KERRVILLE 2050

Comprehensive Plan

XX, 2025



YOUR VOICE | YOUR CITY

Adopted XX, 2025

Ordinance XX



Kerrville2050.com

Acknowledgements

Numerous individuals, including City of Kerrville elected and appointed officials, City staff, members of the Comprehensive Plan Advisory Committee (formerly the Comprehensive Plan Steering Committee or CPSC) and its Subcommittees, the newly formed Downtown Advisory Committee (DAC), various groups and organizations, and key stakeholders, provided invaluable knowledge, assistance, and insight throughout the process of developing the vision and plan components for the Kerrville 2050 Comprehensive Plan. The specific contributions of the following are greatly appreciated:

2018 Comprehensive Plan Steering Committee

- Lynda Ables
- Danny Almond
- John Baker
- Don Barnett – Planning & Zoning Member
- Leslie Barnett
- Leeland Barnes
- George Baroody – City Council
- Bill Blackburn – Mayor
- Mark Bosma
- Ray Buck, Jr.
- Linda Bullard
- James Craft
- Elaine Dreeben
- Judy Eychner - City Council
- Warren Ferguson – City Council
- John Fleckenstein, II
- Mark Foust
- Fred Gamble
- Sandra Garcia
- Karen Guerriero
- Sarah Hammond-Distel
- Garrett Harmon – Planning & Zoning Member
- Ernesto Hernandez
- Thomas David Jones – Planning & Zoning Member
- Ward Jones
- Walter Koenig
- Adrienne Krueger
- Marty Lenard – Planning & Zoning Member
- Jonathan Letz - County Commissioner
- Carolyn Lipscomb
- Joe McKay
- Charlie McCormick
- Charlie McIlvain
- Tom Moser - County Commissioner
- Allen Noah
- Delayne Sigerman – City Council
- Michael Sigerman – Planning & Zoning Member
- Mary Ellen Summerlin – City Council
- Amber Thomason
- Vincent Voelkel – City Council
- Robert “Bob” Waller – Steering Committee Chair, Planning & Zoning Member
- Mike Wellborn
- Bonnie White – Mayor
- Tina Woods
- Rustin Zuber – Planning & Zoning Member

2025 Plan Update Steering Committee

- Michael Sigerman - Chair
- John K. Bernhard
- Abram A. Bueche
- John D. Lipscomb
- John Lovett
- Tabor McMillan
- Kimberly Richards

2025 Downtown Plan Advisory Committee

- Judy Eychner - Chair
- Fred Gamble
- Andrew Gay
- Katherine Howard
- Crystal Smith
- Bruce Stracke
- Howard Taylor
- William Rector

2018 Comprehensive Plan City of Kerrville Staff

Mark McDaniel, City Manager

Kim Meismer, Executive Director for General Operations

Stuart Barron, Public Works Director

Laura Bechtel, Library Director

Shelley McElhannon, Executive Secretary

EA Hoppe, Deputy City Manager

David Knight, Chief of Police

Kyle Burow, Director of Engineering

Stuart Cunyus, Public Information Officer

Drew Paxton, Executive Director for Development Services

Dannie Smith, Fire Chief

Ashlea Boyle, Director of Parks & Recreation

Martin Greenwell, Multimedia Technician

2025 Update City of Kerrville Staff

Dalton Rice, City Manager

Kim Meismer, Assistant City Manager

Michael Hornes, Assistant City Manager

Stuart Barron, Executive Director of Public Works and Engineering

Diane Miller, Library Director

Shelley McElhannon, City Secretary

Kesha Franchina, Deputy City Secretary

Chris McCall, Chief of Police

Kyle Burow, Director of Engineering

Stuart Cunyus, Public Information Officer

Drew Paxton, Director of Development Services

Trina Sanchez Assistant Director of Building Services

Eric Maloney, Fire Chief

Jay Brimhall, Director of Parks & Recreation

Rosa Ledesma, Assistant Director of Parks & Recreation

2018 Comprehensive Plan Consultant Team

Kimley-Horn and Associates

Mark Bowers – Drew Brawner – Ignacio Mejia – Winston Mitchell – Danny Khalil – Jeff Farnsworth – Amy Avery – Kendall NeSmith – Dawniele Metsker – Jeff Whitacre

Project Management, Land Use, Transportation/Mobility, Parks/Open Space, Urban Design, Infrastructure, Public Facilities and Services

Ricker Cunningham

Bill Cunningham – Anne Ricker

Market/Economic Analysis, Economic Development

Prologue Planning Services

Monica Heid

Community Engagement, Implementation

Civic Brand

Ryan Short

Project Branding/Identity

2025 Update Consultant Team

Freese and Nichols, Inc.

Caitlin Admire – David Jones – Caroline Stewart – Chris Wesseln – Lahari Peluri – Seth Pilger – Mallory Scates – Ethan Shires – Maia Dupes – Cooper Bisset – Riley Belcher – Chris Sison

Project Management, Community Engagement, Land Use, Transportation/Mobility, Parks/Open Space, Urban Design, Infrastructure, Public Facilities and Services, Implementation

TXP, Inc.

Travis James

Market/Economic Analysis, Economic Development

Community Development Strategies

Steve Spillette – Michael Prats

Housing Analysis and Strategic Plan


Schreiner Mansion

Table of Contents

1 | Executive Summary 8
2 | Community Snapshot 14
3 | Land Use 38
4 | Economic Development 76
5 | Housing 110
6 | Community & Neighborhood Character / Placemaking 126
7 | Mobility / Transportation 142
8 | Water, Wastewater & Drainage 180
9 | Public Facilities & Services 200
10 | Parks, Open Space & The River Corridor 218
11 | Nimitz Lake Area Plan 236
12 | Downtown Revitalization 256
13 | Implementation 322

Appendices

A | Engagement Summary
B | Supplemental Information

1 | Executive Summary



Executive Summary

Importance of Comprehensive Planning

The City of Kerrville (City) is a growing community, the home of Schreiner University, James Avery artisan jewelry, the Kerrville Municipal Airport, H-E-B, Kerrville State Hospital, the Cailloux Center for the Performing Arts and, of course, the scenic hills and the Guadalupe River. Both long-time residents and recent arrivals have chosen the character and small-town charm of the Hill Country over the chaos of big city life. If current high growth and migration rates continue, the Greater Kerrville area—Kerr County—will be home to nearly 70,000 people by 2050, with more than 45,000 of them living in what is present-day Kerrville and its 2-mile extra-territorial jurisdiction (ETJ). Because of its geographical location, Kerrville has the potential to assume a role of newfound importance in the region. Foresight and a willingness to take on the task of planning for this type of growth is crucial. The Kerrville 2050 Comprehensive Plan (Plan) is just such an effort.

This document details the process and results of the Kerrville 2050 comprehensive planning effort. It is the product of a community-driven initiative aimed at moving beyond simply updating previous comprehensive plans. The goal was to create a document with a new perspective, a new vision, and a new strategy for meeting that vision. Since the Plan has a 30-year horizon, it will be important to conduct regular reviews in the coming years to see that the Plan maintains its relevance and to sustain the commitment of the community that participated so enthusiastically in its creation.



Kerrville City Hall is at the center of the community.

The Kerrville 2050 Comprehensive Planning Process

The original Kerrville 2050 Comprehensive Plan, adopted in June 2018, was developed through an extensive and highly participatory planning process. From September 2017 to May 2018, the City engaged the community through stakeholder interviews, a community retreat, public open houses, committee meetings, and online surveys. Public interest was exceptionally high, with social media outreach, newsletters, and a dedicated project website helping keep residents informed and involved. The process culminated in a formal adoption following public hearings, and featured a distinctive Kerrville 2050 brand launched at the 2017 State of the City Address.

Building on that strong foundation, the City of Kerrville is updating the Kerrville 2050 Plan. This update reviews and revises each chapter to reflect progress made since 2018, emerging trends and changes in the community's needs and priorities. A key focus of the update is the integration of resilience—addressing how Kerrville can adapt to and thrive amid challenges such as climate impacts, economic shifts and other long-term uncertainties. In addition, two key additions enhance the scope of the updated Plan: a Small Area Plan for Nimitz Lake and a full Downtown Plan. These additions bring greater focus to key geographic areas while aligning with the community's long-term vision. Like the original effort, the update process includes broad community engagement to ensure the Plan remains a reflection of Kerrville's values and aspirations.



The Community Vision

Through the update process, the planning team confirmed that the existing vision statement remains largely relevant but made key enhancements based on background analysis and community input. The updated Vision reflects Kerrville's evolving aspirations, emphasizing the need for diverse housing options to support residents at all life stages and reinforcing the community's commitment to being a family-oriented City. These refinements ensure the Vision continues to guide future growth in a way that aligns with community values while preserving Kerrville's unique character.

Kerrville will approach its future growth in a way that creates a vibrant, welcoming and inclusive community and supports the community values of:

Fostering a family-oriented atmosphere;

Preserving the small-town charm, heritage and connection among the community;

Respecting and protecting the natural environment of the Texas Hill Country;

Providing opportunities for prosperity, personal enrichment and intellectual growth for people of all ages; and

Offering a variety of housing options to meet the needs of all residents in different stages of life.

Kerrville 2050 Plan Components

Upon conclusion of the community outreach portion of the planning process, staff and committee members began to organize the Plan, including the strategy for implementation, under a series of topics. These topics, listed below, provide the document with its structure and a framework for organizing the Guiding Principles and Action Items that would be required to achieve the Vision.

- Land Use
- Economic Development
- Housing
- Community & Neighborhood Character / Placemaking
- Mobility / Transportation
- Water, Wastewater & Drainage
- Public Facilities & Services
- Parks, Open Space & The River Corridor
- Nimitz Lake Area Plan
- Downtown Revitalization
- Implementation

The steps needed for progress in these domains are called Action Items. Each Action Item falls under one of the Guiding Principles, which reflect the community's stated needs and desires. In addition to its Guiding Principles and Action Items, the Kerrville 2050 Comprehensive Plan includes the following characteristics and components that distinguish it from previous plans and those of peer cities:

- A set of Strategic Catalyst Areas that highlight key opportunities for growth between now and the year 2050
- Within those Strategic Catalyst Areas, a number of clearly-defined Future Investment/ Reinvestment Sites, which are specific parcels where development/redevelopment has the greatest potential to occur
- A comprehensive list of different Place Types—ranging from rural, agricultural-based land uses to those of a more urbanized Downtown—and three special categories, that comprise the City proper and its ETJ
- The Future Land Use Plan, which provides a bird's-eye view of the use of land within the city limits and in the ETJ
- The Thoroughfare Plan, which determines the function and character of transportation rights-of-way and makes recommendations for maintaining, upgrading or adding to the current system based on anticipated demands for transportation and travel modes
- An Economic Analysis, including demand for residential, retail, office and industrial space and housing units, focusing on the larger Kerrville Trade Area and the portion of the trade area demand that could be captured within the city limits of Kerrville
- A context-sensitive street design approach, including accommodations for motor vehicles as well as features such as sidewalks, bike lanes and trails to address the community's growing interest in non-vehicular travel options
- A historical overview, inventory of existing conditions and economic analysis of Downtown that places the revitalization plan in context
- An overview of the parks, trail, and recreation system in Kerrville as it exists today, to include planned expansions
- A stated approach to public facilities that encourages context-sensitive architectural design, enhanced public safety, and cost-effective public services
- A discussion of principles for placemaking in existing, evolving, and future neighborhoods
- A plan for addressing water-related issues that will help Kerrville conserve this most important resource in the future and prepare for growth by planning for and improving its water supply, drainage, and wastewater systems
- A snapshot of the Nimitz Lake Area's conditions and economic outlook to inform a path forward for targeted growth and reinvestment
- An Implementation Plan for accomplishing all of these ambitious and innovative goals

Implementation

The Implementation Plan has been updated to reflect the progress made since 2018 and to realign the Guiding Principles and Action Items with current conditions and community priorities. As the Kerrville 2050 Plan continues to evolve, successful implementation remains essential. This update ensures the Plan remains a flexible and responsive tool—one that will continue to be reassessed and refined by future generations of residents, leaders, and decision-makers. Rather than prescribing a fixed future, the Plan provides a clear framework for understanding, guiding, and managing Kerrville's ongoing growth and change.

2 | Community Snapshot & Vision

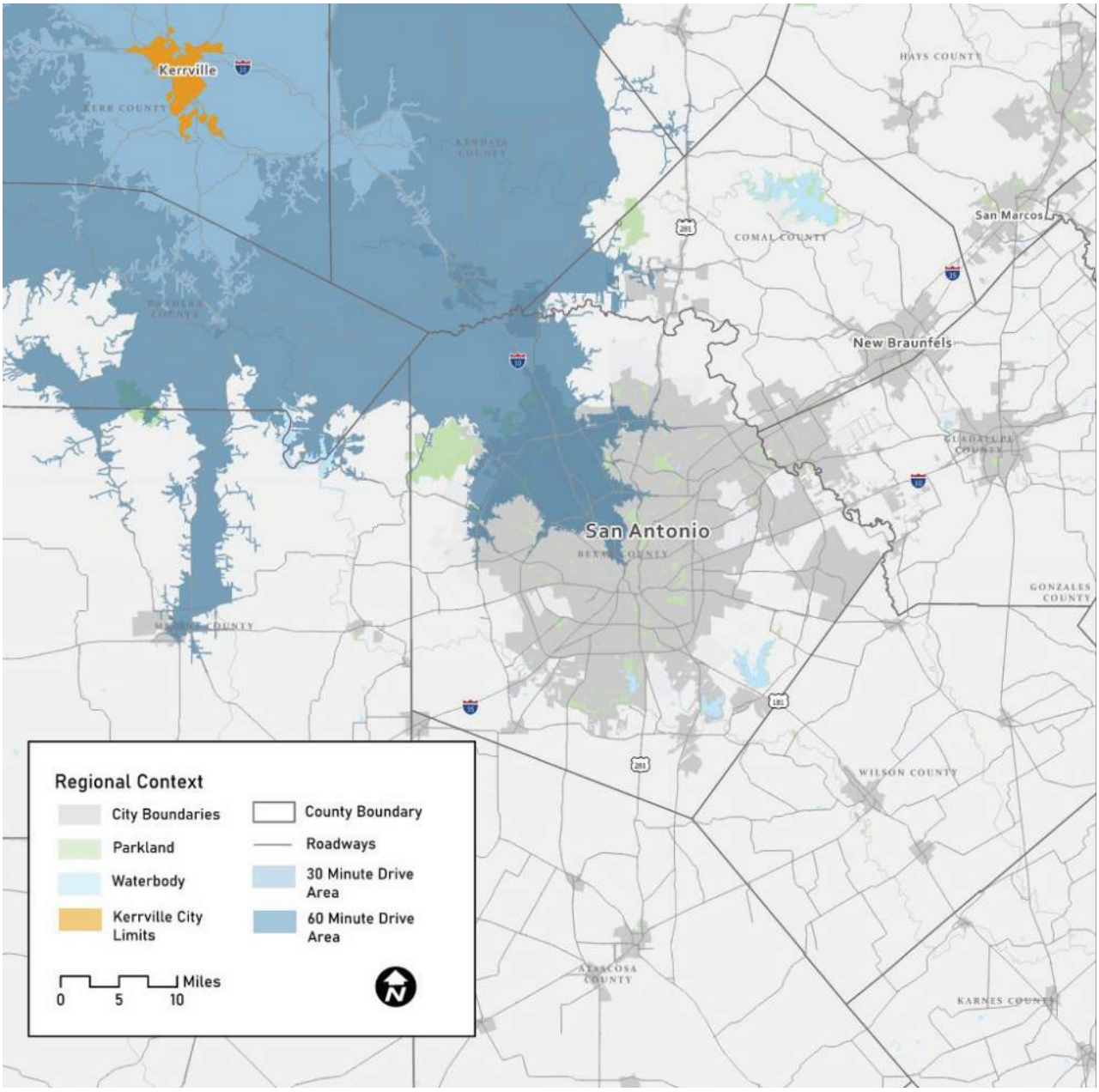


Community Snapshot

Introduction

Kerrville, the county seat of Kerr County, sits about 65 miles northwest of San Antonio along the Guadalupe River in the Texas Hill Country. Cities closer to San Antonio are expanding steadily, yet Kerrville is growing at a more measured pace and still maintains its small-town character. The purpose of the Community Snapshot chapter of the Kerrville 2050 Comprehensive Plan Update is to provide updated background information about Kerrville and the surrounding area, offering additional context for the Comprehensive Plan.

Figure 1 Regional Context



Growth History

Long before the arrival of European settlers, Central Texas was home to numerous hunter-gatherer tribes. Archeological evidence, such as shards of pottery and arrowheads, suggest humans first inhabited what is now Kerrville anywhere from 6,000 to 10,000 years ago. By the time Texas joined the United States, the land was inhabited by the Kiowa, Lipan Apache, and Comanche tribes, who occupied the area until their forced relocation in the mid-1800s.

Joshua D. Brown founded a mill village on the Guadalupe River in 1848 and called it Brownsborough. Craftsmen, farmers, and other entrepreneurs soon followed. When the Texas Legislature created Kerr County in 1856, Brown asked that the settlement be renamed Kerrsville after his friend and fellow Texas-Revolution veteran Major James Kerr, and the town became the county seat. The arrival of the San Antonio & Aransas Pass Railway in 1887 sparked rapid growth—its population jumped from 156 in 1880 to more than 1,000 by 1890. Upon incorporation in 1889 the final "s" was dropped, yielding the name Kerrville that endures today.

As more families moved to Kerrville, local officials worked to accommodate the City's growing population. Education was a priority for many of the new residents, leading to the establishment of the Kerrville Independent School District (ISD) in 1890, under the leadership of Captain Joseph A. Tivy. In 1894, the Kerrville Waterworks Company began providing clean water to residents, and two years later, a telephone service was introduced. The introduction of paved roads to the City of Kerrville in 1912, along with the newly invented "motor-driven stagecoach" or bus, made it easier than ever for people to visit the City, and Kerrville quickly became a popular tourist destination.

Kerrville's diverse and resilient economy has helped it withstand recessions and the Great Depression far better than many cities. The City later attracted a postwar generation who contributed to Kerrville's growing arts and culture during the latter half of the 20th century. By the mid-1990s, the Wall Street Journal described Kerrville as "one of the wealthiest small towns in America."[1] The City has maintained a steady growth from the 20th century to the present day.



1 *City of Kerrville. "About Kerrville." City of Kerrville, https://www.kerrvilletx.gov/1471/About-Kerrville. Accessed 10 June 2024.*

Growth Timeline

Pre-Settlement

Before the mid-1800s, the area was home to the Kiowa, Apache and Comanche tribes

1848

After an initial failed attempt in 1846, Joshua Brown successfully estbliashed Brownsborough

1856

Kerr County was incorporated, and Brownsborough was renamed Kerrsville

1890s-1910s

The City received municipal water, telephone services, public schools and paved roads

1905

Florence Butt opened a grocery store that later became H-E-B

1923

With support from the Presbyterian Church, Charles Schreiner opened Schreiner Institute, an all boys military academy

1937-1959

Founded in 1937 as a tuberculosis sanatorium for African Americans, it became Kerrville State Hosital in 1959

1954

James Avery founded his jewelry business in a garage at his mother-in-law's home

1965-1970

Following the Civil Rights Act, Kerrville's public schools were integrate and Dr. Doyle Colored School became a community center

1971

Schreiner University, then Schreiner College, became coeducational

1972

The first annual Kerrville Folk Festival was held at Quiet Valley Ranch

2004

Kerrville-Schreiner Park was transferred back to the City from the State of Texas

Growth and Population Trends

Demographics

The community demographic profile is an essential part of the comprehensive planning process, helping decision-makers gain a deeper understanding of the city's residents and how their lifestyles may impact the urban form.

By analyzing the demographic data and trends, we can uncover key insights into the composition, characteristics and needs of the community. This knowledge empowers the community to develop targeted strategies and initiatives that address the specific challenges and opportunities presented by the population.

The demographics of Kerrville play a significant role in shaping the urban landscape. Factors such as age distribution, ethnicity, income levels, and household types influence the demand for various services, infrastructure, and amenities. For example, an aging population might require age-friendly design elements and accessible transportation options, while a young and diverse population may necessitate vibrant cultural spaces and recreational facilities.

Understanding these demographic nuances allows us to create a more responsive and inclusive urban environment that caters to the needs and preferences of residents. By examining indicators such as education levels, employment rates, and income disparities, we can identify areas that require targeted interventions.

Population Trends

The City of Kerrville's population has seen consistent growth throughout its history, though the growth rate has ebbed and flowed based on the economic environment of the time. The most significant change in population occurred during the Great Depression when the City's population nearly doubled. Despite the market crash, Kerrville's economy remained stable, and many of those who moved to the City looking for work decided to stay. Other periods of significant population growth include the 1950s and 1970s. Kerrville has yet to experience a population boom like other cities in Central Texas during the past decade. Figure 2 illustrates the percentage change in population each decade alongside the compound annual growth rate (CAGR) for each period, highlighting how historical population changes compare to future population projection calculations.

Figure 2 Kerrville Historical Population

YEAR	POPULATION	CHANGE	CAGR CHANGE
1900	1,423	-	-
1910	1,843	29.5%	2.6%
1920	2,353	27.7%	2.5%
1930	4,546	93.2%	6.8%
1940	5,572	22.6%	2.1%
1950	7,691	38%	3.3%
1960	8,901	15.7%	1.5%
1970	12,672	42.4%	3.6%
1980	15,276	20.5%	1.9%
1990	17,384	13.8%	1.3%
2000	20,768	17.5%	1.8%
2010	22,347	9.4%	0.7%
2020	24,278	8.6%	0.8%

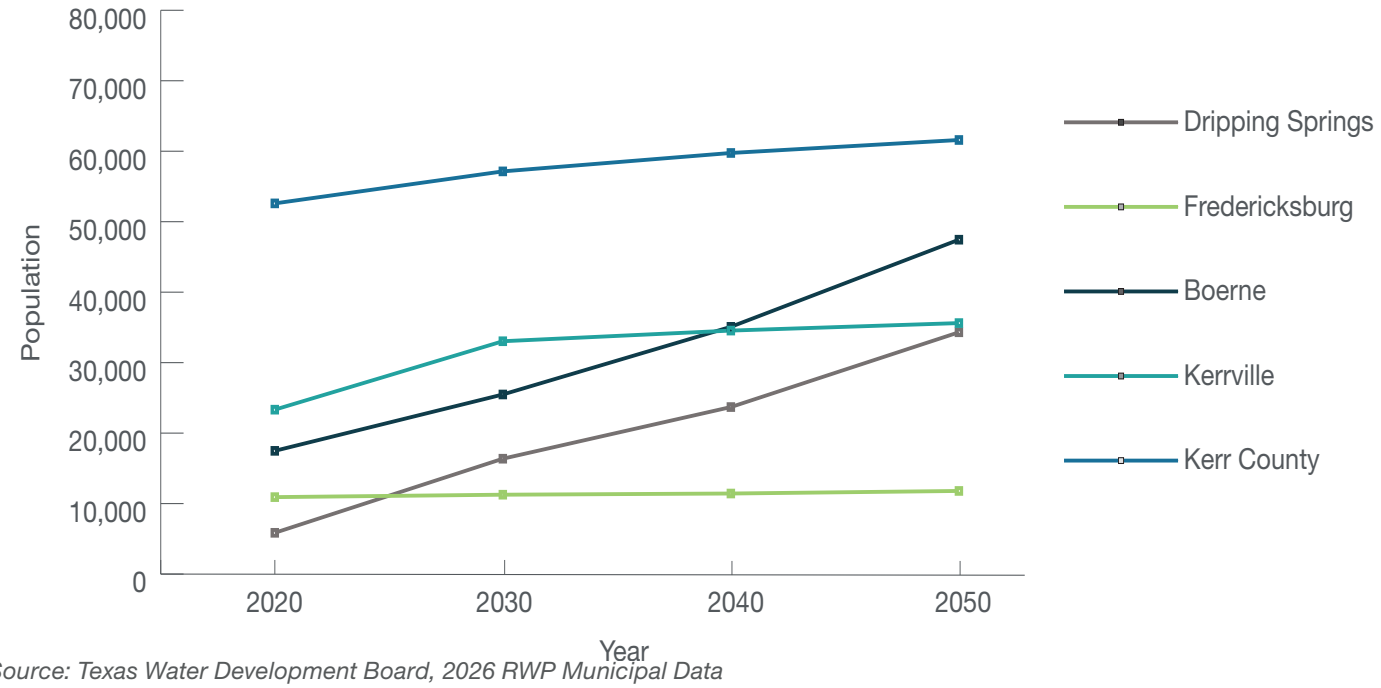
Source: U.S. Census Bureau , Decennial Census Data

Population Projections

City planning relies on population projections to anticipate future population trends. This enables effective resource allocation and supports the development of sustainable strategies for housing, transportation, and infrastructure, and ultimately contributes to the creation of livable and resilient communities.

Current projections developed by the Texas Water Development Board (TWDB) anticipate that both Kerr County and the City of Kerrville's population will increase by 2050 as shown in Figure 3. While these statewide projections facilitate regional comparisons, they are not always accurate at predicting new growth. Figure 4 illustrates population estimates under three potential future scenarios: low growth, medium growth and high growth.

Figure 3 Area Population Projections



Source: Texas Water Development Board, 2026 RWP Municipal Data

Population projects are not linear, as they can fluctuate due to various factors. However, by analyzing these projections as an average over many years, we can predict a more accurate long-term outlook. This approach helps smooth out short-term variations and offers a clearer picture of overall growth trends.

Figure 4 Kerrville Growth Scenarios 30-year CAGR

YEAR	LOW GROWTH (1.5%)	MEDIUM GROWTH (2%)	HIGH GROWTH (2.5%)
2020	24,278	24,278	24,278
2030	28,176	29,595	31,078
2040	32,700	36,076	39,782
2050	37,950	43,976	50,924

Source: Texas Water Development Board, Freese and Nichols, Inc.

Age

Understanding age demographics is important for a comprehensive plan as it helps local decision-makers anticipate the needs of different age groups, develop targeted strategies for healthcare, education, housing, and transportation, and verify inclusive environments that promote the well-being of all residents throughout every stage of their lives.

Kerrville's population has trended younger in the last decade, with the median age decreasing by about eight years since 2010. While Kerrville's population is slightly older than the state median, it remains much younger than Kerr County's median age. A comparison of Kerrville's age distribution by gender reveals a notable gap in people aged 40 to 64, indicating potential challenges in attracting or retaining residents to support the workforce, local businesses, and community services.

Figure 5 Kerrville 2022 Age by Gender

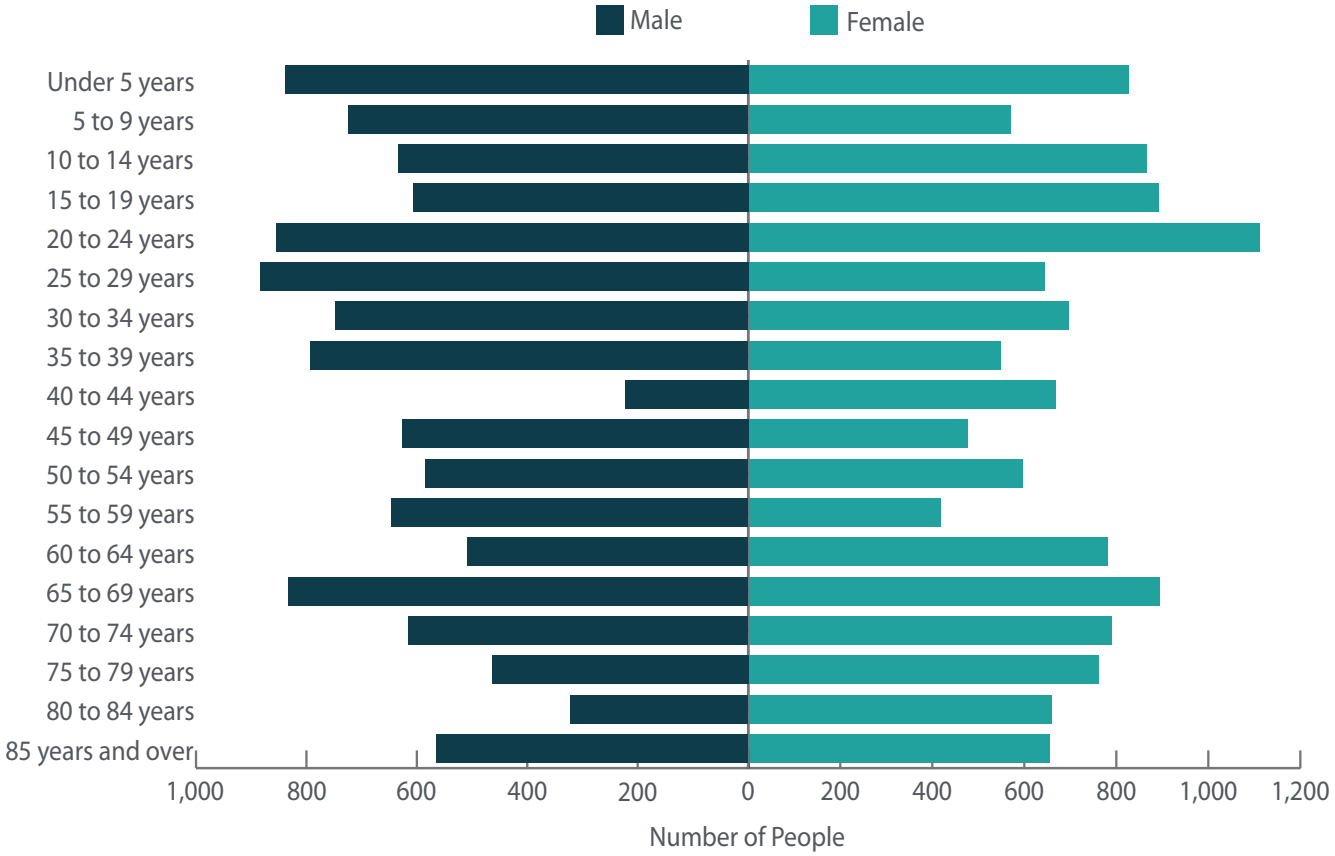


Figure 6 Kerrville Median Age

ENTITY	2000	2010	2022
Kerrville	44.3	48.2	39.9
Boerne	39.2	37.8	38.3
Fredricksburg	48.6	50.0	50.7
Dripping Springs	35.7	38.4	36.6
Kerr County	43.4	46.7	48.2
State of Texas	32.3	33.6	35.6

Source: U.S. Census Bureau, ACS 5-year Estimates

Race and Ethnicity Trends

The City of Kerrville's population is predominantly white, with residents of other racial backgrounds comprising less than a quarter of the City's total population. The Doyle neighborhood, a historically African American and Latino community, has the largest concentration of non-white residents. However, other parts of the City have become more diverse in recent decades. The Texas Demographic Center projects that the number of Kerrville residents who are ethnically Hispanic will increase from 27% in 2010 to 35% in 2030. The most significant change in Kerrville's racial demographics occurred between 2010 and 2020 when the number of people identifying as two or more races jumped from 543 to 3,249, nearly a 500% change.

Figure 7 2020 Kerrville Race and Ethnicity

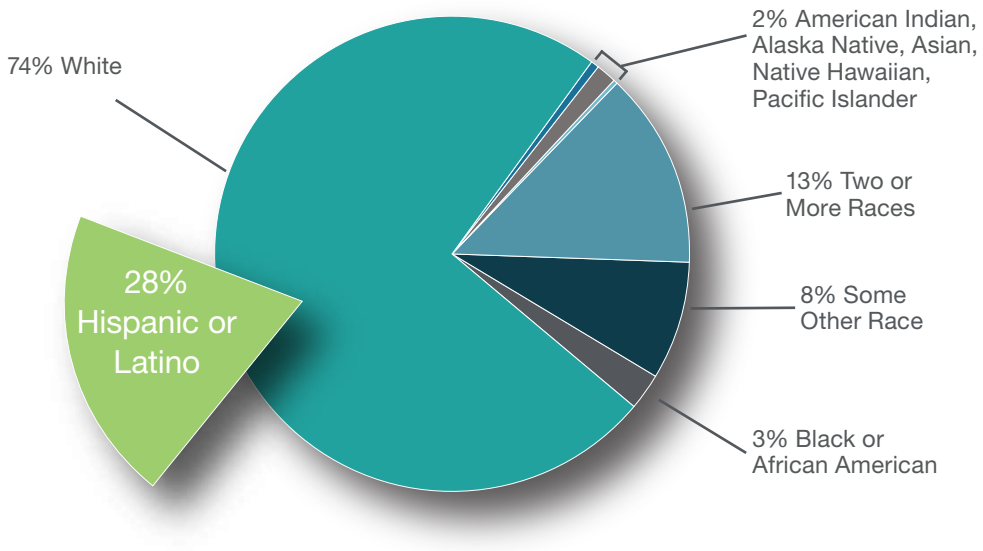


Figure 8 Kerrville Historical Race and Ethnicity

RACE	2000	2010	2020
American Indian and Alaska Native	116	124	143
Asian	89	208	389
Black or African American	635	687	599
Native Hawaiian and Other Pacific Islander	18	12	29
Some Other Race	1,457	1,459	1,913
Two or More Races	504	543	3,249
White	17,949	19,277	17,956
% Hispanic or Latino	22%	27%	28%
Total	**20,768**	**22,347**	**24,278**

Source: U.S. Census Bureau, Decennial Census Data

Education and Poverty

Understanding education and poverty is vital to a comprehensive plan, as these factors deeply influence a city's future. Education is a catalyst for breaking the poverty cycle, enabling access to better jobs and fostering economic mobility. By strategically considering education in planning, cities can promote social equity, workforce development, and community well-being. Addressing poverty through education also contributes to crime reduction, social inclusion and long-term economic growth.

According to the U.S. Census Bureau, in 2022, 3,486 residents within the City of Kerrville were below the poverty line, or 15% of the total population. Of this 15%, nearly one-third were below the age of 18. An estimated 21% of all children in Kerrville live below the poverty line. This suggests a need for more social services to assist struggling families, many of which can be provided through Kerrville's public school system.

