberg County. Kingsville is home to the Naval Air Station and TAMUK, both of which occupy significant acreage near the community and, thereby, impact the City’s tax revenue potential. Intergovernmental agreements and public-private partnerships create opportunities to use limited tax dollars wisely, utilize land efficiently, and conserve precious environmental resources.

A collaborative approach to parks and recreation planning requires communication and coordination among all vested entities and interested parties. In Kingsville’s case, it already includes an inter-local agreement (1986) with Kleberg County. However,

Historical funding levels have not kept up with maintenance needs.



- Current revenue
- General obligation County bonds
- Eminent domain
- Authorities and special districts
- Sales or hotel tax
- User fees
- In-kind services and volunteer participation
- State and federal assistance
- Land donation
- Land dedication
- Fee-in-lieu of development

Additional Funding Sources

this could include the City, Kleberg County, the school district, TAMUK, and other public agencies, as well as potential private sector partners. Joint acquisition, development, and ongoing operation and maintenance of public spaces leverage resources, enhance the quality of parks and recreational facilities, and increase their effectiveness and interconnection.

## Park Classification

The National Recreation and Park Association (NRPA) published the Recreation, Park, and Open Space Standards and Guidelines to establish nationally applicable criteria for the provision of parks and recreation facilities and open space. These standards serve as a guide for parks and recreation planning, but do not replace reasonable judgment or specific local needs. The needs and desires of the citizens of Kingsville justify continued development of parks and recreation facilities and preservation of open space to meet the specific needs and requirements of the community.

A variety of types and sizes of parks and recreation facilities and associated activities are recommended to satisfy the diverse interests of the population, to ensure adequate and equal opportunity for all persons, and, ultimately, to encourage use by all population groups. The classifications of parks needed to meet the diverse needs of the community are described below.

### Community Parks

Community parks are intended to function on a large scale, serving the parks and recreation needs of an entire community. They are typically larger in size and include facilities and improvements for area-wide activities and assembly events such as picnic areas, walking/jogging trails, athletic fields, and other larger-scale activities. It is important that adequate off-street parking be provided. Where feasible, community parks should be located adjacent or connected to a greenway to provide an off-street linear linkage with other areas.

Community Park example



This community park example features multi-generational attractions that may be used year round. The path system features perimeter sidewalks, as well as winding trails internally. Ample parking is provided in several locations, and parking lots are nicely landscaped. Active recreation facilities are present for multiple sports, as well as nearby passive recreation uses.



**Community Park Standards**

National standards recommend a minimum community park size of 10 acres, assuming appropriate topography and absence of other development constraints. Many community parks, especially those with athletic field complexes for organized sports, are as large as 25 to 40 acres. In overall acreage terms, the standard is five acres of community park land per 1,000 persons. Recommended facilities and improvements include:

- Picnic tables with covers and barbecue pits or grills
- Sidewalks and/or a natural walking trail
- Mountain biking trails with exercise stations (optional)
- Shade trees and native landscaping
- Drinking fountains
- Security lighting

Dick Kleberg Park and Expo Center



In cities like Kingsville, a community park often serves as the principal focal point for civic gatherings and organized recreational programs, special events, and sports league play. Further, a community park can often become a major landmark, a symbol that enhances community identity and is beloved by residents. However, the Dick Kleberg Park and Expo Center is in dire need of repair and maintenance. The Expo Center could receive additional funds for maintenance, as well as programming and tourism. Adding events (auto shows, knife/gun shows, etc.) besides the existing rodeo will require additional funding for maintenance, tourism programming, and staff.

- Multi-purpose open play areas
- Multi-purpose courts
- Playground equipment and playscape (for up to 50 children)
- Bicycle racks
- Perimeter fencing or landscaping
- Street signs indicating "children at play"
- Benches
- Trash receptacles and enclosures
- Curb cuts and crosswalks
- Tennis court
- Basketball courts



- Softball and little league fields with bleachers
- Soccer/football fields with goals and goal posts
- Sand volleyball courts
- Swimming pool
- Covered pavilions
- Performance stage (optional)
- Restrooms
- Fencing for ball fields and athletic courts
- Concrete surface for a general play area
- Off-street parking

### Community Park Locations

Community parks should be centrally located for convenience to all residents. They should have direct access to collector or arterial streets in order to handle special event traffic, while avoiding neighborhood disruption. Community parks should include adequate off-street parking. The “ideal” service area radius of a community park is one mile. A community park that is located in or near a residential area usually serves a secondary role as a neighborhood park, as described below.

### Neighborhood Parks

Neighborhood parks should provide facilities and improvements that conveniently accommodate use by surrounding neighborhoods. Ease of access from adjacent neighborhoods, central location, and pedestrian/bicycle linkages are key considerations when developing neighborhood parks. They should be designed to accommodate the needs of all ages and, therefore, should have a blend of passive and active facilities.

#### Aggressive maintenance needed



While the park acreages in Kingsville are adequate by national standards, the equipment and landscaping conditions at most parks are poor. According to the parks inventory in the Parks Master Plan, Dick Kleberg Park is typical of most parks since it has a variety of existing conditions (Good-Fair-Poor-Obsolete). Unfortunately, the majority of conditions are “Poor,” “Fair,” or “Obsolete.”



### Role of Neighborhood Parks

Neighborhood parks are intended to provide residents with ample opportunity for both passive and semi-active recreation activity. The method of determining the need for neighborhood parks is quite different from an assessment of need for community parks. Whereas community parks are designed for large-scale, area-wide events and activities, neighborhood parks are intended to meet the daily recreation needs of nearby residents. The level of activity is limited as a result of the size and location of these parks and the equipment and facilities available.

The size of neighborhood parks varies according to the availability of property, method and timing of acquisition, and intended use. National standards recommend a minimum neighborhood park size of five acres, assuming an adequate and even distribution across the community. Although a 10-acre park may accommodate ball fields and larger recreation and open space areas, two parks that are each five acres in size may equally, and perhaps better, serve the need, while providing a broader distribution of neighborhood parks.

#### Neighborhood Park example



This neighborhood park example features active recreation facilities, as well as nearby passive recreation uses. The path system features perimeter trails with access points. Some parking is provided since it is expected that most visitors will come to the site from the surrounding neighborhood.

### Neighborhood Park Standards

The ideal neighborhood park should be between five and 10 acres, with an overall provision of one acre of neighborhood park per 1,000 residents. Recommended facilities and improvements include:

- Picnic tables with sheltering covers
- Barbecue pits
- Sidewalks and natural walking trail
- Shade trees and landscaping
- Drinking fountain(s)
- Security lighting
- Multi-purpose open play area with multi-purpose play courts
- Playground equipment and/or a playscape (for up to 25 children)
- Perimeter fencing, landscaping, and benches
- Restrooms



- Trash receptacles
- On- or off-street parking
- Curb cuts and crosswalks

It is important that a neighborhood park has handicapped accessible toilet facilities. The lack of a restroom significantly limits the park's service radius and prevents it from accommodating organized recreation program activities or events, especially children's programs.

**Location of Neighborhood Parks**

Neighborhood parks should be within a short walking distance (typically one-half mile or less) for the residents of one or more neighborhoods, thereby encouraging use and promoting convenience, ease of access, and walking safety for neighborhood children. Whenever possible, they should be located away from busy arterial streets and should not require any busy street crossings for access from their constituent neighborhoods. Accomplishing this has been difficult in Kingsville, particularly in the more mature, built-up areas having grid street patterns.

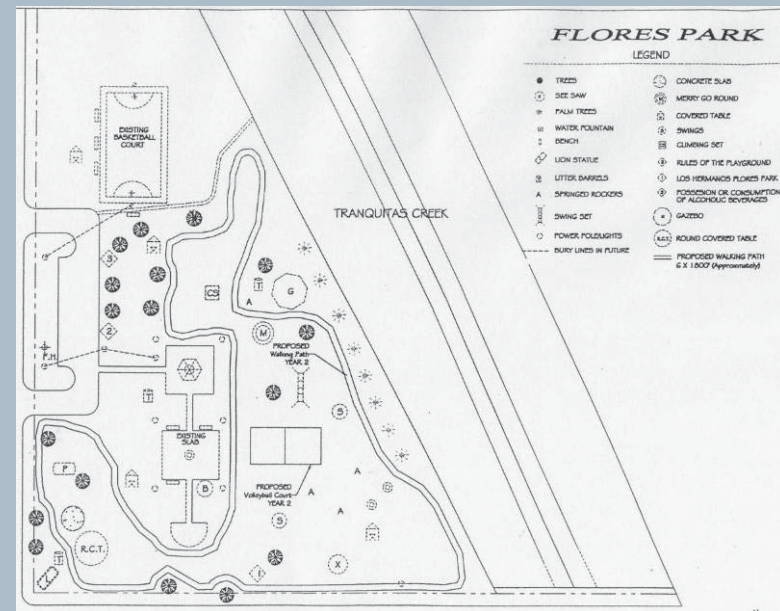
**Mini Parks**

Mini parks are intended for active recreational use by nearby residents, such as within apartment complexes and residential subdivisions. There are no specific criteria to guide development of mini parks, although they should have facilities and improvements available to meet the identified needs of children living in the immediate area. The notable features that distinguish a mini park from a neighborhood park are its considerably smaller size and lack of restrooms.

**Mini Park Standards**

As mentioned before, there are no specific size or facility standards for mini parks, but guidelines suggest that there should be one- to three-

**Neighborhood Parks in Better Condition, but Need Maintenance**



Los Hermanos Flores Park is one of the most well-maintained City-owned neighborhood parks. Despite this fact, there are improvements that are needed in order to fully utilize this space and offer an improved recreational amenity to the community. Maintenance is not to be underestimated... or under-budgeted.



tenths acre per 1,000 residents on a community-wide basis. Recommended facilities and improvements might include:

- Picnic tables with covers
- Perimeter sidewalks
- Shade trees and native landscaping
- Drinking fountain
- Security lighting
- Multi-purpose open play area
- Playground equipment (for up to 15 children)
- Perimeter fencing or landscaping

Mini Parks come in all shapes and sizes.



- Benches
- On-street parking
- Trash receptacles
- Curb cuts and crosswalks

**Location of Mini Parks**

The most important criterion for mini park location is that it be situated on a local, low-traffic street with sidewalk or path access to the nearby residents it serves.



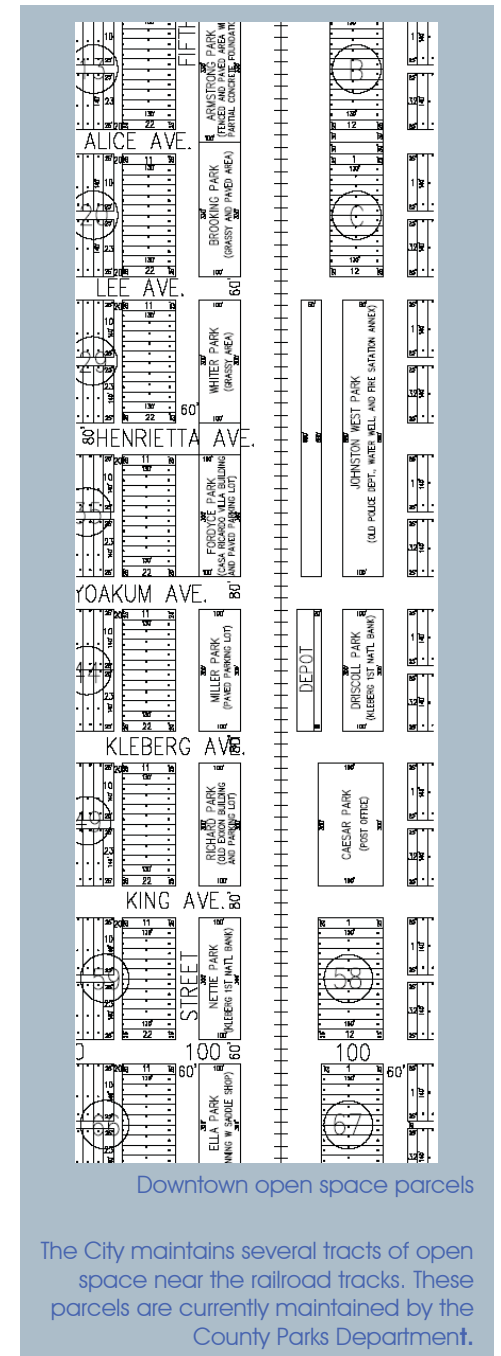
Mini parks serve the need of providing a minimum play area within minutes' walking distance of residents in the very immediate area.

## Open Space

Open space areas include reserved public lands dedicated as permanent open space. These lands are owned by the City or County or dedicated through private instrument as a development reserve. They are typically undeveloped and used for informal activities. They may also serve as stormwater collection areas during major storm events. Other examples of open space areas include easements for drainage basins, excess rights-of-way, greenways, and street esplanades.

The City should look at these open space areas near the railroad track as potential opportunities for the future. These are under-utilized resources that could evolve into different positive situations for the community. Potential action plans:

- Community garden (similar to existing community garden efforts)
- Adopt-A-Park opportunity (similar to Opal Cochran)
- Land swap for other park land
- Trail corridor or linear park
- Bike parking
- Passive parks (benches, landscaping, and lighting)







## Kingsville Park Inventory

### Locations

The location of City of Kingsville parks and other recreation facilities are displayed in **Figure 5.1, Parks**. A summary listing of these facilities is shown in **Table 5.1, Existing Park Facilities within the Kingsville City Limits**. This does not include facilities maintained by either Kingsville Independent School District or parks in unincorporated areas of Kleberg County.

### Facility Inventory

Integral to park planning is a thorough evaluation of the existing system. The foundation for establishing an adequate parks and recreation system begins with the availability, location, and condition of the existing City-located parks and recreation areas. In determining the need for additional park land, recreational facilities, and park-related improvements, the first step is to assess the level of sufficiency of the existing parks in meeting the needs of the community. This assessment is done, first, by comparing the acreage of parks to standards for cities of comparable size and, secondly, by soliciting the input of citizens. Each park must also be evaluated in terms of its proximity to its users, its safety and accessibility, the availability and condition of its equipment and facilities, and its utilization.

The City currently offers an assortment of parks that provide opportunities for a typical variety of activities, as displayed in Table 5.1. Kingsville currently has access to an inventory of 11 parks owned and maintained by the City/County, representing a total of 740 acres of

land. The acreage is divided into:

- one community park offering 184.5 acres;
- one special use park totaling 533 acres;
- seven neighborhood parks totaling 20 acres; and
- two mini parks contribute an additional two acres to the City’s park inventory.

**Table 5.1, Existing Park Facilities within the Kingsville City Limits**

Owner	Facility Name	Type	Acreage
County	Dick Kleberg Park & Expo Center	Community	184.5
County	L.E. Ramey Park	Special	533
County	Brookshire #1 Park	Neighborhood	4.76
County	Brookshire #2 Park	Neighborhood	3
County	Corral Street Park	Neighborhood	2.75
County	Williams Park	Neighborhood	2
City	Flato Park	Neighborhood	2.75
City	Flores Park	Neighborhood	3
City	Thompson Park	Neighborhood	2.75
City	Kenedy Park	Mini-park	1.2
County	Opal Cochran Park	Mini-park	< 1

Source: Parks Master Plan (May 2007)

## Needs Assessment

### Resources versus Needs

A combination of a standard-based and demand-based approach was used to assess the need for additional parks and recreation areas and facilities within Kingsville. The demand-based approach entails input from the City/County’s Parks and Recreation Department staff, as well as input gained from residents through citizen participation activities during the course of the park master planning process.

The acreages of parks and recreation areas currently recommended for Kingsville are displayed in **Table 5.2, Recommended Area Standards**. The potential need for additional parks and recreation acreage to satisfy current demands is determined by applying the recommended standards to the current population of the City.

**Table 5.2, Recommended Area Standards**

Class	Standard	Low	High	Recommended
Community	3 to 5 acres/1,000 persons	77	128	103
Neighborhood	1 to 3 acres/1,000 persons	26	77	52
Mini	0.1 to 0.3 acres/1,000 persons	3	8	6
<b>TOTAL</b>		<b>106</b>	<b>213</b>	<b>160</b>

Note: Based upon 2000 Census population of 25,575 persons

Source: Kendig Keast Collaborative

As shown in Table 5.2, based on a population of 25,575 persons, the total park acreage Kingsville should have today ranges from approximately 106 to 213 acres. The overall suggested standard, which is based on the average of the low and high columns in the table, is for a total of 160 acres of community, neighborhood, and mini parks.

The City currently maintains 207 acres of parks and recreation areas in the three specified categories (community, neighborhood, and mini park). Therefore, based on the park acreage available to the community today, the City has a surplus of roughly 48 acres in its amount of public park land. The challenge for the City is that various parks in its current inventory are in need of significant maintenance or difficult to access (no parking or sidewalks).

Displayed in **Table 5.3, Existing Acreage vs. Future Demands**, is a tabulation of the recommended park supply necessary to support the projected 2030 population of 35,000 persons. Of the recommended acreages according to NRPA standards, Kingsville is currently deficient in two of the three park categories.

**Table 5.3, Existing Acreage vs. Future Demands**

Class	Standard	Low	High	Recommended
Community	3 to 5 acres/1,000 persons	105	175	140
Neighborhood	1 to 3 acres/1,000 persons	35	105	70
Mini	0.1 to 0.3 acres/1,000 persons	4	11	8
<b>TOTAL</b>		<b>144</b>	<b>291</b>	<b>218</b>

Note: Based upon Texas State Data Center 2030 projection of 35,000 persons

Source: Kendig Keast Collaborative

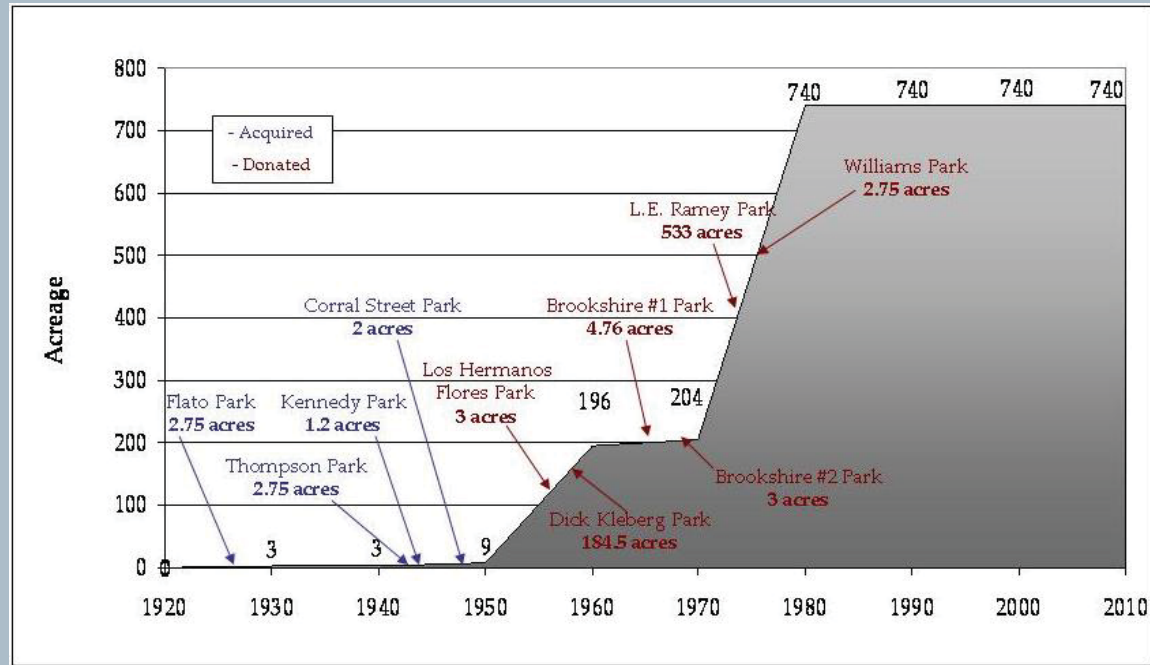




The total acreage needed to support the projected population ranges from 144 to 218 acres. Based on the overall suggested standard of 218 acres, the City is projected to need an additional 11 acres of developed park areas by the Year 2030. This might be accomplished through the addition of one or two new neighborhood parks.