Figure 9 Area Poverty Percentage

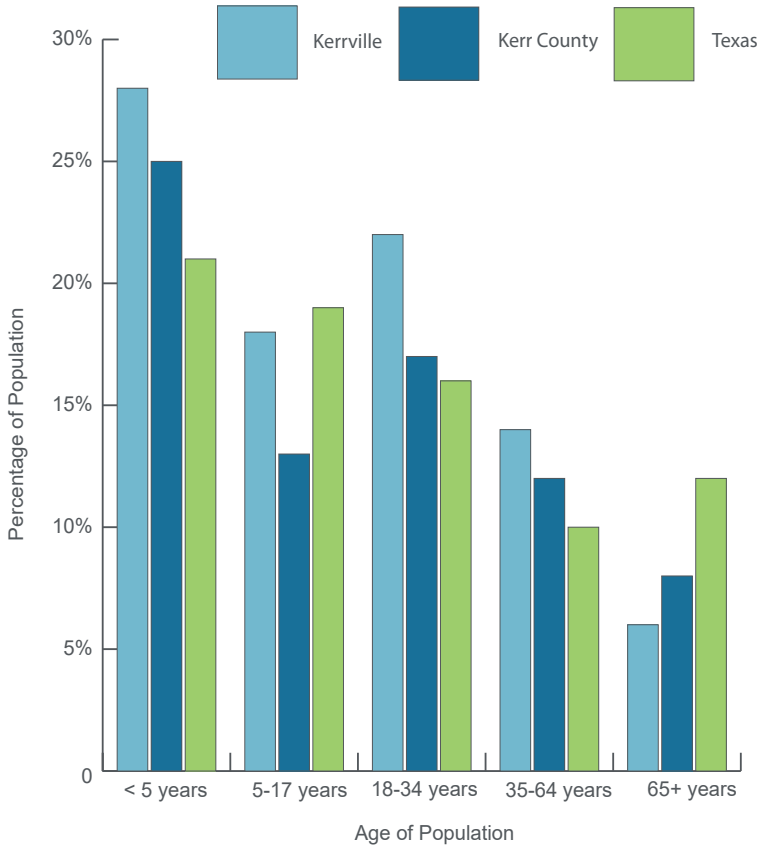


Figure 10 Kerrville Educational Attainment

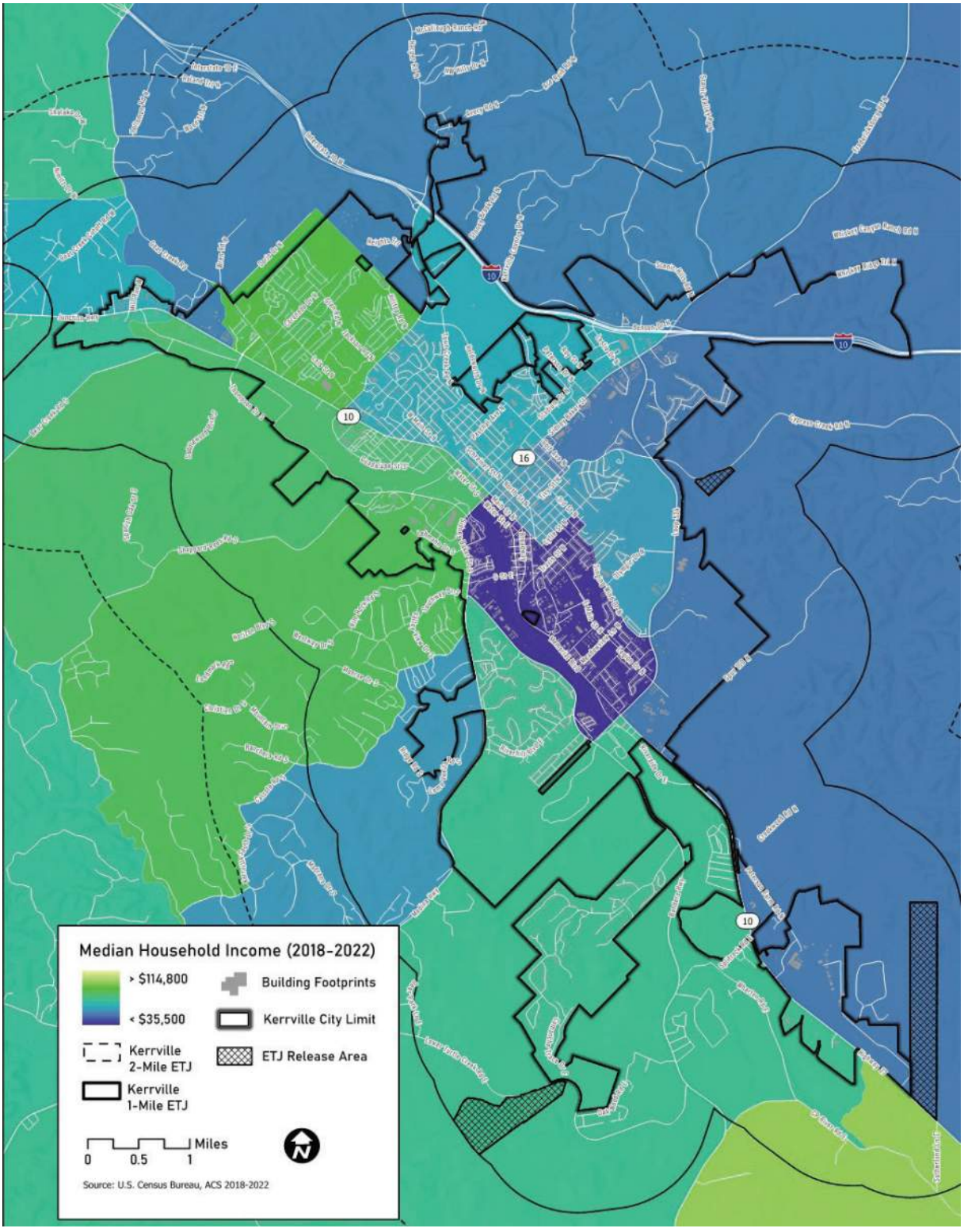
EDUCATION LEVEL	PERCENTAGE
Less than 9th grade	3.4%
9th to 12th grade, no diploma	5.8%
High school graduate or equivalent	30.3%
Some college, no degree	21.8%
Associates degree	7.8%
Bachelor's degree	17.4%
Graduate or professional degree	13.4%

Source: U.S. Census Bureau, ACS 5-year Estimates

Income and Opportunity

Income data is crucial for comprehensive planning, offering insights into economic well-being and disparities within a city. It informs decisions on housing, social services, economic development, and infrastructure investments, so that all income groups' needs are addressed. Kerrville's median household income of $58,707 is less than the statewide median of $72,284 as of 2022. This is likely due to the City's large population of retirees, many of whom live on a fixed income.

Figure 11 Kerrville Median Household Income Map



Previous Plan, Direction, and Actions





In June 2018 the City Council adopted the Kerrville 2050 Comprehensive Plan, which is to be updated every five years. The Plan is a long-term guide for physical development and redevelopment through 2050 within the City's corporate limits and its ETJ by setting clear goals, objectives, policies, and actions. Its primary purpose is to give City leaders a stable, shared framework for resolving issues and shaping future decisions.

Each Action Item featured in the Plan corresponds to a set of Guiding Principles developed during the community engagement process. These include supporting a more holistic approach to economic development, providing a diverse range of housing options, maintaining high-quality, cost-efficient public services and facilities, providing a reliable transportation system and developing a long-range water supply plan. Major updates have since been made to the City's Water and Wastewater Master Plan, Stormwater Master Plan and Parks and Recreation Master Plan to coincide with the Comprehensive Plan.

One of the main goals of Kerrville 2050 is to address anticipated growth in the City of Kerrville and ETJ. Eleven Strategic Catalyst Areas were designated as targets for future growth with a focus on infill and investment in existing areas. One of these Strategic Catalyst Areas is the Doyle neighborhood, which received the subsequent Doyle Community Development Plan. Since its approval in 2019, the neighborhood has seen significant improvements, including major renovations to the Doyle Community Center, which now offers free transportation in addition to their other services.

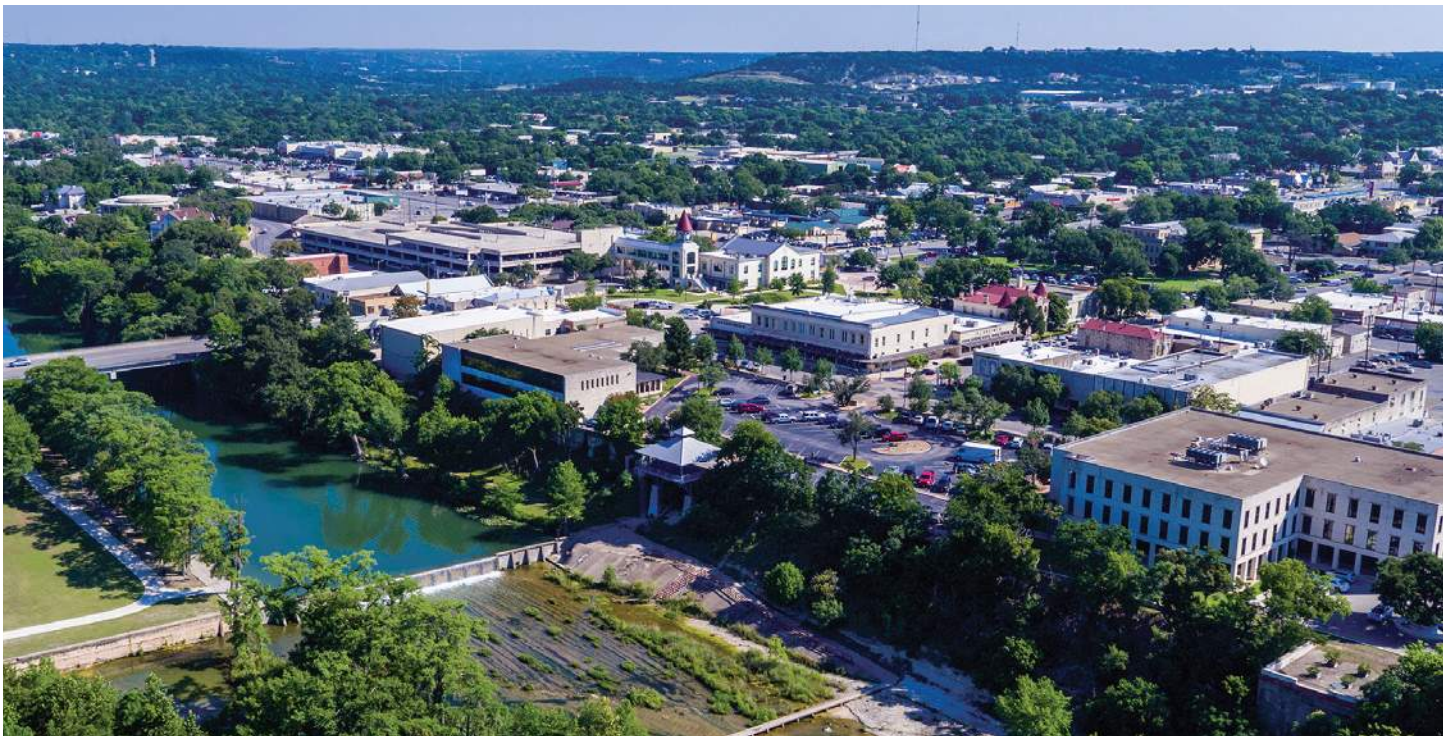
Other actions that have been taken since Kerrville 2050 was first passed include major street and drainage improvements, the construction of the Ellenberger Water Supply Well, and extending the Kerrville River Trail. The Comprehensive Plan's successful implementation received praise from the American Planning Association Texas Chapter and received a gold Planning Achievement Award in 2022. The 2025 update to Kerrville 2050 will include the addition of two small area plans for Downtown and Nimitz Lake.

Place

Nestled in the heart of the Texas Hill Country just north of San Antonio, the City of Kerrville's heritage and ongoing growth is shaped by the land's physical features. The City is located on the Edwards Plateau, a geographic region in Central Texas characterized by its rolling grasslands with hills and basins carved out by rivers like the Guadalupe. The land provides a bounty of natural resources, including limestone, fertile soil for agriculture, and various native plants and animals. Kerrville's magnificent natural beauty attracts visitors and residents alike.

Topography

Kerrville's topography varies between the City and ETJ. The City itself lies in the Guadalupe River Basin, which is lower than the surrounding hills included in the ETJ. Together, the City and ETJ have an average elevation of around 1,789 feet above sea level, with an approximately 597-foot difference between the highest and lowest points.



Floodplains

The Guadalupe River and its tributaries produce floodplains throughout the City of Kerrville. The combined 100-year (1%) and 500-year (0.2%) floodplains represent 25% of the total area of the city limits, including part of the Main Street District. Several dams found across the City may reduce the risk of flooding in certain areas; however, without proper upkeep, these dams may pose an additional risk.

Figure 12 Existing Slope Map

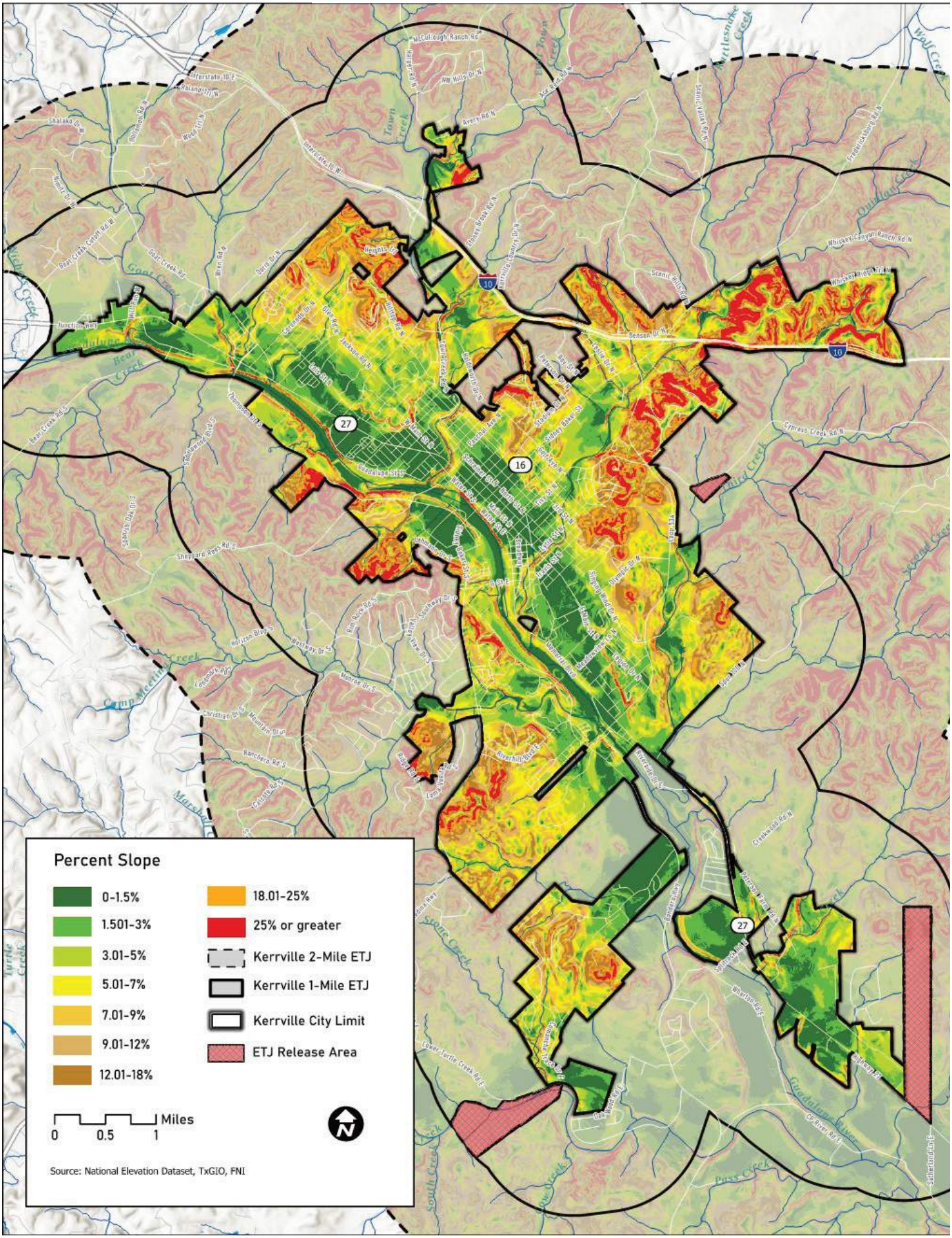
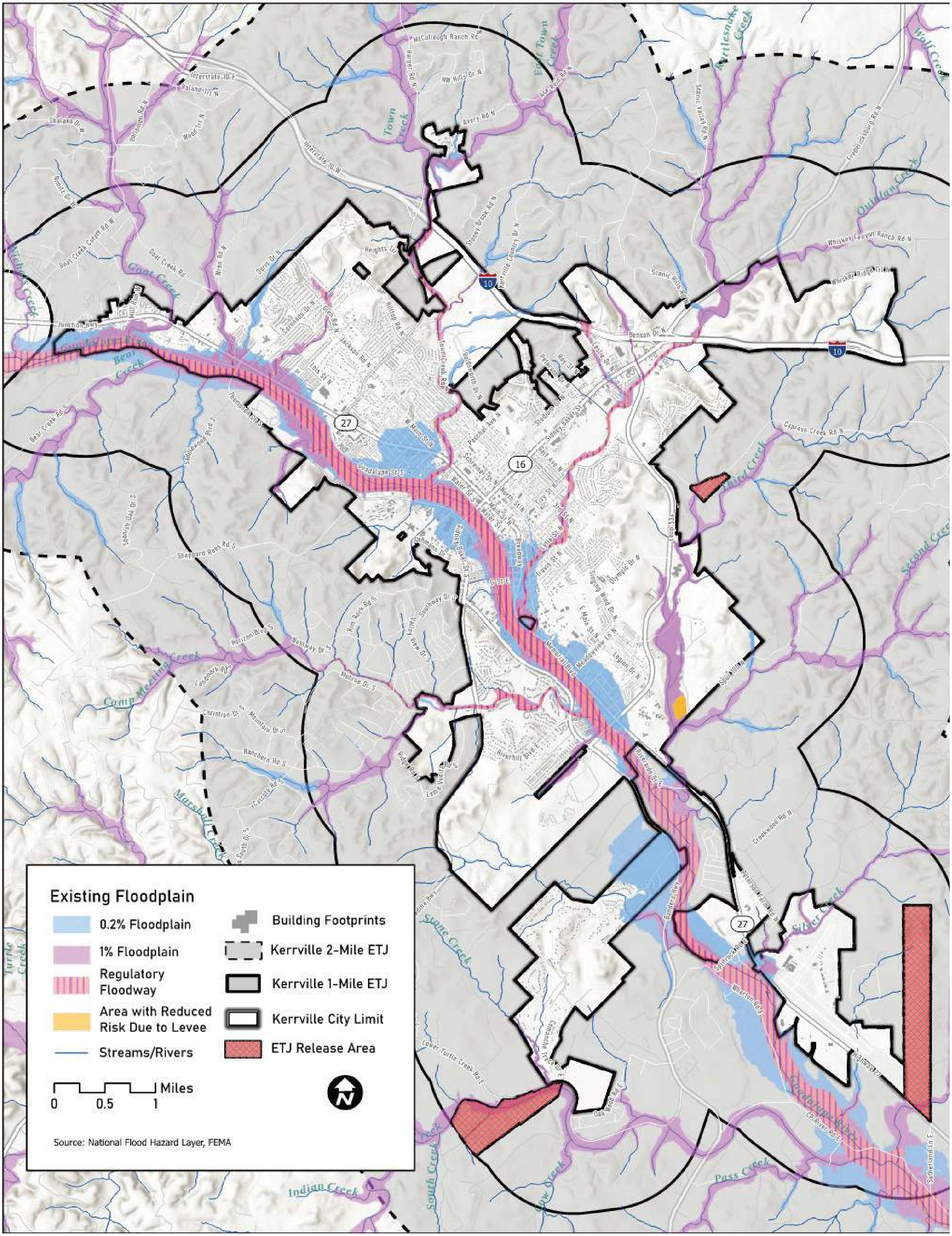


Figure 13 Existing Floodplain Map



Roadways

Figure 14 illustrates the street network average annual daily traffic (AADT) in Kerrville, highlighting roadways that cross through the City. Among these, State Highway (SH) 27 stands out, as part of it serves as Kerrville's Main Street. SH 16 is the most trafficked road in and out of the City, with an AADT count of approximately 21,280 vehicles, according to 2020 estimates from TxDOT. SH 16 serves as a key commercial corridor for the City of Kerrville, with significant retail, restaurants and other businesses along the route.

Another primary arterial is SH 173 (Bandera Hwy), which provides an alternative route south to San Antonio. The route has an estimated AADT of 5,608 vehicles. Loop 534, which has an estimated AADT of 10,307, bisects the City, connecting SH 173 (Bandera Hwy) to Interstate Highway 10 (I-10).

I-10 crosses through the northeast side of the City with an estimated AADT of 21,068. It serves a major corridor connecting Houston, San Antonio and El Paso. TxDOT has begun several construction projects on I-10 south of Kerr County, one of which will expand I-10 from four to 10 lanes. The City of Kerrville should anticipate similar expansions in the near future.

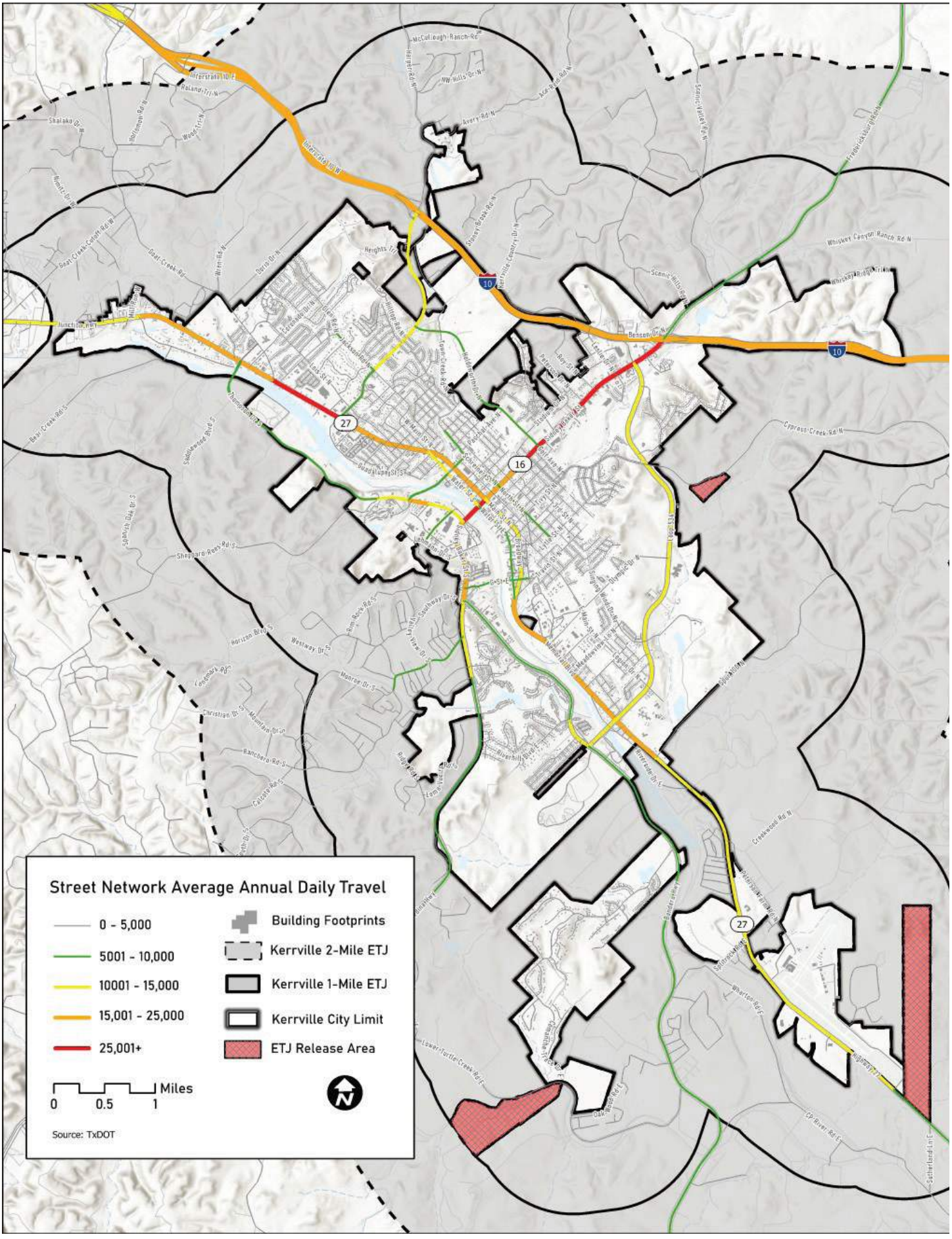
Environment

The City of Kerrville and the surrounding Texas Hill Country are characterized by a humid subtropical climate with hot summers and mild winters. Seasonal thunderstorms pose the greatest hazard, with the potential to cause riverine flooding, tornados, and wildfires sparked by lightning. Despite these environmental challenges, the Federal Emergency Management Agency (FEMA) National Risk Index indicates a relatively low overall risk for Kerr County. This index considers various threats, including hurricanes, earthquakes, drought, and more, demonstrating a comprehensive approach to assessing potential hazards.

Environmental conservation is a significant priority for many Kerrville residents. The City's numerous parks and open spaces provide year-round opportunities for outdoor recreation and environmental education as well as a habitat for various species such as live oak, whitetail deer, javelinas, and hundreds of bird species. The City of Kerrville is located in the Central Fly Zone, where over 50% of birds in North America fly through both spring and fall migration times. Through the work of community advocates, Kerrville has received the "Bird City Texas" designation—a certification program of the Texas Parks and Wildlife Department and Audubon Texas that promotes habitat restoration and public awareness of bird conservation.

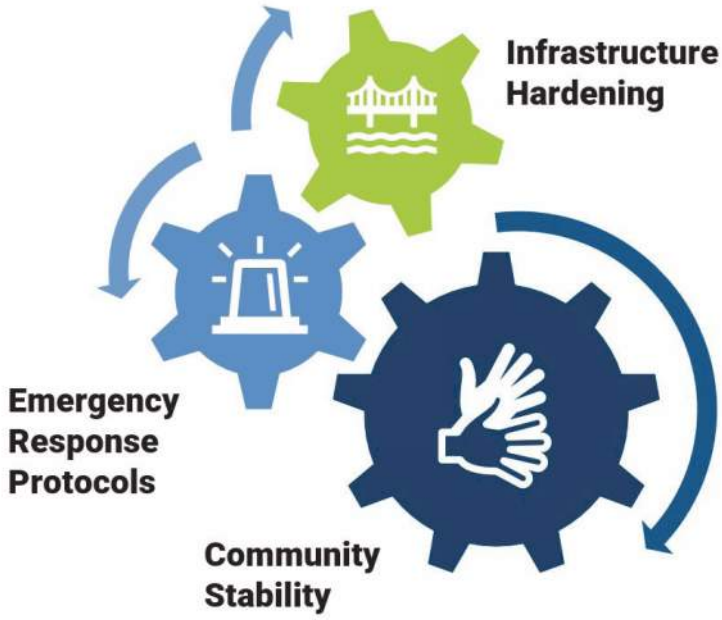
BIRD CITY TEXAS

Figure 14 AADT Map



Resilience Dashboard

Resilience is defined by the FEMA, as the capacity to anticipate and prepare for potential threats and hazards, adjust to evolving conditions, and withstand and quickly recover from disruptions. In planning, resilience considers both sudden shocks, like extreme weather events, and ongoing stressors, such as prolonged water shortages, which a community may face. It also involves identifying the potential social, economic, and environmental impacts of these challenges and exploring strategies for mitigation or adaptation to reduce their adverse effects.



Resilience is multi-faceted and involves traditional emergency preparedness and response efforts alongside strengthening the City's physical assets and social networks.

The Resilience Dashboard offers an overview of the current risk landscape affecting the City of Kerrville.

Flooding

Between 1960 and 2023, there have been 106 flood occurrences in Kerr County. Higher risk areas include properties located in the FEMA-identified 100- and 500-year floodplains, as well as properties in close proximity to Nimitz Lake and the Guadalupe River along with its tributaries. Currently, the City of Kerrville has 88 critical facilities located in a designated flood zone. General guidelines suggest these facilities should be located outside flood zones, or site infrastructure should be adequate to minimize further risk from flooding. This infrastructure includes the installation of flood barriers or seals, the use of waterproof materials, efficient drainage systems, and appropriate landscaping.

Wildfire

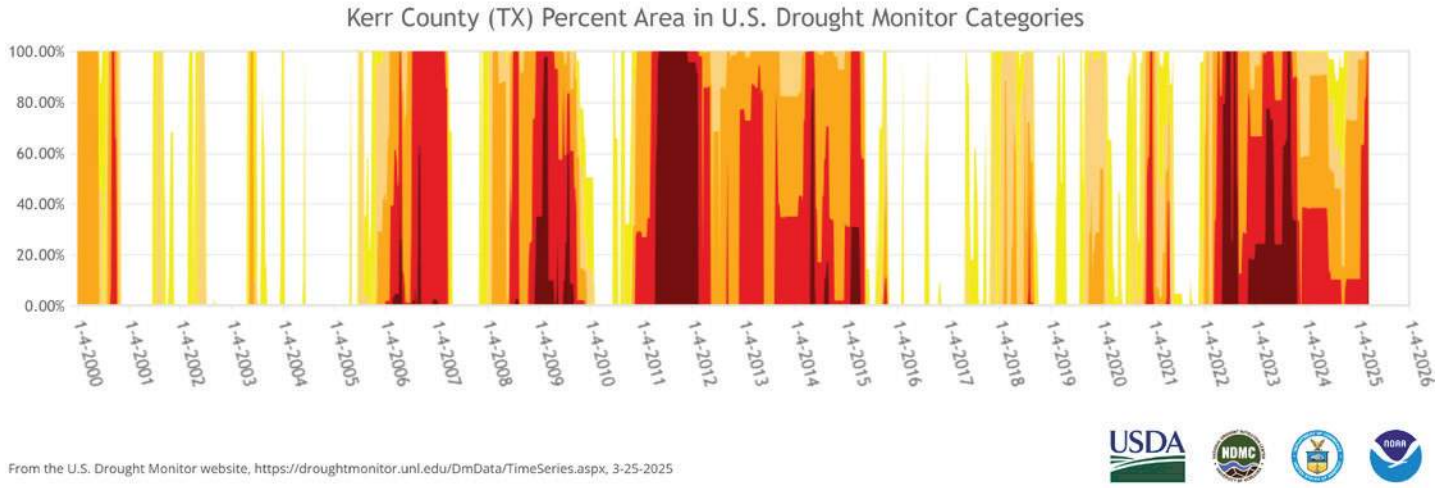
In Kerr County, between 2009 and 2021, there have been 532 wildfire ignitions, 18 of which occurred within Kerrville city limits. According to the Texas A&M Forest Service, much of the terrain in Kerrville's ETJ is particularly vulnerable to wildfire threats and is rated as having a high to very high risk of wildfire. Currently, 27 critical facilities are at risk to the threat of wildfire. These facilities must be strategically sited to ensure sufficient access and exit routes during emergencies. Moreover, managing surrounding vegetation is vital to create a defensible space between buildings and potential wildfires. Wildfire smoke can severely impact air quality, posing health risks to young children, the elderly, and individuals with asthma, even in areas distant from the fire. Therefore, it is crucial to equip these facilities with air filtration systems to mitigate the adverse effects of poor air quality during wildfire events.

Extreme Heat

According to data provided by the National Centers for Environmental Information, Kerr County, which encompasses Kerrville, experienced 104 days between 2013 and 2024 where the maximum temperature exceeded 100°F, and a total of 96 days where a heat advisory was issued. In response to these rising temperatures, facilities should be equipped with adequate cooling systems. Additionally, community centers should be designed to serve as relief hubs for residents facing hardships due to extreme heat events. These hubs should offer essential services such as hydration stations, cooling areas, and medical assistance to support vulnerable populations during heatwaves.

Drought

Drought is a chronic hazard for Kerr County and the City of Kerrville with both jurisdictions facing extreme and exceptional drought conditions according to the Palmer Drought Index. Between April 2018 and November 2023, over 26 drought events have occurred countywide. Facilities can mitigate drought issues by utilizing water recycling systems that reuse water from sinks and showers for non-potable purposes like irrigation. Water conservation also includes landscaping with drought resistant plants and native species to help conserve water as well.



Winter Storms

Between 1962 and 2023, Kerr County experienced 35 winter storms, with 11 occurring in the past six years. Notably, during Winter Storm Uri in 2021, the county received 2 to 4 inches of snowfall and faced significant ice-related threats. Kerrville is particularly vulnerable to winter storms, with numerous critical facilities at risk of power outages due to their proximity to trees and powerlines. To address this, these facilities should incorporate high-quality insulation and energy-efficient heating systems to maintain indoor temperatures, serving as refuges for residents affected by extreme cold and winter storms. Furthermore, providing backup power sources and ensuring well-sealed building envelopes can prevent heat loss and support continued operations during power outages.

Resilience should be a lens through which all City plans, projects and infrastructure is planned, designed, constructed, operated and maintained. All applicable City plans and processes should consider exposure, assess vulnerability and address risks as identified in the Resilience Dashboard and other risk assessment data and tools. These elements should be integrated into the site planning and design stages for any public facility within the City to ensure comprehensive consideration of potential risks and good stewardship of the City's monetary investments, physical assets and community trust.

City Planning

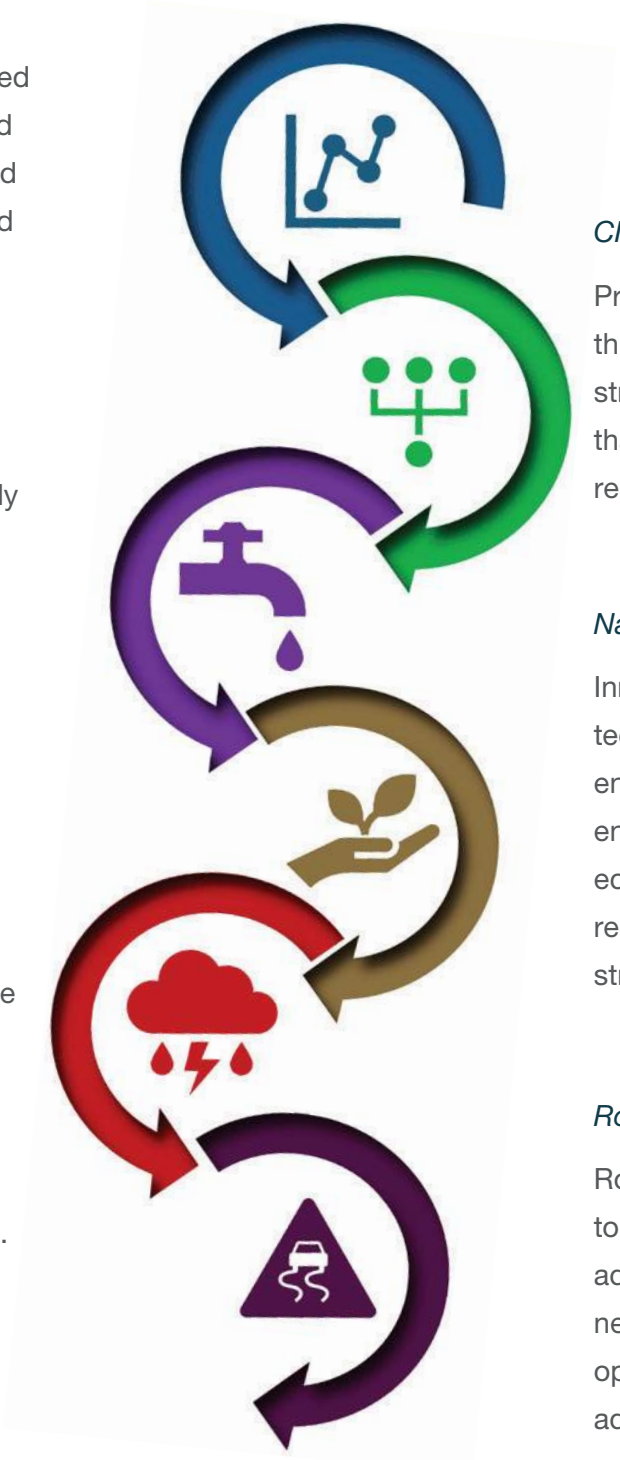
Data-driven, community-focused approaches for developing land in a way that mitigates risks and reduces impacts on people and property.

Utility Infrastructure

Utilities are built and proactively maintained so as to ensure long-term stability through sizing, hardening and system redundancy.

Stormwater & Drainage

Infrastructure systems that effectively manage and mitigate the impacts of extreme weather events by integrating both natural and engineered solutions that enhance water quality, reduce flooding risks, and support ecosystem health.



CIP Projects

Projects address potential risks through planning, adaptive strategies, and resilient solutions that keep City assets, staff and residents safe.

Natural Resources

Innovative practices and technologies help to mitigate environmental impacts and enhance the capacity of ecosystems to withstand and recover from environmental stresses.

Roadways

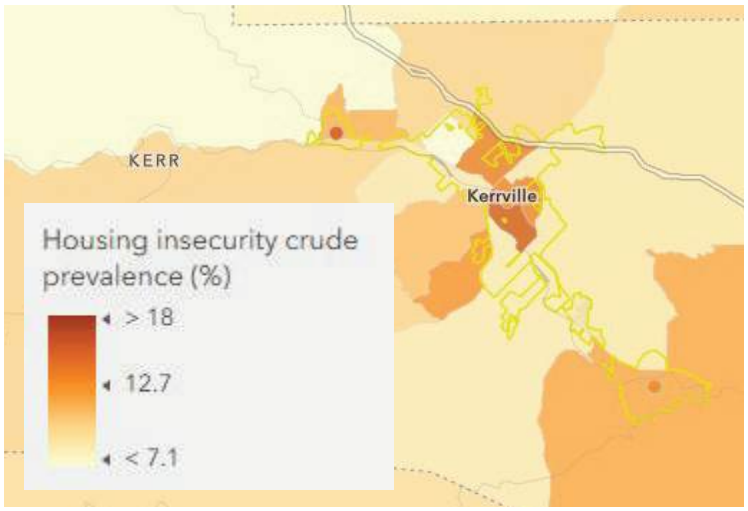
Roadway projects are built to enhance the durability and adaptability of transportation networks, focusing on flexible operational strategies and advanced technologies for continuous and efficient mobility, even under adverse conditions.

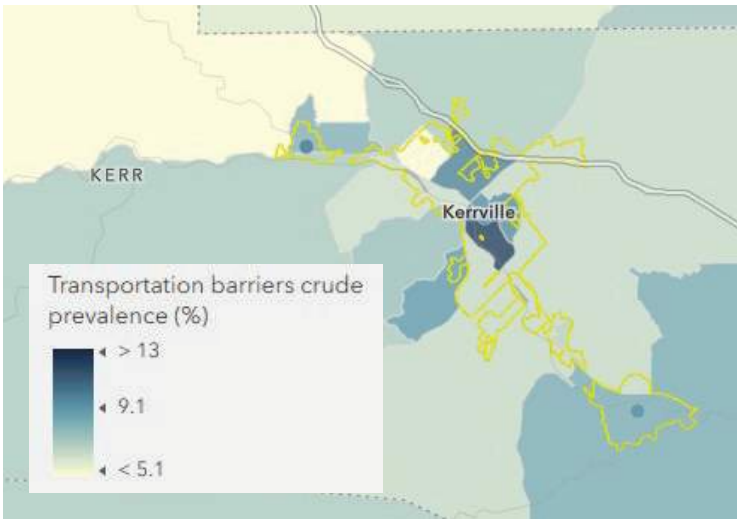
Community Vulnerability & Resilience

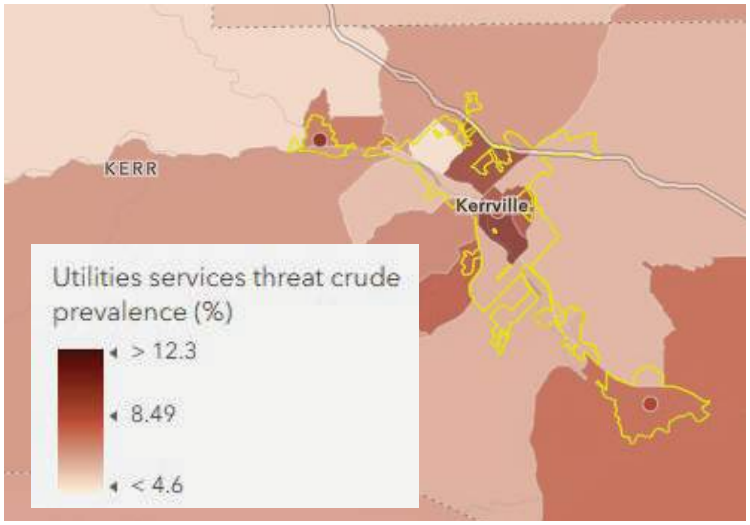
In addition to hardening infrastructure, supporting strong communities and social networks can help residents be better prepared and recover more quickly and fully from major impacts. Enhancing community resilience is a year-round effort in addressing the barriers and hardships facing residents so that they have the capacity and means to face disruptions. Social issues that can affect the resilience of a community, family or individual include things such as economic hardships, age, disability, chronic health issues, language barriers, lack of transportation and more. Identifying areas in the community where residents are experiencing these issues can assist the City in providing the necessary resources and support during disaster events. The maps below show where in Kerr County some of these barriers to resilience are most prevalent.

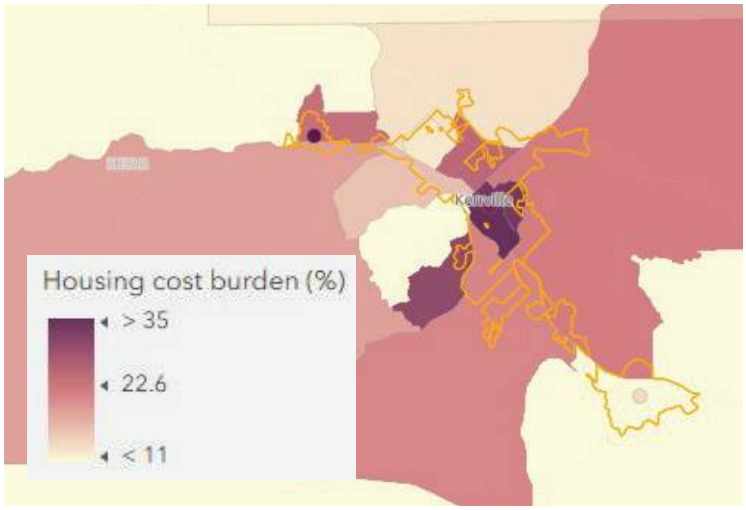
Community members should be actively engaged and involved in community resilience efforts, as they have the on-the-ground insights and lived experience that can be invaluable to selecting the most effective investments.

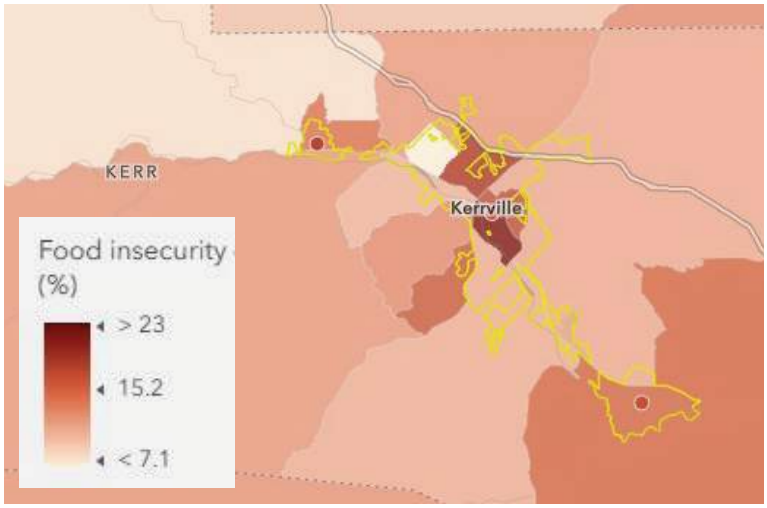


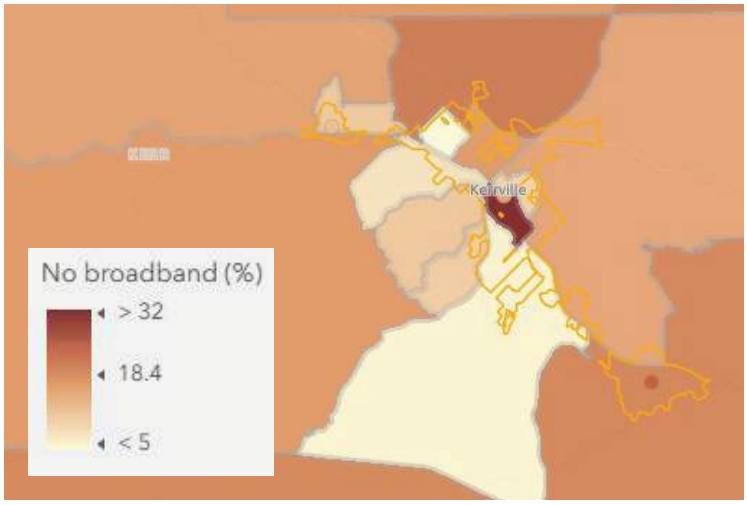


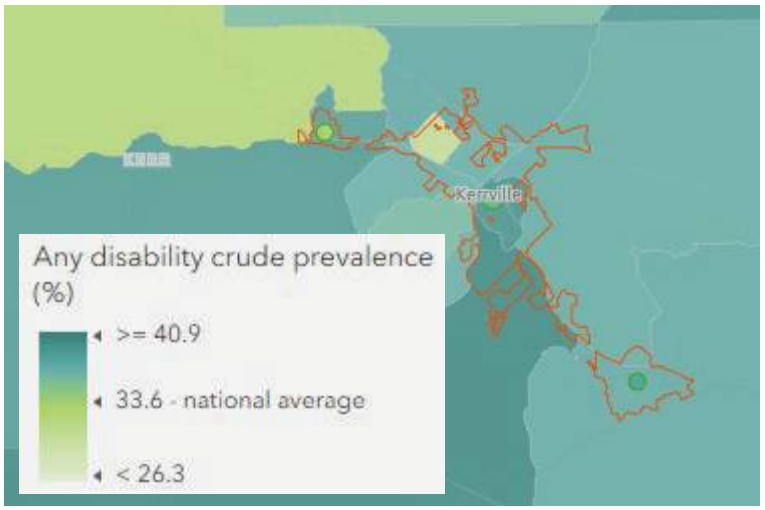










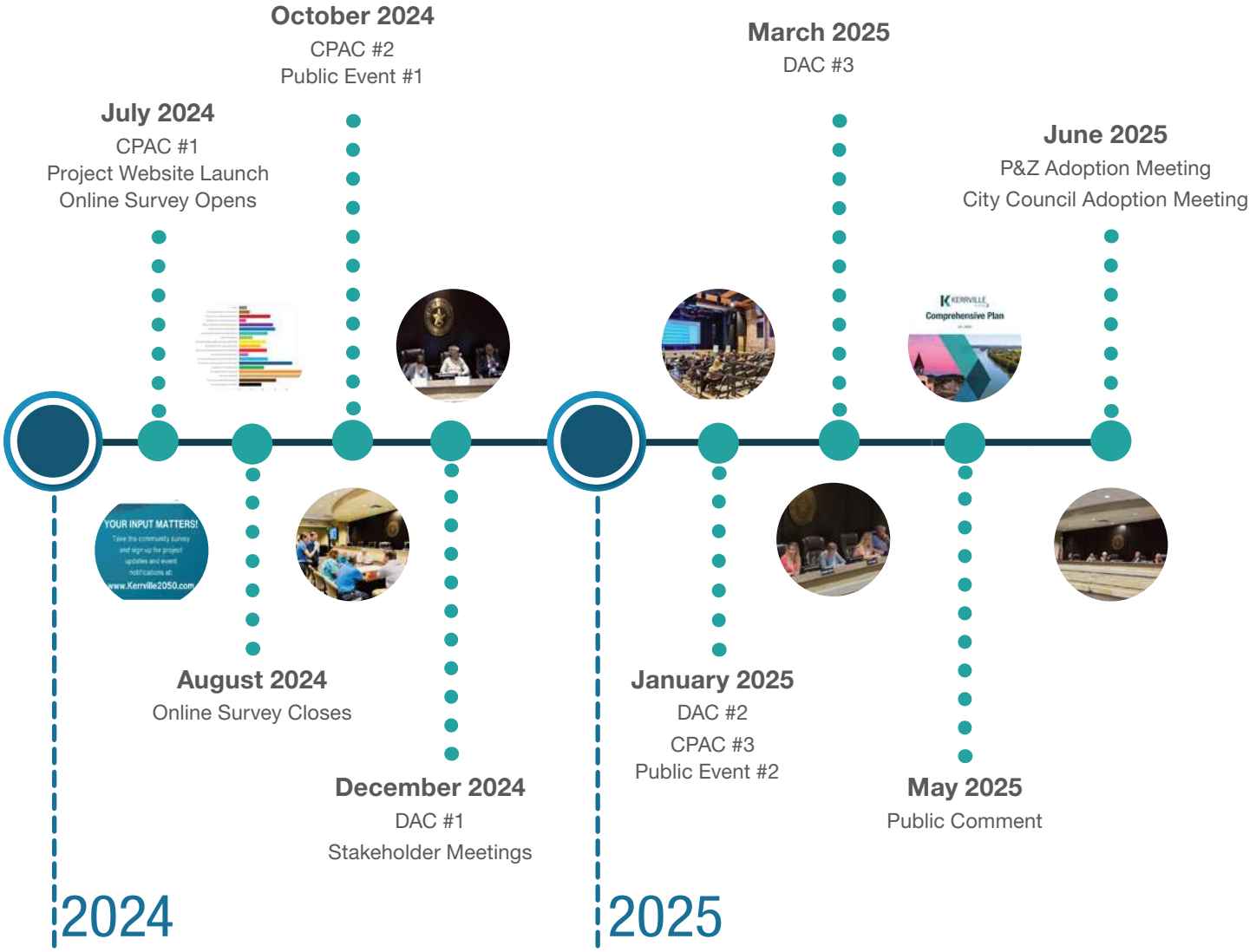


Map Source: Centers for Disease Control and Prevention, National Center for Chronic Disease and Health Promotion, Division of Population Health, Atlanta, GA. For more information on the methodology and data visit https://www.cdc.gov/places/methodology/index.html

Community Engagement

Engaging the community was a vital part of shaping the Comprehensive Plan. Through the public engagement process, the community's shared values helped reaffirm or refine the Plan's priorities, which are reflected in its Guiding Principles and serve as the basis for the Vision Statement. To ensure broad participation, the planning team employed various outreach methods, including stakeholder interviews, community events, an online survey, and advisory committee meetings.

During the initial stages of the Plan's development, the City established the Comprehensive Plan Advisory Committee (CPAC) and Downtown Advisory Committee (DAC) to help guide recommendations for both the Comprehensive Plan and the Downtown Small Area Plan. Additionally, key stakeholders were identified to provide insight on specific topics. In partnership with City staff, the planning team conducted meetings with the CPAC, DAC, stakeholders, and the public to collect in-person input. An online survey and project website were also made available, ensuring that those unable to attend meetings could still contribute their feedback.



Vision Statement

Kerrville 2050's Vision Statement sets the overall direction for the City and reflects the future desired by its community members. The Vision was developed through a comprehensive public engagement process, which gathered feedback from residents, the CPAC, and various stakeholder groups. The CPAC played an important role in shaping the Vision by aligning it with the community's aspirations. The Vision was formally adopted during the 2017 Community Retreat, where City leaders and residents came together to review and finalize the Guiding Principles for Kerrville's future. This collaborative effort verified that the final Vision Statement truly represents the collective hopes and goals of the community, providing a strong foundation for ongoing planning and development. The original Vision Statement reads:

> *Kerrville will be a vibrant, welcoming and inclusive community that:*
>
> *Respects and protects the natural environment that surrounds it;*
>
> *Seeks to attract economic growth and development;*
>
> *Provides opportunities for prosperity, personal enrichment and intellectual growth for people of all ages; and*
>
> *Does so while preserving the small-town charm, heritage, arts and culture of the community.*

Through the update process, the planning team confirmed the applicability of the existing Vision Statement. This assessment was based on the team's background analysis and feedback gathered from the community survey, which provided valuable insights into the current needs and priorities of residents. The team evaluated how the existing Vision aligns with these new insights and identified areas for enhancement. As a result, the Vision Statement is updated to incorporate the feedback received that reflect the evolving aspirations of the community. This updated Vision will guide future planning efforts and development initiatives, making sure they resonate with and address the needs of Kerrville's residents.

The updated Vision reflects the community's desire for a diverse range of housing options that cater to different needs and lifestyles. This allows Kerrville to be a place where people of all life stages can find a home that suits them, contributing to a more inclusive and balanced community. Additionally, the Vision now emphasizes Kerrville's desire to be a family-oriented community, fostering an environment where families can thrive, build strong connections and enjoy a high quality of life. These updates help to guide Kerrville's growth and evolution in ways that resonate with the values and aspirations of its residents while maintaining the unique charge and character that make the City special.

> *Kerrville will approach its future growth in a way that creates a vibrant, welcoming and inclusive community and supports the community values of:*
>
> *Fostering a family-oriented atmosphere;*
>
> *Preserving the small-town charm, heritage and connection among the community;*
>
> *Respecting and protecting the natural environment of the Texas Hill Country;*
>
> *Providing opportunities for prosperity, personal enrichment and intellectual growth for people of all ages; and*
>
> *Offering a variety of housing options to meet the needs of all residents in different stages of life.*

3 | Land Use



Land Use

Introduction

The Land Use chapter establishes the framework for future land use policies within the City of Kerrville and its ETJ. It provides a visual guide to the community's desired land uses, serving as a reference rather than a prediction. By guiding growth, it promotes sustainable development patterns. While the Future Land Use Plan is not a zoning map and does not directly regulate land, it provides a framework to guide land use decisions. The Kerrville 2050 Comprehensive Plan is designed to adapt to the needs of a growing city and changing marketplace.

In the development of the 2018 Kerrville 2050 Comprehensive Plan, alternative growth scenarios were explored, based on input gathered during community events. These scenarios informed the creation of the Future Land Use Plan and are detailed in Appendix B Supplemental Information. This update to the Plan reaffirms the community's goal to preserve the natural environment, emphasizing the Plan's role in shaping the City's identity. The Vision Statement reflects this commitment, describing Kerrville as a community that is "respecting and protecting the natural environment of the Texas Hill Country." Protecting natural areas is not only a priority for maintaining Kerrville's character but is also important for enhancing resilience against environmental and economic challenges. As the City grows, its ability to integrate the preservation of natural areas into development decisions is important to strengthen community resilience. For example, preserving riparian areas along the Guadalupe River helps mitigate flooding, reducing damage to infrastructure and buildings.

This chapter includes place types covered in the Kerrville 2050 Comprehensive Plan, the Future Land Use Plan itself, Strategic Catalyst Areas and the Guiding Principles that will serve as a framework for the implementation of the Plan. Sample Action Items are provided alongside the Guiding Principles to illustrate the steps that could be taken to achieve the desired outcomes (see the Implementation chapter for a complete list of Guiding Principles and Action Items).

Annexation

Under state law, Kerrville has the authority to regulate land uses within its incorporated city limits, but its control over development in the ETJ is more limited. Since the 2018 Kerrville 2050 Comprehensive Plan, changes in state legislation have effectively ended involuntary annexation, replacing it with a system based on voluntary or consent annexations. This approach was extended to the ETJ in 2023, solidifying ETJ boundaries. To effectively manage growth in the ETJ, the City should work closely with Kerr County and develop a policy on the use of special financing districts, such as Municipal Utility Districts and Public Improvement Districts, to foster quality development and ensure coordinated growth in the ETJ.

Topic of Note: Resilience in Land Use



Land use plays a critical role in shaping a community's resilience and influencing how well it can prepare for, respond to, and recover from disruptions such as natural disasters, economic shifts, or public health crises. Land use planning that prioritizes compact development, protects natural ecosystems, and reduces sprawl helps minimize environmental vulnerabilities like flooding and wildfire risk. It also promotes more efficient infrastructure and emergency response systems. Strategically allocating land for diverse uses, such as housing, jobs, green spaces, and transportation, supports local economies, reduces dependency on single systems, and enhances social cohesion, all of which contribute to a more adaptable and resilient community.

Evaluate Risks: Assess locations within Kerrville most vulnerable to natural or manmade hazards, prioritize development outside of these areas.

Implement Zoning Regulations: Support local zoning initiatives that steer development away from high-risk areas, such as floodplains or wildfire-prone zones.

Enhance Building Codes: Strengthen local building codes to ensure structures can withstand extreme weather events and natural disasters.

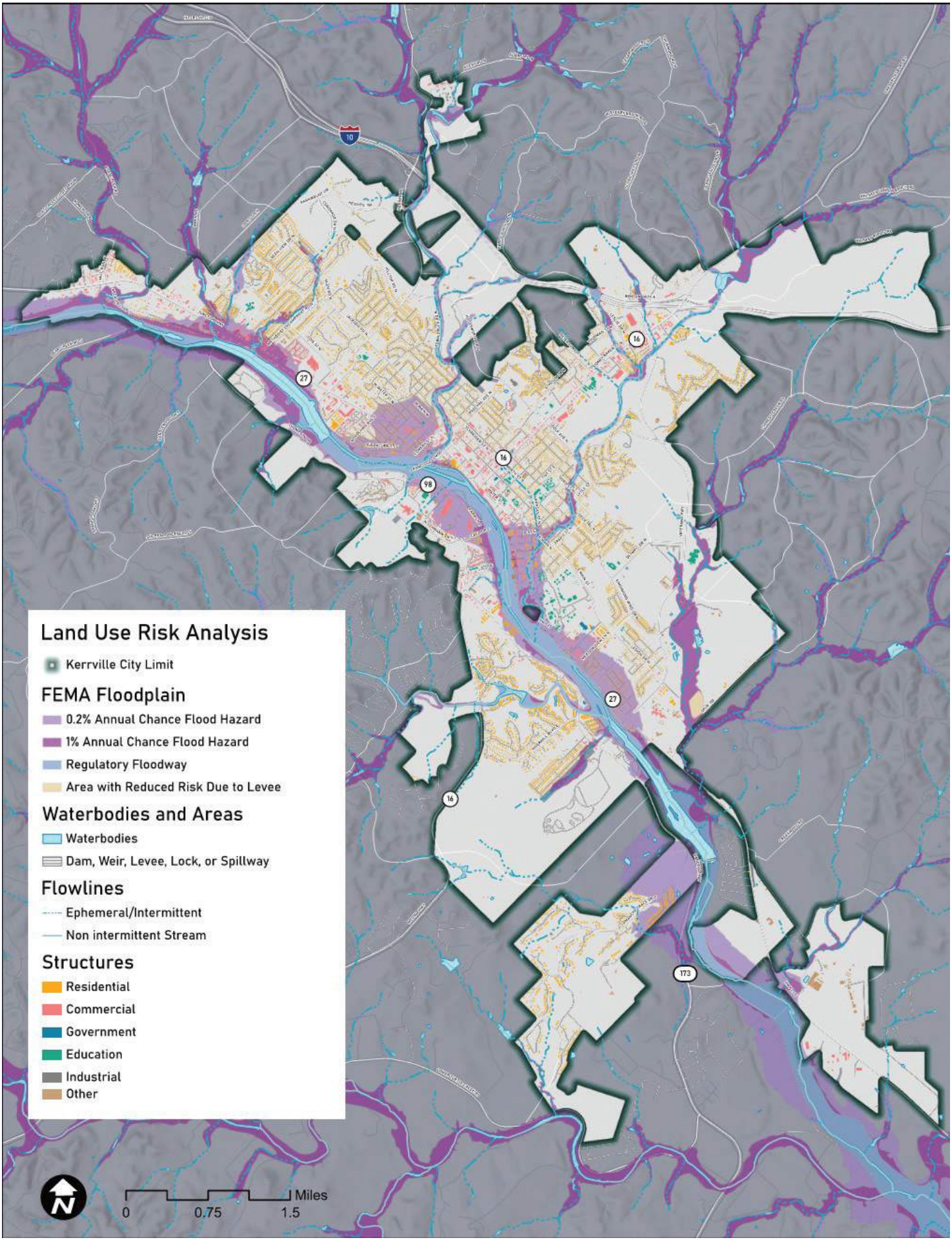
Diversify Land Use: Develop mixed use communities to cut down on commuting, create more efficient land use patterns, and support eco-friendly transportation.

Promote Green Infrastructure: Implement green infrastructure such as rain gardens and permeable pavements to boost resilience against environmental challenges.

Develop Emergency Response Plans: Create and maintain comprehensive emergency response and evacuation plans for the City.

Encourage Adaptive Land Management: Adopt land management practices that can adjust to changing environmental conditions and future uncertainties.

Figure 1 Land Use Risk Analysis



Place Types

Kerrville is a diverse City with a broad array of land uses. In this Plan, “place types” represent the categories of land uses, assigned to general areas expected to exhibit characteristics aligned with those described below. The place types in this Plan reflect the principles and policies identified during the planning process and provide a framework for guiding discussions, shaping policies and facilitating meaningful dialogue about Kerrville’s growth, character and future.

Each place type includes the following components:

- Primary Land Use: These are preferred land uses for the place type, reflecting its primary purpose.
- Secondary Land Use: These uses are not the primary focus but are appropriate in supporting or complementary contexts.
- Indicators & Assumptions: These describe characteristics of the place type, such as typical lot sizes or other relevant features expected in the area.

Together, these elements define each place type, offering guidance for thoughtful land use planning in Kerrville. Staff and decision makers will use the place types to inform decisions and apply land uses in alignment with the City’s goals and vision.

PLACE TYPES	
	Agriculture, Conservation and Recreation (ACR)
	Park and Open Space (PO)
	Rural Living (RL)
	Estate Residential (ER)
	Neighborhood Residential (NR)
	Preservation Residential (PR)
	Transitional Residential (TR)
	Downtown (D)
	Community Commercial (CC)
	Regional Commercial (RC)
	Entertainment / Mixed Use (EMU)
	Heavy Commercial / Light Industrial (HCLI)
	Public Use (PU)

Agriculture, Conservation and Recreation (ACR)



Agriculture, Conservation and Recreation areas are characterized by large tracts of undeveloped land primarily utilized for agricultural production, ranch and wildlife management and nature-based recreational activities. These areas contribute to the community's environmental character and serve as open space buffers that can support environmental resilience to local hazards, such as riparian buffers for flooding. ACR includes opportunities for low-intensity developments and additional uses that support the character and economic viability of the primary land use.

Primary Land Use: Commercial agriculture, ranching and farming operations, nature parks and undeveloped open space, outdoor tourism and nature-based recreational activities (e.g., hiking, camping, non-motorized water sports, etc.) and conservation or preservation lands.

Secondary Land Use: Civic and institutional uses, single-family detached homes (associated with primary uses), commercial and industrial buildings and operations associated with a primary use (such as barns, farm buildings and food production), and park amenities that are complementary to the primary open space uses.

Indicators & Assumptions: These place types typically are public lands or private lands with working agricultural operations and typically utilize private well water and septic systems. Private lot sizes vary but are generally 10 or more acres.

Park and Open Space (PO)



Park and Open Space are generally considered appropriate or compatible within all place types. Park design should be contextually sensitive and provide the types of amenities appropriate for the surrounding land uses, this means parks and open spaces in residential versus nonresidential areas may be different. There are no defined secondary land uses.

Primary Land Use: Public parks, trails, recreational facilities and open space.

Indicators & Assumptions: Parks are contextually designed to meet the needs of nearby areas and often serve as environmental buffers, supporting stormwater management and conservation.

Rural Living (RL)



Rural living place types are characterized by scenic Hill Country views and a high degree of separation between buildings. Residents in these areas typically prefer minimal residential density, with homes sparsely situated throughout. This pattern preserves rural character, scale and scenic value of the surrounding landscape.

Primary Land Use: Single-family detached homes.

Secondary Land Use: Civic and institutional uses, parks and open space, small-scale farm and livestock activities and food production (as complementary to the primary use).

Indicators & Assumptions: These place types typically utilize private well water and septic systems. Lot sizes vary but are generally between 2 and 10 acres.

Estate Residential (ER)



The Estate Residential place type features large-lot, single-family homes typically located on the outskirts of the community or in enclaves within the City. While lots may be large, farm and livestock activities may be restricted due to the residential nature of the area.

Primary Land Use: Single-family detached homes.

Secondary Land Use: Agricultural land, civic and institutional uses, parks and open space.

Indicators & Assumptions: Lot sizes generally range from 2 to 5 acres, and these homes are located within platted subdivisions that offer some level of public or private utility services to residents.

Neighborhood Residential (NR)



Neighborhood Residential is a common place type primarily consisting of single-family homes on detached lots. Accessory dwelling units (ADUs), such as garage apartments or backyard casitas, may be included to provide additional housing without altering neighborhood character. Limited amounts of local retail and services may be appropriate in certain locations to support the primary land use and create convenience for residents.

Primary Land Use: Single-family detached homes.

Secondary Land Use: Civic and institutional uses, parks and open space, accessory dwelling units and small amounts of neighborhood-serving retail and office in carefully chosen locations.

Indicators & Assumptions: Lots are typically less than 1 acre in size. Home sites are located in platted subdivisions with residential streets and connected by sidewalks. At least one utility provider supplies each essential service, although larger lots may still utilize septic.

Preservation Residential (PR)



Preservation Residential areas feature compact lots within a walkable network, typically preserving at least 50% of the land for natural features, stormwater management, habitat conservation or recreational uses (see example below). These areas allow for the preservation of larger tracts of communal open space throughout the neighborhood while supporting diverse housing types. Limited local retail or services may be appropriate in certain locations to support the primary land use and create convenience for residents.

Primary Land Use: Single-family detached homes, patio homes, townhomes and other attached dwellings.

Secondary Land Use: Civic and institutional uses, parks and open space, small amounts of neighborhood-serving retail and office in carefully chosen locations.

Indicators & Assumptions: These place types typically utilize public water and wastewater services. Lot sizes range but are often compact and less than 1/4 of an acre or less. When factoring in open space, population densities are often comparable to Estate Residential or Rural Living place types.

Figure 2 Typical development compared to Preservation Residential



Transitional Residential (TR)



Transitional Residential areas support a variety of housing types in a compact network of complete, walkable streets that are accessible by car, bike or on foot. These areas can provide a transition between low-density residential neighborhoods and higher-intensity uses. Limited amounts of local retail and services may be appropriate in certain locations as needed to support the primary land use and create convenience for residents.

Primary Land Use: Small-lot, single-family detached homes, patio homes, townhomes, duplexes, quadplexes and small condominiums and apartments.

Secondary Land Use: Civic and institutional uses, parks and open space and neighborhood-serving retail and office in context appropriate locations.

Indicators & Assumptions: Densities typically range from six to 40 units per acre.

Downtown (D)



Downtown is the heart of Kerrville, serving as the historic center of economic, entertainment, community activity, employment and shopping for the City and surrounding area. Buildings are typically two or more stories in height, with condominiums, apartments or offices located above storefronts. The design and scale of the development promote active living within a network of walkable streets and historic structures.

Primary Land Use: Retail, commercial, condominiums, apartments, offices, hotels, entertainment centers, service and office uses.

Secondary Land Use: Civic and institutional uses, parks and open space.

Indicators & Assumptions: Lot sizes vary, but parcels are often smaller compared to other commercial and residential areas. Mixed use structures are common with buildings often sharing walls and building frontages that interact with the public sidewalk.

Community Commercial (CC)







Community Commercial areas feature small, free-standing buildings that house one or more service-sector businesses. These areas cater primarily to nearby neighborhoods while also providing services to the broader community. Goods are generally smaller in scale and services are experience-oriented. Business types may include restaurants, local retail, small offices, banks, venues and other retail and service uses. In addition to retail and services, there is allowance for residential uses, such as small-scale multi-family housing.

Primary Land Use: Retail, small-scale mixed use, office and commercial uses.

Secondary Land Use: Small-scale multi-family, civic and institutional uses.

Indicators & Assumptions: Lot sizes are typically smaller than those in the Regional Commercial place type.

Regional Commercial (RC)







Regional Commercial areas are characterized by “big box” stores and multi-tenant commercial centers, typically located at high-traffic intersections, sometimes occupying both sides of highways or arterial streets. Traditionally, these centers are primarily designed for automobile access, with buildings generally set back behind large surface parking lots and limited connectivity between adjacent businesses. However, more modern interpretations of regional commercial centers may prioritize placemaking and the public realm, with pedestrian-friendly designs, better connectivity and public spaces. Multi-family housing, such as apartments or condominiums, may be appropriate in a mixed use or stand-alone context.

Primary Land Use: Retail, commercial, condominiums, apartments, offices, hotels, entertainment centers, service, large mixed use and office uses.

Secondary Land Use: Civic and institutional uses, parks and open space.

Indicators & Assumptions: Lot sizes are typically large, accommodating big-box stores and multi-tenant centers. Mixed use structures are common and pedestrian activity is high.

Entertainment / Mixed Use (EMU)



Entertainment and Mixed Use centers offer people the ability to live, shop, work and play in a compact area. These centers offer a range of housing options, including townhomes, duplexes, and apartment buildings, all within close proximity to goods and services. This place type typically includes a higher intensity of uses developed in a compact style supported by nodes of activity. The design and scale of development encourages active living, within a complete and comprehensive network of walkable streets. Additionally, flex industrial or innovation spaces may be incorporated to support creative businesses and emerging industries.

Primary Land Use: Retail, commercial, offices, hotels, entertainment centers, service and office uses, range of housing options, flex industrial and innovation uses.

Secondary Land Use: Civic and institutional uses, parks and open space.

Indicators & Assumptions: Lot sizes vary greatly based on land use. The goal is to create a district able to sustain itself with both daytime and nighttime activity.

Public Use (PU)



Public Use includes civic and institutional uses such as schools, police and fire stations, libraries, college campuses, cemeteries and other community-serving facilities. This place type represents the City's civic infrastructure and educational institutions, designed to support the community and municipal services. While private development within this category is not anticipated, partnerships between public and private interests may occur, provided that such development remains compatible with surrounding properties and meets the needs of City residents.

Primary Land Use: Civic and institutional uses.

Secondary Land Use: Public-private partnership developments.

Indicators & Assumptions: Lot sizes vary based on the type of facility.

Heavy Commercial / Light Industrial (HCLI)



Heavy Commercial/Light Industrial place types are characterized by free-standing structures such as auto sales lots, mini-storage complexes, vehicle repair facilities and aviation-related buildings. Activities that support regional business operations, such as batch plants, stone yards, and other similar activities, are also included. Buildings can range from large to small but are typically set back from the road, with limited or no pedestrian traffic, resulting in little connectivity between adjacent businesses and areas. Heavy commercial and aviation uses are not compatible with lighter, consumer-oriented retail or residential neighborhoods and typically require transitional areas or screening to mitigate impacts on surrounding community. Uses that generate nuisances (such as noise, odor, dust, etc.) should be adequately buffered from residential areas through transitional land uses or designated screening to minimize conflicts. There are no defined secondary land uses.

Primary Land Use: Heavy retail, semi-industrial and industrial operations, light manufacturing, research and development activities, service uses, aviation-supporting warehouses, repair facilities and flex industrial-office space.

Indicators & Assumptions: Lot sizes vary, but lots are generally large. Pedestrian traffic is low, with moderately high daytime and very low nighttime populations. Structures are typically spacious and not designed at a human scale.

Future Land Use Plan

The updated Kerrville 2050 Future Land Use Plan builds upon the foundation established in the 2018 Kerrville 2050 Comprehensive Plan, reflecting the City's progress and evolving needs. This update was shaped by input from the Community Open House in October 2024, stakeholder interviews, guidance from the Comprehensive Plan Advisory Committee and feedback from City staff. The Plan provides a flexible framework to guide development and redevelopment over the next 15 years, enabling Kerrville to support development while preserving its unique character.