Nevertheless, the need for more park land is made apparent by the heavy utilization of existing parks, the frequency of needed trash collections, and the demand for new ball fields and special facilities. Overstressed parks require higher maintenance and more frequent replacement of facilities.

**Kingsville's Park Land Acquisitions and Donations Have Slowed**



This graphical record of park land acquisitions illustrates the early strategy of park land purchases and subsequent land donations. It is notable that the first parks were purchased and all other parks were donated. Historically, the City and County have been able to subsist on low-cost (or free) park land acquisitions. When combined with the historic pattern of underfunded park maintenance, it is clear that the entire park system is suffering from long-term financial woes.

Source: Kendig Keast Collaborative and Parks Master Plan (May 2007)

### Service Area Coverage

Depicted in **Figure 5.2, Park Service Areas**, are service area buffers around all existing parks and school playgrounds, with a varying buffer radius depending upon the park classification. In the case of Dick Kleberg Park (community park), a neighborhood park service area illustrates how the park also functions as a local park resource for the immediate area. From a purely locational standpoint, preliminary analysis indicates that much of central and east-central Kingsville has convenient access to City parks. However, park coverage is lacking in lesser-developed portions of west and south Kingsville and particularly in outlying, but incorporated, areas around Kingsville.

## Goals and Recommendations

The following goals, objectives, and recommended actions were formulated to specifically address the issues and needs outlined above, which were culled from extensive community input, as well as the Parks Master Plan (May 2007). The goals reflect the overall vision of the community, which may be achieved through the objectives and by acting on the recommendations.

### Goal:

- A balanced and wide variety of public parks, recreational areas, and open space in near proximity to all residents.

### Recommendations:

#### Invest and reinvest in the community's parks and recreation system to raise its quality standard.

1. Support and carry out an aggressive park and facility maintenance program, which must be acted upon rigorously and continuously. The program must, first, identify and log all necessary maintenance items, including repair of broken equipment, identification of unsafe conditions and remedies for correction, and items needing more significant capital expenditures. Cost estimates should be compiled and integrated into the parks master plan annual work program and the City's multi-year capital improvements programming.
2. Establish and/or enhance a "Friends of the Park" program to solicit neighborhood and business involvement in maintaining and policing public parks and open space areas, including esplanades and public gardens.
3. Improve accessibility for disabled and handicapped users by adding sidewalk curb cuts and ramps and wheelchair-accessible sidewalks and trails and providing accessible facilities such as play equipment, drinking fountains, and restrooms.
4. Assess the viability of certain land and problematic sites already within Dick Kleberg Park and determine whether the City/County should consider removal of high maintenance facilities to pursue other park land and trail opportunities (such areas could also be devoted to drainage functions and minimal

Sidewalks bring local amenities closer together.



Sidewalks inside a development and along the community's street network can link neighborhoods, parks, schools, and commercial areas.

maintenance versus continuing to actively mow and maintain as fields). The Expo Center will also require further study to identify its role, proper funding levels, and future programming.

**Develop an even distribution of parks and recreation facilities throughout the community.**

1. Focus on new park development in the northwestern and southern areas of Kingsville.
2. Continue to monitor opportunities to acquire desirable tracts that are favorably situated in new growth areas for future park development. It is particularly important to target potential purchases before area land prices begin to escalate with oncoming urbanization.
3. Continue to address the needs of youth sports and athletic leagues for adequate fields and facilities to support the community’s desired level of recreational activity and offerings.
4. Expand upon the range of facilities and improvements available within the community to include those that may provide an added attraction, such as a spray park; local art park; historical monument walk; interpretive gardens; skateboard park; an indoor recreation center with weight and exercise room, basketball and racquetball courts, climbing wall, and meeting/ training rooms; and other types of activity areas per the preferences of community residents.

**Provide official support and adequate funding and resources – on par with similar-sized communities – to perform ongoing maintenance and repairs and to construct needed improvements at existing and future parks and recreation facilities.**

1. Establish funding sources for priority improvements and a strategic implementation program with annual targets and objectives for the first five years.
2. Establish a dedicated funding source for implementation of the parks-to-standards program. Such funding may be from a single source, such as the hotel/motel tax, or from a combination of sources including County bond funds, fee in lieu of land dedication, and other sources.
3. Establish provisions to allow payment of fees to the City in lieu of dedicating land within new developments for public parks and open space purposes. **Table 5.4, Payment-in-Lieu Requirements in Other Texas Cities**, provides comparison examples. The structure of fees in lieu of land must be based upon an appraised value of the existing parks and their improvements so as to ensure adequate resources to fund new facilities of an equivalent standard.

**Table 5.4, Payment-in-Lieu Requirements in Other Texas Cities**

Municipality	Payment-in-Lieu Standard
Edinburg	\$125 per lot and \$125 per dwelling (single-family subdivision)
	\$125 per lot and \$125 per dwelling (two-family and multi-family subdivision)
Mission	\$200 per dwelling unit
League City	\$198 per dwelling unit plus a \$358 development fee (single-family)
	\$160 per dwelling unit plus a \$292 development fee (duplex and multi-family)
Rosenberg	\$350 per dwelling unit
McAllen	\$450 per dwelling unit
Pharr	\$1,250 per acre of development plus a \$250 development fee per residential dwelling unit

Source: Kendig Keast Collaborative

Collected fees must be invested to acquire and develop new parks or expand and enhance existing parks within the same vicinity (park zone) from which the fee was exacted. However, developers cannot be expected to bear the entire burden of expanding Kingsville's park system. Ultimately, the City must rely on other funding measures to achieve its park system goals (e.g., County bonds, capital budgeting, grants).

4. Regularly prepare nominations and applications to qualify for grant assistance or other funding arrangements to finance annual capital improvements.

**Goal:**

- Conservation and public enjoyment of natural resources.

**Recommendations:**

**Use the City's development regulations and standards to ensure environmentally sensitive land planning and development.**

1. Incorporate into the City's development standards provisions for protection of resources. The resource area may then be dedicated to the community as permanent passive open space or as active recreation space, such as for trails and greenways. The density bonus offsets may act as an incentive to the developer by allowing an increase in the overall development yield. Refer to Chapter 3, Community Character, for further discussion of conservation development techniques. The City should also establish clear criteria for land dedications to avoid problematic, impractical sites with limited value for public use.
2. The City's Zoning Code should include stormwater management provisions that address not only safe and effective conveyance of storm drainage, but also requirements to maintain the quality of area streams and aquifers by reducing or eliminating pollutants in stormwater runoff. Strategies include avoidance, minimization, and mitigation. Preservation techniques may include cluster development; flood plain, drainageway, and wetland resource protection standards; and positive surface drainage in natural channels. Minimization techniques may include water gardens, rain barrels or cisterns, pervious pavement,

Hunter's Cove is a local example of privately developed parks



Privately developed and managed parks in new developments create quality neighborhoods, while preventing the City/County Parks Department from inheriting a maintenance legacy. Many cities in Texas have park land dedication requirements that mandate certain levels of parks per housing unit. Hunter's Cove is one example of a well-designed, multi-family development that incorporates open space and parks throughout the site.





vegetated swales, riparian buffers, swale blocks, and curbs without storm sewers. Mitigation measures are necessary where adverse impacts could not be avoided or minimized.

**Adopt “eco-friendly” practices in the City’s own parks and open space planning and maintenance programs.**

1. Establish standards and procedures for park maintenance to eliminate potential adverse risk to the quality of adjacent streams and water bodies through “no-mow” zones, staged mowing heights in accordance with distances from the channel edge, prudent and well-supervised application of pesticide and herbicide products, and other minimization techniques.
2. Develop a City-wide greenways program along each of the creeks, floodways and drainageways, and other flood-prone areas, as well as forested corridors within the City and ETJ. These areas may then be used to protect the resource through sound management practices, while also hosting recreational trails to tie the community together. This work can be done in partnership with the Irrigation District.
3. Design interpretive sites in parks to leverage their value for preserving the environment and educating the public about the importance of land and resource management. In general, ecological education should be incorporated into the local park system and associated programming.

Today’s irrigation canal... tomorrow’s pathway



Existing irrigation canals and greenways are unbroken, linear stretches of land that could potentially be transformed into future parks and pathways.

**Goal:**

- Incremental development of a complete community trail network.

**Recommendations:**

**Use the City’s Development Regulations as another means to promote the gradual emergence of a City-wide trail and bikeway network.**

1. Amend the subdivision regulations within the City’s Development Code to require pedestrian easements in appropriate mid-block locations between lots (or at the end of cul-de-sacs and elsewhere) to allow access to existing or planned parks and trails. This must be integrated as part of the preliminary plat review and approval process, which will require designation of park and school sites and identification of sidewalk locations



and any planned internal trails within the development.

2. Amend the street cross sections in the City's Subdivision Ordinance, as appropriate, to include provisions for trails and bikeways. These facilities should be included in new road projects, as well as reconstruction projects, where feasible and acceptable. At a minimum, sidewalks should be constructed along both sides of collector and arterial streets and one (preferably both) sides of local streets. Provisions must also be made for pedestrian walkways on bridges and across culverts. Refer to Chapter 4, Transportation, for further discussion on these topics.

**Goal:**

- Coordinated and cooperative approaches to addressing the area's recreational needs and environmental conservation priorities.

**Recommendations:**

**Form mutually beneficial arrangements with both public and private partners to expand and improve the provision of recreational services and facilities.**

1. Develop agreements with Kingsville ISD and TAMUK to address potential joint acquisition of land, improvement and maintenance of land and facilities, and use and management of areas and buildings, especially to avoid duplication of efforts and services (such as the 1986 agreement between the City and County).
2. Establish a joint County/City Parks Board with equal representation from both the City and County. The Parks Board would serve as an advisory board to the County Parks Department and would help guide and shape the direction of park policies and decisions. The Board would also be involved in studying park and recreation issues and identifying needs and possible solutions
3. Re-establish and maintain a formal agreement with Kleberg County Sheriff's Department for the use of prison labor in park land maintenance.
4. Explore more formal arrangements/agreements with individual user groups that include user fees. These fees may pay for specific improvements to a park, such as field lighting, play equipment, viewing stands, or benches. Interested groups may

**Working Together - SPARK School Park Program**



SPARK Program in Houston is a good example of joint partnerships in developing public school playgrounds into community parks. Selected schools and school districts provide some funding and are responsible for construction and maintenance of the park. Additional funding and in-kind contributions are provided by local, county, state and federal governments. Local business and neighborhood residents also provide donations and in-kind services by participating in activities such as landscaping, fundraising, tree planting, and working on public art.



include the Kingsville Boys and Girls Club and adult and youth sports associations. This collaborative effort starts by documenting recreational demand and specific needs and ensuring appropriate contributions to field and facility maintenance based on level of utilization.



# 6

CHAPTER

# Economic Development

Kingsville Master Plan

Reaching a consensus on a common understanding of economic development is the first necessary step in developing attainable goals and strategies. With this in mind, a definition is encouraged that acknowledges the importance of collaboration and partnership. Effective economic development policy for Kingsville should be judged by how well Kingsville can create a response from private investors. This response can certainly be measured in jobs, but a more inclusive — and more difficult to measure — set of metrics should also measure quality of place, business environment, and talent attraction.

## Purpose & Methodology

The purpose of this element is to provide the City of Kingsville an outline of goals and strategies to promote a sustainable and vibrant economy. To do this, the City must recognize a new economic development model.

The traditional economic development model assumes that the recruitment of new businesses could be best accomplished by providing sites in industrial parks, which in turn would result in the creation of new jobs. However, an aging population and a shortfall of younger workers to replace retiring workers will lead to a national labor shortage. In fact, many small communities across the nation are already confronting these conditions. In response to this labor shortage, many companies are choosing to locate where the talent is located or willing to relocate.

**“Economic Development” is ...**

the application of public resources to stimulate private investment.

### THE NEW ECONOMIC DEVELOPMENT MODEL

**Talent** – the individuals that possess the skills and values to make organizations effective.

**Industry & Innovation** – the companies and entrepreneurs that compose the economic base of a community.

**Quality of Place** – viewing the assets of a community through the eyes of the talent it wishes to attract and retain.

Thus, a community’s quality of place, its ability to attract and retain talent, and its programs to develop its own talent are every bit as important as its sites and incentives available. As a result, the new economic development model that defines TIP’s approach emphasizes **Talent, Industry & Innovation, and Place.**

The recommendations outlined in this plan are based on TIP’s experience working in communities throughout the country and applying our knowledge of economic development best practices to Kingsville’s unique situation. Our experience in economic development planning is complemented by efforts to understand the area’s challenges and opportunities through the following activities:

- A review of existing economic and demographic data, including population growth, educational attainment levels, occupational information, employment growth, major employers, and other relevant statistics for Kingsville;
- Tours of Kingsville and the surrounding region to better understand its economic development product from a real estate standpoint;
- Interviews with area stakeholders, including face-to-face interviews with business and community leaders; and
- Community feedback through stakeholder focus groups.

The report below provides a summary of the economic assessment. The assessment is followed by a SWOT analysis outlining Kingsville’s Strengths, Weaknesses, Opportunities, and Threats. The final portion of this Economic Development Element contains goals, objectives, and action steps for Kingsville to best promote economic development.

## Background

Located 45 miles south of Corpus Christi, Kingsville lies in the South Texas Plains close to Baffin Bay and the Gulf of Mexico. Founded in 1903, Kingsville served as a railroad stop and commercial center for the King Ranch. Though the King Ranch remains an important economic engine in the community, Kingsville is fortunate to have a branch of Texas A&M University (TAMUK) and a Naval Air Station (NAS Kingsville), which serve as the City's two major employers.

Like many other rural communities across the nation, Kingsville has been losing population since the mid-1980s. In spite of this trend, Kingsville's economy has remained relatively robust, in terms of job growth. However, many people employed in Kingsville choose to live in Corpus Christi and other surrounding communities. With companies increasingly locating in close proximity to the labor force they need, the greatest economic development challenge for Kingsville is attracting and retaining talent.

In the interviews and focus groups conducted for this plan, participants cited a housing shortage, a poor perception of the public school district, and the lack of entertainment options and economic opportunities as the primary reasons people choose not to live in Kingsville. However, existing natural assets, historic buildings, and cultural history provide opportunities for Kingsville to enhance its quality of place and image to improve its ability to attract talent.

## Economic Assessment

To understand the economic development opportunities available in Kingsville, the team conducted an assessment of the area. The purpose of the assessment was to identify Kingsville's unique economic strengths and weaknesses in the context of the wider regional and national economies from a data standpoint. The team relied on the most current and accurate data sources (proprietary and public) covering those attributes that most clearly demonstrated Kingsville's recent economic performance in comparison to similar Texas communities. The full assessment is presented in Appendix A. However, key findings are presented below.







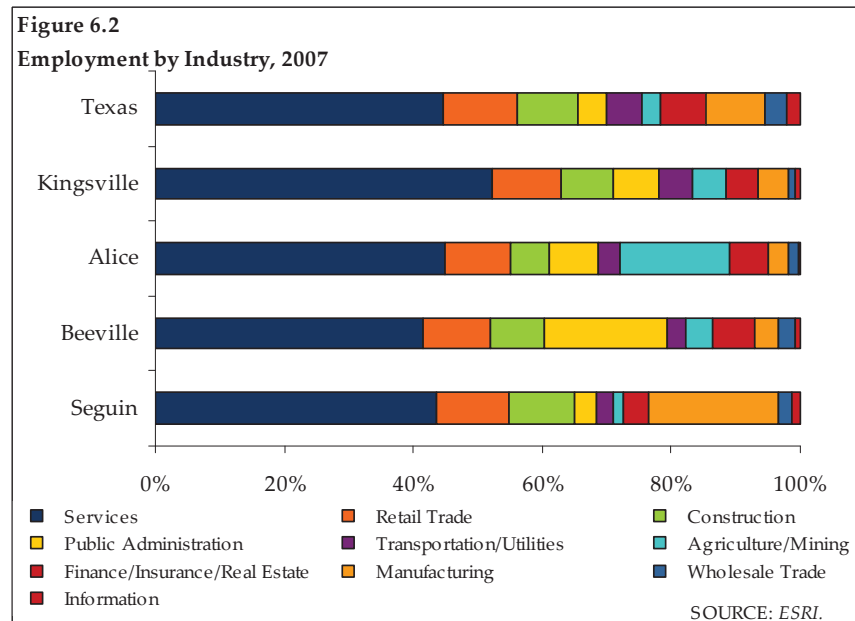
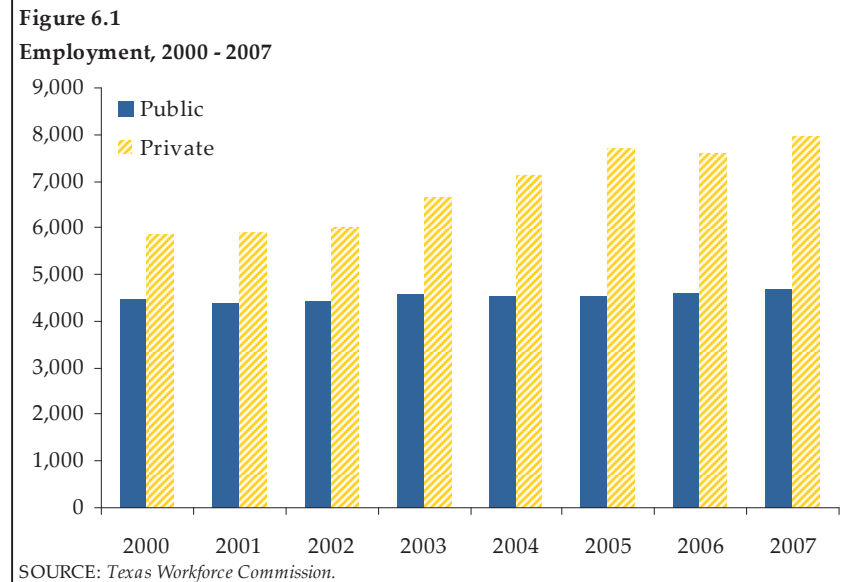
## Key Findings

Kingsville’s population growth has been relatively flat since the 1990s. Between 1990 and 2000, Kingsville’s population grew 1.2 percent to 25,575.