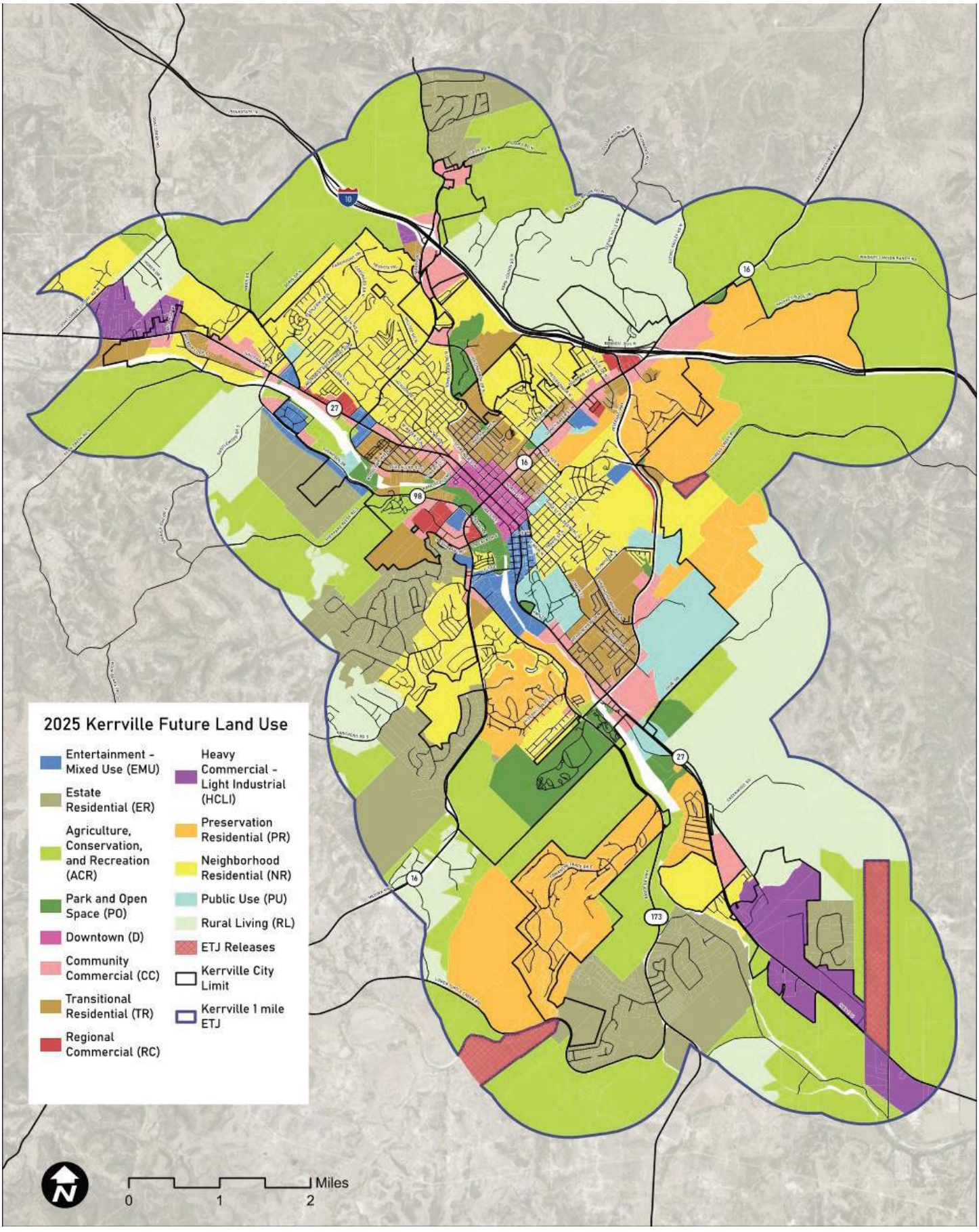
A central component of this Plan is the Future Land Use Map (FLUM) shown in Figure 4, which visually represents the community's desired land use patterns. While not a zoning map, the FLUM plays an important role in influencing zoning decisions, policy formation and development standards. Its creation involved a comprehensive analysis of existing land uses, future development trends and the unique context of each area, confirming that proposed land use place types align with the community's vision and priorities.

This Plan introduces a focus on "place types," detailed above, rather than traditional land use categories, offering more flexibility in addressing the complexities of development. While adaptable, it is intended to be a living document that requires regular monitoring and updating to respond to emerging growth and development needs.

The FLUM and accompanying policies aim to balance growth with maintaining Kerrville's distinctive identity. Through thoughtfully selected place types, the Plan seeks to guide decision-making that supports key areas, such as riparian zones along the Guadalupe River, which are crucial to both the aesthetics and ecological health of the community.



Figure 3 Future Land Use Map



Topic of Note: Transfer of Development Rights



Another approach to resilience planning is a Transfer of Development Rights (TDR) program. TDRs are a land use tool that allow property owners to transfer development potential from one parcel to another. This process enables the conservation of valuable areas—such as agricultural lands, open spaces, flood-prone zones or historic sites—by shifting development rights from a "sending area" to a "receiving area" where growth is more appropriate. TDRs also allow the property owner of the valuable conservation areas to get the economic benefits while preserving their land through the sale of their development rights.

A regional example of TDR implementation is the protection of the Barton Springs Recharge Zone, where development rights, like impervious cover allowances, are transferred from sensitive areas to higher, less vulnerable uplands within the same watershed. This approach supports environmental preservation and responsible development.

Based off the Barton Springs Recharge Zone example, the following is a model that offers a way to balance development with environmental protection:

- Impervious Dedication and Restriction: Developers can transfer impervious cover allowances from protected areas to upland locations.
- Land Dedication and Restriction: Sensitive land must be dedicated to the City or placed under conservation restrictions to qualify for transfer, ensuring its long-term protection.
- Transfer Mechanism: Transfers can occur between tracts or site plans and must be documented on plats or site plans for transparency.
- Compliance and Parkland Dedication: Transfers must adhere to specific watershed regulations, with dedicated land potentially meeting parkland dedication requirements.
- Sensitive Areas and Uplands: Development rights can be shifted from critical zones, such as water quality areas and floodplains, to upland zones more suited for development, reducing environmental impacts.

Strategic Catalyst Areas

While the FLUM illustrates a comprehensive view of the City, the Strategic Catalyst Areas focus on identified locations that hold potential for development or redevelopment. These areas are selected for their strategic value, opportunities for growth or potential to shape nearby areas. In contrast, much of the City is stable and does not require the same focused analysis for future land uses. Strategic Catalyst Areas are shown on a separate map and further detailed through individual dashboards, which outline their unique characteristics, size, and a table evaluating place type compatibility.

To guide land use decisions, the appropriateness table in each catalyst area evaluates the compatibility of various place types. Place types are scored on a scale from zero to four markers:

- Zero markers indicate the place type should be prohibited.
- Four markers suggest the place type should be allowed by right.

For place types requiring additional considerations, clarifying notes are provided.

This update incorporates changes since the previous plan, including the removal of some catalyst areas to reflect the City's evolving needs. Additionally, two former catalyst areas - Catalyst Area 1, now the Downtown Plan, and Catalyst Area 3, now the Nimitz Lake Small Area Plan - have been redefined as Small Area Plans. These areas are detailed in their respective chapters later in this Plan.



Schreiner University plays an important role in the Future Land Use Plan.

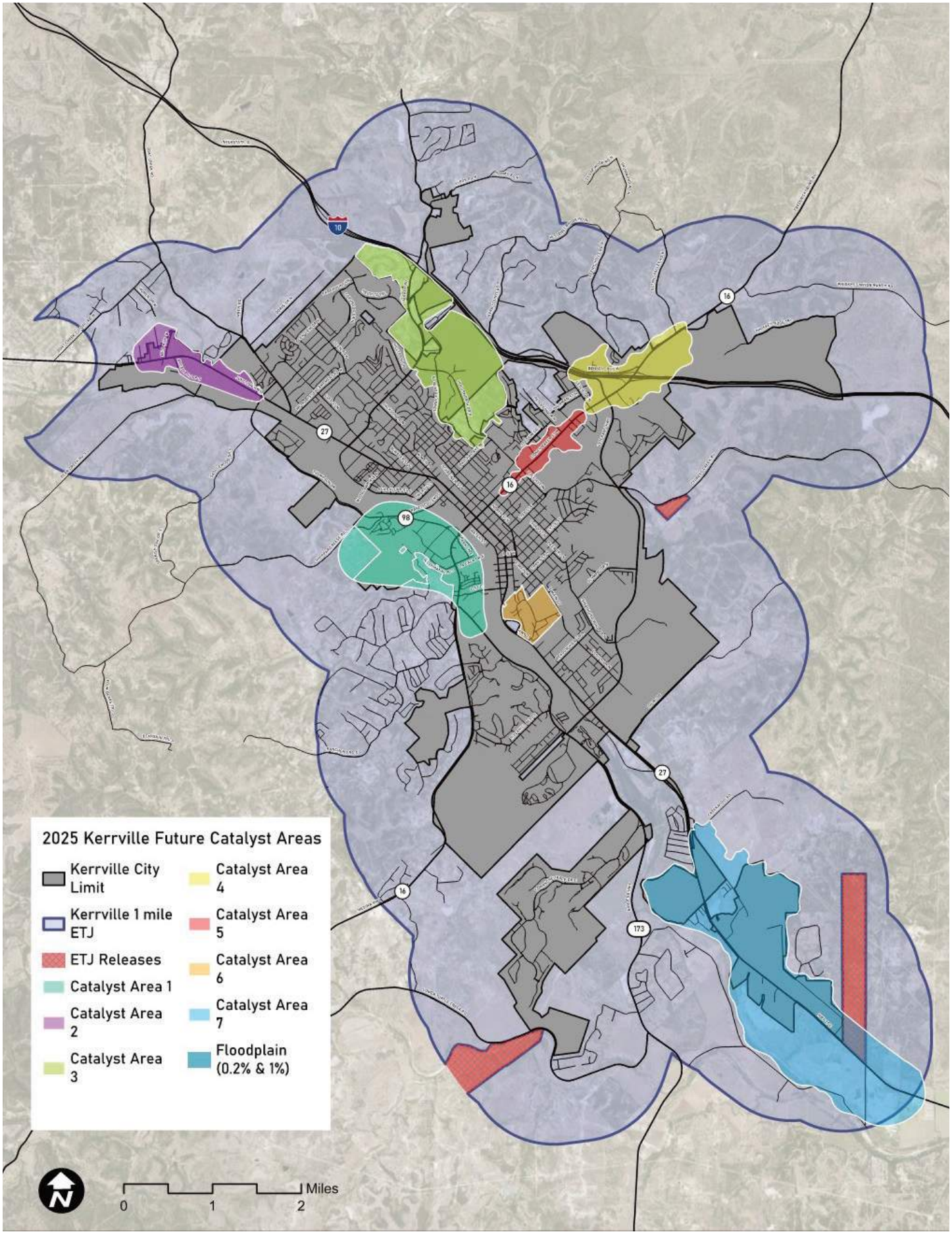


Performing arts centers, often publicly owned, complement EMU place types.



Strategic catalyst areas are centered around existing districts with assets and high potential.

Figure 4 Strategic Catalyst Areas



Strategic Catalyst Area 1

Just southwest of the Guadalupe River and Downtown lies the City's medical center, some mixed commercial and Louise Hays Park. The surrounding commercial area, including the River Hills Mall, offers opportunities for redevelopment, with a focus on revitalizing existing retail spaces into more appealing centers or mixed use developments. Enhancing key medical assets is important, as the medical center serves as a regional resource. Additionally, the area should prioritize flood mitigation and avoid development in flood-prone zones.

Defining Characteristics: Located around the Intersection of SH 16 and SH 98, this area is anchored by Peterson Hospital. It also features a commercial corridor, including retail spaces like the mall and H-E-B. The area borders the Guadalupe River and Louise Hayes Park to the north and northeast, while major topographic challenges exist in the hilly south and southwest.

Size: 888 acres

PLACE TYPE & APPROPRIATENESS		COMPATIBILITY CONSIDERATIONS
Agriculture, Conservation & Recreation	●●●○	Appropriate along the Guadalupe River.
Park & Open Space	●●●●	Generally considered appropriate or compatible within all land use categories, specifically appropriate along the Guadalupe River and topographical distinctive areas.
Rural Living	○○○○	
Estate Residential	●●●●	
Neighborhood Residential	●●●●	
Preservation Residential	●●●●	
Transitional Residential	●●●●	
Downtown	○○○○	
Community Commercial	●●●●	Most appropriate along major corridors, where accessible by utility services and on less sensitive sites.
Regional Commercial	●●○○	
Entertainment/Mixed Use	●●●●	Recommended for inclusion in the potential redevelopment of the mall.
Heavy Commercial/Light Industrial	○○○○	
Public Use	●●●●	Generally considered appropriate or compatible within all land use categories.

Figure 5 Strategic Catalyst Area 1



Strategic Catalyst Area 2

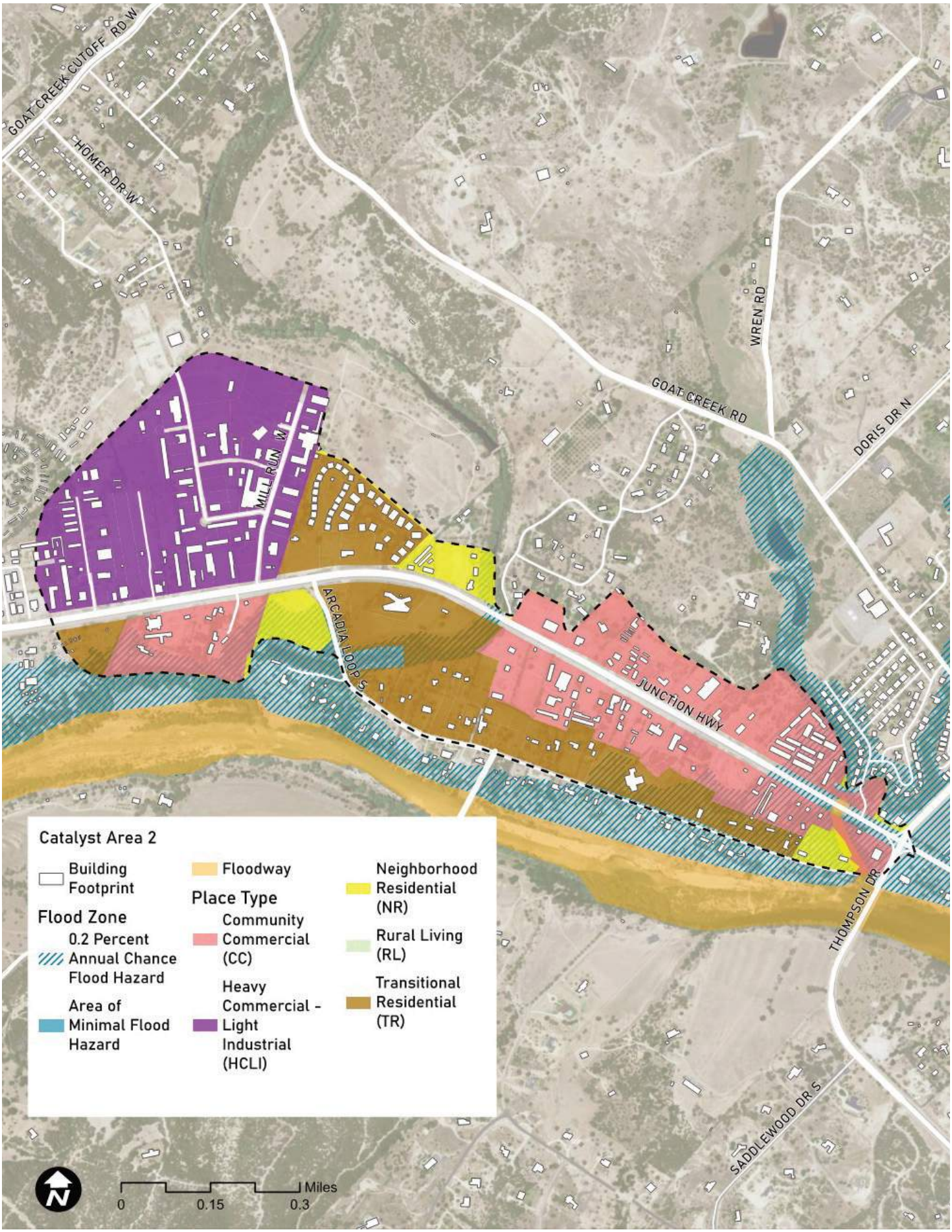
Strategic Catalyst Area 2 is the northwestern part of the City, consisting of a narrow band of commercial and industrial land uses that nearly extends to the City's border with Ingram. The area along SH 27 should be a commercial area that maintains the distinctive character of the surrounding neighborhoods.

Defining Characteristics: SH 27 is the City's northwest gateway. Major intersections are at Goat Creek Road and Harper Road.

Size: 315 acres

PLACE TYPE & APPROPRIATENESS		COMPATIBILITY CONSIDERATIONS
Agriculture, Conservation & Recreation	○○○○	
Park & Open Space	●●●●	Generally considered appropriate or compatible within all land use categories.
Rural Living	○○○○	
Estate Residential	○○○○	
Neighborhood Residential	○○○○	
Preservation Residential	●●○○	Most appropriate when located away from the SH 27 frontage and near the Guadalupe River.
Transitional Residential	●●○○	Most appropriate when located away from the SH 27 frontage and near the Guadalupe River.
Downtown	○○○○	
Community Commercial	●●●●	
Regional Commercial	●●●○	Most appropriate around the Thompson Drive and SH 27 intersection.
Entertainment/Mixed Use	○○○○	
Heavy Commercial/Light Industrial	●●●○	Most appropriate along the existing cluster near the SH 27 and Mill intersection on the far west side.
Public Use	●●●●	Generally considered appropriate or compatible within all land use categories.

Figure 6 Strategic Catalyst Area 2



Strategic Catalyst Area 3

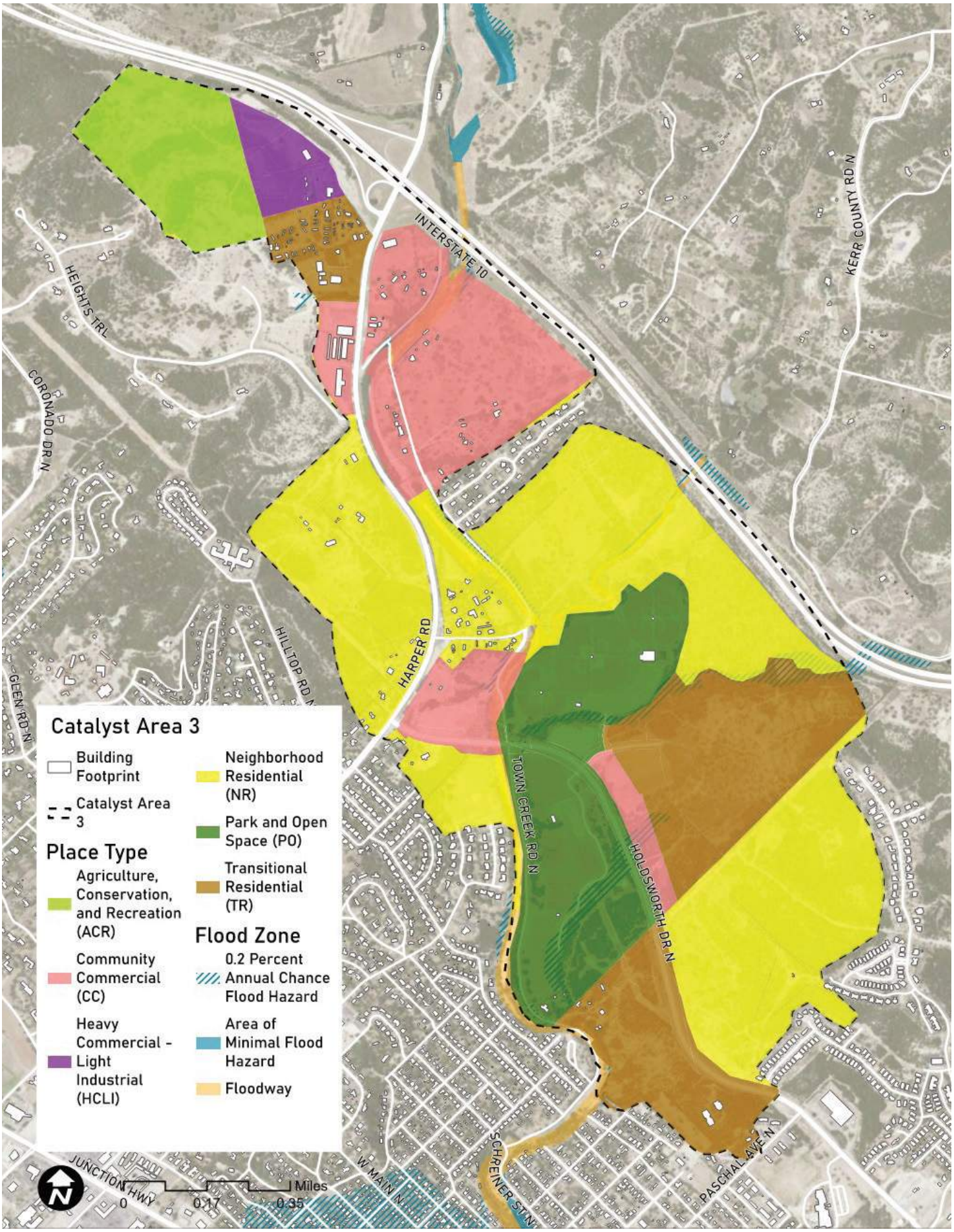
Strategic Catalyst Area 3 is located north of the City's center, in a largely undeveloped area surrounded by low-density neighborhoods and I-10. As with other catalyst areas, preserving the Hill Country's characteristic hills will be an important priority for this area. This not only maintains the area's distinctive character but also supports long-term resilience by protecting the area's topographical landscapes.

Defining Characteristics: The western stretch of Holdsworth Drive and the intersection of Harper Road and I-10 serve as main components of the area's transportation infrastructure. The Kerrville Sports Complex provides a social and athletic gathering space for the community and the region.

Size: 987 acres

PLACE TYPE & APPROPRIATENESS		COMPATIBILITY CONSIDERATIONS
Agriculture, Conservation & Recreation	○○○○	
Park & Open Space	●●●●	Generally considered appropriate or compatible within all land use categories.
Rural Living	○○○○	
Estate Residential	●●●●	
Neighborhood Residential	●●●●	
Preservation Residential	●●●●	
Transitional Residential	●●●●	
Downtown	○○○○	
Community Commercial	●●●●	
Regional Commercial	●●●○	Most appropriate around the I-10 and Harper Road intersection.
Entertainment/Mixed Use	●●●○	Some entertainment/mixed use developments (e.g., hotels, restaurants) are appropriate near the Kerrville Sports Complex.
Heavy Commercial/Light Industrial	○○○○	
Public Use	●●●●	Generally considered appropriate or compatible within all land use categories.

Figure 7 Strategic Catalyst Area 3



Strategic Catalyst Area 4

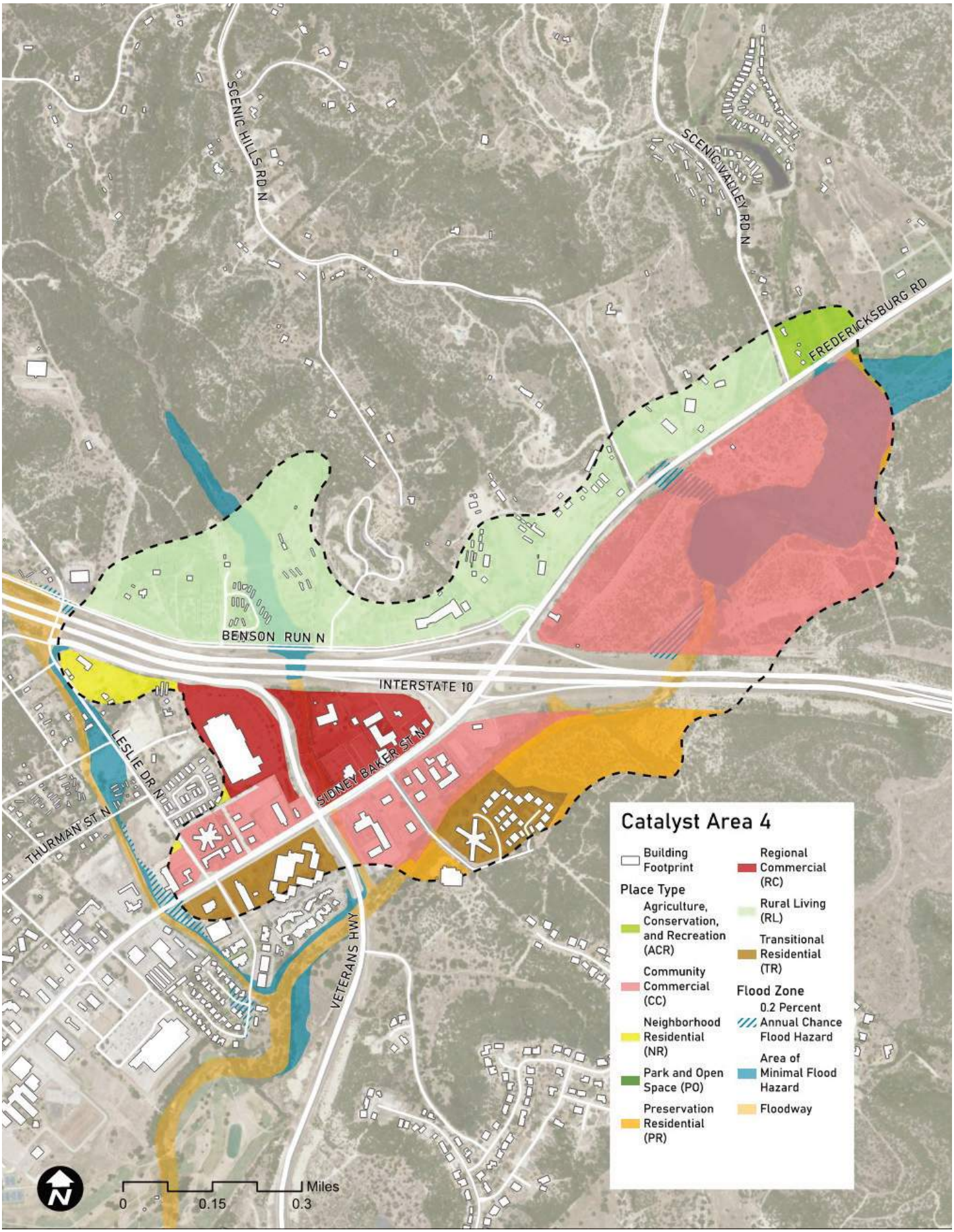
This area, bisected by I-10, features a number of amenities close to the exit ramps, particularly regional and community-serving commercial businesses. Expansive residential and industrial uses are notably present in the northwestern quadrant of the area. The area's varied topography provides both challenges and opportunities for development, contributing to the Hill Country character.

Defining Characteristics: This area is centered around the intersection of I-10 and SH 16, serving as the primary gateway to the community for visitors. It features Quinlin Creek and is surrounded by distinctive topography.

Size: 449 acres

PLACE TYPE & APPROPRIATENESS		COMPATIBILITY CONSIDERATIONS
Agriculture, Conservation & Recreation	●●●●	Appropriate to help maintain hills and creeks.
Park & Open Space	●●●●	Generally considered appropriate or compatible within all land use categories.
Rural Living	●●●○	
Estate Residential	○○○○	
Neighborhood Residential	●●●●	
Preservation Residential	●●●●	Most suitable to topographically challenging areas.
Transitional Residential	●●●●	
Downtown	○○○○	
Community Commercial	●●●○	
Regional Commercial	●●●●	Most appropriate close to primary intersections.
Entertainment/Mixed Use	●●●○	Some entertainment/mixed use developments (e.g., hotels, restaurants) are appropriate near highway corridors.
Heavy Commercial/Light Industrial	○○○○	
Public Use	●●●●	Generally considered appropriate or compatible within all land use categories.

Figure 8 Strategic Catalyst Area 4



Strategic Catalyst Area 5

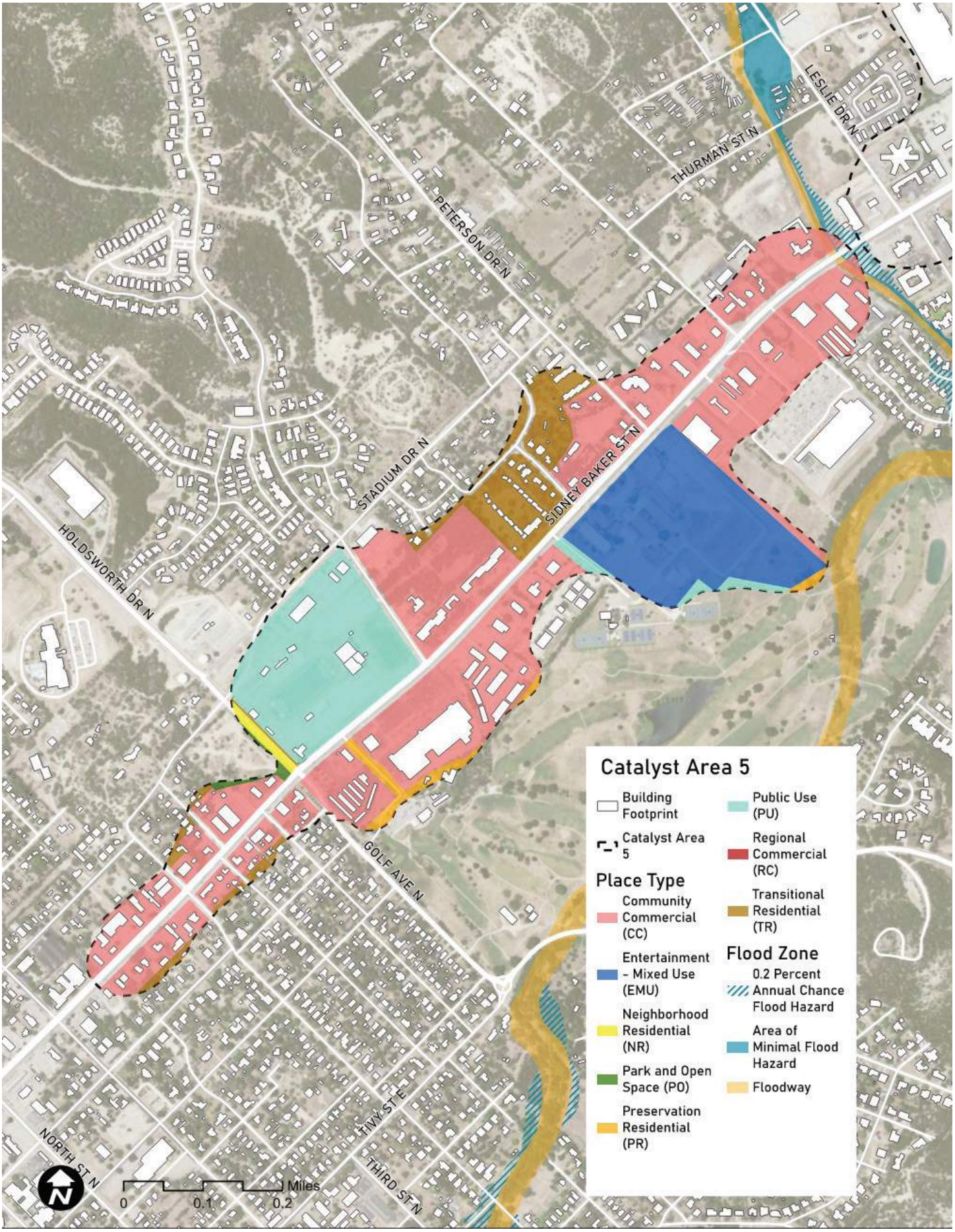
Strategic Catalyst Area 5 serves as a bridge between the I-10 exit and Downtown. It is transitional in nature and predominantly educational and community commercial uses. As one of the City's busiest thoroughfares, this corridor offers an opportunity to showcase multi-modal planning approaches, setting a precedent for corridor development across Kerrville.

Defining Characteristics: This area encompasses the SH 16 corridor connecting Downtown and Strategic Catalyst Area 4 and is primarily existing commercial developments.

Size: 172 acres

PLACE TYPE & APPROPRIATENESS		COMPATIBILITY CONSIDERATIONS
Agriculture, Conservation & Recreation	○○○○	
Park & Open Space	●●●●	Generally considered appropriate or compatible within all land use categories.
Rural Living	○○○○	
Estate Residential	○○○○	
Neighborhood Residential	●●○○	
Preservation Residential	○○○○	
Transitional Residential	●●●●	Appropriate for buffering to existing residential.
Downtown	○○○○	
Community Commercial	●●●●	
Regional Commercial	●●○○	
Entertainment/Mixed Use	●●○○	Some entertainment/mixed use developments (e.g., hotels, restaurants) are appropriate.
Heavy Commercial/Light Industrial	○○○○	
Public Use	●●●●	Generally considered appropriate or compatible within all land use categories.

Figure 9 Strategic Catalyst Area 5



Strategic Catalyst Area 6

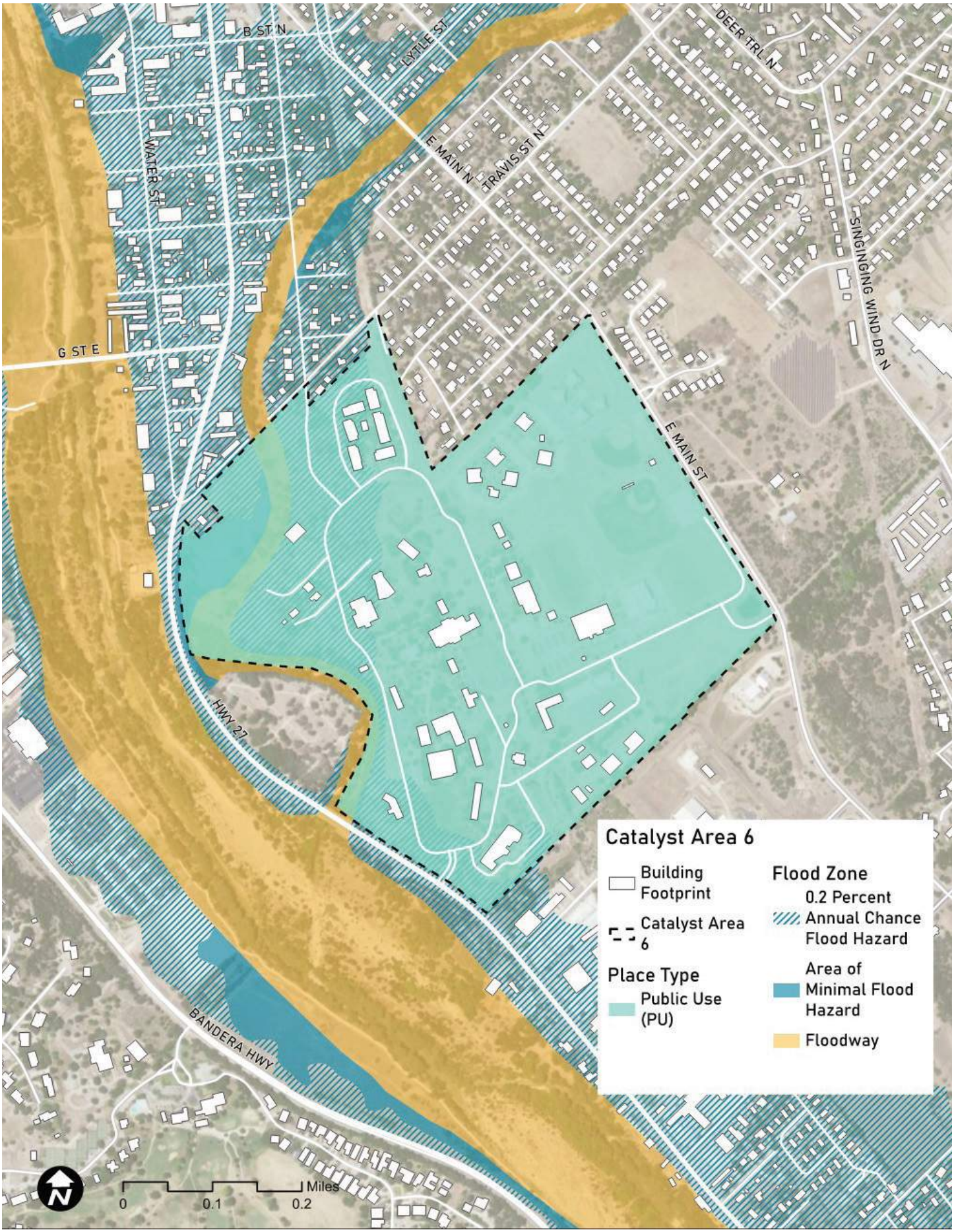
Strategic Catalyst Area 6 is a southeastern corridor anchored by Schreiner University and its surrounding suburban- and college-focused developments. Collaborating with Schreiner University offers opportunities to align development initiatives with the University's vision and goals. University-owned land within the area has the potential to support thoughtfully planned developments that complement both the University's growth and the broader community's needs.