Employment growth, on the other hand, has been much more robust. From 2000 to 2006, employment in Kingsville grew at a compound annual rate of 3 percent (see **Figure 6.1, Employment, 2000 - 2007**). This growth was largely driven by the private sector, particularly in Education and Health Services and Professional and Business Services. At the same time, unemployment declined from a high of 6.3 percent in 2002 to 4.7 percent in 2006.

Over 50 percent of Kingsville’s labor force is employed by the service sector, which is higher than the State average of 45 percent. In contrast, comparatively few workers are employed in high-wage sectors such as finance, insurance, real estate, and information. Furthermore, Kingsville’s manufacturing sector is smaller than the State average, while its public sector is considerably larger.

In comparison to its peer communities, *Kingsville has a relatively diverse economic base*. Alice is largely dependent on its agriculture / mining sector (oil & gas field services); Beeville is dependent on its public sector (corrections); and Seguin is dependent on its manufacturing sector (Continental, Inc.).



**Figure 6.3, Job Migration**, displays the most recent data on job migration in Kleberg County. While Kleberg County gains a significant number of workers during the day, it loses more workers to surrounding counties than it gains.

In 2000, 2,610 workers commuted from Kleberg County to surrounding counties; over 66 percent of these workers commuted to Nueces County to work in manufacturing, services, and state and local government. The average wages of these jobs in Nueces County were 15 percent higher than the average wages of jobs in the same sectors in Kleberg County.

At the same time, 2,082 workers commuted to Kleberg County. Over 60 percent of these workers came from Nueces County to Kleberg County to work in services, federal and military positions, or state and local government. This statistic demonstrates that *a significant percentage of Kleberg County's labor force chooses to live in Nueces County.*

As mentioned above, focus group participants cited the lack of housing among the primary reasons workers live in other areas and commute to work in Kleberg County.

Kingsville's housing stock is relatively old. As shown in **Figure 6.4, Housing by Year Structure Built, 2000**, most of Kingsville's housing stock was constructed before 1990. While housing starts declined in the 1980s, they dropped off significantly more in the 1990s. Thus, the majority of the houses in Kingsville are more than 30 years old.

**Figure 6.3**

**Job Migration**

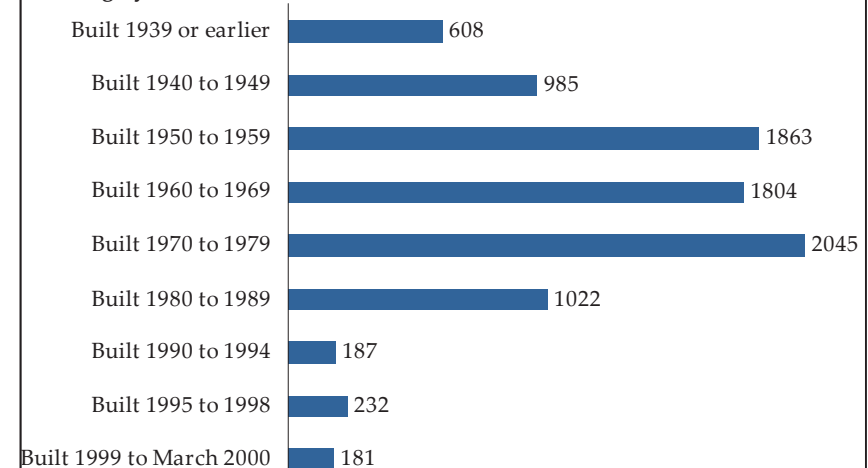
**Kleberg County, 2000**

County	Out-Migration	Percent	In-Migration	Percent	Net Migration
Aransas	24	0.9%		0.0%	-24
Bee	35	1.3%	65	3.1%	+30
Brooks	124	4.8%	153	7.3%	+29
Dallas	59	2.3%		0.0%	-59
Duval	50	1.9%	76	3.7%	+26
Harris	26	1.0%		0.0%	-26
Hidalgo	43	1.6%	18	0.9%	-25
Jim Hogg	19	0.7%		0.0%	-19
Jim Wells	333	12.8%	289	13.9%	-44
Karnes	29	1.1%		0.0%	-29
Kenedy	71	2.7%	31	1.5%	-40
Live Oak		0.0%	46	2.2%	+46
Nueces	1,725	66.1%	1,325	63.6%	-400
San Patricio	72	2.8%	49	2.4%	-23
Starr		0.0%	12	0.6%	+12
Webb		0.0%	18	0.9%	+18
<b>Total</b>	<b>2,610</b>		<b>2,082</b>		<b>-528</b>

SOURCE: U.S. Bureau of the Census.

**Figure 6.4**

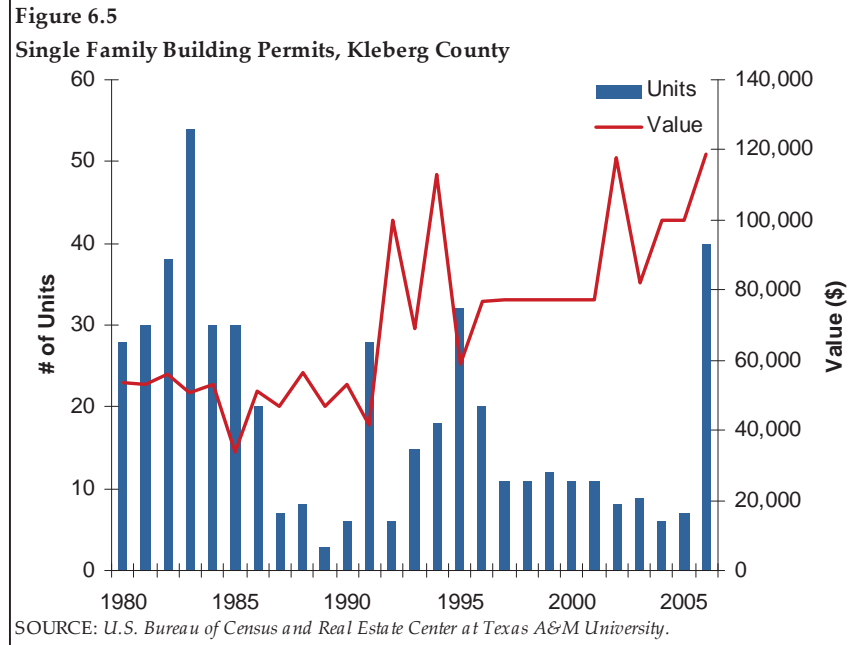
**Housing by Year Structure Built, 2000**



SOURCE: U.S. Bureau of the Census.

The number of building permits issued in Kleberg County demonstrates this same trend (see **Figure 6.5, Single Family Building Permits, Kleberg County**). In the 1980s, an average of 25 permits were issued annually in the County. In the 1990s, this average declined to 16 permits annually. From 2000 to 2005, an average of nine permits were issued annually. In 2006, this downward trend seemed to reverse with the permitting of 40 single-family units. The population decline, aging housing stock, and the slump in new construction in Kingsville contributes to the high housing vacancy rate in Kingsville – an estimated 16 percent in 2007. Having been vacant for years, many of these housing units are now vacant due to their poor conditions.

In summary, Kingsville compares well economically to its peer communities. Employment growth has been strong since 2000. In addition, the economy is relatively diversified and anchored by two strong employers – TAMUK and NAS Kingsville. However, capturing the 2,000 workers who work in Kleberg County but live elsewhere represents both the primary opportunity for Kingsville and the primary challenge.



## Strengths, Weaknesses, Opportunities, and Threats

The consulting team conducted a Strengths, Weaknesses, Opportunities, and Threats analysis for Kingsville to create a framework for understanding the area’s issues. This assessment was based on interviews, site visits, data analysis, and our experience. The following captures the major findings from this analysis.

STRENGTHS	OPPORTUNITIES
<ul style="list-style-type: none"> <li>▪ Diverse economic engines (TAMUK, NAS, Border Patrol, King Ranch, Celanese)</li> <li>▪ Proximity to Port and City of Corpus Christi</li> <li>▪ Location in Foreign Trade Zone, HUD Zone &amp; HUB Zone</li> <li>▪ Historic Downtown</li> <li>▪ Temperate weather</li> </ul>	<ul style="list-style-type: none"> <li>▪ Strengthen ties with major employers</li> <li>▪ Increase trade with Mexico</li> <li>▪ Retiree attraction</li> <li>▪ Retention of TAMUK graduates</li> <li>▪ Revitalize Downtown</li> <li>▪ Pharmaceutical industry growth associated with TAMUK</li> </ul>
WEAKNESSES	THREATS
<ul style="list-style-type: none"> <li>▪ Shortage of housing</li> <li>▪ Inadequate infrastructure for growth, especially utilities</li> <li>▪ Skilled labor shortage</li> <li>▪ Lack of entertainment options</li> <li>▪ Lack of community pride</li> <li>▪ Lack of economic opportunity</li> <li>▪ Absentee ownership of many key buildings and sites</li> </ul>	<ul style="list-style-type: none"> <li>▪ Flat or negative population growth</li> <li>▪ Perception of the public school system</li> <li>▪ Failure to attract local employees as residents</li> <li>▪ Inability to support retail</li> <li>▪ Further deferment of maintenance on historic buildings and housing stock</li> <li>▪ Focus on growth outside of Downtown</li> </ul>



## Area of Focus: Goals and Recommendations

The following goals and recommendations were formulated to specifically address the key economic challenges and opportunities in Kingsville, which were identified through an analysis of economic and demographic trends influencing the area, community input, and the consultant's expertise. Meeting these economic development goals will go far in repositioning Kingsville, setting it on a course for long-term economic growth and vitality.

### GOALS

**ONE:** Develop, retain, and attract talent.

**TWO:** Stimulate the economy through business development and industry attraction.

**THREE:** Promote and enhance Kingsville's quality of place.

While each of these goals was chosen for its ability to leverage distinct opportunities in Kingsville, they were also intentionally chosen for their ability to support one another. In effect, some recommendations that are placed under one goal could just as easily have been put under another due to their inherent overlap. Likewise, several recommendations in this section overlap with similar recommendations found in the Community Character element of this plan. The City of Kingsville and area economic development allies should, therefore, remain mindful that a lack of support for one of these goals may hinder progress in another. As a result, community leaders should recognize that policies cannot be implemented within a vacuum. Instead, policies and program activities should be considered within the overall context of the variety of factors that can influence long-term economic growth in Kingsville.



## Develop, Retain, and Attract Talent

### Redefining TALENT

The concept of talent means more than a skilled workforce. It means recruiting talented people to the community, as well as cultivating the existing talent pool represented by groups as diverse as students, retirees, and entrepreneurs. It also means ensuring that the employees and companies that have been responsible for a community's growth continue to see a reason to remain in the area.

National demographic trends, most notably the aging of the baby boomers, suggest that demand for workers may soon outstrip supply. As a result, competition for labor is expected to increase among companies, as well as communities. Focusing on the development, attraction, and retention of talent should, therefore, be an important part of any economic development strategy.

As mentioned earlier, economic development planning has traditionally focused solely on the recruitment of new businesses. Unfortunately, this approach depends heavily on large incentives, such as tax abatements, free land, and reduced costs for infrastructure services. While these types of incentives certainly remain an important part of the overall industry attraction process, most organizations stop at this point. Fortunately, these are only the most basic tools in the economic development kit.

Nurturing and attracting talent is perhaps the most fundamental issue for creating long-term, sustainable economic vitality in the 21<sup>st</sup> Century. Much of this is due to the changing needs of U.S. employers as the economy transitions from manufacturing to services. But this "talent" goal implies more than the typical workforce development and training issue. It also encompasses the idea of recruiting people.


Like many communities across the U.S., Kingsville's population has experienced significant growth of the age cohorts over 55 years of age. This trend, which is expected to continue, will result in the overall aging of Kingsville's population. To maintain a healthy and sustainable workforce, Kingsville must focus on attracting and retaining younger workers.

Education can enhance a community's ability to attract and retain this younger demographic, as well as talent, in general. The quality of schools plays a pivotal role in attracting families and employers to an area. The perception of low-quality schools can be a major deterrent to moving to a particular community. As such, a community cannot afford to ignore its public schools. Higher education also plays a pivotal role. Not only must employers be assured of access to educated and skilled workers, but also talented individuals are often drawn to places that offer access to higher education and related amenities. As a result, it is imperative that the City of Kingsville remains supportive of TAMUK, especially in light of making Kingsville a more attractive option for new residents and employers.

**Recommendations:**

1. Raise awareness of Kingsville’s K-12 educational assets, both inside and outside the community, to improve the perception of Kingsville ISD. A public relations campaign should be designed, in conjunction with the School District, to accomplish this goal.
2. Ensure that public school facilities portray a more positive image. The City should assist the School District in advocating for adequate funding for operations and campus improvements. A “Pride in Schools” program should also be developed to focus on facility improvements, including cosmetic enhancements.
3. Recognize and utilize University students and graduates as an important resource for strengthening student achievement in the public school system. The School District should develop a mentor and tutoring program with TAMUK students and K-12 students. The City should spearhead the creation of a scholarship program for graduates of regional universities to teach at Kingsville ISD for a minimum of two years. This program should include a stipend and possibly a housing program to enable these new teachers to live in Kingsville.
4. Work with the School District, TAMUK, workforce board, and other private stakeholders to explore the possibility of establishing academies in Kingsville ISD. Many communities have established specialized academies to improve the performance of their school system and better suit the needs of all students. These academies provide students the opportunity to choose from a variety of specializations ranging from construction to college preparatory programs. The academies should be focused on specific industries that Kingsville wants to grow.
5. Strengthen physical ties between TAMUK and Kingsville by developing a revitalization plan for the area immediately adjacent to the University and towards the Downtown. Enhancing the area around the campus of the University will improve the students’ experience in Kingsville by providing them with a wider range of housing, retail, and entertainment options in close proximity to the campus. Having more appealing commercial and residential development, as well as a greater range of “things to do” around the campus, could also keep more students on campus and in Kingsville on weekends. Not only would this mean

**RAISING THE IMAGE OF KISD**



Kingsville voters have approved a total of \$25 million to support the construction of a new elementary school and extensive renovations of the middle school and high school.

### THE VALUE OF TAMUK



TAMUK serves not only as a major economic development asset, but also as a key to talent attraction and retention.

more students will spend more of their dollars in Kingsville, it can also foster loyalty among students towards Kingsville as they become more entrenched in the community.

6. Develop collaborative programs with the architecture, engineering, and other similar programs at TAMUK to encourage student-led projects that aid in the betterment of the community. Examples of such programs are design competitions for historic building re-use or park land design and planning, student consulting projects for area businesses or the City, internship programs with local employers, and community service programs such as Habitat for Humanity or Keep Kingsville Beautiful.
7. Support the creation of a program designed to retain TAMUK graduates and attract alumni. This program should involve the City, TAMUK, the Chamber of Commerce, and the Economic Development Council. The program could include scholarships such as the one mentioned in Recommendation 3 to place graduates with area employers and incentivize them to remain in

Kingsville after graduation. The program should also include a marketing component to establish and maintain communication with TAMUK alumni to keep them informed of changes in Kingsville, opportunities, and benefits of living in Kingsville. This can be achieved by publishing a monthly or quarterly e-newsletter to be sent to alumni and other people with ties to Kingsville. Seek support for high profile graduates such as Eva Longoria or National Football League (NFL) stars.



## Stimulate the Economy through Business Development and Industry Attraction

### Redefining INDUSTRY

The U.S. manufacturing industry continues a transformation that has profound effects on the practice of economic development. It is forcing us to rethink what we mean by a primary job, how we measure economic impact, and how we design incentives. This is due, in large part, because manufacturing employment continues to decline. It is no overstatement to say that an economic strategy built solely around manufacturing jobs will fail.

For this reason, our assessment of industry considers the full complement of economic activities — ranging from traditional industrial employers to entrepreneurship — as well as the physical infrastructure (industrial parks, sites, transportation, etc.) and business climate to support those activities.

Understanding the role of innovation, the opportunities for expansion of existing companies, and the best targets for recruitment are important building blocks of an economic development plan.

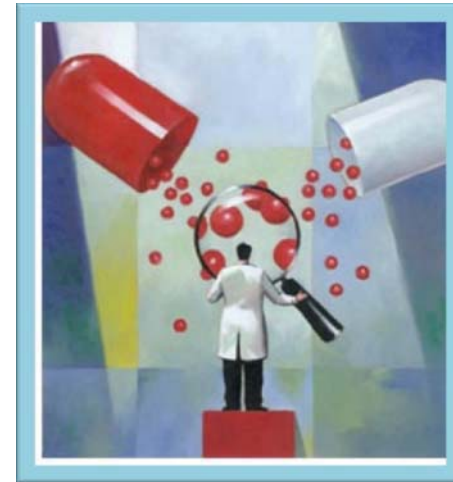
It is no secret that American manufacturers, and their host communities, have suffered greatly in the face of stiff global competition. Rural America has been especially hard hit due to its traditional reliance on low-wage manufacturing that is now rapidly migrating off-shore to even lower-wage international labor markets. The results of this struggle have littered much of the rural landscape with shuttered factories. A recognition of these wider global trends, outsider perceptions of rural Texas, and their effects on investment decisions should influence the decisions that Kingsville makes regarding industrial recruitment and other economic diversification efforts.

This is not to say that Kingsville will be unsuccessful or will not have viable options for recruiting outside industry. Regardless, local decision makers should understand that larger global economic forces present a strong headwind for *any* American community to play the traditional industrial recruitment game. Kingsville is presented with at least two additional obstacles to its current recruitment prospects: 1) limited physical infrastructure (roads, electricity, water/wastewater, and natural gas) and 2) limited supply of shovel-ready industrial sites.

Instead, Kingsville should focus on improving its economic development capacity, strengthening its primary employers and economic development assets – TAMUK and NAS Kingsville – and promoting recreation and tourism.

### *Recommendations:*

1. Improve Kingsville's capacity for economic development by implementing necessary processes and tools. An important best practice in economic development is the creation of transparent, fast development, permitting, and prospect management processes. Having better processes allows local economic development allies to collaborate more effectively, function more efficiently, and evaluate opportunities with more success. In addition, communities have found this to be one of the most helpful means by which they gain a competitive edge in the business recruitment arena. Improved processes will make Kingsville more attractive to prospects who are considering multiple communities.
2. Identify target industries and focus recruitment efforts on these specific industries. These target industries should be tied to existing assets in Kingsville or the region and, in some cases, tied to TAMUK academic programs, such as pharmaceuticals. Once the industries are identified, a multi-faceted marketing campaign aimed at these target industries should be initiated to funnel marketing resources towards audiences that are more likely to be responsive. Such a marketing campaign should include establishing relationships with site selectors, attending industry events and trade shows, and occasional letter campaigns with careful follow-up with potential leads.
3. Initiate a strong business retention and expansion program. While recruiting new businesses is important to growing its economic base, Kingsville cannot afford to ignore its current businesses and risk losing one of them to closure or relocation. A strong business retention and expansion program should include regular visits with local employers. These visits can include formal surveys or just be informal interviews. However, they should establish a relationship with the employer and serve as a mechanism by which the Economic Development Council can ascertain any major challenges or plans for expansion, and even identify suppliers or customers who could benefit from relocating to Kingsville.
4. Promote collaboration among key economic development players in Kingsville towards a common vision and goals. The key players consist of the City, Chamber, Convention & Visitor's Bureau, and Economic Development Council. These stakeholders should convene to establish a shared vision and goals and then meet on a regular basis to update one another on their activities and opportunities for collaboration. Without a shared vision and goals that unite the entities, economic development efforts in Kingsville will not be maximized and may overlap with one another. Better collaboration will ensure that economic development efforts among Kingsville's economic development players will enhance and reinforce one another rather than work against each other.