Defining Characteristics: Schreiner University is the principal anchor here.

Size: 265 acres

PLACE TYPE & APPROPRIATENESS		COMPATIBILITY CONSIDERATIONS
Agriculture, Conservation & Recreation	○○○○	
Park & Open Space	●●●●	Generally considered appropriate or compatible within all land use categories.
Rural Living	○○○○	
Estate Residential	○○○○	
Neighborhood Residential	●●●●	
Preservation Residential	○○○○	
Transitional Residential	●●●●	Appropriate close to the University to serve the student population.
Downtown	○○○○	
Community Commercial	○○○○	
Regional Commercial	○○○○	
Entertainment/Mixed Use	○○○○	
Heavy Commercial/Light Industrial	○○○○	
Public Use	●●●●	Generally considered appropriate or compatible within all land use categories.

Figure 10 Strategic Catalyst Area 6



Strategic Catalyst Area 7

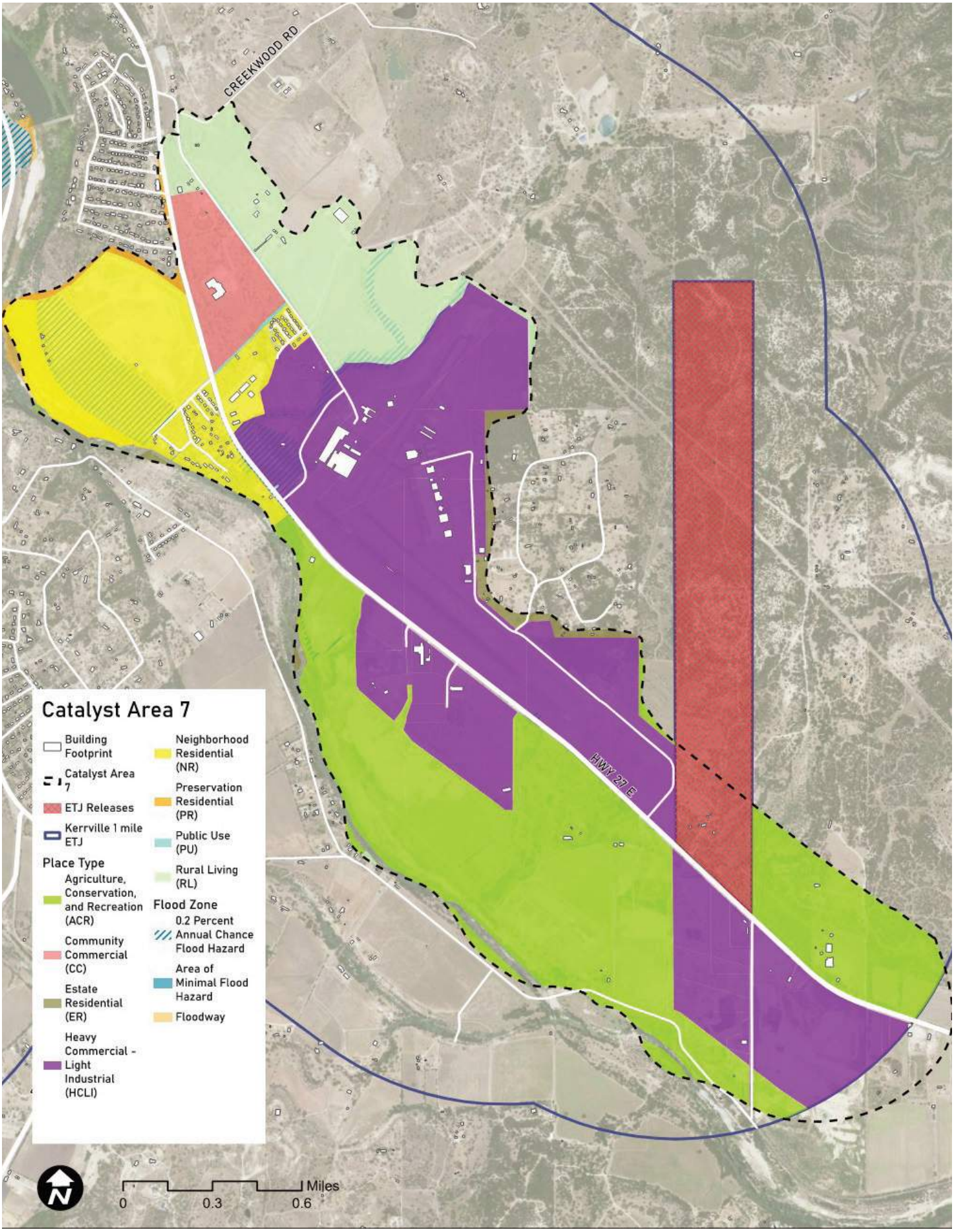
Strategic Catalyst Area 7 lies on the southeastern edge of the City, distinguished by the Kerrville Municipal Airport. Future growth in this area should focus on leveraging the airport's potential and associated industrial spaces, while ensuring the development respects and minimizes impacts on neighboring residential communities. Additionally, considerations should be made to the floodplain to reduce risks and promote sustainable development, aligning with broader goals of environmental protection.

Defining Characteristics: The airport and SH 27 are the key features of this area. The boundaries are generally marked by the Guadalupe River to the west, Creekwood Road to the north, the eastern edge of the airport and the southeastern limits of the City's ETJ to the south.

Size: 2,390 acres

PLACE TYPE & APPROPRIATENESS		COMPATIBILITY CONSIDERATIONS
Agriculture, Conservation & Recreation	●●●●	Appropriate south of SH 27, near the Guadalupe River.
Park & Open Space	●●●●	Generally considered appropriate or compatible within all land use categories.
Rural Living	●●●○	
Estate Residential	●●●○	
Neighborhood Residential	●●●●	
Preservation Residential	○○○○	
Transitional Residential	○○○○	
Downtown	○○○○	
Community Commercial	●●●○	
Regional Commercial	●●○○	Most appropriate near Heavy Commercial/Light Industrial.
Entertainment/Mixed Use	○○○○	
Heavy Commercial/Light Industrial	●●●●	Most appropriate adjacent to the airport.
Public Use	●●●●	Generally considered appropriate or compatible within all land use categories.

Figure 11 Strategic Catalyst Area 7



Guiding Principles and Sample Action Items

Guiding Principles are a written summary of the core ideas that support a comprehensive plan. The principles represent the foundational beliefs that will guide the physical development of the community, adapting to changing conditions such as shifts in the economic climate and City leadership. They must resonate with the context of both individual neighborhoods and the City as a whole. The principles in this Plan were first developed in the 2018 Kerrville 2050 Comprehensive Plan and have been reviewed and updated to reflect current needs and priorities. As the Guiding Principles and Action Items under the other chapters in this Plan support the Land Use Plan, no separate principles or actions were developed for Land Use. However, the following provides a selection of Guiding Principles and Action Items from the Implementation Strategy that will help fulfill the Land Use component of the Plan. These principles are numbered to align with their corresponding place in the Implementation Matrix (see Chapter 13).

D3 GUIDING PRINCIPLE: Maintain and support small businesses with a local identity

Small, unique businesses are the backbone of a community, especially in its downtown. The local establishments that populate Kerrville, particularly in and around Downtown, are key contributors to the character and appeal of the area. The community has a strong preference for supporting local businesses over chain establishments offering similar goods and services. However, these small businesses often face challenges in maintaining viability, as they cannot rely solely on tourism to stay afloat. Community support will be essential for their success and sustainability.

- Continue to support public-private advocacy group or partnership of the City and Downtown property owners/tenants, such as the Main Street Advisory Board, the Historic Downtown Business Alliance, and TIRZ Board #1. Cities of all sizes—small towns like Llano and Pleasanton, mid-size cities such as New Braunfels and Victoria, and metropolitan areas such as Austin and San Antonio—have established downtown partnerships, associations or programs. These groups often form the basis for downtown revitalization, convening people, aligning interests, and shaping public policy to promote the City to residents and visitors alike. Kerrville can benefit from these groups working together to build support in the City's urban core, while attracting new development and preservation efforts.
- Pursue new Downtown businesses that complement and enhance the character of Downtown. Stable Downtown businesses will help support revitalization efforts, while ongoing innovation

and reinvention will keep Downtown fresh and engaging. At the same time, the City and its economic development partners must be mindful of preserving long-standing businesses that are pillars of the community. New businesses, such as entertainment venues or small retail establishments, would not only enhance the existing character of Downtown but also help create a more sustainable environment for other businesses in the area.

- Consider developing an incubator to encourage business start-ups in Downtown. Downtown Kerrville should be a hub of innovation, attracting a new generation of entrepreneurs to its work spaces to cultivate a new wave of interest and attention in the area. Start-ups indirectly generate activity around them, buzzing with creative individuals who attract coffee shops, walkable retail, and other like-minded professionals. The availability of Downtown housing will also help attract creative entrepreneurs and new business concepts to the area.



Entertainment venues are popular and offer potential benefits.



Start-ups thrive in downtowns and other urban centers.

E6 GUIDING PRINCIPLE: Support resilient infrastructure to sustain future growth of housing and business (e.g., water, wastewater, power, communications, roads)

Growth requires infrastructure, and infrastructure demands the steady leadership and long-term commitment of the public sector to plan, design, construct, and maintain it. Both current and future Kerrville residents deserve access to essential amenities such as water, wastewater service, electricity, telecommunications, and roads.

- Develop budgets and capital improvement plans that address the infrastructure required to accommodate both existing and future needs. Finances are a critical factor in determining the success of policy implementation; without proper budgeting and capital improvement plans, the City cannot effectively address current needs or prepare for the future. City of Kerrville staff should develop these budgets and plans in accordance with the Kerrville 2050 goals, principles, and action items articulated by community members and contained herein.

- Work to broaden cooperation and lobbying activities with other entities (e.g., City, County, Upper Guadalupe River Authority, Headwaters Groundwater Conservation District) to protect, develop, and preserve local water resources. There is a reason so many cities around the world have settled near rivers, lakes, gulfs, bays, and oceanfronts: water is essential to life. As a river city, water is vital to both the sustainability and cultural fabric of Kerrville. The depletion of physical resources—especially water—could have a devastating impact on both the community's resilience and its morale. As Texas continues to face challenges from water availability and flooding, the City must prioritize the development and protection of the Guadalupe River and other water resources as Kerrville moves toward 2050 and beyond.

E10 GUIDING PRINCIPLE: Promote new retail development to enhance Kerrville's economy

Kerrville stakeholders seek new opportunities and experiences for their community, both as consumers and as workers. Retail development—as long as it augments rather than inhibits existing businesses —should be a vital component of a successful economic development strategy.

- Conduct a retail study to identify market/trade area leakage and gaps, submarkets within the city limits, target retailers, and the impact of new retail on existing businesses. A study focusing on the City of Kerrville itself with a smaller, sub-area scoped to Downtown, could lay the groundwork for strategizing retail development and redevelopment in the City over the coming decades. Ideally, this study would conclude with a set of policy recommendations for the reduction of leakage and market gaps that aid other communities at the expense of Kerrville. Efforts should be made to encourage producers and consumers to stimulate the local economy.
- Work proactively to attract new businesses or expand existing businesses to fill retail gaps. While new business is often the focus of most economic development plans, an expansion of existing business can often provide a similar level of benefit to the community. Retaining and fostering the growth of small business has the added advantage of cementing a local identity in a city, neighborhood or place.
- Create an innovation district that fosters arts and culture development, business incubation and a vibrant scene for Schreiner students. This area will serve as a place for creative and entrepreneurial activities, providing a space where local artists and start-ups can develop while offering an engaging atmosphere for students and young professionals. By combining cultural and arts with business innovation, the area will contribute to the City's economic growth and appeal, offering a unique space that attracts and retains talent, creativity, and investment.

M4 GUIDING PRINCIPLE: Place a high priority on the maintenance of existing streets

Planning for, designing, constructing, and maintaining Kerrville's infrastructure is a top priority for the City. The Strategic Catalyst Area approach to growth reinforces this priority by emphasizing the importance of optimizing the community's existing capital investments, rather than expanding infrastructure to serve areas currently outside the city limits.

- Continue implementing the plan for street repairs, including a timeline and funding, based on the road conditions data collection and evaluation completed in 2016. Many streets in Kerrville need repairs and upgrades in order to adapt to changing traffic patterns and lifestyles. The City now possesses the data necessary to implement these changes and should use it to frame the process of prioritization and funding.
- Consider current and future needs/plans for growth when street resurfacing and restriping occurs. As the need for resurfacing and restriping arises, the City should move beyond merely reacting and proactively assess needs for multi-modal capacity ahead of time. These assessments will better adapt the City's infrastructure to address future needs and plans for growth.
- Meet with TxDOT annually to develop and reaffirm roadway related priorities involving maintenance projects. Because so many of the most important roadways in Kerrville are actually state-owned facilities, it is important that the City coordinate closely and regularly with TxDOT to partner on the most important maintenance priorities and construction issues.

F6 GUIDING PRINCIPLE: Focus close attention on building architecture and scale to preserve Kerrville's small-town charm

Architecture and design are fundamental to the atmosphere of a place —it creates a sense of arrival, purpose, and even belonging. Kerrville's historic architecture, particularly in and around the Downtown core, sets a tone for the rest of the City that should be followed but not directly replicated. While architecture should reflect the period in which it was constructed, it should also complement existing structures. Building scale and the use of consistent or compatible building materials and landscaping should be encouraged, if not required. It will be important for the City to follow these principles in the design of future public facilities. City Hall, is a good example of a building that does not imitate older buildings but uses a style and palette of materials that harmonize well with nearby historic structures.

- Finalize and implement City design/development specifications, including standards consistent/compatible with the look and small-town charm of Kerrville. Kerrville may not be as large as Austin or San Antonio, but it is relatively large when compared to other cities in the Hill Country. The small-town charm of Kerrville has been preserved and the City should strive to maintain that sense of community in its building design and streetscape improvements. This can help the preservation of the character of the City as it evolves beyond its small-town roots.
- Consider building design that attracts families to Kerrville businesses. Architecture should move beyond the aesthetic appeal of a place and into the domain of the family economy, seeking to attract consumers in households with children. This can be achieved through a variety of means, but solidifying family as a core principle of Kerrville's design orientation will help set the tone for future economic growth.
- Enhance the access, functionality, safety and appearance of the Downtown parking garage. The public parking garage is one of the main transportation facilities in the Kerrville Downtown business district. Its appearance and role in the Downtown area are important considerations for local policymakers. The garage should reflect themes that are consistent with both the City and this Plan—those of history, culture, and warmth. It should be safe, attractive, easy for the average consumer to use, and complementary to surrounding infrastructure and architecture.

F7 GUIDING PRINCIPLE: Be thoughtful when considering land uses and provide facilities and services that promote and enhance local parks, green spaces and the River Trail

The more Kerrville can promote its parks, open spaces, and trails, the greater the benefit to the community. The presence of green space and vegetation in Kerrville are a distinctive feature that can be leveraged to enhance residential life, attract tourists, support athletic activities, and improve transportation options.

- Establish a long-term plan for each public facility/site to promote and enhance nearby parks, green spaces or trails. Each park and sizable public amenity should figure into a long-term plan for its usage and lifespan. These plans should place a high priority on maintaining the City's parks and recreation system as it currently exists.
- Add and/or improve parks to encourage the development of housing nearby. Parks are more than just green spaces for public and recreational use; they are important economic drivers for the future. Kerrville's connection to its natural environment can attract prospective residents, making it a key factor in the appeal of new housing and community development.

- Develop a marketing effort or an app with maps, GPS tracking, and a "You are Here" locator to promote the use of Kerrville parks and recreation amenities and to make it easy to find green space. Mobile apps are now a part of everyday life that users are increasingly turning to in times of need. An app that promotes engagement with the parks and recreation system could increase their usage, familiarizing people with a system that they would otherwise be less acquainted with. A marketing campaign, especially one that leverages the power of social media, could also be an effective tool in achieving this goal.

W11 GUIDING PRINCIPLE: Preserve natural riparian areas

Riparian areas, typically located on the banks of a river, are vital to both the aesthetics and ecological health of Kerrville, particularly those along the Guadalupe River. The City should prioritize preserving these natural environments, not only for their beauty but also for their role in community resilience. Riparian buffers act as natural flood barriers, help maintain water quality, and provide habitats for wildlife, all of which contribute to the long-term sustainability and resilience of the community.

- Pursue zoning ordinance amendments to support riparian area protection. Public policy must underscore efforts to preserve the natural environment of Kerrville by designing and designating clear zoning boundaries in support of riparian protection. Zoning should reflect public input as well as the environmental needs of the community.
- Develop standard maintenance protocols for riparian areas, including the option of leaving the areas in a natural condition. A standardized set of maintenance routines and protocols will help ensure uniform treatment across the myriad districts, ownership arrangements, and conditions that span the riverbank. The preservation of natural conditions such as mow-free areas, environments with primarily local flora and fauna, and undeveloped tracts of land, should be considered viable options for different portions of the river.
- Restore damaged riparian areas in riverside parks. Parts of the Guadalupe River have already been severely damaged by human activity, including littering, waste disposal, polluted stormwater runoff, and the harvesting of natural resources. A concerted effort to restore these areas to a natural or semi-natural state could do much to heal the damage caused by the economic development of Kerrville and the surrounding area and the irresponsible treatment of these riparian areas over the years.

4 | Economic Development



Economic Development

Introduction

The primary purpose behind any economic development initiative is to achieve new gains in the financial and fiscal growth of the community. These pursuits most often involve:

- Creating business activity and jobs through attraction, expansion, and retention efforts
- Reducing unemployment
- Increasing the earnings of residents which will, in turn, be reinvested back into the municipality

Critical to the sustained success of these pursuits is growth across multiple sectors. Any community dependent on a single industry or a few industries will experience highly volatile economic cycles of expansion and contraction. Diversification of the economic base, completion of improvements that benefit both employers and residents, and public support for every aspect of its economic development infrastructure make up a viable approach to insulating the community from outside influences. It will also protect the community from regional and national policies that cannot be controlled at the local level.

Current Economic Development Initiatives

Local economic development efforts are supported by the Kerr Economic Development Corporation (KEDC) and several other partner organizations:

- City Of Kerrville and Kerrville Economic Improvement Corporation (4B Corporation)
- Kerr County
- Kerrville Area Chamber Of Commerce
- Kerrville Convention And Visitor's Bureau
- Kerrville Public Utility Board

A community's economic development "infrastructure" is multi-faceted and is comprised of several critical elements:

- People – a community's resident and non-resident employees, labor force, and employers
- Sites and Buildings - opportunity sites and buildings which can effectively leverage public incentives for development and redevelopment

- Incentives and Business Support - public programs, projects, and policies that can overcome limited resources and facilitate private investment
- Infrastructure - physical networks such as transportation (roadways, mobility, service, coordination, connections, etc.) and utility systems (power, water, sewer, cable, etc.) that support private investment
- Quality of Life - recreation amenities, social services, public facilities, etc., that both visitors and residents can access

The analysis of the community's economic development infrastructure presented on the following pages is intended to provide an objective, unbiased assessment of Kerrville's competitive position relative to other communities and geographies, including a larger trade area within which businesses and industry compete for investment. The facts and figures presented are based on primary and secondary research, along with a review of existing municipal resources, plans, and reports. Conclusions drawn from this work should inform initiatives of the City and its partners in positioning itself for growth and development.

People

As explained above, people, as an element of a community's economic development infrastructure, include its resident and non-resident employees, its labor force and its employers. Kerrville makes up 45% of Kerr County's labor force and employment. Unemployment rates in both Kerrville and Kerr County have improved significantly from 2016 to 2023, as shown in Figure 1. In Kerrville, the rate dropped from 8.3% to 2.1%, while in Kerr County, it fell from 8.2% to 3.0%. Employment grew by 11.0% in Kerrville and 12.9% in Kerr County, with labor force increases of 4.4% and 6.8%, respectively.

Kerrville's labor force aligns with population trends, with around 42.0% of the City's population employed, compared to 49.0% for Texas. Given the region's aging population, growth in the labor force is expected to be slow. However, Schreiner University students could provide a key labor source to focus on in the future.

Figure 1 Labor Force and Employment

AREA	2016	2023	% CHANGE
Kerrville			
Labor Force	**10,320**	**10,770**	**4.4%**
Employment	**9,467**	**10,507**	**11.0%**
Unemployment	**853**	**221**	**-74.1%**
Unemployment Rate	**8.3%**	**2.1%**	**-74.7%**
Kerr County			
Labor Force	**22,737**	**24,280**	**6.8%**
Employment	**20,873**	**23,568**	**12.9%**
Unemployment	**1,864**	**712**	**-61.8%**
Unemployment Rate	**8.2%**	**3.0%**	**-63.4%**
Source: U.S. Census Bureau			

Topic of Note: Resilience in Economics



Economic development is a cornerstone of resilience, as a strong, diverse, and inclusive economy provides the resources and adaptability needed to face disruptions and support recovery. Communities with a mix of industries, local businesses, and workforce opportunities are better equipped to absorb economic shocks, such as job losses or supply chain interruptions, without collapsing. Resilient economic development strategies prioritize accessibility, innovation and sustainability, ensuring all residents can participate in and benefit from growth. By fostering entrepreneurship, investing in workforce development, and supporting local enterprises, economic development builds long-term stability and flexibility, enabling communities to thrive in the face of change.

Diversify the Local Economy: Encourage a mix of industries and business types to reduce reliance on a single economic driver and spread risk across sectors.

Support Local Entrepreneurship: Foster small business development through training, grants and low-interest loans to build homegrown economic strength.

Invest in Workforce Development: Provide education and skills training aligned with current and future job markets to ensure a flexible and adaptable labor force.

Expand Digital Infrastructure: Expand access to high-speed internet to support education, remote work, and online business within the community.

Leverage Local Assets for Tourism and Culture: Promote unique heritage, natural resources and cultural events to attract visitors and stimulate the local economy year-round.

Equity: Equitable access to resources, services, opportunities, and decision-making processes fosters social cohesion, reduces economic and health disparities, and promotes inclusive development strategies that support the well-being of all residents.

Economic Diversification

Kerrville's economic future depends on its ability to diversify beyond its historic economic portfolio which is heavily bent toward health care, tourism, retirement services, and manufacturing. Historically, these industries have served Kerrville well, but they still leave Kerrville exposed to demographic shifts and changes in tourism patterns. Using a targeted industry strategy (as shown on the following pages) is an approach that staff and outside stakeholders can use to align investments so that mutually beneficial industry agglomerations can be built. Regionally this has been done with the Hill County wine industry and Central Texas film production industries. Both initiatives were supported by land use accommodations, regional branding efforts, public infrastructure support, and to some extent, state-level policy support.

Environmental Considerations

As Kerrville pursues diversified economic growth, it must also account for the environmental tradeoffs that come with new development, particularly since the City is deeply connected to its natural assets like the Guadalupe River and the Edwards-Trinity aquifer system. Many of the City's current regulatory obligations, such as those under the Texas Pollutant Discharge Elimination System (TPDES), Edwards Aquifer protection zones, and local stormwater ordinances, require that industrial and commercial growth be paired with environmental safeguards.

Other City-led policies that can be implemented include reductions in impervious cover (e.g., parking reductions, impervious cover maximums), updating engineering standards to include guidance for the use of green infrastructure, and other low-impact development strategies. Additionally, policies that consider the external impact of the use of the City's limited and precious water resources should be heavily considered in all economic attraction and incentive discussions.

Demographic Reality

Kerrville's demographic profile presents both a challenge and an opportunity for its economic development strategy. The City's longstanding appeal as a retirement destination has contributed to an aging population, shaping local demand around the service sector - especially in health care, food service and retail. While these industries offer steady employment, they are often low-wage and provide limited opportunities for advancement, increasingly misaligned with Kerrville's rising housing costs. To promote long-term economic resilience, Kerrville should intentionally shift away from its identity as a retirement-centric community. This includes diversifying the industry base, investing in career pathways that promote upward mobility and expanding access to workforce housing through missing middle and multi-family developments. These actions are important to attract and retain younger residents and working families who might otherwise seek opportunities in nearby urban centers like San Antonio and Austin.

As reflected in Figure 2, major industry groups in the City include retail trade, education services, health care and social assistance, and arts, entertainment, recreation, accommodation and food services. These sectors currently employ nearly 56% of all employees in Kerrville.

Figure 2 Employment By Industry

INDUSTRY	CITY OF KERRVILLE	2023
Agriculture, forestry, fishing,hunting, and mining	89	0.8%
Construction	797	7.6%
Manufacturing	478	4.5%
Wholesale trade	93	0.9%
Retail trade	1,452	13.8%
Transportation,warehousing, and utilities	430	4.1%
Information	122	1.2%
Finance and insurance, real estate, rental and leasing	788	7.5%
Professional, scientific, management, administrative and waste management services	1,021	9.7%
Education services, health care and social assistance	2,809	26.7%
Arts, entertainment, recreation, accommodation and food services	1,662	15.8%
Other services	608	5.8%
Public administration	158	1.5%
TOTAL	10,507	100.0%

Source: U.S. Census Bureau

Industry Targets and Clusters

An important component of Kerrville's forward-thinking economic development strategy is the attraction of targeted industries and business organizations with a strong likelihood of locating in the community. With an understanding of each one, future marketing efforts can be more strategic and land use planning can be more reflective of actual market circumstances. By focusing programs on industries most likely to seek relocation and expansion opportunities, Kerrville can make the most efficient use of available resources and more effectively position itself for investment. These target industries include:



The Trade, Transportation, and Utilities industry—which includes restaurants and "mom and pop" retail—accounts for roughly 1-in-5 jobs in Kerrville.

- Avionics/Aerospace
- Energy
- Advanced Manufacturing
- Craft Agriculture
- Hotel And Convention
- Food Processing and Storage
- Information, Analytics and Security
- Life Science and Healthcare

Existing businesses among these groups are likely to expand in Kerrville for the same reason new businesses will be attracted to the area's attributes. Experience has shown that the majority of job growth in a market is a by-product of retention and expansion among existing operators. These target industries, in addition to other industries already established in Kerrville, provide opportunities to grow through industry clustering, supplier networks, and related businesses.

Figure 3 includes a list of major employers in Kerrville, most of which fall within one of Kerrville's target industries.

Figure 3 Kerrville Major Employers

MAJOR EMPLOYERS	# OF EMPLOYEES
Peterson Regional Medical Center	**1,315**
James Avery Artisan Jewelry	**775**
Kerrville State Hospital	**710**
Kerrville ISD	**678**
Schreiner University	**660**
H-E-B	**650**
Kerrville Veteran's Hospital	**475**
City of Kerrville	**339**
Kerr County	**327**
Walmart	**288**
TOTAL	**6,217**

Source: Kerr Economic Development Corporation Annual Report 2024

Income and Wages

Although lower-than-average wages can be considered a favorable factor among site selection experts, employees considering opportunities in one location versus another may see this difference as unfavorable. As reflected in Figure 4, wages in the Hill Country Region (a BLS defined 33-county area surrounding the Austin metropolitan area) are lower than the State average in all of the 22 major occupation categories. The annual average wage for all occupations in the Hill Country Region was $49,390, 19% lower than the Texas average of $61,240.

In addition to wage data, estimates of net worth for the Kerrville community were analyzed. Overall, the average net worth for Kerrville households in 2024 was estimated at $1,110,289. Average net worth by age of householder ranges from $49,473 for the less than 25 age group to $1,787,657 for the 65 to 74 age group, highlighting the level of wealth held by retirees in the community.

Figure 4 Average Wage by Occupation

OCCUPATION	AVERAGE ANNUAL WAGE	
	HILL COUNTRY REGION	STATE OF TEXAS
All Occupations	**$49,390**	**$61,240**
Management Occupations	$99,680	$128,150
Business and Financial Operations Occupations	$69,050	$83,710
Computer and Mathematical Occupations	$74,160	$105,070
Architecture and Engineering Occupations	$79,670	$97,760
Life, Physical, and Social Science Occupations	$71,770	$78,790
Community and Social Service Occupations	$47,980	$54,630
Legal Occupations	$81,770	$126,130
Education, Training, and Library Occupations	$55,590	$61,140
Arts, Design, Entertainment, Sports, and Media Occupations	$46,960	$65,950
Healthcare Practitioners and Technical Occupations	$79,910	$94,540
Healthcare Support Occupations	$31,080	$31,370
Protective Service Occupations	$49,440	$53,660
Food Preparation and Serving Related Occupations	$27,820	$29,730
Building and Grounds Cleaning and Maintenance Occupations	$30,830	$32,900
Personal Care and Service Occupations	$30,660	$33,700
Sales and Related Occupations	$39,170	$50,060
Office and Administrative Support Occupations	$40,300	$44,980
Farming, Fishing, and Forestry Occupations	$37,720	$38,060
Construction and Extraction Occupations	$48,190	$52,260
Installation, Maintenance, and Repair Occupations	$50,290	$55,430
Production Occupations	$43,350	$46,480
Transportation and Material Moving Occupations	$40,160	$45,360

Source: Bureau of Labor Statistics, 2023

Educational Attainment

Kerrville has a relatively educated workforce, with 91.6% of residents 25 years and older having a high school degree and 32.4% having a bachelor degree. While these figures are comparable to statewide figures (85.7% high school graduates; 33.1% with a bachelor degree), the pertinent issue in Kerrville is not necessarily the lack of an educated workforce, but the availability of a skilled workforce for certain industries. Construction trades, manufacturing, and hospitality and food service are all examples of industries that are already established in Kerrville that might need assistance in finding skilled workers. Partnerships with the Kerrville Independent School District, the Alamo Colleges Greater Kerrville Center, Schreiner University, major employers, and local and regional lenders should continue to be encouraged to support the matching of skilled workers with local job opportunities. Partnerships such as these also play an important role in attracting new businesses to the City.

Sites and Buildings

Sites and buildings as an element of a community's economic development infrastructure are evaluated based on their availability, configuration, location, and cost. Development sites and building improvements, when effectively positioned, allow for timely business expansions and relocations. When they are not available, this can be a hurdle to economic development efforts; however, when this type of infrastructure is available and in place, municipalities are able to shorten the time frame within which businesses can become operational and the City can begin to realize associated economic benefits sooner. KEDC assists primarily with businesses looking to expand or relocate by working through a consortium of regional banks and local commercial brokers.

Among existing improvements, there appears to be a sufficient inventory of available spaces for retail, office, and industrial businesses. Retail and office space is concentrated along Kerrville's major commercial corridors: Sidney Baker Street (SH 16) and Junction Highway (SH 27), and in the areas in and around Downtown. The Kerrville Airport Commerce Park provides development-ready sites for industrial users. Future economic development initiatives should ensure that the location and configuration of these assets can accommodate the requirements of new and expanding businesses. In terms of new construction, buildings with design features that can adapt to changes in industry trends and avoid obsolescence will be important for a sustainable marketplace.

Incentives and Business Support

A comprehensive complement of economic development incentives includes public programs, projects, and policies used individually, and in varying combinations, to facilitate private investment. Resources provided and administered by KEDC and its partner organizations range from financial assistance to workforce development to due diligence research and support in obtaining project approvals and permits. KEDC supports the community's efforts to strengthen existing industries and pursue new ones. As such, it acts as a liaison between local businesses and city government and advocates for capital projects that support the community's business environment and residents' quality of life.

Incentives coordinated by KEDC include:

- Funding from Kerrville Economic Improvement Corporation
- Grants (Infrastructure Assistance, Job Training, and Hiring)
- Property Tax Abatement
- Texas Enterprise Fund
- Skills Development Fund
- Skills for Small Business Program
- Texas Data Center Incentive
- Texas Research & Development Incentive Program
- Small Business Resources
- Texas Capital Fund

Each of these is described on the following page.

Grants

As a Type B Corporation, the KEDC receives revenue from a 0.5% local sales tax. Backed by a healthy fund balance, grants are available for qualified businesses to assist with the following expenses:

- Infrastructure Assistance
- Job Training and Hiring Costs

Property Tax Abatement

The City of Kerrville and Kerr County can reduce the property tax obligations of a project's real and business personal property for up to 10 years. Local incentives are awarded on a case-by-case basis according to the type of industry, capital investment, annual payroll and number of jobs created.

Texas Enterprise Fund

The Texas Enterprise Fund is the State's $295 million, deal-closing fund used to attract new businesses that are considering relocating to Texas or retain existing businesses that are considering leaving the state.

Skills Development Fund

The Center for Workforce and Economic Development at Collin College partners with companies to design customized training programs and apply for grants from the Texas Workforce Commission.

Skills for Small Business Program

Companies with fewer than 100 employees can train new workers and upgrade skills of incumbent workers with access to all credit and continuing education courses offered through Collin College. The program offers a grant of up to $1,800 per employee for each new employee being trained and $900 per employee for existing employees hired within the previous 12 months.

Texas Data Center Incentive

Qualified data centers receive an exemption on state use and sales tax (6%) on hardware and other equipment.

Texas Research & Development Incentive Program

Companies engaged in research and development operations can receive a reduction in either their state sales tax or franchise tax via the Texas Research & Development Incentive Program. The State of Texas offers competitive incentives to companies that are creating jobs and driving innovation in Texas.

Small Business Resources

The U.S. Small Business Administration (SBA) is responsible for the delivery of SBA's many programs and services, which include free counseling, financial assistance, consulting services, special loan programs, and guaranteed loans.

Texas Capital Fund

The Texas Capital Fund supports rural business development, retention, and expansion by providing funds for public infrastructure, real estate development, or the elimination of deteriorated conditions.

Infrastructure

Physical infrastructure within a community primarily falls into two categories: transportation and utilities. Of particular interest to individuals and entities involved in efforts to expand and sustain an area's economic and employment base are the presence of infrastructure, along with its capacity and condition relative to the needs of local businesses and desires of area residents. Detailed discussions of capital improvements in the community for Mobility/Transportation and Water/Wastewater/Drainage are provided in separate sections of the Plan.

Quality of Life

Quality of life in Kerrville is largely driven by access to natural amenities (most notably, the Guadalupe River and the surrounding Hill Country) and proximity to major metropolitan markets (San Antonio and Austin). With an appealing recreational lifestyle, a higher-than-average number of cultural and entertainment offerings, and a lower cost of living, Kerrville's economic profile as a regional activity center is enhanced by its role as a tourist destination and retiree market.

Jobs and Housing

Two of the top challenges facing a city engaged in fostering a favorable climate for growth and development are providing job opportunities with sustainable incomes for its residents (primary) and finding builders and developers able to deliver a range of attainable housing options. Providing a diversity of attainable housing options for a range of employers and employees with different levels of income can be a significant challenge for communities, particularly when they have to rely on the experience and capacity of area homebuilders. Once the importance of this essential element of the economic development equation is understood, many communities actively engage in encouraging and even incentivizing housing development that aligns with its larger business and industry goals. The median home price in Kerrville rose from $224,000 in 2018 to $345,000 in 2023. Over the past several years, home price increases have not necessarily been accompanied by increases in household income, negatively affecting housing affordability in Kerrville. A detailed discussion of housing characteristics and challenges is summarized in the Housing section of the Plan. (see Chapter 6)

One measure of a community's ability to provide housing for employees is its jobs-to-housing ratio (total jobs/occupied households). Most experts believe that a ratio between 0.75 and 1.5 reflects a well-rounded local economy that is effective at "reducing vehicle miles traveled." The current Kerrville jobs to housing ratio is 1.89, which is characteristic of a regional service center. While this measure suggests that Kerrville has been more effective at "closing the gap" between numbers of employees and households, it does not show whether or not the type of housing products are meeting the lifestyle preferences of existing and potential residents.

Market Opportunities

Planning for the strategic development of the community of Kerrville requires an understanding of its physical limitations as well as its market. The market context portion of the planning process, summarized here, focused on identifying market opportunities within the City and a larger representative trade area. The purpose of the market analysis in the context of a community planning effort such as this is fourfold:

- To provide a "reality check" for the conceptual planning effort
- To ensure that recommendations are grounded in market and economic reality
- To set the stage for implementation
- To provide an accurate and independent "story" to tell potential development and investor audiences, the entities that will ultimately implement the community's vision

The analysis showed that there is both short-term and long-term market demand in the surrounding trade area, and that with strategic public and private investment and supportive policies, the City could be successfully positioned to capitalize on select niche and destination opportunities.

Since Kerrville has the potential to support the development of a variety of product types, a broad trade area was defined for all of the major land uses (residential, retail, office, and industrial). A trade area is the geography from which projects in a certain location will draw and compete for the demands of a majority of their residents, customers, or tenants. Several factors are used to define the boundaries of a trade area, some unique to the specific use or product type, and others more universally applicable. The most common are:

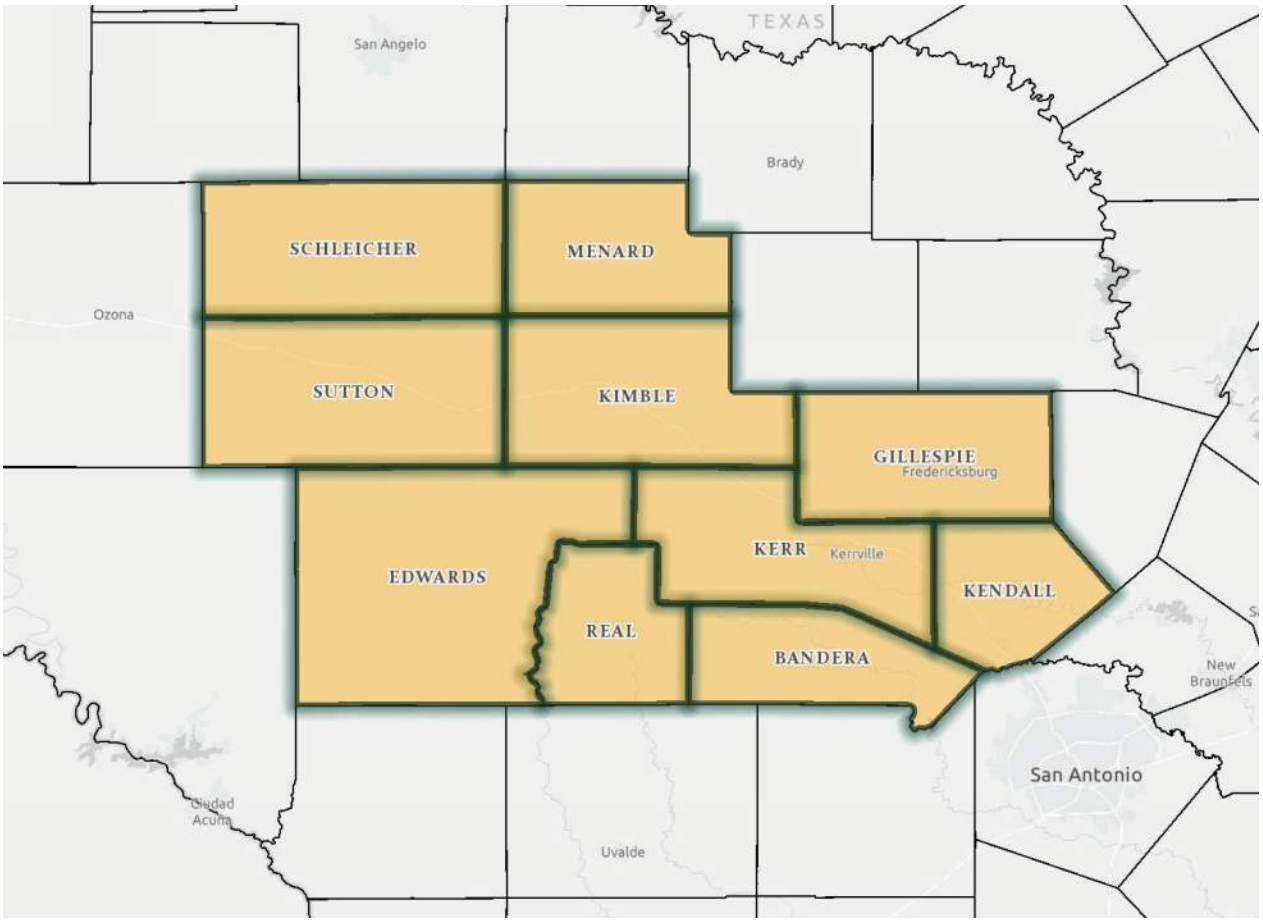
- Physical Barriers – presence of certain physical improvements including highways, arterials, and significant structures, all of which influence driving and shopping patterns; also the availability, condition, and capacity of infrastructure
- Location of Possible Competition – inventory of potentially competitive projects which can diminish a business's potential market share and be an indicator of market acceptance
- Proximity to Population, Employment, and/or Activity Centers – concentrations of neighborhoods, employment centers, service providers, and commercial entertainment venues which attract target markets that will support development and redevelopment
- Zoning – regulatory designations which will influence investment decisions
- Market Factors – conditions which set sale and lease prices, influence capital flows, suggest excesses and voids, and ultimately impact potential project values
- Drive Times, Spending, and Commuting Patterns – consumer habits and biases which can inform a project's potential for success

Based on consideration of these factors, the Kerrville Trade Area was determined to include the following counties extending along the I-10 Corridor between San Antonio and El Paso:

- Bandera
- Edwards
- Gillespie
- Kendall
- Kerr
- Kimble
- Menard
- Real
- Schleicher
- Sutton

A map of the Kerrville Trade Area is presented in Figure 5.

Figure 5 Kerrville Trade Area



Industry Trends

The Urban Land Institute (ULI), the lead membership organization representing real estate professionals nationally and internationally, issues an annual report based on input from its member developers, lenders, and investors regarding prospects and product changes in the coming year. The following trends will have impacts on new development, not only nationwide, but in Central Texas specifically.

- Development of 18-hour environments, offering the ability to live, work, dine and be entertained within the same neighborhood
- Housing for individuals at either end of their earning years who desire a home that supports their lifestyle preferences and needs, without regard to its investment potential
- Emphasis on walkable, mixed use environments with access to multiple modes of vehicular and non-vehicular transportation
- Residential and employment choices that support the highly mobile, entrepreneurial, and growing millennial market with an emphasis on cost sensitivity and adaptability

Economic and Demographic

As a barometer of an area's economic health and potential for investment, demographic and economic characteristics, taken together with its psychographic profile, can reveal support for product types that may or may not be part of the current inventory. The built environment is often considered to reflect all of a market's preferences, but it is often the case that there are other supportable uses which better represent what is not only wanted, but needed, yet absent from the marketplace due to any number of obstacles or barriers. For this reason, a higher level of attention is given to this component of the analysis.

Development projects in Kerrville can be expected to attract the interest of individuals from a broad geography, one well beyond city boundaries. As previously described, the trade area within which future uses will attract and compete for residents, consumers, users and visitors, will reach across multiple jurisdictions. Figure 6 summarizes economic and demographic characteristics for the City and the larger trade area. Notable observations from this data include:

- Kerrville and Kerr County are growing at a rate only 1/2 that of the State of Texas
- The City's average household size is lower than both the county and the state. Not surprisingly, the City has a higher share of non-family, one- and two-person, and renter households
- The City and the County age profile skew toward the higher end of the age group range (65+), with a lower degree of school-age children and a significantly higher median age than the State overall
- The largest age group in Kerrville is the 25-44 population, which was approximately 28% of the total population in 2020

Figure 6 Demographic Summary

2020 INDICATOR (UNLESS OTHERWISE NOTED)	CITY OF KERRVILLE	KERR COUNTY	STATE OF TEXAS
2020 Population	24,278	52,598	29,145,505
2024 Population	25,259	54,066	30,857,478
2024 Households	10,392	22,893	11,205,646
Housing Unit Growth Rate (2020-2024)	0.86%	0.78%	1.60%
2024 Average Household Size	2.18	2.28	2.70
Percent Non-Family Households	36.3%	37.5%	34.8%
Percent One- and Two-Person Households	72.6%	70.3%	55.2%
Percent Renters	9.2%	24.7%	35.1%
Percent Age 65+	30.6%	30.3%	%
Percent Age 0-19	20.3%	20.3%	27.9%
Median Age	42.2	48.0	34.8
Percent With Bachelors Degree (25+)	28.8%	28.2%	30.7%
Median Household Income	$49,337	$57,196	$63,826
Percent With Income Below $25,000	20.1%	16.9%	18.3%
Percent With Income Over $100,000	22.1%	23.7%	30.4%
Percent Hispanic	27.85%	25.85%	40.2%
Percent Black/African-American	2.14%	1.31%	11.8%
Percent Asian American	1.56%	1.10%	5.4%
Source: US Census; ESRI			

Psychographic Trends

Psychographics is a term used to describe the characteristics of people and neighborhoods which, instead of being purely demographic (age, race, income, etc.), speak more to attitudes, interests, opinions, and lifestyles. Tapestry (ESRI) is a leading system for categorizing day- and night-time populations into one of 67 distinct lifestyle segments based on these factors. Many commercial retail developers rely on psychographics to measure a market's depth for certain consumer preferences and their propensity to spend across a specific set of retail categories. Similarly, a growing number of residential developers are interested in an area's psychographic profile because it can serve to eliminate some of the uncertainty associated with delivering unproven product types to a market.

Tapestry organizes the segments into "LifeMode" groups, which represent markets that share common experiences or significant demographic traits, and "Urbanization" groups, markets that share a common locale. The largest segments for the Kerrville Trade Area are summarized in Figure 7, along with a breakdown of LifeMode and Urbanization Groups. Each segment listed in the figure includes total area households which fall into these groups, the percent they represent of all households in the trade area, and the national index for this segment (or comparative number of households in the nation that fall in this group).

Just as commercial retail developers are interested in a community's psychographic profile because it gives them information about household spending patterns, residential developers want to understand this profile because it tends to suggest preferences for certain types of housing. Kerrville's profile is dominated by affluent empty nester and retiree psychographic segments, indicating higher incomes and higher disposable retail spending. Emerging segments in Kerrville include more middle income and ethnically diverse households.

Figure 7 Psychographic Summary

TAPESTRY SEGMENT	2024 HOUSEHOLDS	% OF TOTAL HOUSEHOLDS	U.S. INDEX=100*
Silver and Gold	2,641	24.4%	3,095
Midlife Constants	2,071	19.1%	841
Retirement Communities	1,216	11.2%	993
Small Town Sincerity	1,136	10.5%	600
Traditional Living	1,022	9.4%	527
TOTAL ABOVE SEGMENTS	**8,086**	**74.6%**	**--**
LIFEMODE GROUP	**2024 HOUSEHOLDS**	**% OF TOTAL HOUSEHOLDS**	**U.S. INDEX=100***
Senior Styles	4,473	41.3%	746
GenXurban	2,667	24.6%	238
Hometown	2,158	19.9%	341
Midtown Singles	926	8.5%	218
Sprouting Explorers	311	2.9%	33
TOTAL ABOVE GROUPS	**10,535**	**97.2%**	**--**
URBANIZATION GROUP	**2024 HOUSEHOLDS**	**% OF TOTAL HOUSEHOLDS**	**U.S. INDEX=100***
Suburban Periphery	5,308	49.0%	143
Metro Cities	3,164	29.2%	188
Semirural	1,752	16.2%	162
Urban Periphery	311	2.9%	17
Rural	304	2.8%	18
TOTAL ABOVE GROUPS	**10,839**	**100.0%**	**--**
TOTAL TRADE AREA	**10,839**	**100.0%**	**--**

* Indicates concentration of this segment relative to U.S. average. A segment index of 200 would mean that this group contains 2 times the concentration of households compared to the average U.S. neighborhood.

Source: ESRI

Market Demand

An analysis of the *current* performance of real estate products within an overall market, and competitive projects within a trade area, provides an indication of whether a property or area may be ready for new development and/or redevelopment. It also helps to identify potential gaps in the market—niches that new development and/or redevelopment could fill. In order to identify potential *future* market opportunities given the City's competitive position and prevailing market conditions, market demand estimates were prepared for residential, retail, office, and industrial land uses over the next 33 years (2017 to 2050). The information that follows presents a summary of current supply and demand conditions for competitive land uses within the Kerrville trade area.

Market Supply

The commercial real estate market in Kerrville is comprised mostly of small retail spaces, local service and medical office space, and small- to medium-sized light industrial buildings. As noted, retail and office space is concentrated along Kerrville's two primary commercial corridors (SH 16 and SH 27), while light industrial users tend to be located along Junction Highway, extending to the Airport Commerce Park southeast of Downtown. Rent and vacancy rates are typical of smaller communities with older inventories of space. Retail and office rents average between $10 and $15 per square foot, while industrial rates are typically $5 per square foot or lower. The overall commercial vacancy rate appears to be between 10% and 15%, not unusual for a smaller community with an aging inventory of commercial space. The newest construction in Kerrville has been dominated by single user buildings, most prevalent in the retail market.

Market Demand by Primary Land Use Type

Retail Demand

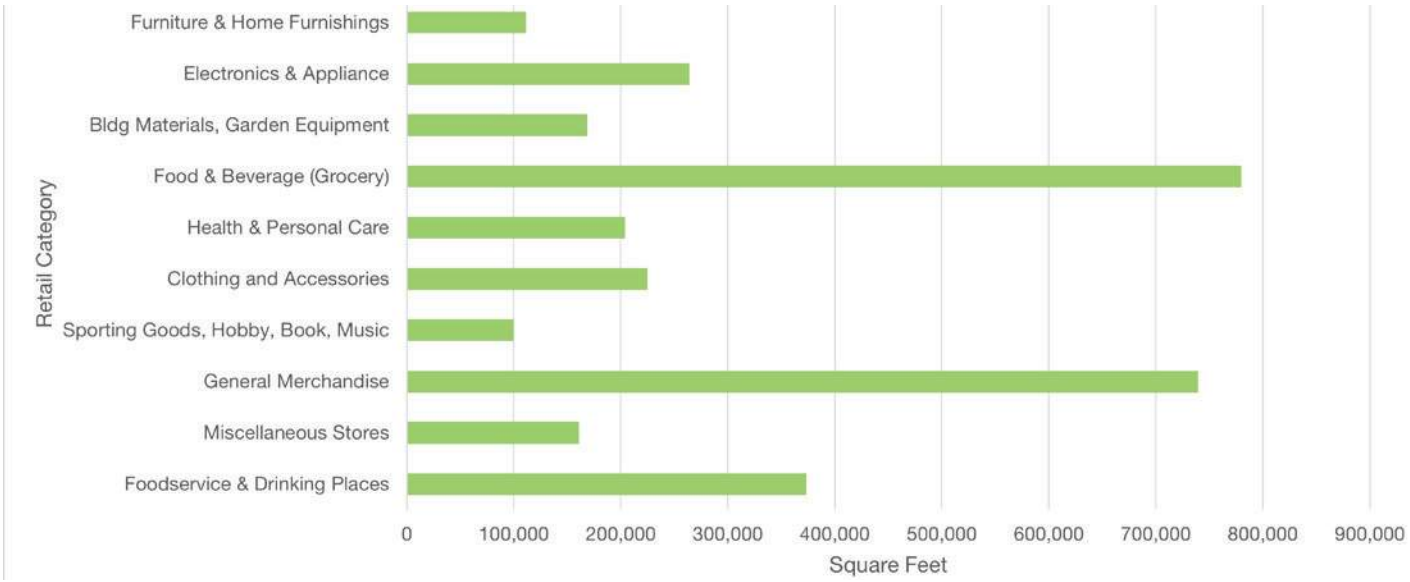
Future demand for retail space (including restaurant, entertainment, service, etc.) is determined by the potential level of retail expenditures in a given trade area from two sources: dollars spent by trade area residents outside the trade area (leakage) and those generated by new household growth. Figure 8 summarizes the calculations of both of these sources of retail demand. For each major category, current household retail expenditures (demand) are compared to current retail sales (supply) in the trade area to determine if there is a retail surplus (supply exceeds demand) or leakage (demand exceeds supply). Figure 8 shows that leakage exists in the following retail categories:

- Electronics and appliances
- Food and beverage
- Health and personal care
- General merchandise
- Food service and drinking places
- Miscellaneous stores

The remaining categories currently have retail surpluses (supply exceeds demand). Projected demand from new household formation over the next 33 years is determined by multiplying growth in households with that portion of household income typically spent on general retail and service purchases. Figure 9 also shows the level of demand by retail category that will be generated by new household formation.

As shown, there is considerable leakage in the trade area for the retail categories identified above. The level of leakage estimated in current retail categories is approximately $499.6 million in retail spending, which could potentially support an additional 1.3 million square feet of space. This indicates a substantial void or gap in the current market for these retail store types. An additional $690.9 million in retail spending is anticipated from new household growth. Together, current leakage and future household spending could potentially support a total of 3.1 million square feet of new retail space over the next 33 years. As a regional service center for a large geographic area, Kerrville is positioned to capture a substantial share of trade area retail demand. Specific opportunities include regional retail along I-10, entertainment/recreation retail near the Sports Complex; community-serving retail along the Sidney Baker corridor; and tourism-supported retail in the Downtown area.

Figure 8 Retail Demand (2017 to 2050)





Kerrville has many local retail establishments that draw consumers from around the Trade Area to the City.

Figure 9 Retail Demand (2017 to 2050)

RETAIL CATEGORY	ESTIMATED 2017 HOUSEHOLD RETAIL DEMAND	ESTIMATED 2017 RETAIL SALES (SUPPLY)	ESTIMATED 2017 RETAIL VOID (LEAKAGE)	ESTIMATED RETAIL SALES/ SQ. FT.	NEW RETAIL SPACE NEEDED TO RECAPTURE VOID/LEAKAGE	ANNUAL HOUSEHOLD GROWTH RATE (2017-2050)	NET NEW HOUSEHOLD RETAIL DEMAND	NEW RETAIL SPACE NEEDED FOR HOUSEHOLD GROWTH	TOTAL NEW TRADE AREA RETAIL DEMAND (SQ. FT.) 2017-2050
Furniture & Home Furnishings	$78,352,590	$85,602,604	$0	$275	0	1.0%	$30,454,875	110,745	110,745
Electronics & Appliance	$81,873,980	$34,704,013	$47,169,967	$300	157,233	1.0%	$31,823,604	106,079	263,312
Bldg Materials, Garden Equipment	$162,427,404	$165,403,652	$0	$375	0	1.0%	$63,133,922	168,357	168,357
Food & Beverage (Grocery)	$409,850,470	$218,487,241	$191,363,229	$450	425,252	1.0%	$159,304,814	354,011	779,262
Health & Personal Care	$138,099,651	$110,485,979	$27,613,673	$400	69,034	1.0%	$53,677,965	134,195	203,229
Clothing and Accessories	$100,740,937	$72,581,849	$28,159,088	$300	93,864	1.0%	$39,157,004	130,523	224,387
Sporting Goods,Hobby, Book, Music	$76,836,180	$91,449,158	$0	$300	0	1.0%	$29,865,461	99,552	99,552
General Merchandise	$390,509,593	$265,245,459	$125,264,135	$375	334,038	1.0%	$151,787,207	404,766	738,804
Miscellaneous Stores	$92,904,640	$84,928,781	$7,975,859	$275	29,003	1.0%	$36,111,112	131,313	160,316
Foodservice & Drinking Places	$245,875,968	$173,777,462	$72,098,506	$450	160,219	1.0%	$95,569,551	212,377	372,596
Source: ESRI; Urban Land Institute; and Ricker | Cunningham									

Office Demand

Demand for new office space is derived from two primary sources: expansion of existing industry and the relocation of new companies into the market. Employment projections by industry classification for the Kerrville trade area were used to estimate demand over the next 33 years as shown in Figure 10. As shown in Figure 11, applying current growth rate estimates by industry category nets an overall 1.5% sustained annual employment growth rate, resulting in demand for approximately 7,400 new office employees over the next 33 years. Assuming differing levels of office space are needed across various industry categories, the analysis revealed demand for over 1.9 million square feet of new office space over this period. As a regional service center for a large geographic area, Kerrville is positioned to capture a substantial share of trade area office demand. Specific opportunities include corporate office space along I-10, office space in redeveloped Downtown, and local-service office space along the Sidney Baker corridor and other major thoroughfares.

Figure 10 Office Demand (2017 to 2050)

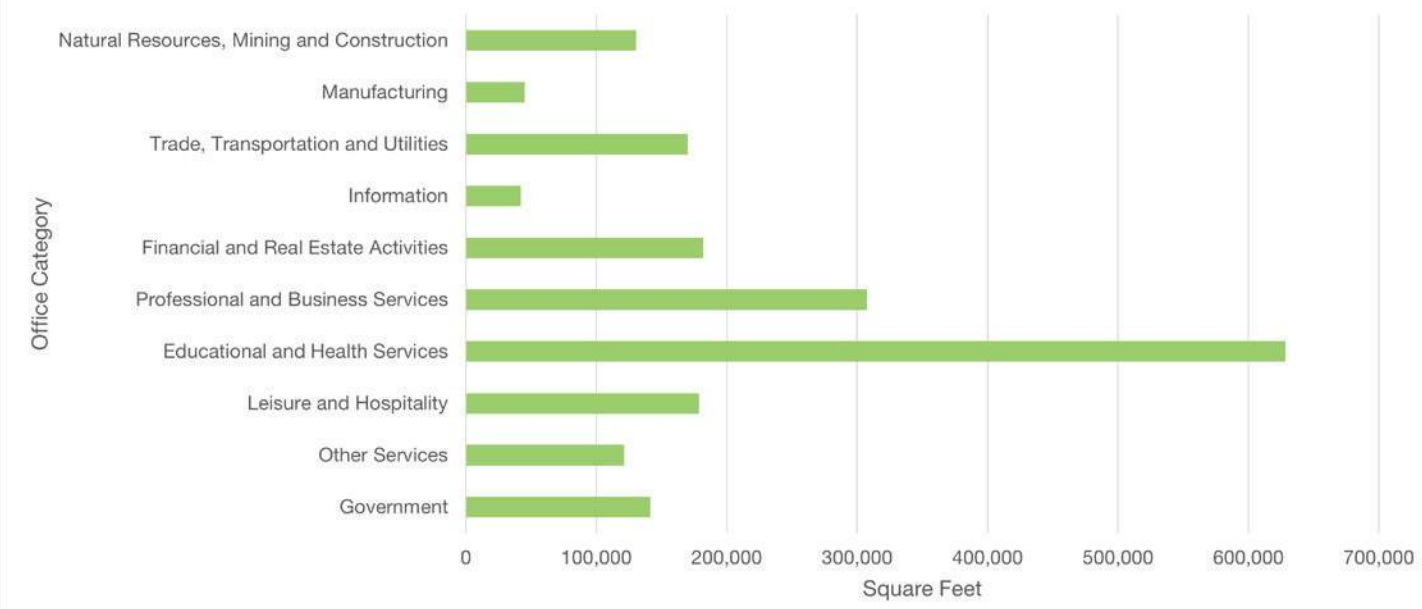


Figure 11 Office Demand (2017 to 2050)

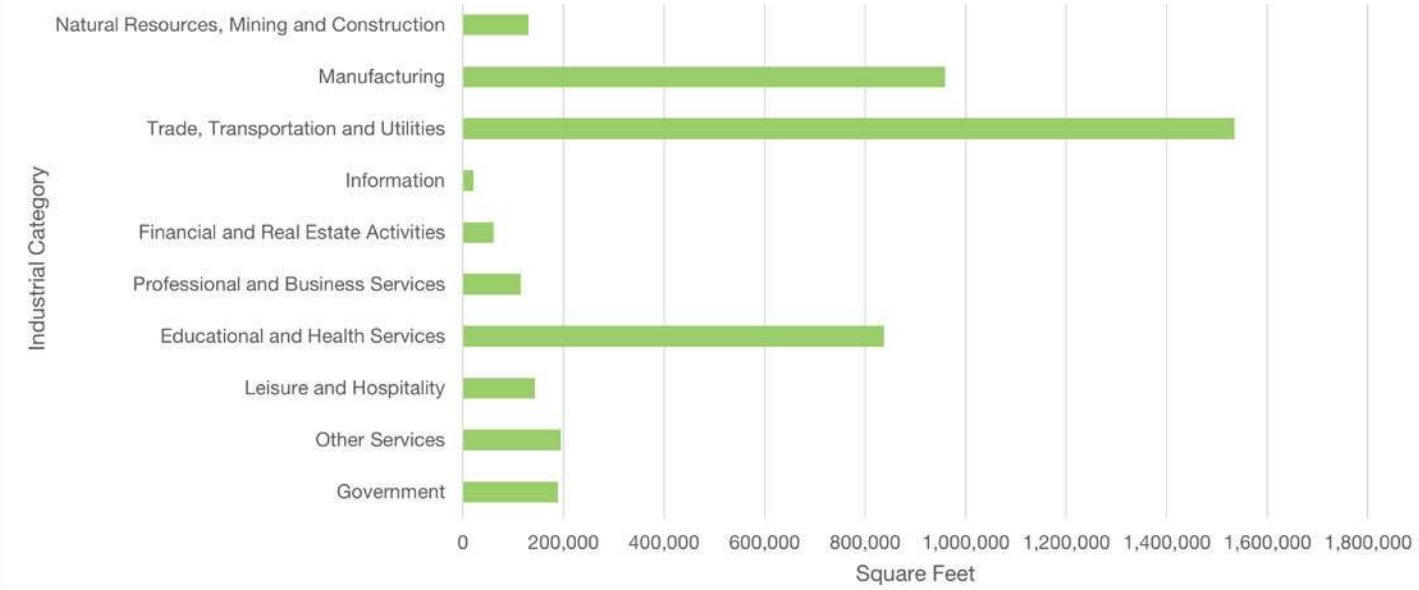
INDUSTRY CATEGORY	ESTIMATED 2017 EMPLOYEES	ESTIMATED GROWTH RATE 2017-2050	ESTIMATED 2050 EMPLOYEES	ESTIMATED NEW EMPLOYEES	ESTIMATED % IN OFFICE SPACE	ESTIMATED NET NEW OFFICE EMPLOYEES	SQ. FT. PER OFFICE EMPLOYEE	ESTIMATED OFFICE DEMAND (2017-2050)
Natural Resources, Mining and Construction	6,083	0.5%	7,171	1,088	40%	435	300	130,596
Manufacturing	3,042	2.1%	6,040	2,998	5%	150	300	44,964
Trade, Transportation and Utilities	10,968	1.0%	15,231	4,263	10%	426	400	170,526
Information	544	1.2%	806	262	80%	210	200	41,986
Financial and Real Estate Activities	2,325	1.1%	3,336	1,011	90%	910	200	181,959
Professional and Business Services	3,613	1.3%	5,533	1,920	80%	1,536	200	307,239
Educational and Health Services	13,059	1.8%	23,528	10,469	20%	2,094	300	628,145
Leisure and Hospitality	7,263	2.1%	14,420	7,157	10%	716	250	178,925
Other Services	1,757	2.0%	3,377	1,620	30%	486	250	121,527
Government	2,478	1.5%	4,050	1,572	30%	472	300	141,502
Totals	51,132	1.5%	83,493	32,361	23%	7,435	262	1,947,369

Source: Texas Workforce Commission and Ricker | Cunningham

Industrial Demand

The demand for new industrial space is derived from the same two primary sources as the demand for office space: expansion of existing industry and the relocation of new companies into the market. Employment projections by industry classification for the Kerrville trade area were used to estimate demand over the next 33 years. As shown in Figure 13, applying current growth rate estimates by industry category nets an overall 1.5% sustained annual employment growth rate, resulting in demand for approximately 8,900 new industrial employees over the next 33 years. Assuming differing levels of industrial space requirements for various industry categories, the analysis revealed demand for nearly 4.2 million square feet of new industrial space over he next three decades. As a regional service center for a large geographic area, Kerrville is positioned to capture a substantial share of trade area industrial demand. Specific opportunities include building on the light industrial employment base at the Kerrville Municipal Airport, small business development in the neighborhoods adjacent to Downtown, and potential transportation/warehousing opportunities in the I-10 corridor.

Figure 12 Industrial Demand (2017 to 2050)





The Airport is one of the City's industrial cores.

Figure 13 Industrial Demand (2017 to 2050)

INDUSTRY CATEGORY	ESTIMATED 2017 EMPLOYEES	ESTIMATED GROWTH RATE 2017-2050	ESTIMATED 2050 EMPLOYEES	ESTIMATED NEW EMPLOYEES	ESTIMATED % IN INDUSTRIAL SPACE	ESTIMATED NET NEW INDUSTRIAL EMPLOYEES	SQ. FT. PER INDUSTRIAL EMPLOYEE	ESTIMATED INDUSTRIAL DEMAND (2017-2050)
Natural Resources, Mining and Construction	6,083	0.5%	7,171	1,088	20%	218	600	130,596
Manufacturing	3,042	2.1%	6,040	2,998	80%	2,398	400	959,234
Trade, Transportation and Utilities	10,968	1.0%	15,231	4,263	60%	2,558	600	1,534,735
Information	544	1.2%	806	262	20%	52	400	20,993
Financial and Real Estate Activities	2,325	1.1%	3,336	1,011	15%	152	400	60,653
Professional and Business Services	3,613	1.3%	5,533	1,920	15%	288	400	115,215
Educational and Health Services	13,059	1.8%	23,528	10,469	20%	2,094	400	837,527
Leisure and Hospitality	7,263	2.1%	14,420	7,157	5%	358	400	143,140
Other Services	1,757	2.0%	3,377	1,620	30%	486	400	194,443
Government	2,478	1.5%	4,050	1,572	20%	314	600	188,669
Totals	51,132	1.5%	83,493	32,361	28%	8,918	469	4,185,205

Source: Texas Workforce Commission and Ricker | Cunningham

Kerrville Market Share

A number of factors influence an area's ability to capture investment dollars. These can be categorized as top-down considerations, bottom-up considerations, external considerations, and others. The public sector (or stakeholder entities) can control some of these factors, and others they cannot.

Top-Down Considerations

- Demand for certain land uses
- Demographic and psychographic conditions that support certain product types
- Untapped market niches (product voids or gaps)
- Competitive projects (proposed, planned, and under construction)

Bottom-Up Considerations

- Physical capacity of the community/individual parcels to accommodate market-supported product types (fewer physical constraints)
- Vision and desire for certain uses and product types
- Size of parcels, parcel ownership (public and private), owner investment objectives
- Zoning (and other regulations) and presence of easements

External Considerations

- Delivery system (who are the builders/developers in the area and what are they willing and able to offer)
- Financing markets (availability of capital with reasonable funding terms for certain product types)
- Forces beyond those currently in the market (e.g., migration to the community by persons who do not represent the existing profile of residents and consumers)

Other Considerations

- Available resources to position and promote investment in the community
- Public support for a long-term vision

Based on the market analysis summarized herein, the land uses in Figure 14 are supportable within the larger trade area and specifically in Kerrville. Ideally, a mix of uses will be configured in a manner that encourages synergy and an integration of activities and product types. When effectively integrated, these multi-use developments yield higher values for a more sustained

> "More mixed use developments (homes, shops, businesses) that are walkable"
>
> - 2018 Community Retreat

period of time. Rather than addressing the needs and interests of single markets collectively, the land uses tend to become destinations and draw on the interest of individuals outside their respective trade areas. Successful development in Kerrville will depend not only on the right combination of land uses, but also on a commitment to quality as reflected in a unified program of urban design elements, including signage, gathering places, and landscaped features, as well as appropriate transitions between uses, access to and preservation of natural amenities, and improvements constructed at a suitable scale.

The City is well-positioned to compete for market share with attainable capture rates ranging from 8% to 15% depending on the land use/product type. Actual investment levels will be dictated by numerous factors, including the physical capacity of the area to accommodate development, the desires of property owners, the community's vision, and the City's ability to position itself and its assets to prepare the environment for investment. Figure 14 summarizes potential market demand for various land uses in the City over the next 33 years.

Figure 14 Kerrville Market Share (2017 to 2050)

LAND USE TYPE	TRADE AREA DEMAND (2017 TO 2050)	% CHANGE		ABSORPTION (UNITS/ SQ. FT.)	
		LOW	HIGH	LOW	HIGH
Nonresidential (SQ. FT.):					
Retail/Service/Restaurant	3,100,000	8%	10%	248,000	310,000
Office	1,900,000	10%	12%	190,000	228,000
Industrial	4,200,000	10%	12%	420,000	504,000
Nonresidential Subtotal	**9,200,000**			**858,000**	**1,042,000**

Source: Ricker | Cunningham

"Retirees are interested in the community and willing to volunteer… They have a great deal of workplace knowledge they could share with entrepreneurs, such as in an advisory capacity or as part of an incubator program."

- 2018 Stakeholder Interviews

Guiding Principles and Sample Action Items

Any community dependent on a single industry or source of revenue for its sustainability will experience highly volatile economic cycles of growth and decline. Diversification of a community's economic base through the attraction of primary industries, expansion of revenue-generating industries, and public support of its economic development infrastructure is essential for long-term success and viability. The following Guiding Principles and sample Action Items have been established to provide community leaders with criteria for making important decisions on future economic development initiatives in Kerrville.

E1 GUIDING PRINCIPLE: Support a more holistic approach to economic development, housing and quality of life for people of all economic strata

Economic development initiatives have evolved over the past decade to better address the wide range of community attributes that provide an attractive environment for businesses and their employees. Today, instead of focusing on a prospect's day-to-day business operations, economic development professionals are marketing the entire community—housing options, cultural and recreational opportunities, schools and churches, and other elements of the economic development infrastructure. The belief that "people chase jobs" has been reversed with the new generation of workers entering the labor force and the availability of technology to support them. Now, "jobs chase people." In other words, an increasing number of workers are basing their career decisions on where they want to *live* rather than where they want to *work*.