5. Ensure appropriate infrastructure and mechanisms are in place to encourage development in areas of desired growth. In greenfield areas, ensuring that utilities are extended to these areas not only will allow the City to directly influence Kingsville’s growth patterns, but also will improve its attractiveness to businesses looking for new locations. In the historic Downtown and the area adjacent to TAMUK, a special financing district can be a helpful tool in promoting infill projects and redevelopment to enhance and revitalize these areas. A comparison of special financing districts is included at the end of the chapter.

6. Leverage the presence of NAS Kingsville to expand economic development opportunities in Kingsville. NAS Kingsville is Kingsville’s largest employer with approximately 1,100 civilians and 600 enlisted personnel. As such, the economic impact of the base on the community is considerable. NAS Kingsville contributed over \$80 million annually in payroll, procurement, and contracts to the local economy. In addition to this direct impact, the base affects the economy indirectly through sales by firms that do business with military contractors and the indirect jobs (and their associated earnings) that are produced by base employees’ spending. This injection of dollars into the economy translates into increased tax revenues for the City and other public entities through retail sales and taxes on property owned by the residents whose jobs are created by or induced by the base. Finally, the presence of a base has many positive intangible affects on the community as military families contribute to their communities through activities such as civic involvement and volunteerism.

However, NAS Kingsville’s impact is not as high as it could be. With many enlisted personnel and their families choosing to live in Corpus Christi and other areas, Kingsville is not capturing the benefit it could if those personnel lived and worked in Kingsville. The City should strengthen its connection with the base and support initiatives to encourage military personnel and their families to live in Kingsville, realizing that education and entertainment options are top priorities for these groups. The City can do this by supporting efforts to advocate for more missions, promote more spousal work opportunities, and develop housing products appropriate for NAS Kingsville staff. In addition, the City could discuss Enhanced Use Lease agreements with the base to support business and housing opportunities on NAS lands. This is being done in several military installations throughout the U.S. who continue to fair well in BRAC decisions.

**LEVERAGE THE PRESENCE OF NAS KINGSVILLE**



As Kingsville’s largest employer, the base is a major economic development asset.

7. Strengthen the City's relationship with TAMUK. The University's total impact on the Kleberg County economy is estimated to be over \$38 million. In addition, it supports (directly and indirectly) over 290 jobs. While the economic impact of the University is significant, it plays a much wider role in the community as an economic development asset. The City should explore ways it could partner with the University to carry out the University's goals and mitigate the challenges it faces. In addition, the City should work to enhance TAMUK's student experience by encouraging the redevelopment of the area around the University and supporting programs that promote student involvement in the community.
8. Become a recreation and tourism destination for families, outdoorsman, bird watchers, and historians. A vibrant and profitable recreation and tourism sector can serve as a catalyst for further economic growth in Kingsville. Among its primary benefits, tourism can support the retail and hospitality sectors in an economy, create jobs, and boost tax revenues in a community. In addition, it can serve to attract residents. People often relocate to areas they have visited previously on trips and vacations, especially baby boomers looking for communities to relocate for retirement.

Kingsville should try to capture a share of the "Winter Texans" market by providing facilities and recreation opportunities desired by these visitors. Every year thousands of residents from the northern states travel to south Texas and stay for a period of one to six months. These "part-time" residents inject thousands of dollars into the local economy. Kingsville has an opportunity to capture some of this market with attractions and amenities like Baffin Bay and the King Ranch.

Tourism strategies should certainly focus on attracting visitors. However, just attracting visitors is not sufficient. Unless visitors' dollars are being captured by local businesses, their economic benefit to the City and its residents will not be fully realized. Key tourism strategies include:

- Create a tourism plan that focuses on developing tourism "products" that attract visitors, a retail strategy that provides outlets for visitors to spend money, and a marketing plan that effectively targets those groups who are likely to come to Kingsville. The City should then ensure zoning and planning protects the assets that are vital to tourism development.

#### SPECIAL EVENTS SERVE AS TOURISM "PRODUCTS"



Kleberg St. from 6<sup>th</sup> St. to 8<sup>th</sup> St. could be closed off to create a Downtown Market Square for special events and festivals.



- Explore the feasibility of a regional recreation asset such as a water park, extreme sports park, or other similar unique regional tourism draw.
- Explore the feasibility of developing a convention center in the community that could be used to host events and other attractions. An expo center does exist at Kleberg Park, and the City should evaluate the pros and cons of renovating the existing facility versus building a new one.
- Consider planning and hosting special events in the Downtown that could draw visitors from across the region.
- Capitalize on the City’s and County’s natural and historical assets to attract visitors to the community including the King Ranch, Baffin Bay and Escondido Creek.

**Redefining PLACE**

Much has been written about the importance of **quality of life** to the site selection process. Communities throughout the nation have positioned themselves by touting their advantages in this regard – good schools, safe streets, pleasant weather. We agree these factors are important. We take issue only with the narrowness of the focus. Quality of life assumes that everyone thrives in the same environment and is attracted to the same amenities. It assumes that current residents’ views of what makes a community would be shared by all.

By contrast, **quality of place** considers what is attractive to a range of residents, both old and new. The idea of quality of place accommodates growth and recognizes the benefits of change. It recognizes that one person’s “good place to raise a family” might translate into another’s “there’s nothing to do in this town.” Quality of place is about providing options, not just for current residents, but for those who will be residents in the future.

- Encourage the development of lodging facilities including hotels/motels, bed and breakfasts, cabins and camps, campgrounds, RV parks, and other stay options.
- Encourage the development of additional quality eating and drinking establishments.

**Promote and Enhance Kingsville’s Quality of Place**

Increasingly, companies rely on the skills and talent of their workforce to retain or gain a competitive advantage. Only recently have employers discovered that one way to tap into talented workers is by locating operations in communities with a strong sense of place. This is because communities offering a multitude of amenities are the ones attracting many of today’s skilled and talented workers. While no set definition for “quality of place” exists, the one common factor is the wide availability of choices in housing, entertainment, culture, recreation, retail, and employment.

In Kingsville, the same assets that make it a desirable tourism and recreation destination enhance its quality of place. The historic small town, the proximity to the coast, and the natural assets of the area are attractive to residents and visitors alike. However, the current small population base poses a challenge in terms of the community’s ability to support a wide range of choices.

For this reason, as the City supports projects to revitalize the Downtown, improve its physical appearance, and expand the number of choices available, marketing opportunities in Kingsville is of the utmost importance. Increasing the number of visitors to and expanding the population of Kingsville is a necessary component of sustaining an enhanced quality of place.

### *Recommendations:*

1. Promote Kingsville's Downtown as the primary entertainment and retail destination for residents, students, and tourists. Downtowns are typically the lifeblood of a community, where residents, employees, and tourists can be seen walking, shopping, entertaining, and dining. Kingsville's Downtown is one of the best physical assets in the community. The building stock is still intact, and the street grid and pedestrian-friendly layout (albeit there are improvements to be made) offer a great backbone from which to improve. The Downtown should be a main focus for economic development efforts, as downtowns are often the primary draw for talent, and increasing Kingsville's attractiveness to talent is the number one priority.

To achieve this goal, the City should develop a formal revitalization plan for the Downtown. It should also develop a special financing district, such as a Tax Increment Finance District, to stimulate the type of investment envisioned for the Downtown. In addition, the Economic Development Council should actively market Downtown properties to area investors and developers, as well as to regional and State developers. Finally, the City should support regular events in the Downtown geared towards students, NAS / Border Patrol residents, and other residents.

2. Increase and improve the range of housing opportunities in Kingsville. As mentioned in the assessment, the lack of housing options in Kingsville has led employees to live in surrounding communities, particularly Nueces County. Promoting the development of a range of housing products (along with improvements in education and entertainment options) to accommodate the tastes and preferences of diverse types of residents will greatly enhance the ability of the City to attract new residents and workforce. The City can do this through zoning, developer incentives, specialized programs, and informing area brokers and developers of its vision. Consideration should be given to concentrating residential growth in and around the Downtown to create a more vibrant urban core and ensuring that future student housing developments are closer to the campus area and of a quality of which Kingsville and TAMUK can be proud.

### REVITALIZE DOWNTOWN



Downtown Kingsville should be the lifeblood of the City.



The specialized programs that the City should consider include the following: 1) a down payment assistance program in conjunction with TAMUK, NAS Kingsville, and other major employers to assist employees in buying a home in Kingsville; 2) a Community Housing Development Organization (CHDO) who will be able to tap into government and private funding to develop affordable housing; and 3) a zero-interest loan fund to assist home buyers in the rehabilitation of historic homes

Finally, the City should continue its code enforcement to remove houses that should be condemned and develop a specific plan for how to put these properties back on the tax roll by developing additional housing, particularly geared towards students and younger residents.

3. Enhance the image of Kingsville through an internal and external marketing campaign. The Kingsville's economic development players should work to build consensus for a primary theme/message to market Kingsville that will be shared by all community development, economic development, and tourism-related organizations. As with all successful marketing, it is critical to identify target audiences and to focus efforts on them. The primary target audiences for Kingsville should be: 1) local and regional business leaders who can influence business location and other investment decisions; 2) key allies, such as State and regional economic development organizations; 3) members of the region's various media; and 4) decision makers at companies within the target industries.

The most important target audience for Kingsville should be the people and businesses who are already invested (either financially or emotionally) in the community. They are also the ones who represent Kingsville on a daily basis in their business and personal interactions – both regionally and nationally. A sustained internal marketing campaign should be undertaken to generate and promote a positive image of Kingsville. Making sure that existing residents and local business leaders have a positive image of the community is critical to the success of any external campaign as these are the people who can best tell the Kingsville story to the outside world.

Kingsville must set itself apart from the competition throughout the region. The most effective marketing strategies are those that promote specific initiatives and opportunities. In other words, the various target audiences must be swayed by the message that their interests can be maximized by investing social and economic capital in Kingsville.



## FINANCING DISTRICTS

Unlike the federally financed urban renewal projects of the 1960s and 70s, today's economic development efforts are much more likely to be financed with private funds or through innovative public-private partnerships. As a result, the creation of some form of taxing or special assessment district is a commonly used approach for financing and managing downtown development.

- ◆ *Tax-increment financing (TIF) districts.* Tax increment financing districts, which allow taxing entities to repay the costs of improvements to a designated area with the future tax revenues generated by increasing property values, are among the most popular funding mechanisms. These districts can be structured as a single, large tax-increment district (San Diego) or as a series of smaller tax-increment districts in targeted areas (Chicago).
- ◆ *Public improvement districts (PID).* PIDs, also known as Business Improvement Districts, offer cities a means for improving their infrastructure to promote economic growth in an area. The Public Improvement District Assessment Act allows cities to levy and collect special assessments on properties that are within the city or its extraterritorial jurisdiction (ETJ).

PIDs may be formed to create water, wastewater, health and sanitation, or drainage improvements; street and sidewalk improvements; mass transit improvements; parking improvements; library improvements; park, recreation and cultural improvements; landscaping and other aesthetic improvements; art installation; creation of pedestrian malls or similar improvements; supplemental safety services for the improvement of the district, including public safety and security services; or supplemental business-related services for the improvement of the district, including advertising and business recruitment and development.

- ◆ *Municipal management districts.* These districts, also called downtown management districts, are created within an existing commercial area to finance facilities, infrastructure, and services beyond those already provided by individual property owners or the municipality. The improvements may be paid for by self-imposed property taxes, special assessments and impact fees, or by other charges against district property owners. The creation of the district does not relieve a city from providing basic services to the area. A district is created to supplement, not supplant, the municipal services available to the area.
- ◆ *Municipal development districts.* A municipality may create a Municipal Development District comprising all or part of its city limits, all or part of its extraterritorial jurisdiction (ETJ), or any combination of all or part of these areas. To create a district, a city must call an election through an order that defines the proposed boundaries of the district. These districts are financed through an additional sales tax approved by the city's voters, a tax which is similar to the economic development sales tax.
- ◆ *Special purpose district.* Another approach to downtown finance is the creation of a special purpose district. Unlike the TIF district, which collects the tax increment created by rising property values, a special purpose district represents an additional tax. Special purpose districts are legally recognized governments and operate independently from other taxing jurisdictions, such as a city or county. They can collect money from a variety of sources, including bond issues and user fees and grants and are typically governed by a board.

The chart on the next page compares the districts based on the funding source, who bears the burden of financing the district, how the funds can be used, and who initiates the creation of the district. In addition, examples of each type of district are provided.



### COMPARISON OF FINANCING DISTRICTS

Mechanism	Funding Source	Burden	Uses	Initiation	Examples
Tax Increment Financing	Allocation of incremental property tax revenues to the TIF	Property owners in district	Structural and infrastructure improvements	Petition of property owners in district or city council	<a href="#">Rowlett, TX</a> <a href="#">Arlington, TX</a> <a href="#">Houston, TX</a>
Public Improvement District	Additional assessment	Property and business owners in district	Improvements of water, wastewater, health & sanitation, drainage, street & sidewalk, mass transit, parking, library, park, recreation & cultural facilities, landscaping & other aesthetics, art installation, creation of pedestrian malls, supplemental safety services, supplemental business-related services	City council or by petition of 50% or more of property owners in a given geographic area	<a href="#">Houston, TX</a> <a href="#">Greensboro, NC</a> <a href="#">Great Fall, MT</a> <a href="#">Durango, CO</a>
Municipal Management Districts	Self-imposed property taxes, special assessments, and impact fees	Property owners and developers in district	Facilities, infrastructure, and services beyond those provided by property owners or by the municipality	Petition of 50% or more of property owners in a given geographic area or by legislative action	<a href="#">Houston, TX</a>
Municipal Development Districts	Sales tax	Consumers in the district	Any project acceptable as a use of 4B sales tax revenues	Election	<a href="#">Aransas Pass, TX</a>
Special Purpose District	Additional tax	Patrons / users of district	Depends on structure of SPD	Legislative action	<a href="#">The Woodlands, TX</a>

# 7

# Implementation

CHAPTER

Kingsville Master Plan



This plan sets forth a vision as to how Kingsville should develop over the next 20 years – and beyond. With the vision in place, the community must now direct its resources of time and money to plan implementation. Each of the goals, policies, and recommended action statements identified throughout this plan must be turned into specific programs, initiatives, and/or new standards. This element establishes priorities and sets forth a process to ensure the plan is implemented and kept current over time.

## Purpose

Implementation is an essential step in the plan development process. It requires the commitment of the City's leadership, including the Mayor and City Commission, Planning and Zoning Commission, other City boards and commissions, and City staff. It is also necessary for there to be close coordination with and joint commitment from other organizations that significantly influence Kingsville and its growth, including the following:

- Kleberg County
- Naval Air Station (NAS)
- Texas Department of Transportation (TxDOT)

Residents seek higher quality commercial design.



Kingsville needs enforcement and improvement of existing landscaping and design standards.



- Kingsville ISD and other area school districts
- Neighboring cities, such as Corpus Christi
- Texas A&M University - Kingsville
- Kingsville Chamber of Commerce
- Economic Development Corporation
- Other organizations, agencies, and groups

Each chapter of this plan outlines specific issues to be addressed to achieve what is envisioned by community residents. In response are a large number of recommended actions that relate to regulatory changes, programmatic initiatives, and capital projects. While these recommendations are comprehensive and intended to be accomplished over the 20-year horizon of this plan, near-term strategies must be put in place to take the first step toward implementation. These strategies must then be prioritized, with decisions as to the sequencing of activities, the capacity to fulfill each initiative, and the ability to obligate the necessary funding. Those deemed as top priorities and viewed as feasible in the short term are placed in a five-year action plan. In addition to implementing these targeted strategies, the broader policies set forth by the plan text and maps may be used in making decisions related to the physical and economic development of the community.

The purpose of this chapter is to integrate the elements of the plan to provide a clear path for sound decision making. This chapter outlines the organizational structure necessary to implement the plan, strategic directions and priorities for implementation, and a process for regular evaluation and appraisal of the plan to ensure it is kept relevant and viable.

## Methods and Responsibility for Implementation

To be successful, the City must utilize this plan on a daily basis, and it must be integrated into ongoing governmental practices and programs. The recommendations must be referenced often and widely used to make decisions pertaining to the timing and availability of infrastructure improvements; proposed development/redevelopment applications; zone change requests; expansion of public facilities, services, and programs; and annual capital budgeting, among other considerations.

Each Commission, staff person, and member of boards, commissions, and/or committees has an obligation to use this plan in guiding their decisions. The plan is designed to guide the growth and economic development of the community. It is intended to guide staff – of all departments – in managing their individual activities, annual work programs, and capital projects.

The primary means of implementation include:

- **Amendment of current and preparation of new land development regulations** to ensure a quality and character of development that reflects the community's vision. The zoning and subdivision ordinances, in particular, must be re-written to improve use compatibility, conserve natural resources and open space, preserve the character and integrity of neighborhoods and valued areas, improve the efficiency of facility and service provisions, and contribute to a fiscally responsible pattern of urban growth.
- **Formation of policies**, directly and indirectly, through recommendations by City staff, the Planning and Zoning Commission, other boards, and the decisions of the City Commission. As new development is proposed, staff and the City's advisory boards, together with the City Commission, must abide by the policies and recommendations of this plan. The text of this plan, coupled with the land use, growth, and thoroughfare plans, provides the requisite guidance for achieving that envisioned by the residents and stakeholders of this community.
- **Regular updating of a capital improvement program (CIP)**; a five-year plan identifying capital projects for street infrastructure; water, wastewater, and drainage improvements; park, trail, and recreation facility provisions; and other public buildings and municipal services. These capital improvements must be coordinated with the objectives of this plan and implemented consistent with the future land use and growth plans, the thoroughfare plan, and other relevant plans.
- **Identification and implementation of special projects, programs, and initiatives** to achieve organizational, programmatic, and/or developmental objectives. These may include further studies, detailed area plans (individual neighborhoods or special districts), or initiating or expanding upon key City programs. These tend to be more managerial in function, which may support or influence physical improvements or enhancements, but themselves focus on community betterment.

## Plan Administration

A host of community leaders must take "ownership" in this plan and maintain a commitment for its ongoing, successful implementation. The City's management and staff, together with its boards and commissions, committees, and organizations, will have essential roles in implementing the plan and, thus, ensuring its success.

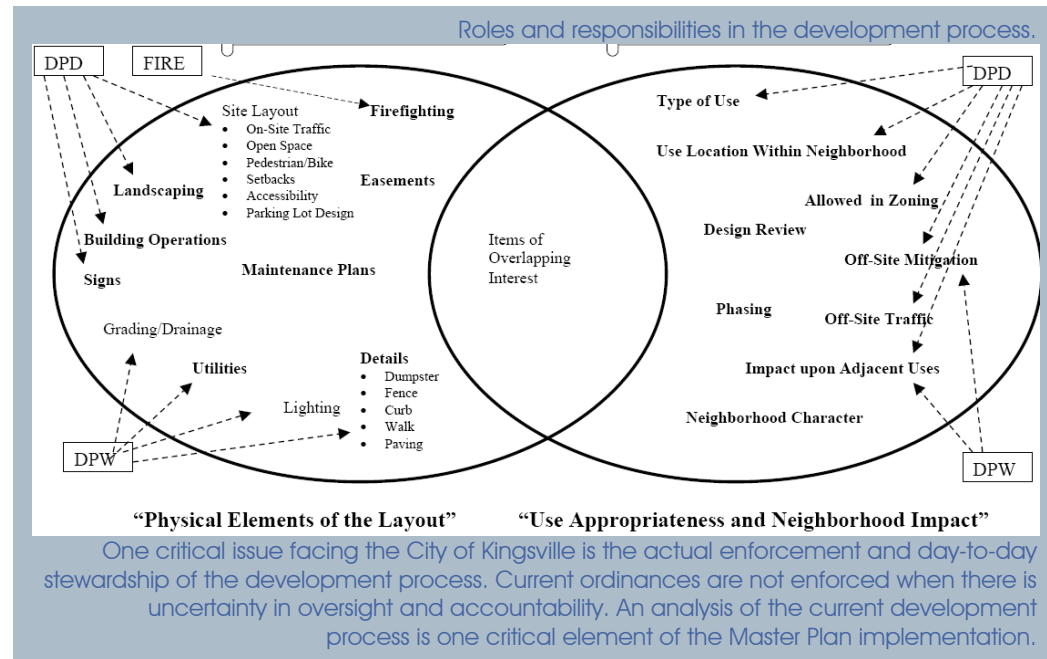




## Education and Training

A necessary first step is to conduct individual training workshops with the Planning and Zoning Commission, City Commission, and City department managers, as well as each of the other boards and committees who have a role in plan implementation. These are the groups who, individually and collectively, will be responsible for implementation. The importance of their collaboration, coordination, and communication cannot be overstated. The training initiative should include:

- Discussion of the roles and responsibilities of each individual commission, board, or committee and their function in the organization.
- A thorough overview of the entire plan, with particular emphasis on the segments that most directly relate to their charge.
- Implementation tasking and priority setting, allowing each group to establish their own one-, two-, and five-year agendas in coordination with the strategic agenda of the Mayor and City Commission.
- Facilitation of a mock meeting to exhibit effective use of the plan and its policies and recommendations.
- A concluding question-and-answer session.



## Role Definition

The City Commission will assume the lead role in implementing this plan. Their chief responsibility is to decide and establish the priorities and timeframes by which each action will be initiated and completed. In conjunction with the City Manager, they must manage the coordination among the various groups responsible for carrying out the plan’s recommendations. Lastly, they are also responsible for the funding commitments required, whether it involves capital outlay, budget for expanded services, additional staffing, further studies, or programmatic or procedural changes.

The hierarchy and roles of implementation are as follows:

#### **City Commission**

- Establishes overall action priorities and timeframes by which each action of the plan will be initiated and completed.
- Considers and sets the requisite funding commitments.
- Offers final approval of projects/activities and associated costs during the budget process.
- Provides direction to the Planning and Zoning Commission and the City management and staff.

#### **Planning and Zoning Commission**

- Recommends to City Commission an annual program of actions to be implemented, including guidance as to the timeframes and priorities.
- Prepares an Annual Progress Report for submittal and presentation to the Mayor and City Commission.
- Ensures decisions and recommendations presented to the City Commission are consistent with the plan's policies, objectives, and recommendations. This relates particularly to decisions for subdivision approval, site plan review, zone change requests, ordinance amendments, and annexation.
- Ensures that the plan influences the decisions and actions of other boards and committees.

#### **City Departments and Plan Administrator**

All departments are responsible for administering this plan, specifically as it relates to their function within the organization. Many departments were involved in the plan development process and are, therefore, familiar with its content and outcomes. They must now be enrolled as implementers to ensure their budgets and annual work programs are in line with the plan.

The Planning Director will serve as the Plan Administrator and will play a lead role in coordinating among the various departments. Currently, the City Engineer serves as the interim Planning Director and oversees both the Planning and Engineering Departments. While the Planning Department will play a critical role in implementing this plan, its current capacity to do so is limited due to day-to-day obligations. It is, therefore, recommended that an additional planner be hired to help administer the plan and assist with daily planning functions.



### **Plan Implementation Board**

While the Planning and Zoning Commission will play a critical role in implementing the plan, it cannot expend all of its efforts toward ensuring continued implementation of the plan. As such, a Plan Implementation Board should be appointed by City Commission with the purpose of assisting the Planning and Zoning Commission and ensuring that programs and activities are carried out to implement the plan. The Board's role is to refine and prioritize the implementation plan and initiate action over the short term on the basis of annual work programs and five-year projected timeframes.

It is recommended that the Master Plan Advisory Committee continue to function in a new role and serve as the Plan Implementation Board, along with other members of the community (as deemed necessary). The Master Plan Advisory Committee was instrumental in developing the plan and is familiar with its policies and recommended strategies. Having the members of the committee continue in this capacity will bring continuity and consistency to the planning process and will allow for an effective transition into plan implementation.

Responsibilities of the Board will include the following:

- Refine the strategies outlined in the plan and identify specific actions beyond the information provided in this general plan.
- Determine methods or programs to be used to implement the proposed actions, specifically identifying which agencies and/or departments will be responsible for their implementation, coordinating with City staff to estimate costs and identify proposed sources of funding, and establishing timeframes in which the recommended actions will be accomplished.
- Prepare and present to the Planning and Zoning Commission a recommended list of programs and actions to be implemented annually, as well as a prioritized list to be implemented over a five-year period.

### **Intergovernmental Coordination**

Increasingly, jurisdictions are acknowledging that issues are regional, rather than local, in nature. Watersheds and other ecosystems, economic conditions, land use, transportation patterns, housing, and the effects of growth and change are issues that cross the boundaries of the community and impact not only Kingsville, but also Kleberg County and each of the other adjacent communities. As a result, the economic health of Kingsville is partly reliant upon the County and neighboring communities, meaning that the success of one is largely dependent on and, thus, responsible for the success of the other.

Perhaps of greatest importance to the effective implementation of this plan is recognition that all levels of government and the private sector must participate. Therefore, the idea of managing growth of the City, for instance, will not be effective without the coordination of the Kingsville Naval Air Station and the County. The type and quality of this development not only impacts the character of Kingsville, but also impacts its resources as residents living in these unincorporated areas come into the City for their shopping and service needs. With

Intergovernmental Cooperation



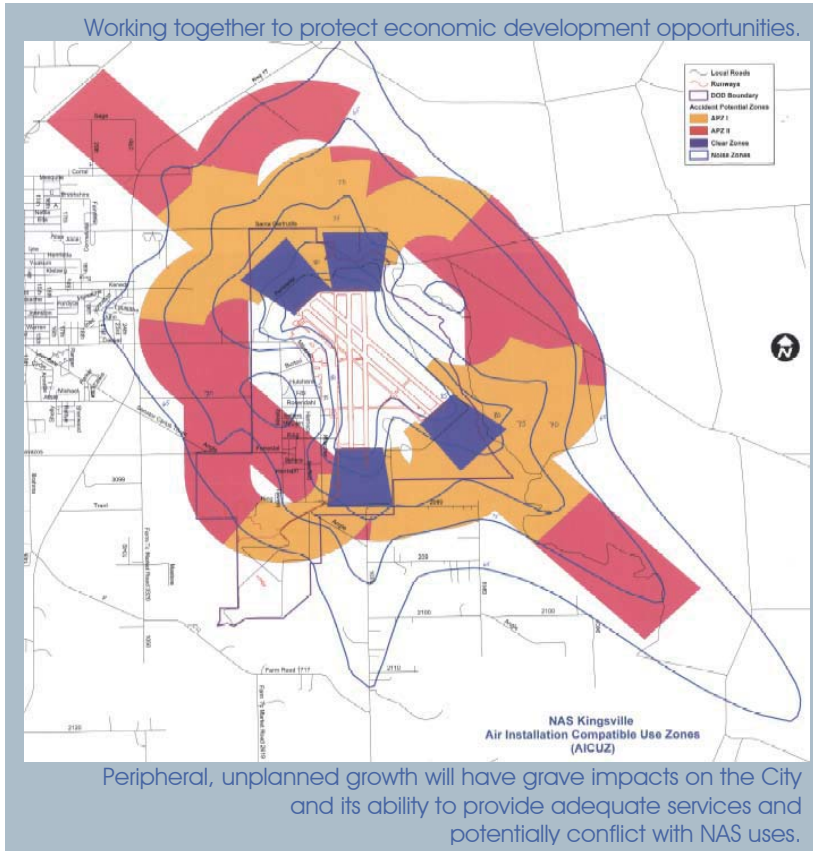
Cooperation is now more important than ever due to increasing service demands and limited resources. Coordinating among entities allows for more efficient service provision. Despite the fact that historic funding levels have been insufficient, the 1986 park agreement between the City and County is an example of intergovernmental cooperation.

development occurring in the unincorporated areas, there will be increasing demands on the City to provide infrastructure, police and fire protection, and other services. Instead of trying to meet the increasing demands, a decision must be made as to the appropriateness and cost efficiency of providing these services.

Strong intergovernmental cooperation will be instrumental in effective implementation of this plan. Each of the governmental agencies shares common interests and goals, including enhancing economic development and providing for quality housing, services, and infrastructure needs. These goals can be more effectively achieved through mutual cooperation and coordination.

**Recommended Strategies for Intergovernmental Cooperation**

- Create an intergovernmental planning advisory council, which should include representatives from different entities and agencies including the City, County, NAS, Economic Development Corporation, King Ranch, Texas A&M and others. The council should meet quarterly to consider and act on projects and initiatives that are of mutual interest and benefit.
  - Create a joint Airport City/County Zoning Board and adopt a zoning district map and ordinance to regulate land within the AICUZ. The joint Board would have representation from the City, County, and NAS.
- Administrate jointly the area plan for the 10- and 20-year growth areas of the AICUZ, which must include a future land use plan and ordinance enforcement to better manage development.
- Adopt a policy regarding the provision of utilities by the City within the compatibility use zones (County), with specific criteria required to merit infrastructure extension or improvement.



- Establish a joint County/City Parks Board with equal representation from both the City and County. The Parks Board would serve as an advisory board to the County Parks Department and would help guide and shape the direction of park policies and decisions.
- Re-establish and maintain a formal agreement with Kleberg County Sheriff's Department for the use of prison labor in park land maintenance.
- Review and re-commit to the parks coordination agreement between the City and the County. There should be an assessment of funding levels by each entity based upon past history and the level of need for increased maintenance. Any future park budgets should be tied to an inflationary measure so that the budgets can increase with time or population.
- Develop agreements with Kingsville ISD and TAMUK to address potential joint acquisition of park land, improvement and maintenance of land and facilities, and use and management of areas and buildings (such as the 1986 agreement between the City and County).

## Implementation Strategies

Shown in **Table 7.1, Summary Action Plan**, are the key strategies for implementation, with more detail found within the individual plan chapters. These strategies highlight the steps to be taken by the City, often in coordination with other jurisdictions, organizations, or agencies. This table is intended as a quick reference to that outlined below. It is designed to be kept up-to-date and used on an annual basis as part of the regular review process. Each year, the projects that are substantially complete should be removed, with the corresponding years advanced one year and a fifth year of programmed actions added. In this way, this table may be used on an ongoing basis and provided to the City Commission to keep them apprised of the progress of implementation.



**Table 7.1 – Summary Action Plan**

Action Recommendation	Priority		
	1	2	3
<b>Growth Capacity</b>			
Prepare a growth sequencing plan to determine the requisite future growth area appropriate to accommodate development over the next 20 years			✓
Prepare a Wastewater Master Plan			✓
Prepare a Water Master Plan			✓
Prepare a Drainage Study	✓		
Prepare a 5-Year CIP that identifies major capital improvements in the City		✓	
Adopt Impact Fees for water and wastewater improvements			✓
Prepare an annexation plan to strategically annex land in advance of development			✓
Prepare a staffing plan to evaluate the efficiency and process of current staff and administration			✓
<b>Parks and Recreation</b>	<b>1</b>	<b>2</b>	<b>3</b>
Park maintenance program	✓		
Dedicated funding source to implement parks-to-standards program			✓
Establish a City/County Parks Board	✓		
Establish a formal agreement with Kleberg County Sheriff's Department for use of prison labor in park maintenance	✓		



Action Recommendation	Priority		
	1	2	3
<b>Community Character</b>			
Create a joint City/County zoning board and adopt a zoning district map and ordinance to regulate land within the AICUZ	✓		
Prepare a Unified Development Code	✓		
<ul style="list-style-type: none"> <li>Reclassification of zoning districts consistent with those recommended in the Plan</li> </ul>			✓
<ul style="list-style-type: none"> <li>Zoning map revisions to reflect new zoning district regulations</li> </ul>	✓		
<ul style="list-style-type: none"> <li>Incentives for cluster and conservation development (allow as a permitted option)</li> </ul>		✓	
<ul style="list-style-type: none"> <li>Infill and redevelopment standards and incentives</li> </ul>		✓	
<ul style="list-style-type: none"> <li>Increase open space and landscape surface ratio</li> </ul>	✓		
<ul style="list-style-type: none"> <li>Tree preservation</li> </ul>	✓		
Streamlined review and approval process			✓
<ul style="list-style-type: none"> <li>Inter-local agreement with the County to receive and review plats for subdivision of land and approving related permits in ETJ</li> </ul>			✓
Downtown Zoning District			✓
Downtown Master Plan			✓
University Zoning District			✓
University Area Master Plan	✓		
Gateway improvements (Downtown, TAMUK, 14th Street, Hwy 77)	✓		

Action Recommendation	Priority		
	1	2	3
<b>Transportation</b>			
Amend the subdivision regulations and incorporate into the unified development code			
<ul style="list-style-type: none"> <li>Performance standards for residential streets</li> </ul>	✓		
<ul style="list-style-type: none"> <li>Sidewalks (on both sides of arterial, collector, and residential streets, increase width to 5 feet)</li> </ul>			✓
Conduct a pavement condition inventory		✓	
Feasibility study for building an overpass over the railroad		✓	
Bike and Pedestrian plan			✓
<b>Economic Development</b>	<b>1</b>	<b>2</b>	<b>3</b>
Revise/improve development and permitting process		✓	
Business retention and expansion program			✓
Extend infrastructure to sites suitable and desired for development	✓		
Internal/External marketing campaign	✓		
Consider establishing a Tax Increment Financing district to stimulate investment in the Downtown area.			✓

## Plan Amendment

### 1st. Land Development - AICUZ

Due to its local impact and influence on development, the long-term viability of the NAS is an essential issue that is particularly prominent for the community. It is imperative that the City, in coordination with the County, take steps to manage future development around the Naval Air Station in order to protect naval operations. Kingsville is fortunate in that minimal development has occurred in the AICUZ thus far; however, it is imperative that the Naval Air Station is protected from future encroachment and incompatible land uses. A Joint Land Use Study is currently being prepared for the community with the intent of coordinating land use policies with military operations. The recommendations from this study should be incorporated into this Master Plan and adopted and implemented by the City and County.

Strategies related to controlling land development within the AICUZ include the following:

1. Currently, the City and the County have separate regulations pertaining to NAS area development. These regulations are not only different, but the level of enforcement is not comparable. There needs to be a unified effort to create a single policy on development adjacent to the NAS with respect to buildings, land, and utilities. It is recommended to create a joint Airport City/County Zoning Board and adopt a zoning district map and ordinance to regulate land within the AICUZ. The joint Board would have representation from both the City and County. The ordinance would regulate development density, height, and noise reduction standards within the AICUZ. The ordinance provisions should be consistent with the recommendations of the Joint Land Use Study (JLUS), which recommends the following: *(to be included upon completion of the JLUS)*
2. Incorporate into the ordinance amortization provisions for nonconforming uses, which would prescribe a specific period of time for which the nonconforming use may remain after which it must be removed to conform with the ordinance.
3. Adopt the three Military Influence Areas identified in the JLUS. These zones should be utilized by the City to identify areas where specific compatibility issues are more likely to occur. MIA 2 should be established as a designated fringe to the AICUZ to account for possible adjustments or expansion of the designated area as a result in changes to the mission or operations of the base. Zoning provisions should apply within this fringe area similar to the controlled area (AICUZ).
4. Amend the subdivision and zoning regulations to allow and provide incentives for development clustering and conservation development types. Corresponding density bonuses should be integrated into the zoning ordinance to make these attractive as an alternative to large-lot subdivisions. These development types would enhance the rural character, while protecting open space and resources and offering higher gross densities. Clustering is a particularly useful development tool for project sites with high compatibility issues.
5. Implement the following code revisions and recommendations as identified in the JLUS:
  - a. Require sound attenuation for occupied buildings within Military Influence Area (MIA) 2. The level of sound protection should be based on level of noise exposure and type of land use.
  - b. Review existing procedures on coordination of controlled or open burns to minimize visibility impacts to the installation.
  - c. Review existing zoning ordinance and incorporate distinctive light and glare regulations to protect the operational environment near NAS Kingsville. These controls should be designed to reduce the amount of light that spills into

#### Benefits of a Unified Development Code

- ◆ A UDC offers procedural consistency and a single source of standards and definitions.
- ◆ It greatly simplifies the amendment process, helping to ensure consistency among the different codes.
- ◆ It makes the regulations more user-friendly for the development, real estate, and consultant communities.
- ◆ There can be better cross-referencing to ensure that all related provisions are taken into account pertaining to any particular development proposal.
- ◆ The administration of the codes is consolidated into one section, thereby simplifying the roles and responsibilities of each official and body.
- ◆ The applications and procedures for all development processes can be clearly defined, including use of a flow diagram to illustrate the submission and review process.
- ◆ It allows application of subdivision requirements to “zoning-only” projects, such as driveway access and site circulation review for a single-user site plan when subdivision is not required.

- surrounding areas and impacts regional ambient illumination.
  - d. Review existing Wireless Telecommunications Facilities regulations (sections 15-6-45 to 15-6-47) and other pertinent components of the Zoning Ordinance to include height limitations for structures based on the development of a regional suitability map.
  - e. Work with Kleberg County to establish procedures to identify proposed projects that may potentially involve a source of frequency emissions (including WiFi). Develop regulations for electrical interference to incorporate into the Zoning Ordinance that designates what level of frequency and location is attuned with military frequency to avoid interference with flight operations. Update the ordinance with changes in FAA/FCC restrictions.
  - f. Integrate NAS Kingsville within the existing development review process (including pre-application process). Develop procedures for this review, including project types that should be forwarded to the installation, areas of potential impact based on encroachment threat, and expectations on review timeframes.
  - g. Develop a consolidated checklist for the review of development applications.
6. Amend the Master Plan as necessary to ensure its recommendations and policies are consistent with the recommendations identified in the JLUS.

Residential development needs improved site design standards.



Better screening of parking lots, loading and storage areas, and ground- and building-mounted equipment will improve the appearance of development. This Hunter's Cove example illustrates the shielding of trash containers with quality wall materials and landscaping.