- Implement a business incubation program for entrepreneurs and start-ups. While the majority of local economic growth is derived from small businesses, particularly in smaller communities, efforts to support new entrepreneurs should be encouraged. These efforts can range from technical assistance to low-cost financing for start-ups. Kerrville benefits from a higher-than-average concentration of retirees, many of whom were business owners, executives, managers, or investors during their working lives. Their knowledge and experience could be tapped into to provide resources for new and existing businesses alike.

E2

GUIDING PRINCIPLE: Develop policies, processes and programs, including economic incentives, which are clear and consistently applied by a team of City and partner economic development entities working with stakeholders and focused on attracting, retaining and expanding businesses

Successful community economic development initiatives require a coordinated, representative group of entities, all moving forward with a common vision. The primary economic development organization is the clear leader of this group, but must be consistently supported by partner entities whose particular expertise can be drawn upon in attracting, retaining, and expanding businesses.

- Retain the existing KEDC general concept, which views the City, KEDC, County and businesses as partners. As noted herein, a community's entire economic development infrastructure must be considered in crafting the message to existing and prospective businesses. Local economic development partners must come from a wide range of entities and institutions. Because this local consortium, led by the primary economic development entity, may consist of a large number of members, it is imperative to periodically (annually, for example) review and benchmark its effectiveness. This review should be based on the organization's adherence to the adopted strategic economic development vision.
- Re-examine the Economic Improvement Corporation (EIC) and City incentive matrix in terms of criteria and possible level of assistance to develop a variety of tools appropriate for different situations (fee waivers, grants, loan programs, tax abatements, property acquisition, TIF/TIRZ, etc.) In connection with the periodic review of the community's overall economic development effort, a thorough examination of existing incentives and their application should be conducted to ensure that there is a wide range of tools in the economic development toolbox. Of utmost importance is ensuring that tools be matched appropriately to each incentive request.

E3

GUIDING PRINCIPLE: Continue to focus on quality of life attributes and enhancements as a high priority, balancing growth with community and individual well-being and the need to preserve a healthy/beautiful environment unique to Kerrville

As Kerrville continues to grow, enhancing quality of life through strategic investments in public spaces remains essential. The following actions focus on improving access to the Guadalupe River and revitalizing Downtown by encouraging pedestrian activity and supporting local businesses.

- Re-examine the Downtown boardwalk concept as a means of leveraging River/Downtown businesses and consider submitting a request for EIC funding. Downtown revitalization is an ongoing concern for most communities in the Southwest. Because of the unique environments there and the unique challenges they present, downtown areas require constant attention. Developing amenities that encourage pedestrian-oriented activity will create traffic and benefit Downtown businesses. Whether or not a boardwalk concept can provide this type of amenity is worth exploring.

- Implement the updated River Trail Master Plan. With the adoption of the updated River Trail Master Plan, the next step is to begin implementation, focusing on extending the River Trail and adding new segments. The Guadalupe River is Kerrville's preeminent natural amenity for locals and a regional draw for visitors. Any effort to increase access to the river should be encouraged. From an economic perspective, experience in other riverfront communities has shown that riverfront real estate often carries a significant premium (20% to 50%) in rents and sale prices over and above other locations in the community. The River Trail is a key community asset and one that should be capitalized upon to increase pedestrian activity proximate to the city center, another positive step in supporting Downtown businesses.

E4 GUIDING PRINCIPLE: Broaden and diversify the City's tax base, shifting the tax burden away from residential property owners

A challenge for every community is to balance growth and development in a fiscally sustainable way. This requires a balanced mix of land uses—those that typically produce more revenues to the municipality than service costs (e.g., retail, office) and those that typically produce more service costs to the municipality than revenues (e.g., residential). Obviously, market forces determine when these land uses will be ready for introduction into the market, but the public sector can affect this timing through forward-thinking land use planning.

- Seek out responsible, strategic growth opportunities that will bring an increase in property taxes and water/sewer revenues. In identifying Strategic Catalyst Areas, the City has committed to responsible land use planning—balancing land uses that generate higher tax revenues with those that generate higher service costs.

E5 GUIDING PRINCIPLE: Provide access to creative sources of capital for businesses

Creative financing mechanisms are a critical element of any community's economic development toolbox. Particularly in redevelopment areas, where the challenges to development are many, a range of funding sources may be required to implement projects. In new development areas, such sources could help to catalyze growth and/or be used to raise development standards. Attempts by the community to raise development standards should be at least partially offset with economic incentives.

- Consider utility districts, tax increment reinvestment zones, enterprise zones, public improvement districts, etc. as funding options. Most projects have unique elements that require alternative ways to fund components like infrastructure or enhanced site amenities, so the wider the range of options the City has to offer, the more likely project challenges can be overcome.

E6 GUIDING PRINCIPLE: Support resilient infrastructure to sustain future growth of housing and business (e.g., water, wastewater, power, communications, roads)

Growth requires infrastructure, and infrastructure requires the steady hand and long-term commitment of the public sector to plan for, design, construct and maintain it. Kerrville residents, present and future, deserve access to the basic amenities of modern life, to include water, wastewater service, electricity, telecommunications, and roads. As Kerrville grows, infrastructure investments must integrate resilience strategies to ensure long-term reliability and adaptability.

- Develop budgets and capital improvement plans that address the infrastructure required to accommodate both existing and future needs. Finances are the most important ingredient in the mix that defines the success of policy implementation; without proper budgeting and capital improvement plans, a city cannot adequately address current needs and prepare for the future. City of Kerrville staff should develop these budgets and plans in accordance with the Kerrville 2050 goals, principles, and actions, which have been articulated by community members and are contained herein.
- Work to broaden cooperation and lobbying activities with other entities (e.g., City, County, Upper Guadalupe River Authority, Headwaters Groundwater Conservation District , Water Conservation District) to protect, develop and preserve local water resources. There is a reason so many cities the world over have settled close to rivers, lakes, gulfs, bays, and oceanfronts: water is fundamental to life. As a river city, water is of the utmost importance to the sustainability and cultural life of Kerrville; a depletion of physical resources, particularly water, can be as devastating to the morale of a community as it is to its resiliency. As Texas continues to struggle through periods of droughts and floods, city officials should place the highest prioritization on developing and protecting the Guadalupe River and other water resources as Kerrville moves toward 2050 and beyond.

E7 GUIDING PRINCIPLE: Establish a distinct identity for Kerrville amidst the crowded Hill Country

Because Kerrville competes with other communities for tourists, visitors, and even retail dollars, it will be important to differentiate the City's image or brand from its competitors.

- Develop a branding strategy that highlights Kerrville's unique character and differentiates it from other Hill Country communities. Any branding effort should strategically emphasize the City's unique community assets. Kerrville's position as a regional service center for a large portion of the Hill Country should be a fundamental element of any branding message.

E8 GUIDING PRINCIPLE: Emphasize greater support for growth of the tourism industry

Kerrville's tourism market has great potential to bring additional revenue and activity to the local economy. The benefits of a vibrant tourism market are numerous, one of them being the generation of revenue for the City without significant service costs. Tourist dollars also help fund needed community amenities which benefit local residents and businesses.

- Publish an easy-to-understand report regarding the impact of tourism for Kerrville citizens and the local economy. Tourism is an industry whose impacts are not easily understood. Quantifying and communicating the benefits of tourism to community residents and leaders (telling the right story) will help in bringing forward new tourism-related initiatives.

E9 GUIDING PRINCIPLE: Foster/leverage higher education and entrepreneurship as community assets

In addition to Kerrville's higher education facilities, there is a concentration of "entrepreneurship capital" in the community in the form of retired business owners and executives. This is another untapped opportunity which could help to build the next generation of local entrepreneurs.

- Promote Schreiner University and brand Kerrville as a college town. A university presence in a community can be an effective economic development tool in attracting new businesses and perhaps more importantly, new workers. The university should have a significant role and be an ongoing partner in all economic development initiatives.
- Actively support Schreiner University's growth and development. Beyond promotion, the City should explore opportunities to assist Schreiner in expanding its program, facilities and partnerships to strengthen its role in the community.
- Include and promote the Alamo Colleges District Greater Kerrville Center as a part of the local higher education system. Encourage its role in workforce development and collaboration with local industry and educational partners.
- Establish an incubator space for students and young entrepreneurs. A dedicated space for business incubation can provide resources, mentorship and networking opportunities to help students and local entrepreneurs launch and grow their ventures.
- Create a mentorship program connecting students with industry professionals. Leveraging the expertise of Kerrville's business community, especially those retired, can provide invaluable guidance and support for students or young entrepreneurs.

E10 GUIDING PRINCIPLE: Promote new retail development to enhance Kerrville's economy

Kerrville stakeholders seek new opportunities and experiences for their community, both as consumers and as workers. Retail development should be a vital component of a successful economic development strategy, focusing on meeting market demand and enhancing local offerings while ensuring that new growth does not inhibit existing valued businesses.

- Conduct a retail study to identify market/trade area leakage and gaps, submarkets within the city limits, and target retailers. A study focusing on Kerrville itself with a smaller sub-area scoped to Downtown, could lay the groundwork for retail development and redevelopment strategies over the coming decades. Ideally, this study would conclude with a set of policy recommendations to reduce leakage and market gaps that aid other communities at the expense of Kerrville. Efforts should be made to encourage producers and consumers to stimulate the local economy.
- Work proactively to attract new businesses or expand existing businesses to fill retail gaps. While new business recruitment is often the focus of economic development plans, expanding existing businesses can provide similar benefits. Supporting small business growth also reinforces Kerrville's unique local identity.
- Redevelop underperforming retail centers. Many older shopping centers and retail corridors in Kerrville may no longer be meeting market demand. Targeted redevelopment efforts, such as repositioning properties for new retail, mixed use, or experiential concepts, can help revitalize these areas and better serve the community's needs.
- Examine the possibility of attracting campus-oriented retail and entertainment/recreation uses to the Schreiner University area. The university area has the potential to develop into a vibrant "college town" district within Kerrville. Some establishments already cater to students, faculty, and staff, but there is significant opportunity to expand campus-oriented retail, entertainment, and recreation options, which can also attract a broader segment of the community.

E11 GUIDING PRINCIPLE: Nurture continued growth and quality of the medical/health care industry in Kerrville

Kerrville's leading industry in terms of employment, the medical/health care job sector, is also one of the fastest growing in the U.S. Kerrville's three hospitals and the areas surrounding them provide multiple opportunities for economic development, including vendor businesses, spin-off or related industries, medical office space, and medical manufacturing. All of these opportunities would continue to diversify an already established sector of the local economy.

- Promote the growth and expansion of the hospital and medical industry. The growth and diversification of Kerrville's well-established medical/health care industry will best be accomplished through the retention and expansion of existing businesses and through the attraction of new businesses serving or related to existing medical uses.

This page left intentionally blank

5 | Housing



Housing

Introduction

Kerrville's existing housing stock is one of the more distinctive attributes of the community. From the ranch-style "Ramblers" built in the 1950s and 1960s to the multi-family apartments and larger estate-style homes, Kerrville contains a wide variety of Hill Country housing types that have developed over time. Because housing has been identified as a topic of concern through the community outreach process, it has been included as an integral component of the Plan. As noted in the Economic Development section, it is a critical element of Kerrville's economic development "infrastructure" as well. Following is a discussion of current housing conditions and issues that will inform Kerrville's plans for its long-term future.



An example of a traditional Kerrville home

Current Housing Conditions

While Kerrville's current housing inventory is dominated by single-family detached units (66.9% of total units), there are attached housing products as well, including condominiums, duplexes, and structures of three, four, or 20+ attached units. The current housing vacancy rate is 9.1%. Owner-occupied units represent 60.2% of the inventory, indicating a significant rental market for both multi-family and single-family units.

Figure 1 2023 Housing Occupancy Type and Structure

Structure Type	City of Kerrville	
	Count	%
Total Units	**11,832**	
1 Unit Attached	319	2.7%
1 Unit Detached	7,916	66.9%
2 Units	284	2.4%
3 or 4 Units	549	4.6%
5 to 19 Units	933	7.9%
20 to 49 Units	235	2.0%
50 or More Units	329	2.8%
Mobile Home or Trailer	1,193	10.1%
Boat, RV, Van, etc.	74	0.6%
Owner Occupied Units	6,473	60.2%
Renter Occupied Units	4,279	39.8%
Total Occupied Units	**10,752**	**90.9%**
Unoccupied Units	**1,080**	**9.1%**

Source: PCensus 2023, CDS



Nearly two-thirds of the Kerrville housing market is detached, single-family homes.

As Figure 2 shows, nearly 37% of Kerrville's existing housing stock was built in the 1970s and 1980s, with an additional 26% built prior to 1970. With the majority of homes now over 30 years old, there will be opportunities for rehabilitation and/or redevelopment of existing neighborhoods over the next two to three decades.

Figure 2 Housing Age

	City of Kerrville	
	Count	%
Total Housing Units	**11,832**	
Built 2014 or later	779	6.6%
Built 2010 to 2013	421	3.6%
Built 2000 to 2009	1,500	12.7%
Built 1990 to 1999	1,697	14.3%
Built 1980 to 1989	2,217	18.7%
Built 1970 to 1979	2,130	18.0%
Built 1960 to 1969	1,121	9.5%
Built 1950 to 1959	867	7.3%
Built 1940 to 1949	677	5.7%
Built 1939 or earlier	423	3.6%

Source: PCensus 2023, CDS

Figure 3 summarizes existing home values in Kerrville. The highest share among the categories are those units valued between $200,000 and $299,000. This appears to represent "middle market" housing in Kerrville. Since the 2018 plan, the overall median home value in Kerrville has increased from $157,300 to $262,308.

Figure 3 Housing Value

Home Value Range	City of Kerrville	
	Count	%
2023 Est. Owner Occupied Housing Units by Value	**6,473**	
Value Less than $40,000	345	5.3%
Value $40,000 to $99,999	523	8.1%
Value $100,000 to $149,999	688	10.6%
Value $150,000 to $199,999	668	10.3%
Value $200,000 to $299,999	1,625	25.1%
Value $300,000 to $399,999	950	14.7%
Value $400,000 to $499,999	549	8.5%
Value $500,000 to $749,999	727	11.2%
Value $750,000 to $999,999	251	3.9%
Value $1,000,000 to $1,499,999	111	1.7%
Value $1,500,000 to $1,999,999	20	0.3%
Value $2,000,000 or more	16	0.3%
2023 Est. Median Owner-Occupied Housing Unit Value	**$262,308**	

Source: PCensus 2023, CDS

Figure 4 provides a comparative measure of housing affordability, defined as annual housing costs - including mortgage or rent, taxes, insurance, and utilities - as a share of annual household income. In 2022, 23% of owner-occupied households paid more than 30% of their annual income on housing (the HUD threshold for housing cost burden). Renter-occupied households fared worse, with 48.5% paying more than 30% of their income on housing. A unique factor in the Kerrville market that may be driving these figures is the tight rental market (low vacancies and higher rents), which forces renter to overpay, often for lower quality units.

Figure 4 Housing Affordability

Kerrville	Renter-Occupied		Owner-Occupied	
	Count	Share	Count	Share
Total	**4,169**	**41.3%**	**5,917**	**58.7%**
Total In Income Range	**4,169**	**100.0%**	**5,917**	**100.0%**
Less than $20,000	814	19.5%	1047	17.7%
$20,000 to $34,999	618	14.8%	935	15.8%
$35,000 to $49,999	904	21.7%	1398	23.6%
$50,000 to $74,999	661	15.9%	937	15.8%
$75,000 +	1,006	24.1%	1,622	27.4%
30% or more of Income	**2,023**	**48.5%**	**1,362**	**23.0%**
Less than $20,000	814	40.2%	333	24.4%
$20,000 to $34,999	503	24.9%	310	22.8%
$35,000 to $49,999	386	19.1%	278	20.4%
$50,000 to $74,999	320	15.8%	305	22.4%
$75,000 +	0	0%	136	10.0%

Source: U.S. Census Bureau, 2022 American Community Survey, CDS

As noted in the Economic Development section, one of the top challenges facing cities engaged in fostering a favorable climate for growth and development is providing a diversity of attainable housing options for a range of employers and employees in varying income segments. The median home price in Kerrville has risen from $224,000 in 2018 to $345,000 in 2023. Over the past several years, home price increases have not necessarily been accompanied by increases in household income, negatively affecting housing affordability in Kerrville.



Multi-family complexes are an integral component of affordability in a housing market.

> "More affordable housing opportunities for growing families."
>
> - Open Houses

Topic of Note: Resilience in Housing



Housing is a foundational element of community resilience, as safe, affordable, and diverse housing options enable individuals and families to withstand and recover from economic, environmental, and social shocks. Stable housing reduces vulnerability by providing shelter during crises and supporting physical health and mental well-being. A resilient housing system includes a mix of types, tenures, and price points, allowing people of different incomes, ages, and needs to remain in their communities through changing circumstances. When housing is integrated into well-connected neighborhoods with access to services, jobs, and transit, it further enhances resilience by reducing displacement, fostering social networks, and enabling quicker recovery from disruptions. Housing diversity ensures that people of varying incomes, ages, and household types can live in close proximity, strengthening social networks and community support systems.

Policy/Finance: Establishing a policy and financial structures that support housing development and maintenance contribute to community resilience by promoting stability and adaptability in response to challenges.

Neighborhood Infrastructure: The physical infrastructure of a community, including transportation, utilities, and public spaces, enhances resilience by providing essential services and facilitates connectivity and accessibility during disruption.

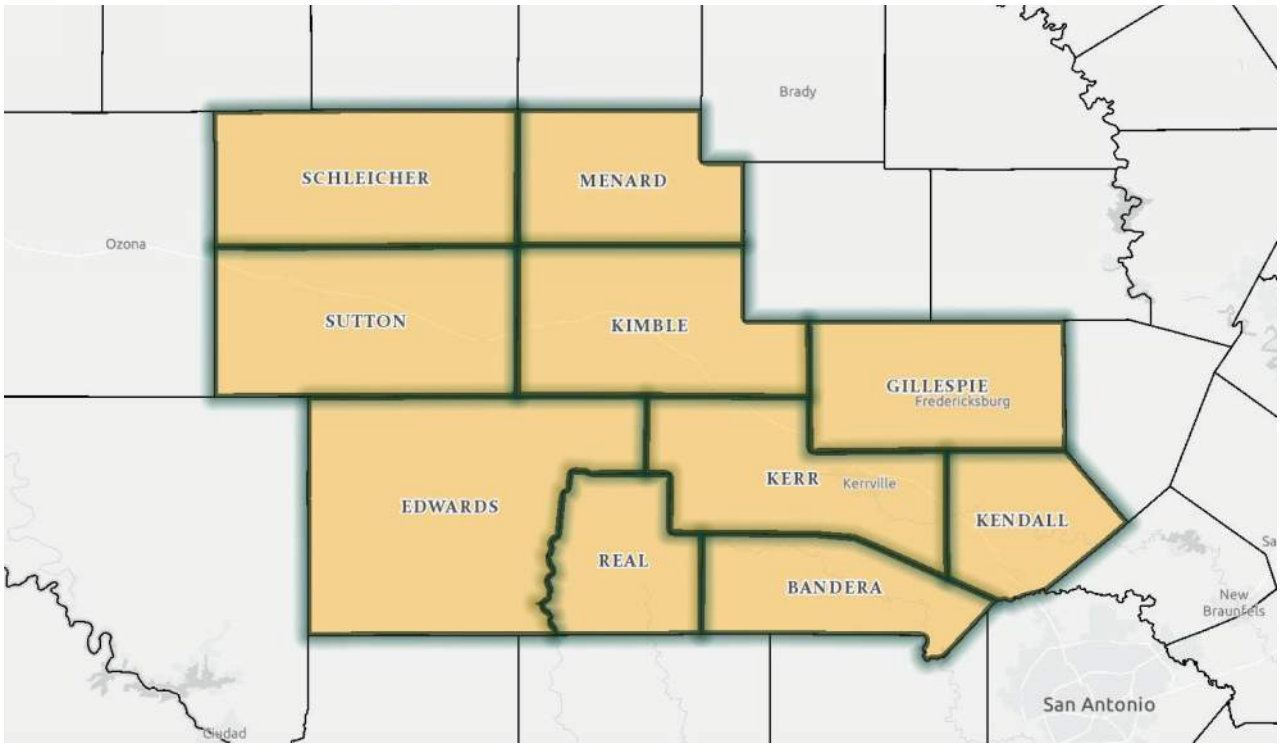
Housing Stock: The physical condition and design of housing units directly impacts resilience by determining their ability to withstand environmental stressors and meet evolving resident needs. Home update and weatherization programs can help people make their homes healthy and resilient spaces.

People and Social Capital: Strong social networks and community relationships enhance resilience through support, information sharing, and coordinated responses, fostering community cohesion and reducing vulnerability.

Market Opportunities

An analysis of the current performance of real estate products within an overall market, as well as the projects they compete with in the same trade area, provides an indication of whether a property or area may be ready for new development or redevelopment. It also helps identify potential gaps in the market—niches that new development and/or redevelopment could fill. In order to identify potential future market opportunities given the City's competitive position and prevailing market conditions, market demand estimates were prepared for residential product types through the year 2050. The information which follows presents a summary of current supply and demand conditions for competitive residential uses within the Kerrville trade area (see Figure 5 below).

Figure 5 Kerrville Trade Area



Economic and Demographic Trends

As summarized in the Economic Development section of the Plan, residential projects within the City of Kerrville can be expected to attract the interest of individuals from a broad geography, one well beyond the municipal boundaries. The trade area within which future projects will attract and compete for residents will reach across multiple jurisdictions. Summary observations from the demographic and psychographic analysis include:

- Kerrville and Kerr County are growing at a slower rate than the State of Texas
- The City's average household size is smaller than both the County and the State; not surprisingly, the City has a higher share of non-family and one-person households

- The median age of Kerrville residents is 39.9 years, according to the U.S. Census Bureau. In recent years, the City's median age has steadily declined, reflecting a younger population trend. Kerrville's median age is also notably lower than Kerr County's 48.2 years, yet remains higher than the Texas state median of 34.8 years.

Residential Supply

The housing market in Kerr County is dominated by single-family detached development, though some recent townhome projects have been introduced. Figure 6 summarizes residential building permit activity from 2016 through 2023. As shown, 62% of permits issued have been for single-family detached units, with the remainder split between single-family attached and multi-family units.



Townhomes offer a housing style that is becoming slightly more common in Kerrville.

Figure 6 Building Permit Activity Kerr County

Unit Type	2016	2017	2018	2019	2020	2021	2022	2023	Total	Annual Average	% of Total
Multi-Family (5+ Units)	0	96	87	0	0	0	79	104	366	46	36%
Single Family Attached (2-4 Units)	0	0	0	4	8	0	2	8	22	3	2%
Single-Family Detached	60	40	50	88	83	98	84	121	624	78	62%
Total Units	**60**	**136**	**137**	**92**	**91**	**98**	**165**	**233**	**1012**	**127**	**100%**

Source: Real Estate Research Center at Texas A&M University, CDS

By 2015, Kerrville began experiencing an undersupply of homes relative to demand. This shortage intensified during the COVID-19 pandemic years of 2020 and 2021, when housing supply dropped to extremely tight conditions, making it increasingly difficult to find an existing home to purchase amid sharply rising prices.

Figures 7 and 8 illustrate the history of home sales in the Kerrville market. Figure 7 shows that, over the past 10 years, the number of home sales fluctuated between 300 and 500 per year, while the total value of home sales steadily increased. During the same period, total listings declined, bringing the months of inventory down to 4.3. These indicators typically reflect a robust housing market, but Kerrville's persistent supply shortage has resulted in an imbalance between supply and demand, particularly in the middle market.

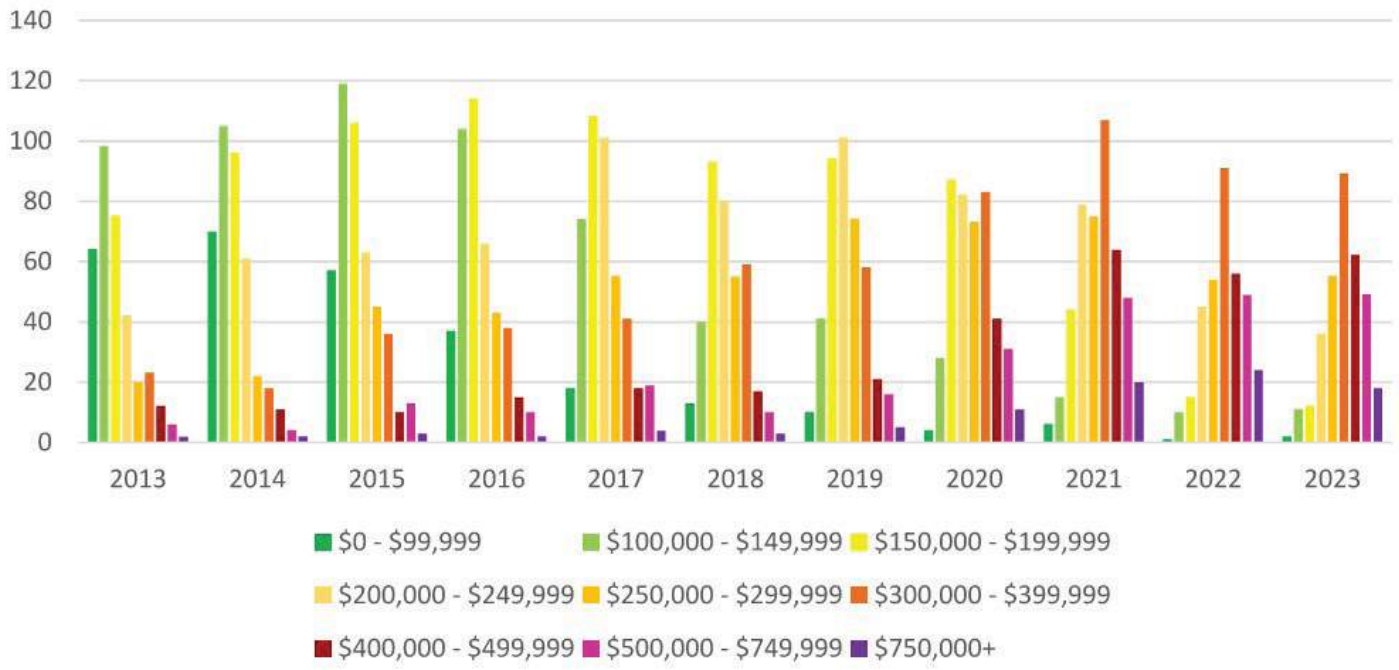
Figure 7 Kerrville Home Sales

Year	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
Sales	343	389	452	429	439	370	421	441	458	345	335
Average Price ($)	185,053	180,963	200,843	206,279	239,196	249,221	257,947	305,633	354,655	409,690	392,734
Median Price ($)	155,000	158,500	170,000	174,500	213,250	224,000	229,450	260,000	307,000	355,000	345,000
Total Listings	336	280	190	166	127	117	142	120	68	70	107
Months Inventory	9.2	6.2	4.5	3.6	2.5	3.4	3.7	2.1	1.3	3.4	4.3

Source: Kerrville Association of Realtors, Real Estate Research Center at Texas A&M University, CDS

Single-family home sales have shifted from price ranges under $200,000 in the early 2010s to higher price ranges in recent years. In 2023, 65.1% of the 335 homes sold were priced above $300,000, as shown in Figure 8. New home construction in the Kerrville market area now starts at approximately $300,000 and up, leaving a gap in the market for affordable, mid-range for-sale housing—often referred to as the "missing middle".

Figure 8 Kerrville Home Sales Price Distribution



Source: Real Estate Research Center at Texas A&M University, CDS

Residential Demand

Demand for residential units in Kerrville is a function of projected household growth across the expanded 10-county Kerrville trade area. In other words, Kerrville will compete with other locations in the trade area as a potential home for newly formed households, whether they arise through natural increase or net in-migration.

The 2017 base of 60,400 trade area households is expected to grow by 1% annually to 83,877 households by 2050—an addition of 23,477 units. Applying a 1% factor to account for a vacancy/turnover buffer, demolition, and a modest amount of second-home purchase activity, results in an adjusted 33-year demand for approximately 23,712 units for the 10-county trade area. Based on current and anticipated home ownership and rental rates, there should be demand for 6,127 additional rental units and 17,585 additional ownership housing units by 2050 in the Kerrville trade area.

This total demand for units is further allocated into approximate income-qualified rent and home price groups. The analysis assumes a moderate increase in household incomes over time (using constant 2017 dollars). In other words, new households are expected to be somewhat more affluent than existing households. Figure 9 summarizes these demand estimates.

Figure 9 Residential Demand for New Units Kerrville Trade Area

Residential Demand Analysis		Households	2017	60,400				
Kerrville Trade Aea			2037	73,699		Annual Growth Rate		1.0%
2017-2050 Demand Estimates			2050	83,877				
		Household Growth	(2017-50)	23,477		Adjust for 2nd homes, demolition, vacancy	1.0%	
		Adjusted Unit Requirement		**23,712**		% Rental		26%
					Trade Area Demand from New Households (2017 to 2050)			
Annual Household Income Range (2017 dollars)	**Approximate Rent Range**	**Supportable Home Price Range**	**Current Households in Income Bracket**	**New Households by Income Bracket**	**Total Units**	**Estimated % Rental**	**Total Rental Units**	**Total Ownership Units**
up to $15K	up to $375	up to $75K	10%	9%	**2,134**	85%	1,814	320
$15-25K	$375 - $635	$75 to $100K	12%	11%	**2,608**	65%	1,695	913
$25-35K	$625 - $875	$100 to $150K	11%	10%	**2,371**	55%	1,304	1,067
$35-50K	$875 - $1,000	$150 to $200K	14%	14%	**3,320**	25%	830	2,490
$50-75K	$1,000+	$200 to $250K	18%	18%	**4,268**	5%	213	4,055
$75-100K	$1,000+	$250 to $350K	13%	14%	**33,320**	3%	100	3,220
$100-150K	$1,000+	$350 to $500K	12%	13%	**3,083**	3%	92	2,990
$150K and up	$1,000+	$500K and up	10%	11%	**2,608**	3%	78	2,530
Totals			**100%**	**100%**	**23,712**	**26%**	**6,127**	**17,585**

Source: U.S. Census; ESRI; Ricker | Cunningham

Figure 10 shows reasonable attainable demand for single-family detached units in the trade area for households earning at least $15,000 per year. This analysis assumes that detached single-family homes will account for approximately 75% of all ownership demand, with the balance coming in the form of attached products (condominium, townhome, rowhome, loft, duplex, triplex, quadplex, etc.); therefore, over the next 33 years, the trade area could support approximately 13,000 new single-family detached units.

Figure 10 Single-family Detached Demand, Kerrville Trade Area

Annual Household Income Range	Approximate Home Price Range	Trade Area For-Sale Demand (Incomes $15K+)	Estimated % Single Family Detached	Single Family Detached Demand
$15-25K	$75 to $100K	913	30%	274
$25-35K	$100 to $150K	1,067	60%	640
$35-50K	$150 to $200K	2,490	60%	1,494
$50-75K	$200 to $250K	4,055	75%	3,041
$75-100K	$250 to $350K	3,220	80%	2,576
$100-150K	$350 to $500K	2,990	90%	2,691
$150K and up	$500K and up	2,530	90%	2,277
Totals		**17,264**	**75%**	**12,993**

Source: U.S. Census; ESRI; Ricker | Cunningham



Middle class households with incomes between $35,000 and $100,000 will account for more than half of the demand for purchasable homes in the trade area between now and 2050.

Generally speaking, infill neighborhood areas are more suitable for attached ownership housing, particularly near a downtown or central business district. Neighborhoods in and around Downtown Kerrville, which include significant areas of detached residential development, vacant land, and marginal housing, would be potential candidates for this type of infill housing. For vacant areas within this setting, detached development could be relatively dense, with patio homes, bungalow courts, and other small-lot development. Redevelopment of existing single-family home sites, however, would either need to conform to current zoning and lot sizes or constitute new concepts that could be proposed under Planned Development zoning. Over the next 33 years, the trade area could support approximately 4,300 new single-family attached units.

Figure 11 Single-family Attached Demand, Kerrville Trade Area

Annual Household Income Range	Approximate Home Price Range	Trade Area For-Sale Demand (Incomes $15K+)	Estimated %Single Family Attached	Single Family Attached Demand
$15-25K	$75 to $100K	913	70%	639
$25-35K	$100 to $150K	1,067	40%	427
$35-50K	$150 to $200K	2,490	40%	996
$50-75K	$200 to $250K	4,055	25%	1,014
$75-100K	$250 to $350K	3,220	20%	644
$100-150K	$350 to $500K	2,990	10%	299
$150K and up	$500K and up	2,530	10%	253
Totals		**17,264**	**25%**	**4,271**

Source: U.S. Census; ESRI; Ricker | Cunningham

"Need more options for elderly to stay in the area; small lots/ townhomes that are walkable and/or transportation options"

- 2018 Community Retreat

While condominium construction has been adversely impacted nationally by the mortgage lending crisis and construction defects litigation, the low-maintenance and potentially pedestrian-friendly aspects of attached housing should grow in share as this type of home finds appeal among both aging Baby Boomers and young professionals. This absorption could take the form of loft condominiums within the upper floors of mixed use buildings, as well as in new townhome or rowhome construction on underutilized parcels scattered around Kerrville.

Figure 12 shows projected rental apartment demand for the trade area of 4,300 new units by 2050 (for households earning over $15,000).

Figure 12 Rental Apartment Demand, Kerrville Trade Area

Annual Household Income Range	Approximate Rent Range	Trade Area Rental Demand (Incomes $15K+)
$15-25K	$375 - $635	1,695
$25-35K	$625 - $875	1,304
$35-50K	$875 - $1,000	830
$50-75K	$1,000+	213
$75-100K	$1,000+	100
$100-150K	$1,000+	92
$150K and up	$1,000+	78
Totals		**4,313**

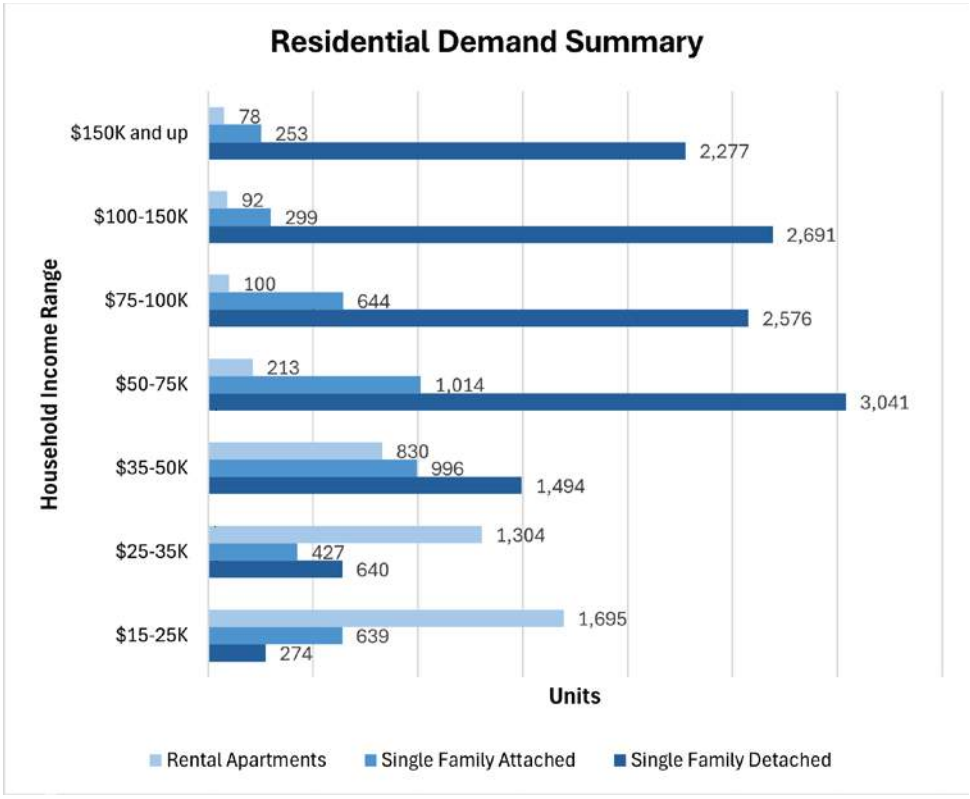
Source: U.S. Census; ESRI; Ricker | Cunningham



While home-owning households still make more on average than renting households, there is a growing market for higher-income apartments.