## 2nd. Zoning Ordinance Update

Amendment of the zoning ordinance is imperative. The current ordinance has pyramidal residential districts, meaning that uses are cumulatively permitted in each district. This acts against the preservation of neighborhood character. All districts are use-based, which does not reflect their intended character. The districts should be amended to be based on scale or character, rather than use. This will permit added flexibility and provide better protection of open space and valued features. One strategy is the complete revision of the zoning and subdivision regulations into a unified development code.

Key amendments include:

1. Base the zoning districts on community character, rather than use and lot size, with several development options allowed within each district. Use correlating standards for density/open space (residential) and intensity/landscape surface (nonresidential) to preserve character.





2. Update the City's zoning map.
3. Increase in the required landscaped open space, consistent with the proposed increased requirements for park land dedication and additional requirements for on-site detention. A "suburban" district, whether residential or commercial, for instance, requires more open space within neighborhoods or landscape surface within nonresidential districts.
4. Improved process for review and enforcement for landscaping and bufferyard requirements.
5. Permit clustered and planned developments as a permitted development option, subject to development and performance standards to ensure compatibility. Density incentives may then be used to encourage more open space than that required for park land dedication and on-site detention.
6. Establishment of a streamlined review and approval process that expedites compliant applications. With clearly outlined performance standards, the process may be eased with greater reliance on sound administration of a well-written development code.
7. Establish criteria for submittal requirements for the City to accept an application. The proposed amendments to the zoning ordinance will greatly reduce the time spent by the applicant and the City by itemizing the submittal elements and the application process. Additional submittal forms that explain the planning requirements and process would also better serve the City and applicants.
8. Improved subdivision and residential standards such as street trees, landscaping, screening, and other design guidelines. More site landscaping is necessary to improve the aesthetic value of properties, specifically along the City's principal arterials.
9. Managed sign control including specification as to the placement, size, and height of signs, as well as the type and number of signs. For multi-tenant centers, in particular, a cohesive sign plan is important.
10. Development review thresholds can ensure that major projects receive additional review and have more detailed submittal requirements.
11. Develop a process by which both the City and County review applications and prepare comments for development, building permits, and utility improvements within a specified distance of the City.
12. Establish minimum parking lot setback requirements to form a streetscape green adjacent to street rights-of-way that is sufficient in width (minimum five to eight feet) to accommodate monument signs, trees, and parking lot screening.
13. Establish requirements for raised islands within parking areas (such as one island of a specified size for each 15 to 20 parking spaces) with specifications for canopy trees, shrubbery, and groundcover.
14. Require stored materials to be screened from public view.
15. Define the types and conditions of temporary uses such as garage sales, outdoor merchandise storage, and home sales offices.

16. Adopt tree preservation standards for trees in excess of eight inches diameter.
17. Require street trees in all new subdivisions, which must be coordinated with utility placement.
18. Incorporate into the zoning ordinance anti-monotony regulations for future single-family development. The standards require a minimum separation between similar houses on the same block and require a variety of floor plans, façade treatments, and other dimensional requirements (height, roof type, material types, garage placement, etc.).

### Subdivision Code

The current subdivision process focuses on whether the plan meets the standards and is properly engineered, as allowed by State law. However, it does not easily handle open space development, nor does it directly allow for site plan review. Development now maximizes its site without regard to preservation of open space, protection of sensitive lands, or enhancement of community character. Therefore, specific standards and review criteria are needed, particularly ensuring conformance with this plan. The code should integrate the subdivision and land development standards with zoning by way of a unified development code.

Formalizing elements of the land development application process doesn't mean that the process is more burdensome. The use of established procedures and checklists provides clarity to all participants and, thus, helps to streamline the application process. The application process and regulations can also be streamlined, or incentives can be built into the process to enable an applicant to get through the process easily. The City Commission must be clear in their delineation of standards, where approval is to be granted to the Planning and Zoning Commission or staff, as many land development decisions are not legislative in character and do not require review by the City Commission – provided clear standards exist. By providing standards for development, the City can tell an applicant exactly what level of landscaping design is required, what materials are needed in the review process, and how the review process will be administered. In other words, there is clarity for applicants (and the City) as to the development standards. This will more accurately reflect the expectations of the community.

### 3rd. Variety of *Quality* Housing Options

Kingsville recognizes that it has a housing mismatch between the houses that exist and the housing types that residents desire. This situation was clearly stated at a community meeting and is a theme in the statistical analysis. While there are many homes available in the overall housing market (exemplified by Kingsville's high vacancy rate), the majority of these homes are not quality housing options. The abundance of distressed single-family residences creates an artificially high vacancy rate that is not indicative of the local housing demand. Therefore, the approach to housing must be two-pronged: add new housing stock that has lasting value and redevelop existing housing into *quality* housing options.



In the near term, the City of Kingsville needs to evaluate existing landscape standards in the zoning ordinance to ensure that they are producing quality landscape designs. While there is allowance for flexibility and creativity, their limited use and enforceability renders them ineffective for most new development. This is especially true of residential development, both multi-family and single-family residential types.

The City must act to protect, stabilize, and strengthen neighborhood environments, while revitalizing “tired” neighborhoods and rehabilitating the older housing stock. The City must define the character of future development adjacent to existing neighborhoods through the land use classifications reflected on the Future Land Use Plan. In cases where incompatible uses abut one another, transition development standards, such as bufferyard and increased separation requirements, will apply to ensure protection.

The City should strengthen its neighborhood planning program. In coordination with individual neighborhoods, at least one – and preferably more depending on the available resources – small area plan should be developed annually. These plans would focus on specific area improvements and relevant code enforcement issues, which may result in the identification and prioritization of capital projects, plan or zoning district amendments, enhancement projects, or other special initiatives or programs.

Key strategies to improve *quality* and *affordability* include amending the development code to incorporate the following:

1. Development provisions allowing a range of different housing types within the same neighborhood, with dimensional criteria to ensure compatibility and consistent character.
2. Provisions for inclusionary housing under certain specified circumstances, which may be accomplished by way of a housing bonus program whereby a subdivider may achieve greater overall density (using alternative housing types or via lot size adjustments) in exchange for providing affordable units.

Kingsville needs affordably priced options.



With rising land and development costs, affordability will become an increasing issue for the community. In the interest of accommodating persons of all economic strata, mechanisms must be put in place to allow for attainable housing, in addition to and support of that being provided by the Kingsville Housing Authority.

3. Use of an average lot formula requiring an average, rather than minimum, size lot, which allows a mixture of lot sizes, thereby accommodating different floor plans and sizes and prices of units, while fending off monotony at the same time.
4. Providing a range of development options within each district, with density bonuses for planned development. To achieve higher densities within a planned environment, a minimum of two or three housing types are required, which helps to achieve community affordability objectives.

#### 4th. Park and Recreation System Maintenance

A comprehensive and interrelated system of parks and recreation opportunities that respond to the needs and values of the local residents contributes to a community's quality of life and livability. Parks and recreation opportunities contribute to the health of residents, provide a variety of recreational and educational activities for all ages, and preserve and enhance the quality and integrity of the natural environment. Parks and recreation opportunities are also significant in attracting visitors to the community and, thus, contribute to local tourism and economic development.

Higher quality life requires an investment in quality parks.



First and foremost, parks invest in the community's livability and quality of life, which contribute to its economic development and attractiveness as a place to live and conduct business.

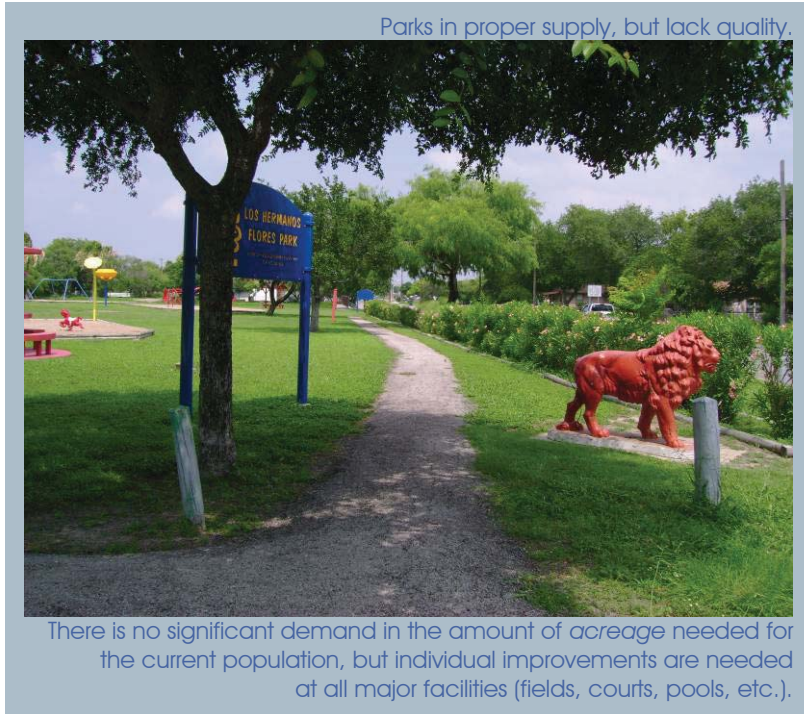
Unfortunately, the funding for parks and recreation is often a lesser priority in comparison to water, wastewater and drainage facilities, and safety sensitive services such as fire and police protection. However, parks and public open areas are equally important forms of public infrastructure. While primary public facilities and services demand sufficient funding to avoid failing conditions, the dollars available for parks and recreation are less certain. Identifying a stable City/County funding source and effectively leveraging State grant funds is important to developing and sustaining an adequate parks and recreation system.

Key parks and recreation strategies include:

1. Support and carry out an aggressive park and facility maintenance program, which must be acted upon rigorously and continuously.
2. Establish a dedicated funding source for implementation of the parks-to-standards program. Such funding may be from a single source, such as the hotel/motel tax, or from a combination of sources including County bond funds, fee in lieu of land dedication, and other sources.



3. Establish provisions to allow payment of fees to the City in lieu of dedicating land within new developments for public parks and open space purposes.
4. Establish and/or enhance a “Friends of the Park” program to solicit neighborhood and business involvement in maintaining and policing public parks and open space areas, including esplanades and public gardens.
5. Amend the subdivision regulations to require provisions for open space preservation and trail connections development.
6. Improve accessibility for disabled and handicapped users by adding sidewalk curb cuts and ramps and wheelchair-accessible sidewalks and trails and providing accessible facilities such as play equipment, drinking fountains, and restrooms.
7. Explore more formal arrangements/agreements with individual user groups, such as the Kingsville Boys and Girls Club and adult and youth sports associations, to document recreational demand and specific needs and ensure appropriate contributions to field and facility maintenance based on level of utilization.



**5th.** Economic Development

The City should continue to work closely with local economic development programs. As outlined in this plan, three major initiatives include a focus on talent development, business attraction, and quality of place. This will help promote new business startups and retain existing businesses, which are important strategies for stimulating growth, generating wealth, and creating economic vitality. At the same time, talent is a fundamental issue if the City is going to compete successfully for businesses that offer well paying jobs and increased benefits.

In Kingsville, the same assets that make it a desirable tourism and recreation destination enhance its quality of place. The historic small town, the proximity to the coast, and the natural assets of the area are attractive to residents and visitors alike. However, the current small population base poses a challenge in terms of the community’s ability to support a wide range of choices. For this reason, as the City



supports projects to revitalize the Downtown, improve its physical appearance, and expand the number of housing choices available, marketing opportunities in Kingsville is of the utmost importance. Increasing the number of visitors to and expanding the population of Kingsville is a necessary component of sustaining an enhanced quality of place.

#### Continuing economic development.



There are three key goals of the economic development strategy:

1. Develop, retain, and attract talent.
2. Stimulate the economy through business development and industry attraction.
3. Promote and enhance Kingsville's quality of place.

Economic development strategies include:

1. Identify target industries and focus recruitment efforts on these specific industries. These target industries should be tied to existing assets in Kingsville or the region and, in some cases, tied to TAMUK academic programs, such as pharmaceuticals.
2. Initiate a strong business retention and expansion program. While recruiting new businesses is important to growing its economic base, Kingsville cannot afford to ignore its current businesses and risk losing one of them to closure or relocation.
3. Focus attention on Downtown development, including attraction of significant anchors to the area. There are opportunities for reuse and redevelopment throughout and particularly on the fringes that are ripe for public-

private partnership. Continued development on the edge of the community should be curtailed in favor of infill development, building reuse, and redevelopment.

4. Promote collaboration among key economic development players in Kingsville towards a common vision and goals. The key players consist of the City, Chamber, Convention & Visitor's Bureau, and Economic Development Council. These stakeholders should convene to establish a shared vision and goals and then meet on a regular basis to update one another on their activities and opportunities for collaboration.
5. Ensure appropriate infrastructure and mechanisms are in place to encourage development in areas of desired growth. In greenfield areas, ensuring that utilities are extended to these areas not only will allow the City to directly influence Kingsville's growth patterns, but will also improve its attractiveness to businesses looking for new locations. In the historic Downtown and the area adjacent to TAMUK, a special financing district can be a helpful tool in promoting infill projects and redevelopment to enhance and revitalize these areas.



6. Leverage the presence of NAS Kingsville to expand economic development opportunities in Kingsville. NAS Kingsville is Kingsville's largest employer with approximately 1,100 civilians and 600 enlisted personnel. As such, the economic impact of the base on the community is considerable.

#### 6th. Growth Management

The most efficient pattern of growth for the community will be growth that occurs sequentially from the developed areas that is closely coordinated and timed to occur concurrent with adequate service provision. Haphazard development that occurs in an unplanned and uncontrolled manner is inefficient and undesirable. Rather, the community must establish its growth sequencing plan, which provides guidance to the capital improvements facilities plans. Implementation of this plan is essential if the City is to forge fiscally responsible future development, preserve its character, protect views and open space, secure the protection of sensitive resources, and, effectively, control its destiny.

Growth Management strategies include:

1. Amend the zoning ordinance to incorporate density bonuses for cluster development, which, in effect, leaves portions of developments undisturbed; allows overland conveyance of stormwater; reduces the buildable area and, hence, impervious cover; increases aquifer recharge; and allows development of otherwise sensitive lands. The subdivision regulations must also be amended so as to allow for this type of development.
2. In coordination with the land use plan and zoning map, prepare a growth sequencing plan that determines the requisite future growth area that is appropriate and adequate to accommodate development to the Years 2015, 2020, and 2025. This area is where capital improvements and services should be directed.
3. Establish incentives for infill development such as density bonuses if certain performance standards are met. For instance, increased density may be allowed for accomplishing community objectives such as a minimum open space ratio, preservation of trees, conservation of natural resources, sensitivity to adjacent uses, heightened development standards, inclusion of amenities such as parks, trails, and attractions, and any other standards of development that are important to the community.
4. Create and adopt infill development standards concerning density, intensity, and other dimensional requirements to maintain a consistent character with adjacent existing development. Of particular importance within many of the older, historic areas is to ensure that the architecture and materials are consistent with those in the immediate neighborhood.
5. Establish a formalized annual rehabilitation and replacement program for the water distribution and wastewater collection systems within the well-established areas of the community so as to enable infill development and/or redevelopment.

6. Adopt impact fees for water and wastewater improvements. New development should pay its fair share for drainage, roadways, and water and sewer infrastructure that become necessary as a result of the new development.
7. Develop an annexation plan to strategically annex land in advance of development. Generally, new development should occur on vacant parcels within the City limits before significant territory is annexed. This will allow maximum efficiency of existing infrastructure. The annexation plan should be based on the growth sequencing plan.

### Capital Improvement Plan

The City should use its Capital Improvements Program (CIP) to direct infrastructure improvements to the areas where development is most desired. It should direct its improvements to under-served areas within the City limits as the highest priority, followed by the areas immediately adjacent to the City limits. Such an approach will encourage a logical sequencing of development contiguous with existing development. Provision of municipal infrastructure beyond the City limits should be in strict accordance with adopted City policy and should be handled through a development agreement where the City may establish a condition for timely annexation and enact certain development controls.

### 7th. Downtown and University Development

Ongoing development of Downtown and the University area is important to establishing special places within Kingsville and spurring economic development. As indicated in Chapter 6, Economic Development, these areas must be viewed as hubs for commerce and culture. As new development continues to occur, these areas face potential disinvestment and continued stagnation. Significant development potential exists in these areas, which already have existing public infrastructure and readily available municipal services such as fire, police, and emergency medical services.

Key strategies include:

1. Create a “Downtown Urban” zoning district to preserve its historic, urban character, including requirements such as zero front and side yard setbacks; a minimum (versus maximum) building height of two stories; incentives for vertical mixed use; and building form standards relating to building scale and massing, relationship to the street front, building exteriors, site lighting, and signs and awnings. The list of allowable uses should also be re-evaluated from those now permitted in the existing “C2” Commercial district. This district would allow for residential uses on the second story or as part of a mixed-use site.
2. Create a new zoning district – University Urban – for mixed-use development that maintains a neighborhood scale and character. This district supports University expansion and the associated rise in development from an increased student population.



3. Development of residential and nonresidential design guidelines for building scale and massing; relationships to the street front; pedestrian facilities and amenities; parking location and design; site lighting; service, loading, outdoor storage, and mechanical areas; building design (facades, articulation, exteriors, fenestration, blank walls, etc.); and signs and awnings.
4. Increase housing options in the areas immediately adjacent to TAMUK and Downtown.
5. Identify the commercial and residential properties that are experiencing or at risk for experiencing disinvestment and decline. Subsequently, establish targeted infrastructure improvement programs, funding and incentive programs, and administrative assistance to aid in their redevelopment.
6. Create standards and guidelines for the Historic Board that relate to development, reconstruction, and additions to buildings within the boundaries of the district.
7. Initiate a preliminary facility planning study to determine the future needs for the City's administrative space needs and evaluate the options for consolidating City offices into one Downtown building. Retaining the municipal offices in the Downtown is essential since it contributes to the lifeblood of the City.
8. Research the potential for developing traditional (pedestrian-focused) cross streets that will open up new areas north and south of Kleberg Ave. The limits of this area could be expanded to encompass potential redevelopment areas or incorporate existing properties.
9. Use design elements and other unifying treatments to form an edge that demarcates the definitive boundaries of the Downtown. This may include unique streetscaping, signage, lighting, monumentation, or other features.



10. Install a way-finding system in the community to direct visitors to the Downtown and pedestrians to individual sites within the Downtown area such as the Courthouse, City Hall, Post Office, etc.
11. Use street trees, building design techniques, covered walkways, and other treatments to minimize the effects of weather.

## Plan Amendment

This plan must remain flexible and allow for adjustment to change over time. Shifts in political, economic, physical, and social conditions and other unforeseen circumstances will influence the priorities of the community. As growth continues, new issues will emerge, while others may no longer be relevant. Some action statements may become less practical, while other plausible solutions will arise. To ensure that it continues to reflect the vision and remains relevant and viable over time, the plan must be revisited on a routine basis, with regular amendments and warranted updates.

Revisions to the plan are two-fold: minor plan amendments should occur bi-annually and more significant updates handled every five years. Minor amendments may include revisions to the land use and growth plan or thoroughfare plan as the development pattern unfolds. Major updates will involve reviewing the base conditions and growth trends; re-evaluating the goals, policies, and recommendations; and formulating new ones in response to changing needs and priorities.

## Annual Progress Report

A progress report should be prepared annually by the Planning and Zoning Commission, with the assistance of the Plan Administrator, and presented to the Mayor and City Commission. This ensures that the plan is regularly reviewed and modifications are identified for the minor plan amendment process. Ongoing monitoring of plan consistency with the City's ordinances must be an essential part of this effort.

The Annual Progress Report should include:

1. Significant actions and accomplishments during the past year, including the status of implementation for each programmed task.
2. Implementation constraints, including those encountered in administering the plan and its policies.
3. Proposed amendments that have come forward during the course of the year, which may include revisions to the plan maps, or other recommendations, policies, or text changes.
4. Recommendations for needed actions, programs, and procedures to be developed and implemented in the forthcoming year, including a recommendation of projects to be included in the CIP, programs and initiatives to be funded, and priority coordination needs with public and private implementation partners.





## Bi-annual Amendment Process

Plan amendments should occur on a bi-annual basis, allowing proposed changes to be considered concurrently so that the cumulative effect may be understood. The proposed amendment must be consistent with the goals and policies set forth in the plan. Careful consideration should also be given to guard against site-specific plan changes that could negatively impact adjacent areas and uses or detract from the overall vision and character of the area. Factors that should be considered include:

1. Consistency with the goals and policies of the plan.
2. Adherence with the future land use, growth, thoroughfare, and parks and trails plans.
3. Compatibility with the surrounding area.
4. Impacts on infrastructure provision.
5. Impact on the ability to provide, fund, and maintain adequate services.
6. Impact on environmentally sensitive and natural areas.
7. Contribution to the vision of the plan and character of the community.

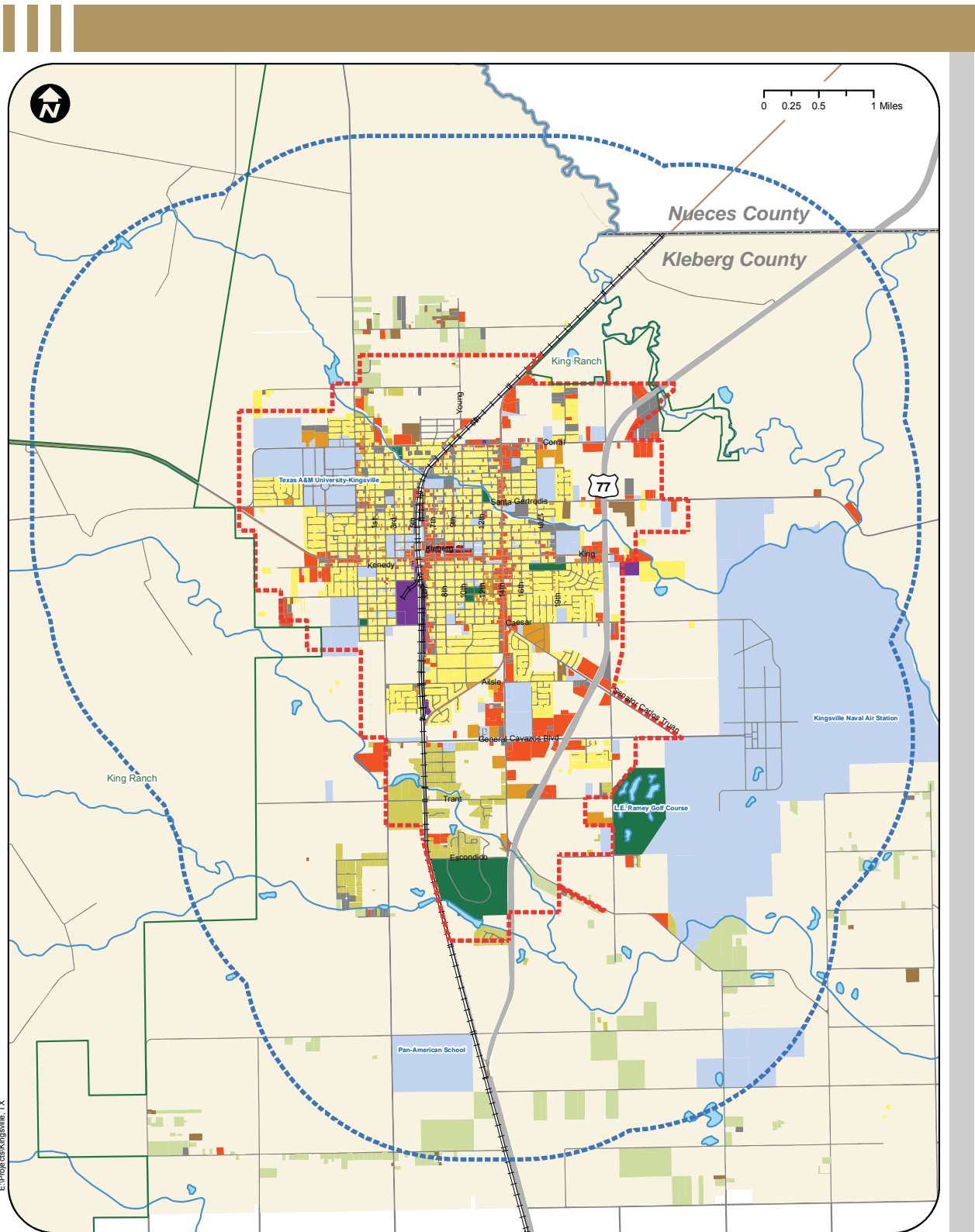
## Five-Year Update/Evaluation and Appraisal Report

An evaluation and appraisal report should be prepared every five years. This report should be prepared by the Plan Administrator, with input from various City departments, Planning and Zoning Commission, and other boards and committees. The report involves evaluating the existing plan and assessing how successful it has been in implementing the vision and goals. The purpose is to identify the successes and shortcomings of the plan, look at what has changed, and make recommendations on how the plan should be modified. The report should review baseline conditions and assumptions about trends and growth indicators, and it should evaluate implementation potential and/or obstacles related to any unmet goals, policies, and recommendations. The result of the evaluation report will be a revised comprehensive plan.

More specifically, the report should identify and evaluate the following:

1. Summary of plan amendments and major actions undertaken over the last five years.
2. Major issues in the community and how these issues have changed over time.
3. Changes in the assumptions, trends, and base studies including the following:
  - a. The rate at which growth is occurring relative to the projections put forward in the plan.
  - b. Shifts in demographics and other growth trends.

- c. The area of urban land that is designated and zoned and its capacity to meet projected demands.
  - d. City-wide attitudes and whether changes necessitate amendments to the vision and goals.
  - e. Other changes in the political, social, economic, or environmental conditions that dictate a need for plan amendment.
4. Ability of the plan to continue to successfully implement the vision.
- a. Individual statements or sections of the plan must be reviewed and rewritten to ensure that the plan provides sufficient information and direction to achieve the intended outcome.
  - b. Conflicts between goals and policies that have been discovered in the implementation and administration of the plan must be resolved.
  - c. The action agenda should be reviewed and major actions accomplished should be highlighted. Those not accomplished should be re-evaluated to ensure their relevancy and/or to revise them appropriately.
  - d. The timeframes for implementing the individual actions should be re-evaluated. Some actions may emerge as a higher priority given new or changed circumstances, while others may become less important.
  - e. Based upon organizational, programmatic, and procedural factors, as well as the status of previously assigned tasks, the implementation task assignments must be reviewed and altered to ensure timely accomplishment.
  - f. Changes in laws, procedures, and missions may impact the ability to achieve the goals. The plan review must assess these changes and their impacts on the success of implementation, leading to any suggested revisions in strategies or priorities.



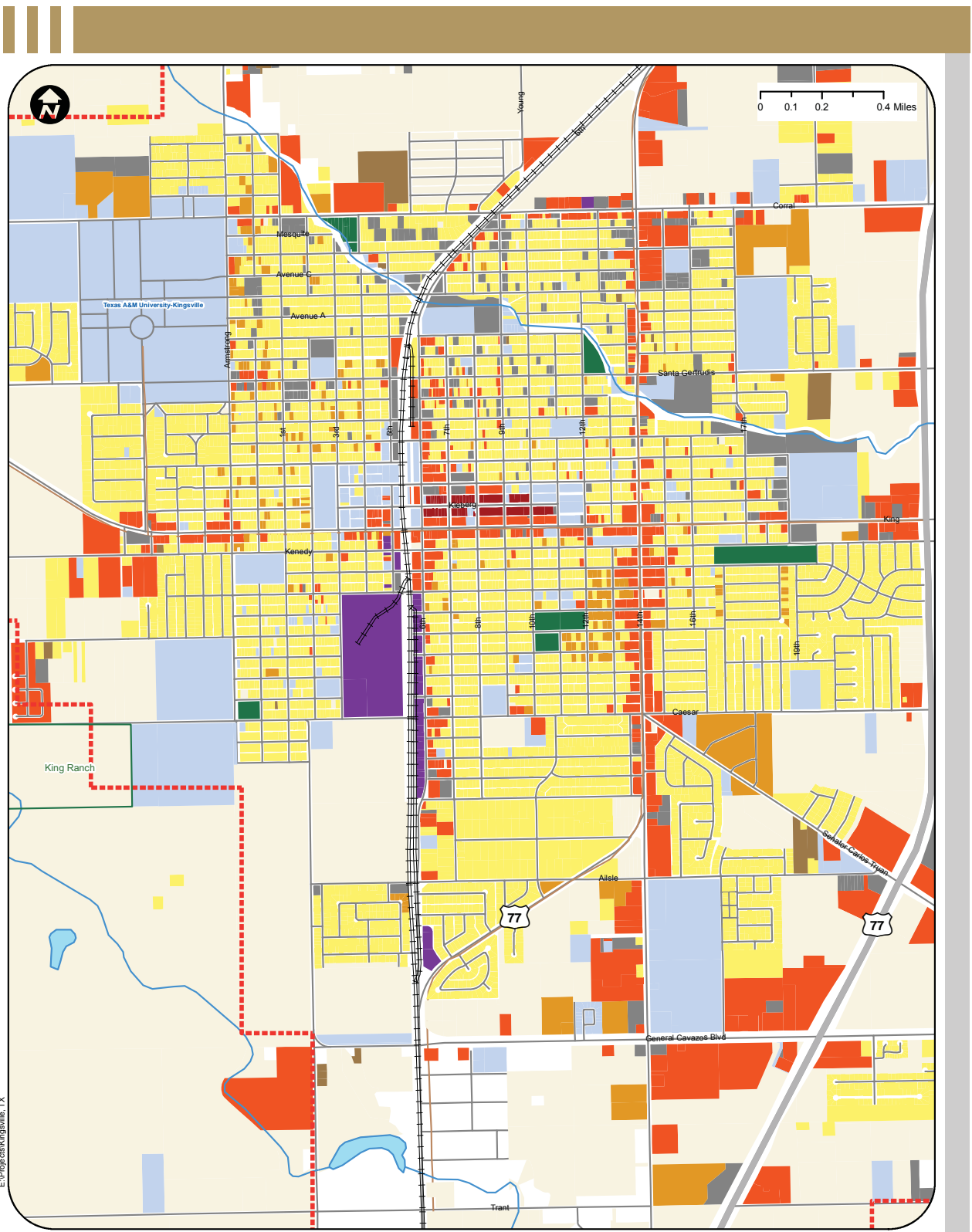
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## 3.1A Community Character Kingsville Master Plan

Legend	
Vacant	King Ranch
Estate	ETJ
Suburban	City Limits
Auto-Urban Single-Family	Railroad
Auto-Urban Multi-Family	Rivers
Mobile Home	Water Bodies
Auto-Urban Commercial	Streets
Urban Commercial	
Industrial	
Public/Institutional	
Parks and Recreation	
Agriculture/Rural	

Data Source:  
City of Kingsville, 2005

Final Draft 02/06/08



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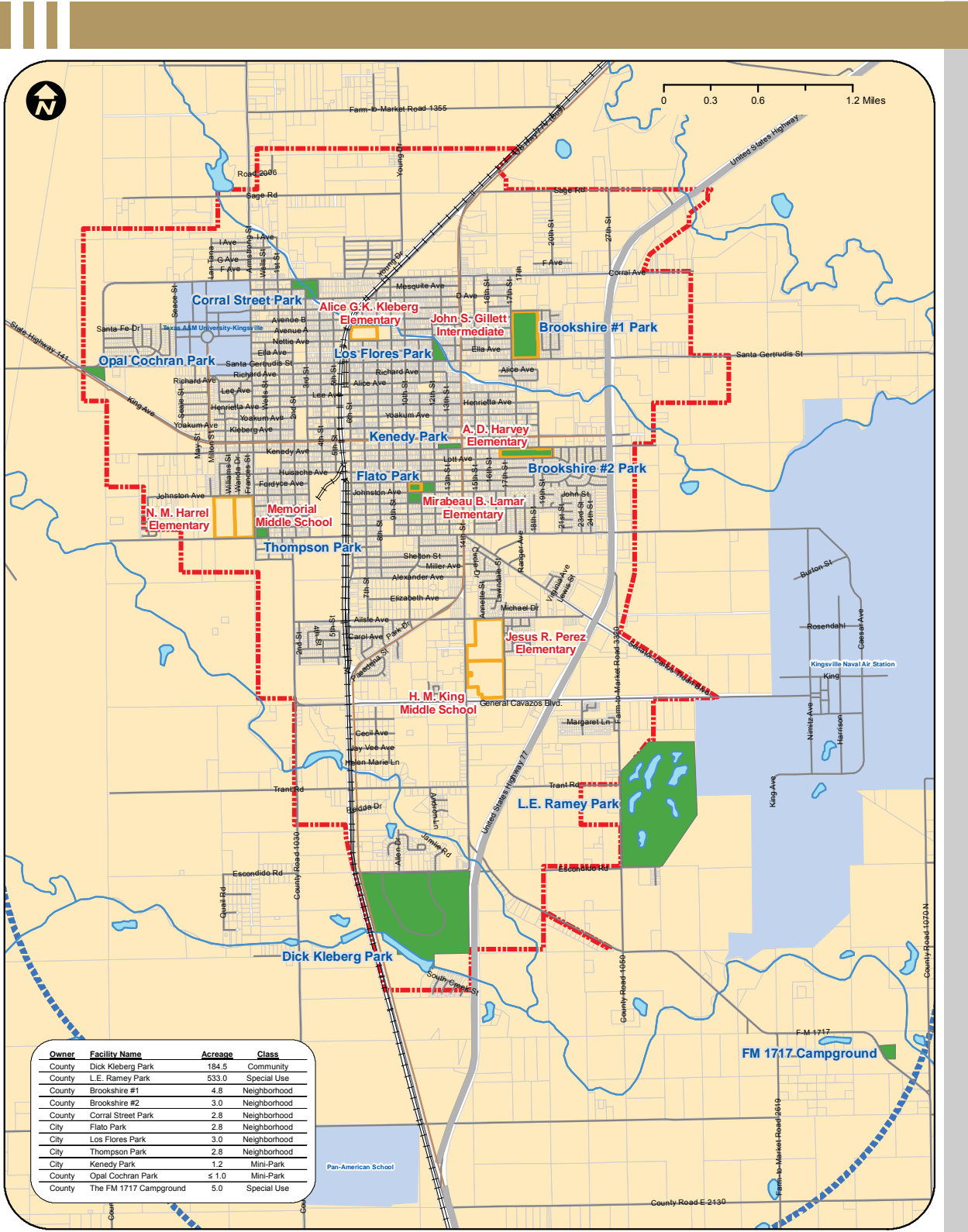
## 3.1B Community Character Kingsville Master Plan

**Legend**

Vacant	King Ranch
Estate	ETJ
Auto-Urban Single-Family	City Limits
Auto-Urban Multi-Family	Railroad
Mobile Home	Rivers
Auto-Urban Commercial	Water Bodies
Urban Commercial	Streets
Industrial	
Public/Institutional	
Parks and Recreation	
Agriculture/Rural	

Data Source:  
City of Kingsville, 2005

Final Draft: 02/06/08



# 5.1 Existing Parks

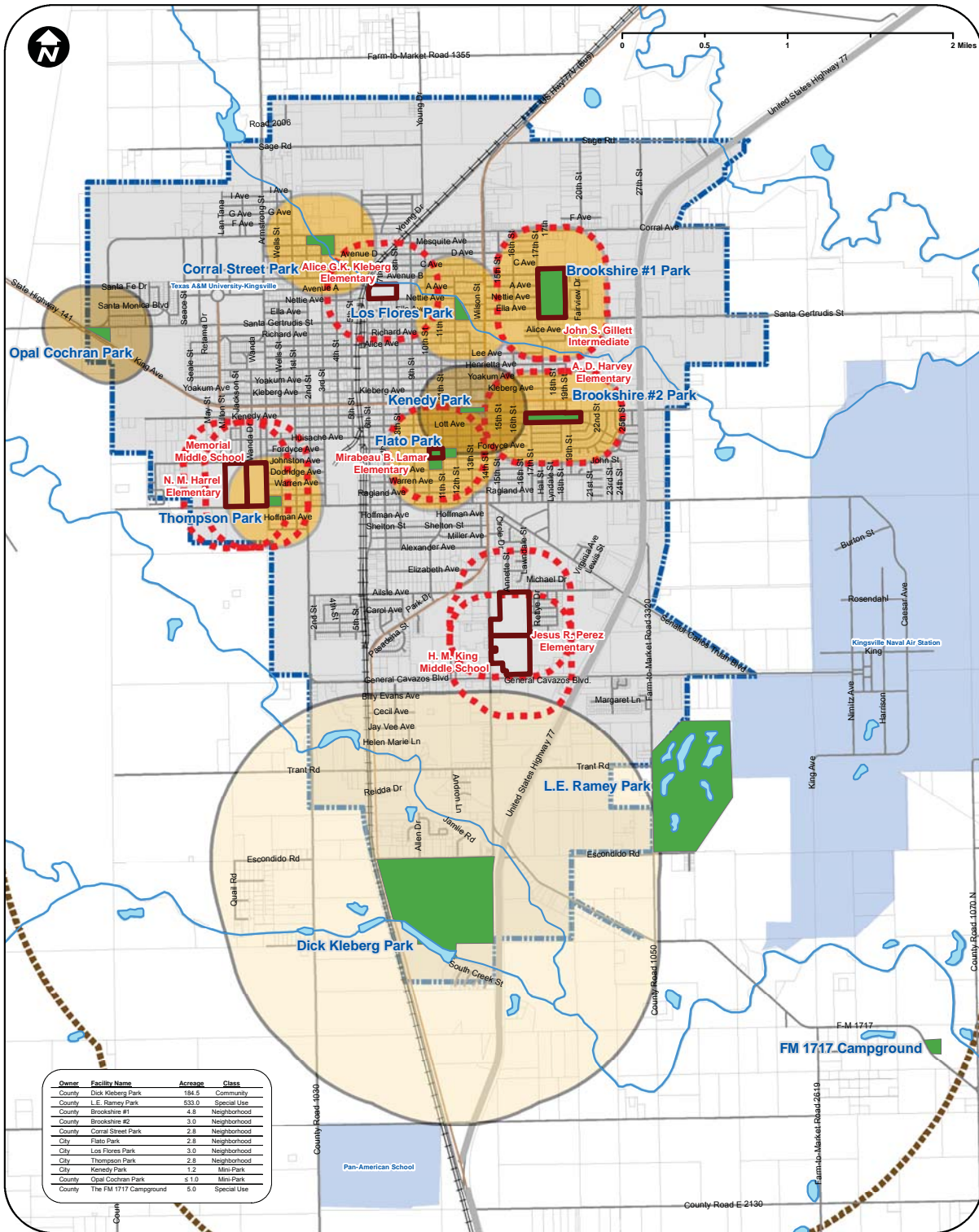
## Kingsville Master Plan

**Legend**

- Parks
- Schools
- City Boundary
- ETJ
- County Boundary
- Streets
- Rivers

Data Source: City of Kingsville, 2005





5.2

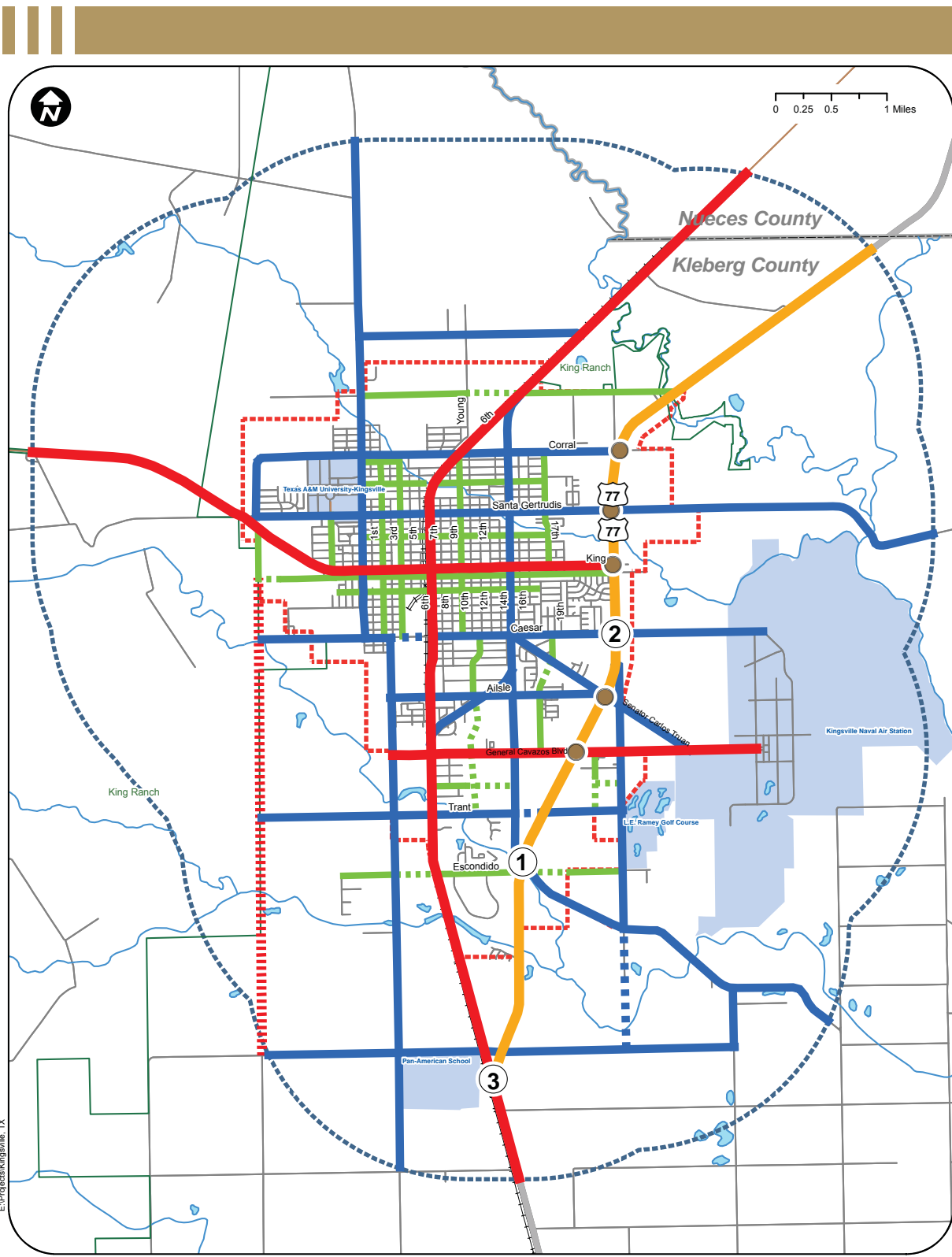
# Park Service Areas Kingsville Master Plan

### Legend

- Schools
- Parks
- Mini Parks Service Areas (1/4 mi)
- School Park Service Areas (1/4 mi)
- Neighborhood Parks Service Areas (1/4 mi)
- Community Parks Service Areas (1 mi)
- Streets
- ETJ
- County Boundary

Data Source: City of Kingsville, 2005

Print Date: 02/06/08



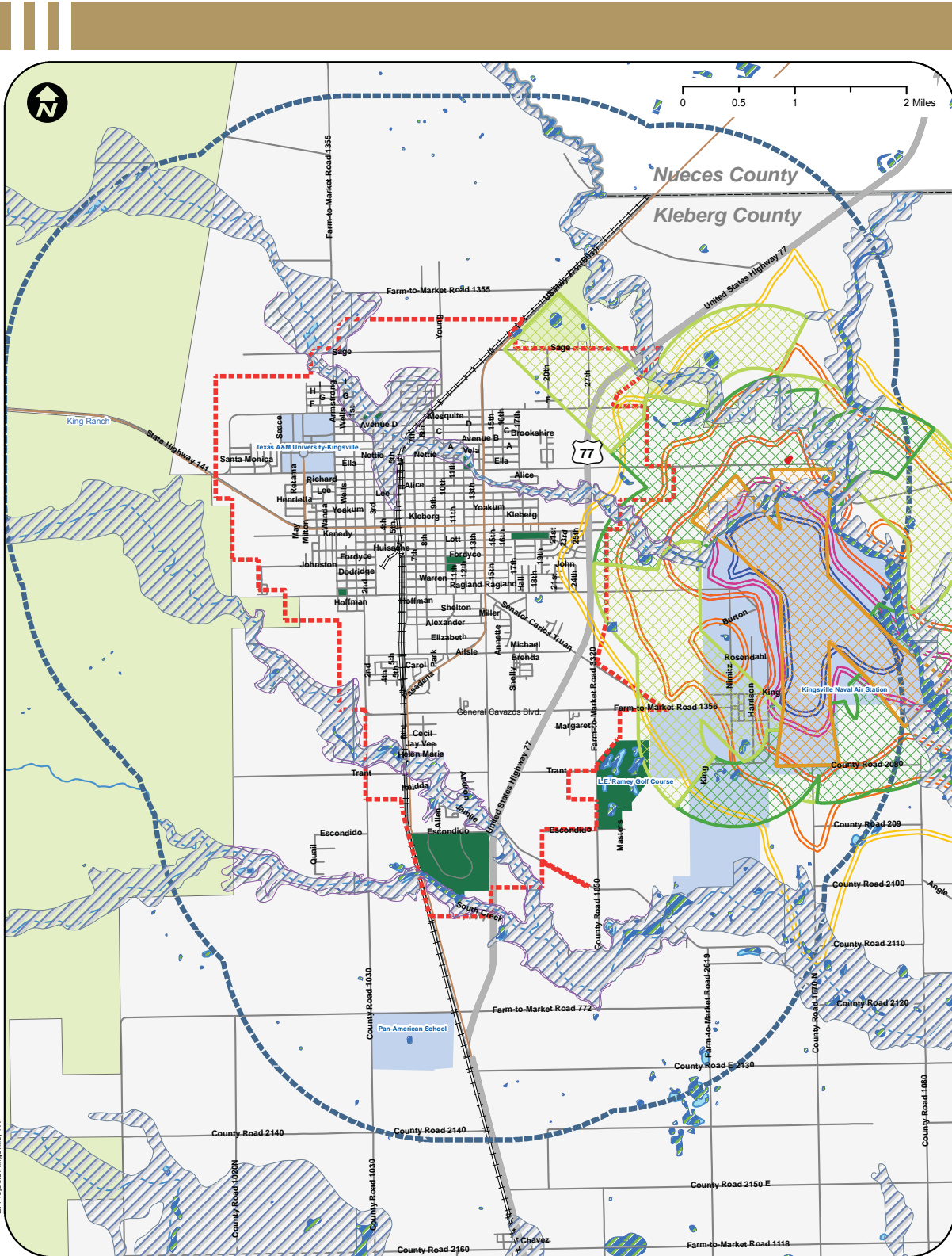
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# 4.1 Thoroughfare Plan Kingsville Master Plan

Legend			
	Freeway		City Limits
	Principal Arterial		ETJ
	Principal Arterial (Proposed)		King Ranch
	Minor Arterial		Rivers
	Minor Arterial (Proposed)		Water Bodies
	Collector		Streets
	Collector (Proposed)		Existing Overpass
	Future Overpass		

Data Source:  
City of Kingsville, 2005

Final Draft 02/06/08



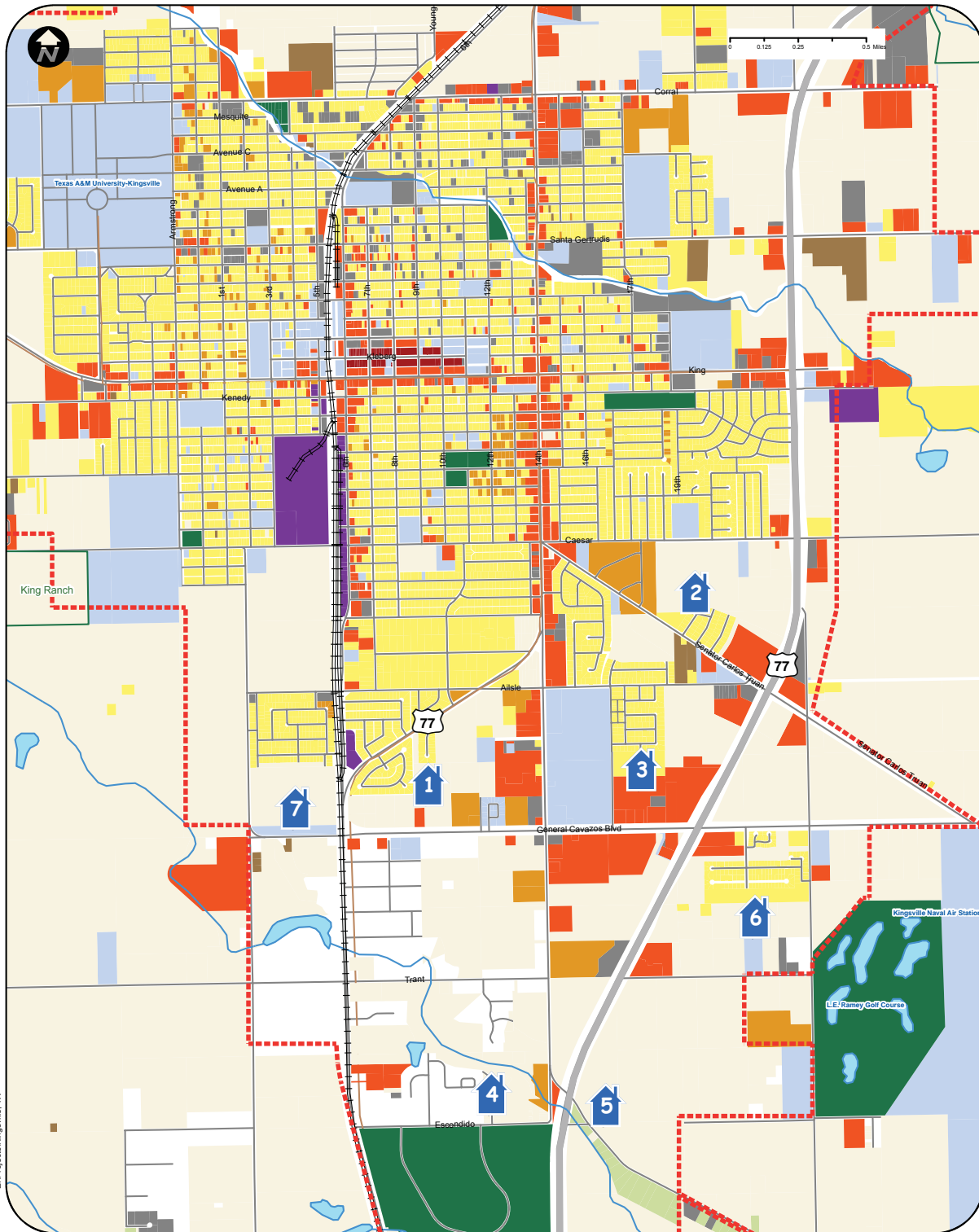
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## 2.1 Development Considerations Kingsville Master Plan

### Legend

	Accident Potential Zone		City Limits
	Wetland		ETJ
	FEMA 100-Year Flood Zone		Railroad
	FEMA 500-Year Flood Zone		Rivers
	Accident Potential Zone		Water Bodies
	Noise Zones (Mean Decibels)		King Ranch
	Noise Zones (Mean Decibels)		Streets
	Noise Zones (Mean Decibels)		County Boundary
	Wetlands and Flood Zones		

Data Source: City of Kingsville, 2005



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## 3.2 Committed Developments Kingsville Master Plan

Committed Developments		
1	Las Palmas	24 Units
2		250 Units
3	Carridge Park Estates	38 Units
4	Santa Gertudis Arroyo Estates	18 Units
5	Victorian Country Estates	13 Units
6	Paulson Falls	115 Units
7		

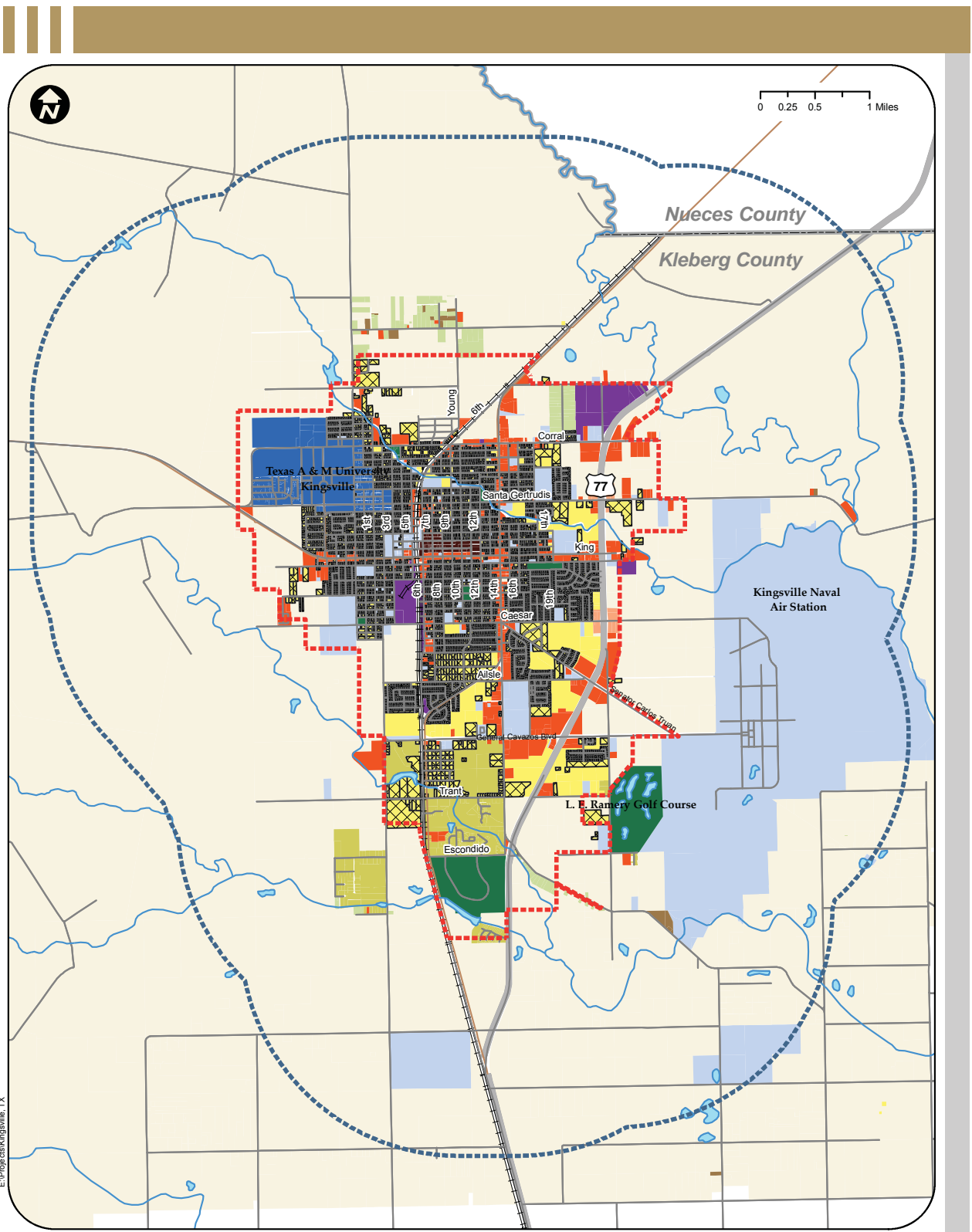
### Legend

<b>Community Character</b>	King Ranch
Vacant	ETJ
Estate	City Limits
Auto-Urban Single-Family	Rivers
Auto-Urban Multi-Family	Water Bodies
Mobile Home	Streets
Auto-Urban Commercial	
Urban Commercial	
Industrial	
Public/Institutional	
Parks and Recreation	
Agriculture/Rural	

Data Source:  
City of Kingsville, 2005

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### 3.3 Future Land Use Plan Kingsville Master Plan

Legend	
<b>FLU</b>	
<b>Future Land Use</b>	
Estate	City Limits
Suburban	ETJ
Auto-Urban Residential	Rivers
Mobile Home	Water Bodies
Suburban Commercial	Streets
Auto-Urban Commercial	
Downtown Urban District	
Industrial	
Public/Institutional	
University Urban District	
Parks and Recreation	
Agriculture/Rural	
Neighborhood Conservation	
	Data Source: City of Kingsville, 2005

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0 0.25 0.5 1 Miles

Nueces County

Kleberg County

Texas A & M University  
Kingsville

King Ranch

Kingsville Naval  
Air Station

2

1

3

L. E. Ramery Golf Course

### Legend

#### Thoroughfare Classifications

- Freeway
- Principal Arterial
- Principal Arterial (Proposed)
- Minor Arterial
- Minor Arterial (Proposed)
- Collector
- Collector (Proposed)
- Existing Overpass
- Future Overpass

- Rivers
- Water Bodies
- Streets
- Railroad
- City Boundary
- ETJ
- King Ranch
- Naval Air Station

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Data Source:  
City of Kingsville, 2008

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4.1

## Thoroughfare Plan Kingsville Master Plan



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