As with attached ownership housing, new apartments could be created by redesigning existing commercial space, built on smaller scattered-site underutilized lots, or developed on larger underutilized tracts as part of a residential mix. The Residential Demand Summary graph reflects residential demand by product type.

Figure 13 Residential Demand Summary Kerrville Trade Area



Based on the demand analysis, it is estimated that 40% of trade area households are looking for a different residential lifestyle that is not presently available in the market. A number of Kerrville residents expressed these exact sentiments at the community events. The desired products would offer lower-maintenance, high-amenity environments for prospective buyers/renters. Demand for housing products is the highest in the $50k to $75k household income group, which supports housing prices ranging from $200,000 to $250,000. This is the “missing middle” price range that the current market is having difficulty delivering.



Cottage homes, like the ones pictured above, proved especially popular with community members during the Kerrville 2050 process.

Kerrville Housing Market Share

Based on the market analysis summarized herein, the residential products listed in Figure 14 are supportable within the larger trade area and specifically in Kerrville. Ideally, a mix of these housing products will be configured in a synergistic manner that encourages an integration of age groups and income levels. When effectively integrated, these mixed-income housing developments yield higher values and are more sustainable over a longer period of time.

Kerrville is well-positioned to compete for residential market share and should be able to capture 10% to 15% of the demand depending on the housing product type.

Figure 14 Kerrville Housing Market Share (2017 to 2050)

Land Use Type	Trade Area Demand (2017 to 2050)	City of Kerrville			
		Market Share		Absorption (Units/Sq Ft)	
		Low	High	Low	High
Residential (Units):					
Single Family Detached	13,000	10%	15%	1,300	1,950
Single Family Attached	4,300	12%	15%	516	645
Rental Apartments	4,300	12%	15%	516	645
Residential Subtotal	**21,600**			**2,332**	**3,240**

Source: Ricker | Cunningham

The challenge of affordable housing in Kerrville is well-known to the community, as expressed in the Stakeholder Interviews, Community Retreat, and Open Houses from many divergent groups, including high school students in the Mayor's Youth Advisory Council, business owners from working families, representatives of local faith-based and non-profit groups, realtors and title company representatives familiar with the housing market, and retirees looking to downsize. The lack of inventory in the affordable categories will begin to affect not only the growth of the population of Kerrville, but also the health of its economy if workers and entrepreneurs are unable to find places to live, assuming it has not done so already. A concerted, multi-pronged strategy will be required to deal with this situation, and this could be an excellent opportunity for the City to collaborate with other public and private sector partners with mutual interests to address the problem.



Mixed use developments offer live-work-play environments for working people of all ages.

Guiding Principles and Sample Action Items

Housing products and the larger neighborhoods within which they are located are reflections of a community's common values. The Guiding Principles and Action Items below have been established to provide community leaders with strategies for diversifying and enhancing the offering of housing products in Kerrville in the future.

H1 GUIDING PRINCIPLE: Provide a diverse range of housing options to meet the needs and desires of all age groups, income levels and lifestyles

Just as a community serves a wide range of resident types, its housing options must serve a wide range of lifestyles. Most communities strive to allow their citizens to "age in place", that is, they try to provide a range of housing options to accommodate every stage of a person's life.

- Develop a Citywide strategic housing plan (market supply and demand, "delivery system" capacity, development economics, incentives and tools) with an emphasis on affordable/ workforce housing. A strategic document that effectively articulates the community's housing vision and provides a roadmap for implementing that vision is another element of marketing Kerrville to the private sector.
- Research potential funding mechanisms for the development of workforce housing, defined as 80% to 120% of area median household income. This general definition of workforce housing represents the housing products which typically are not addressed by the public sector (low-income housing) or by the private sector (market-rate housing). Development challenges unique to Kerrville make this an even more difficult product to deliver.
- Position City-owned property for desired housing products. One of the most important factors in a community's attempt to facilitate the development of desired real estate products is control of property. If a city owns property that is well-positioned for a certain product type, it has already moved the private sector closer to being able to deliver that product.

H2 GUIDING PRINCIPLE: Maintain the quality and value of existing neighborhoods

Given the age of Kerrville's housing stock, it is imperative to put in place protections for existing neighborhoods. Through the existing regulatory framework, coupled with incentive programs for housing rehabilitation, the City can ensure that older neighborhoods are provided the tools to maintain quality and value.

- Enforce current minimum property standards for home/structure maintenance and increase proactive code enforcement. The goal of code enforcement is to protect public health, safety, and welfare. Proactive code enforcement aimed at stabilizing neighborhoods does not have to overburden City staff or intimidate homeowners, as long as it is preceded by a community education program.
- Research potential funding mechanisms for existing home rehabilitation and renovation. Experience has shown that communities have to be proactive in providing local incentives for residents to rehabilitate or improve their properties. Federal and state programs can be effective in doing so, but can be cumbersome and untimely. Cities who take on this effort find that homes and neighborhoods can be revitalized at a faster rate with greater local involvement and that the prospect of incentives can be the impetus for projects that homeowners might otherwise postpone or not do at all. This is another area where the impacts of public investment are multiplied as property values increase and one attractive project in the neighborhood inspires others.

H3 GUIDING PRINCIPLE: Enhance Kerrville's unique quality of life attributes and the natural, healthy environment that attracts people to live here

- Implement the River Trail Master Plan. The Guadalupe River remains Kerrville's premier natural amenity, offering both local and regional appeal. Expanding public access to the river through strategic trail development should be actively pursued. From an economic standpoint, riverfront real estate typically commands a significant premium (20% to 50%) in rents and sale prices, reinforcing the value of continued investment in the River Trail. Additionally, the trail serves as a critical link in promoting pedestrian activity, particularly in and around Downtown, further supporting local businesses.
- Assess the need for public amenities in existing neighborhoods and infill areas (e.g., libraries, community centers, parks, etc.). Public amenities are a critical element in building and enhancing neighborhoods. They serve as community gathering places and can be fundamental components in revitalizing older neighborhoods.

H4 GUIDING PRINCIPLE: Balance the City's tax base, shifting the burden from residential property owners

A challenge for every community is to balance growth and development in a fiscally sustainable way. This requires a strategic mix of land uses—those that typically produce revenues for the municipality that exceed service costs (e.g., retail, office), and those that typically require more service costs to the municipality than the revenues they generate (e.g., residential). Obviously, market forces determine when these land uses will be ready for introduction into the market, but the public sector can affect this timing through forward-thinking land use planning.

- Target strategic growth opportunities that will bring an increase in fiscal revenues (e.g., sales and property tax, water/sewer fees, etc.). In identifying Strategic Catalyst Areas, the City has committed to responsible land use planning—balancing land uses that generate higher tax revenues with those that generate higher service costs and targeting areas that are already served by infrastructure and contain features—catalysts—that have the potential to attract new investment. This can help diversify the tax base so that commercial property takes on a greater share of the burden.

H5 GUIDING PRINCIPLE: Continue to leverage Kerrville as a great place for retirement living

Kerrville is already a well-established retirement community, as evidenced by the high percentage of residents age 65 and over (28.1%), roughly twice the size of the state share. As such, efforts to grow this retirement base should be encouraged.

- Seek certification as a GO TEXAN Certified Retirement Community. According to its website, "The GO TEXAN Certified Retirement Community Program is a certification and promotion program provided by the Texas Department of Agriculture. To become a certified retirement community, each community must complete a rigorous application process including a retiree desirability assessment. Each application is reviewed and scored by an independent advisory committee comprised of volunteers who are experienced in various aspects of community and economic development. The GO TEXAN stamp of approval ensures each certified community has demonstrated through its application that it can meet the living, employment/volunteer, health, entertainment, education and safety needs of its citizens and visitors - all the things that make Texas a great place to retire." Go Texan Certification would add Kerrville to the program's website and provide regional and national marketing benefits.

This page left intentionally blank

6 | Community & Neighborhood Character / Placemaking



Community & Neighborhood Character / Placemaking

Introduction

The community/neighborhood character and placemaking element of the Kerrville 2050 Plan is an important tool for achieving the community's vision. Chapter 3 identifies Strategic Catalyst Areas and establishes patterns to help guide the community's land use decisions. This chapter focuses on the principles and strategies that can be used to ensure that future development and land uses strengthen the character of neighborhoods and commercial areas and enhance the sense of community within Kerrville. Throughout the planning process, community input and collaboration helped articulate a vision for the character that the community hopes to see. This chapter uses placemaking concepts to address three topics - inclusiveness, neighborhood appearance and connections - outlining policies and recommendations that will help the community make decisions for the future of Kerrville.

What is Placemaking?

Desirable neighborhoods and memorable places are the foundation of any successful community. Placemaking is about the creation of areas (i.e., places) that people find engaging and memorable. These kinds of places share several common attributes, which typically include a distinctive aesthetic character, a strong sense of community, and a pedestrian scale that encourages social interaction. Placemaking is a process that takes advantage of the existing features of an area, including elements such as topography, vegetation, and the existing built environment, along with the area's historical and cultural context, to create a place that is both unique and authentic. To successfully enhance neighborhood character and enhance the "sense of place," placemaking policies should promote good spatial organization, encourage high aesthetic standards and distinctive character, and strengthen social equity to increase the sense of community and improve the quality of life.



The historic character and walkability of Downtown Kerrville makes it a distinct and easily recognizable place.

Topic of Note: Resilience in Placemaking



Placemaking strengthens community resilience by fostering vibrant, inclusive spaces that support social connection, local identity, and a sense of belonging - all critical elements in times of crisis and recovery. By engaging community members in shaping the public realm, placemaking builds civic pride and collective ownership, which in turn encourages cooperation and mutual support during disruptions. Well-designed public spaces can serve multiple functions, making them flexible assets in the face of changing needs. For example, a popular gathering place during regular operations but could serve as an emergency hub or cooling center during an emergency event. Furthermore, placemaking promotes walkability, local economies, and environmental stewardship, contributing to both social and physical resilience in a rapidly evolving world.

Engage the Community in Design – Involve residents in shaping public spaces to build local ownership, reflect community identity and ensure spaces meet diverse needs.

Create Multi-Functional Public Spaces – Design parks, plazas and streetscapes to serve multiple purposes (recreation, gatherings, emergency use), making them adaptable in times of change.

Integrate Green Infrastructure – Use natural elements like rain gardens, trees and permeable surfaces to manage stormwater, reduce heat and enhance environmental resilience.

Support Temporary and Pop-up Uses – Activate underused spaces with flexible, low-cost interventions like markets or art installations to pilot ideas and bring the community together.

Preserve Historic and Cultural Assets – Reinforce local identity by preserving and adapting existing buildings and landmarks for new uses while honoring their heritage.

Why is Placemaking Important?

Placemaking is an important component of the Kerrville 2050 Plan. When people make choices about where they live, they look for a strong sense of community and a high quality of life. Kerrville is a unique place that benefits from its picturesque setting in the Texas Hill Country, quaint neighborhoods and a vibrant arts and cultural community. Even so, the incorporation of placemaking principles will be essential to maintaining and enhancing the City's appeal as it continues to grow in the future. New development must incorporate these principles so that it contributes to community character in a positive way, but there are also opportunities to enhance the sense of place within existing neighborhoods.

> "Preserve history of our area — don't destroy what makes this area special."
>
> - Open Houses

Strong placemaking principles create social and economic value for the community, since neighborhoods that stand out as unique, identifiable places are more attractive to residents and businesses. These types of neighborhoods tend to display high levels of community pride and social cohesion, giving residents and businesses a strong sense of shared ownership in the community. This sense of ownership strengthens commitment to the community, leading residents and businesses to make greater investments and reinvestments in their properties, and helping to create and maintain higher property values over time. This combination of social and economic capital makes neighborhoods more desirable and resilient and helps them maintain their culture and history.

Existing Conditions and the Kerrville 2050 Plan

Nestled in the scenic hills of the Texas Hill Country, Kerrville derives its physical character primarily from the picturesque natural landscape. The Guadalupe River runs directly through the heart of the City, and various neighborhoods and developments radiate out into the surrounding limestone hills from the quaint core of the City along the river's edge. This natural landscape, coupled with a historic Downtown, outdoor recreation opportunities, and a thriving arts and culture community, have made Kerrville a desirable place for residents and visitors alike.



The Guadalupe River is an important part of Kerrville's image and identity.

Kerrville faces both challenges and opportunities as it seeks to preserve, enhance and expand the qualities that make it an attractive place to live. Among those challenges are a lack of housing and a need for more amenities to appeal to people from a broad range of ages, income levels and lifestyles. As with many cities across the country, the majority of Kerrville's residential development has taken the form of detached single-family homes, reducing connectivity and walkability and pushing growth outwards and people further apart. Newer residential development has continued to spread into the surrounding hills, while older residential neighborhoods near the historic core have suffered from a lack of reinvestment and upkeep.



Single-family homes are the primary form of residential development in Kerrville.

As the community has expanded, commercial corridors have developed along SH 16, 27, and 173 and I-10. These areas are dominated by the generic strip malls and big-box stores typical of most post-war development, leaving under-utilized buildings and an over-supply of parking near Downtown and around River Hills Mall. While these conditions present challenges to neighborhood connectivity, walkability, and character, the potential for reinvestment and redevelopment in some of these corridors offers tremendous opportunity for Kerrville. There are a variety of ways in which the City can capitalize on existing assets and character to strengthen neighborhoods and enhance Kerrville's small-town character and unique sense of place.

Placemaking in Strategic Catalyst Areas

The character of Kerrville's neighborhoods will be determined by the uses and places that remain as they are today, the ones that are changed or revitalized in the future, and those that have yet to be created. The Kerrville 2050 Plan contains seven Strategic Catalyst Areas, which have been identified by the community as the most important locations for development, redevelopment, and public investment in the coming years (see Chapter 3, Land Use). Within these catalyst areas, the community has identified the specific land uses and place types that are best suited for achieving the Kerrville 2050 vision. The place type mixes will determine the specific character of each of the seven areas, and the use of good placemaking techniques will ensure that each one has its own unique identity and contributes positively to Kerrville's overall quality of life.

Distinctive Neighborhoods

An important component of placemaking is the development of distinctive neighborhoods. To create these distinctions, neighborhoods should capitalize on the elements that make them unique compared to other areas of the City or region by emphasizing natural features such as topography, vegetation, water features, or green space, or by using specific design elements to create a special character.



The rolling landscape of the Texas Hill Country is one of Kerrville's most distinctive features.

One of Kerrville's most distinctive features is the beautiful natural landscape—blue skies, rolling hills, native vegetation, and the Guadalupe River. These features should be protected and celebrated. The City should consider slope and escarpment protection measures to restrict development in sensitive areas. Neighborhood character can be enhanced through landscaping and tree plantings. A tree preservation strategy and a planting plan for City-owned property and public spaces should be considered. A palette of native plant material should be used in this planting plan to ensure that the landscape materials used are suited to the unique environment of Central Texas.

The adoption of architectural guidelines, addressing elements such as building orientation and style, can also be used as a tool to strengthen or create identities for commercial areas. These guidelines could be individually tailored for different corridors or Strategic Catalyst Areas, allowing each to develop in its own way. Programs, events, or gatherings could be established to bring residents and business owners together, creating deeper connections, developing a stronger sense of belonging among people, and strengthening neighborhood identity.

Throughout the development of the Kerrville 2050 Plan, the community expressed a desire for more amenities and activities that catered to people of all ages and backgrounds. To address that desire, Kerrville should consider developing more programs and facilities—parks, sports leagues, classes, activity centers—that keep people engaged in the community. Special attention should be given to the development of free and low-cost activities so that all members of the community, especially families, are included.



The interactive fountain at Louise Hays Park provides summer fun for Kerrville residents.

There are many factors that contribute to the character, development and identity of an area. To facilitate the development of an organized strategy specifically tailored to individual areas, the City should consider developing small area plans for specific neighborhoods. A small area plan drills down into specific needs, policies, and strategies at a more granular level than a comprehensive plan can, allowing it to be more responsive to a neighborhood's precise needs and desires. This Plan update features two small area plans initiated as a result of the 2018 Kerrville 2050 Plan.

Neighborhood Reinvestment

Kerrville has several older neighborhoods near Downtown that have fallen into disrepair, and there are many that would benefit from reinvestment and renovation. The City could consider adopting incentive programs, such as grants or tax breaks, to encourage the redevelopment of some of these homes. Attention should be given to educating the public about community property and maintenance standards, and minimum property standards should be enforced to ensure that properties are kept in good repair and that public health, safety, and welfare are not jeopardized.



Kerrville has many beautiful, historic homes.

Beyond the encouragement of private sector reinvestment, the community should also consider public investments that would make older neighborhoods more attractive. This could include streetscape and utility improvements, as well as upgrades in the public right-of-way that might include new sidewalks, street trees, or lighting. These efforts could be coupled with programs to identify vacant or substandard buildings that need to be demolished and incentives to promote infill development on vacant parcels. Revisions to zoning ordinance requirements and city codes could be made to allow alternative housing types, such as tiny homes or ancillary dwellings, allowing greater flexibility and expanding the range of housing options available in Kerrville.

New Neighborhoods

The incorporation of good placemaking principles into new developments creates unique, identifiable places that are appealing to both residents and businesses. New development should be encouraged to preserve natural features and provide community green space and public areas. Because of the higher housing costs associated with the complex topography and the lack of a large construction workforce, a variety of different housing types should be encouraged so that a range of options is available for people of all ages, lifestyles, and incomes. Specific zones within the Strategic Catalyst Areas could be designated for particular housing types to create a degree of design consistency, further strengthening neighborhood identity. The community should also consider an affordable/workforce housing program based on actual wage rates and salary data for Kerrville households to help address the need for affordable housing in the community.

Commercial Areas

Kerrville has several districts and corridors that have developed into major commercial areas. Most of the commercial development in Kerrville is concentrated Downtown, along Highways 16 and 27, and around River Hills Mall. The community involvement process found a strong desire within the community for improvement and reinvestment in these areas.

> "Art/Murals on Downtown parking garage, bridge at Louise Hayes Park, Sydney Baker bridge — How about public sculptures?"
>
> - 2018 Community Retreat

Downtown



Historic buildings in Downtown Kerrville are an important part of the community's character and heritage.

Downtown Kerrville, with its historic architecture, is where the community began. It should serve as a vibrant center of commerce that appeals to residents and visitors alike. One concern expressed by citizens numerous times at the community events was the desire to fill vacant Downtown store fronts. From a neighborhood character standpoint, the City should leverage the existing stock of historic buildings as a design basis for future development and infill projects. New development should be encouraged to be compatible with the existing neighborhood. Special design guidelines or standards could help create a unified streetscape that brings an even stronger identity to Downtown as a unique place within Kerrville and the region. A more in-depth explanation of appropriate strategies for the revitalization of Downtown can be found elsewhere in this document (See Chapter 12, Downtown).

Commercial Corridors

Highways 16 and 27 have developed into the primary commercial corridors in Kerrville. Today, these corridors are characterized by low-rise buildings, expansive parking lots, and a lack of coherent design standards, with nothing distinctive to let people passing through know that they are in a special place. The establishment of overlay districts on these corridors would allow the community to create a vision that could be used as a tool to guide future development and redevelopment. These overlay districts could be used to create standards or guidelines for signage, architecture, and urban design which, over time, would create a unified aesthetic for the corridors that establish them as unique, identifiable places within the community.

Transportation Corridors

The incorporation of good design along streets and transportation corridors is an essential component of placemaking. Street rights-of-way are usually one of the largest land uses within a city, and investments by the community in these areas can create a unified aesthetic and a distinctive character for an area. Right-of-way creates the framework through which the city is experienced by the public. It should provide not only physical, but also visual connectivity within and between neighborhoods via a variety of mode types (walking, biking, automobile, etc.) and a high-quality aesthetic.



Wide sidewalks enhance walkability and help create a unique sense of place.

Throughout the Kerrville 2050 process, the community expressed a strong desire for increased mobility using alternative modes of transportation, especially enhanced walkability. To accomplish this goal, major corridors could be redeveloped with a Complete Streets program that includes elements such as bike lanes and wide sidewalks. Sidewalks should be extended wherever possible to enhance connectivity in new and existing neighborhoods, and elements such as lighting, street furniture, plantings, and street trees adapted to the local climate should be used to further improve walkability.

In addition to Complete Streets and an expanded sidewalk network, the development of a comprehensive trail system would greatly enhance mobility. The Guadalupe River Trail is a celebrated community asset, and a larger network of trails that connects neighborhoods and other green spaces to the river and each other would build upon this asset to enhance the community quality of life.

Gateways

Gateways and identity nodes make neighborhoods more identifiable and unique by establishing the boundaries and character of the area and enhancing imageability. These elements establish a hierarchy of importance for intersections, corridors, and public spaces. They can play a vital role in the establishment of a unique identity or brand for a neighborhood and can be an important part of a wayfinding system. Gateways and identity nodes come in a wide variety of shapes and sizes and may consist of elements such as signage, pavement enhancements, bridges, large art installations, monumentation, ornamental plantings, special topographic features, or even significant specimen or historic trees. The establishment of gateway and identity node systems within the Strategic Catalyst Areas should be carefully considered so that they help create unique identities for each of these areas. Consistent gateway and identity node themes within the Strategic Catalyst Areas can also contribute to a unified aesthetic for areas that have a diverse range of place types, land uses or architectural styles.

> "The view of the city at its gateways needs to be cleaned up."
>
> - 2018 Stakeholder Interviews



Gateway Downtown Kerrville.

Guiding Principles and Sample Action Items

The list of Guiding Principles and associated Action Items was developed by the Kerrville 2050 Plan. A Kerrville Comprehensive Plan Subcommittee assigned to this topic and the Comprehensive Plan Steering Committee developed the following Guiding Principles and their purpose was to focus community resources on the issues and actions that are most important to maintaining and enhancing the sense of community and character in Kerrville.

C1 GUIDING PRINCIPLE: Promote "aging in place" or full life cycle amenities to address the needs and desires of children, teens, young families and single professional adults

Kerrville should have a variety of amenities and activities that appeal to people at all stages of their life. While there are many options for adults, the City should focus on developing a broad range of activities that appeal to families and young adults as well, so that they, too, can be actively engaged in the community.

- Create and promote more youth recreational events, event centers and activities. During the Community Retreat and the February Open Houses, one of the recurring comments was that Kerrville lacked sufficient events and activities for youth. While Kerrville has a wealth of organizations and activities that appeal to adult residents, such as art museums and galleries, the symphony, plays and other live performances, the City should also invest in facilities and activities that appeal to younger residents. This would attract young people who could connect to each other and become more integrated into the community, making Kerrville more appealing to families.
- Develop more free and low-cost events and activities for families. Taking a family to events and activities can become an expensive endeavor when tickets or food must be purchased. To ensure that all Kerrville's residents have a high quality of life and the opportunity to take part in enjoyable community events regardless of income or background, the City should develop or sponsor more events that are low-cost or free.
- Provide service options for elderly persons who want to stay in their homes. As people age and their mobility becomes impaired, they are often forced to leave their homes because they are no longer able to access the services and activities necessary for daily living. The City should consider partnering with other agencies and non-profits to provide services, such as free or low-cost transportation, to allow Kerrville residents to remain in their homes and maintain a good quality of life even as their mobility declines.

C2 GUIDING PRINCIPLE: Seek to attract a range of housing options to provide choices for people with a variety of ages, incomes, lifestyles, etc.

Housing that is affordable and appealing to people of all backgrounds is essential to the long-term health of a community's residents. Housing prices in Kerrville are relatively high, and housing choices, particularly affordable options, are limited. Expanding housing choices will be necessary so that residents can find housing that is safe, affordable and appealing at all stages of life. This will be essential if the City wants to remain appealing to the workers who power the economy, so that people who wish to remain in Kerrville as they age are able to do so, and so that the City can continue to grow.

- Develop and implement a formal affordable/workforce housing plan. Kerrville has a number of expensive, high-end homes, but is lacking more affordable housing. To ensure that residents and workers who wish to remain in Kerrville can afford to, and to attract the jobs that will be required to help sustain the Kerrville economy, the City should develop a workforce housing strategy, possibly as a cooperative effort with its economic development partners. This strategy would explore various options for the creation of this housing, such as through the reuse of City property or by using incentives and grants that promote workforce housing development by the private sector.
- Consider making provisions, include revising ordinances, to allow appropriate alternative housing styles, such as tiny homes, eco homes or park model homes. The availability of a variety of housing types gives residents of a community more choices when seeking housing that suits their income and lifestyle. This flexibility makes the community more appealing to a variety of people, improving community vitality and diversity. Being open to alternative housing styles could also help change Kerrville's image.
- Identify vacant lots and develop incentives/abatements for infill development where adequate utilities exist. Growth is most economical for the community when it occurs in areas that are already serviced by public roads and utilities. Infill housing increases property tax revenue for the City by maximizing the use of existing infrastructure. It also improves the viability of neighborhoods by making use of empty or substandard lots that can lead to blight and reduce the integrity of neighborhoods.

C3 GUIDING PRINCIPLE: Promote the use of inclusive processes to capture the voices of the citizenry in decision-making

Decisions made by city government should reflect the will of the citizenry and promote the best interests of the community. In order to make the best possible decisions for the community, municipal government should be based on inclusive processes that bring people of all backgrounds to the table, ensuring that all viewpoints are heard. Inclusive processes should result in better acceptance of policy decisions and reduce the unintended consequences that could have been avoided if people affected by the actions taken had been consulted beforehand.

- Develop a strategy for recruiting and training potential new board and commission members, such as meeting with civic clubs, professional organizations, and non-profit groups to develop interest among quality candidates. Quality leadership is essential to the proper functioning of municipal government, and there are all types of civic involvement that can help develop community leaders. The most successful ones usually have certain things in common: they are passionate about the work they are doing, and they have developed specialized knowledge and insights in the subject area or are willing to spend the time to gain that knowledge. A strategy to engage with organizations that are already doing good work in the community would help ensure that Kerrville has highly qualified and engaged candidates for positions on municipal boards and commissions.
- Ensure that a historic committee, if established, is made up of a variety of individuals that fully represent the community. A historic committee is a great way for communities to protect and celebrate the heritage that gives a city character and to connect the community to its past. When given too much authority or controlled by too narrow a group of individuals, however, the historic standards and guidelines developed by the committee can become onerous, reducing the incentive for businesses and individuals to invest in and protect historic structures. If a historic committee is established, care should be taken to ensure that members come from a variety of different backgrounds so that the guidelines are reasonable and do not place an undue burden on any individual or group.

C4

GUIDING PRINCIPLE: Promote design that is in keeping with Kerrville, its natural beauty, history, culture and diversity using art, landscaping and other aesthetic features, including "random order" (sameness that doesn't seem forced); encourage design that promotes interaction, a sense of community and gatherings

Kerrville's charm is derived from its quaint neighborhoods and the beautiful scenery of the Texas Hill Country. New design should draw inspiration from the unique landscape and history of the area, using native plants and design motifs. Staying true to the local aesthetic ensures that new development will be compatible with the existing character of the community, strengthening Kerrville's unique sense of place. New design should also bring people together to encourage social interaction, strengthening neighborhood bonds and fostering an even stronger sense of community among the City's residents while recognizing the uniqueness of different areas and populations.

- Consider a landscape ordinance that promotes long-term water conservation by prioritizing the use of drought-tolerant, climate appropriate plant materials, including street trees and vegetation that provide shade and enhance the streetscape. Native plants should be the foundation of this palette, as they are best adapted to local conditions, require less water and maintenance, and are more resistant to pests and disease. Adapted, non-invasive species may also be included where appropriate. A standardized plant list offers guidance to residents and businesses, encourages sustainable landscaping, and helps establish consistent design themes that support Kerrville's placemaking goals.
- Consider slope and escarpment preservation measures. Kerrville's greatest natural asset is the beauty of the surrounding hills. To protect the landscape and the scenic views for future generations, the community should consider adopting ordinances to protect slopes and escarpments from unchecked development.

C5 GUIDING PRINCIPLE: Establish clear regulations for code enforcement and zoning, educate the public on the value and importance of property maintenance and focus on proactive code enforcement and maintaining minimum property standards

Adequate property maintenance is essential to the long-term health of any neighborhood, as homes and businesses must be well-kept to maintain property values and ensure that the community has a stable tax base. Code enforcement and zoning regulations are a municipality's primary tools to ensure that property owners keep their property in good repair, and that the activities that are conducted are suitable to their location and surroundings. The establishment and communication of clear regulations is essential to preventing friction between City staff and local property owners and to maintaining the integrity of Kerrville's neighborhoods and commercial areas.

- Enforce current minimum property standards for home/structure maintenance and increase proactive code enforcement. The most effective way to prevent property maintenance issues is to stop a problem before it happens. The City should enforce maintenance standards to catch problems early, before properties fall into disrepair. This may require an increased focus on code enforcement, with the City inspecting properties on a regular basis rather than waiting on residents and businesses to report violations to authorities.
- Consider adopting a vacant building registration pilot program. Vacant buildings can have a strong negative effect on the neighborhoods surrounding them. Vacant buildings reduce the value of adjacent properties and can convey a sense of blight and decay. They can also become public health hazards, with increased fire risk and the potential to harbor rodents and criminal activity. A vacant building registration program would create an organized way for the City of Kerrville to monitor properties, track vacancy trends and devise strategies to either rehabilitate or demolish substandard properties if the owners fail to take the opportunity to make needed corrections.
- Consider establishing commercial corridor overlay districts on gateway corridors like Highway 16 and Highway 27, to include desired signage, architectural and urban design standards. Corridor overlay districts are an effective tool for guiding development and redevelopment to create a more unified aesthetic for a given area. Establishing an overlay district along the main commercial corridors in Kerrville would create design guidelines or standards that improve the appearance of the corridor, attract higher-quality development and establish themes that could make these areas special places in the Kerrville landscape.

C6 GUIDING PRINCIPLE: Celebrate and honor the character of each neighborhood and its culture; revitalize neighborhoods and create gathering places within them while avoiding the displacement of citizens and their cultures

Every neighborhood in a community has a distinct character that is built upon the history and culture of the people who live there. The characteristics that make each neighborhood unique are what create a shared sense of community among residents and businesses, and those characteristics should be maintained and celebrated. When promoting revitalization or redevelopment, Kerrville should try to minimize the displacement of people already in the neighborhoods so that the sense of community and culture is not lost.

- Create a City-sponsored Neighborhood Council or Homeowners Association Presidents' Council and hold regular meetings to facilitate communication between the City and its residents and to encourage networking and the sharing of ideas among neighborhood leaders from different parts of the community. Neighborhood councils are among the organizations that hold communities together, creating a forum for interaction among residents and stakeholders from different parts of the City and serving as a place for them to learn more from each other and voice shared concerns. These organizations can also serve as an important link between neighborhoods and local government, keeping the City aware of neighborhood issues, serving as a communication tool when the City has a message to get out, and holding City leaders accountable to the interests of their constituents.
- Promote weekend events or gatherings aimed at creating deeper personal connections between neighbors and a sense of belonging in their neighborhood. Community and neighborhood events bring people of all different backgrounds together for a common purpose or activity. These interactions build relationships between neighbors and foster a shared sense of belonging. The social capital that is built through this mutual contact and understanding strengthens community identity and makes neighborhoods more resilient.

C7

GUIDING PRINCIPLE: Promote walkability and Complete Streets, focusing on community health in the review of new development proposals and supporting pleasing, well-kept neighborhoods that maintain their value and help sustain economic development

Improving walkability is an important part of increasing neighborhood vitality, connectivity and community health. Walkable neighborhoods tend to foster an increased sense of community among residents, and generally command a price premium compared to similar neighborhoods that are not walkable. Alternative modes of transportation also encourage healthier lifestyles by allowing citizens to walk or bike to destinations rather than sitting in an automobile.

- Provide tax breaks or other incentives to individuals or developers for including elements that promote mobility and public health goals, such as walkability, Complete Streets, etc. One of the strongest tools that municipal government has to encourage multi-modal development is to create incentives that encourage private developers to integrate these design elements into their projects. It is much more expensive to retrofit existing streets and neighborhoods to include alternative modes of transportation than it is to include these features in site design from the beginning, and it is easier for residents to establish healthy habits on the front end of development than to change their habits after the fact.
- Preserve and enhance the walkable character of older neighborhoods. One of the most appealing aspects of older neighborhoods is their relatively complete street grid and walkable character. Kerrville should preserve the walkable character of older neighborhoods by keeping existing sidewalks in good repair, and filling in any gaps that may exist in the current network. Other enhancements to neighborhood walkability could include the addition of crosswalks and the upgrading of street lights to enhance pedestrian safety. Attention to these details will also contribute to neighborhood well-being by encouraging active living and more social interaction.

8 | Mobility / Transportation



Mobility/Transportation

Introduction

People who live, work, or travel in Kerrville understand the everyday challenges of trying to get from one place to another. For residents of the central areas of the City, most destinations are accessible with a short trip by car, but there are few convenient and efficient multi-modal transportation options or accommodations available. Also, given the topography and natural assets of the community's Hill Country setting, expanding and extending roadways may be difficult.

Throughout the Kerrville 2050 process, residents and stakeholders expressed a desire for improved transportation options. With the demographics of the area, approximately 28% of the population over the age of 65, and 20.7% under the age of 18, there is a need for development patterns and mobility choices that create complete neighborhoods, where a person can live, work, learn, and play without making unreasonably long trips by car.

No city has truly solved its mobility issues by simply expanding roadway infrastructure to accommodate motor vehicles. As the region continues to grow, the City should provide for trip choices by pursuing multiple strategies to connect people through trails, bikeways, and transit. This approach is made even more effective when combined with a land use strategy that brings the essentials of daily life—homes, jobs, services, and community amenities—closer together, increasing the viability of non-motorized transportation options, such as walking and biking.

During public meetings, community members expressed the following interests:

- *Alternative forms of transportation*
- *Sidewalks are important; More sidewalks in existing neighborhoods, especially around schools*
- *We need walkability in the City; More access for bikes and walkers will improve Downtown*
- *Safe and connected bike lanes*
- *Extend River Trail and a pedestrian/cycling path across Town Creek to connect western neighborhoods to Downtown*

Kerrville's Transportation System

Kerrville's transportation system is largely supported by state highway routes for local and regional travel. Examples include SH 16 (Sidney Baker Street), SH 27 (Junction Hwy), and SH 173 (Bandera Hwy), which serve as the principal arterials through the City and form the backbone of much of the existing development pattern. I-10 serves regional travel across the state, provides Kerrville with convenient access to the greater San Antonio area, and creates important gateways to the City.

Topic of Note: Resilience in Transportation



Mobility is a key driver of resilience, enabling people to access essential services, employment, and support networks during both everyday life and times of disruption. A resilient mobility system offers multiple, reliable transportation modes and routes, such as walking, biking, public transit, and shared mobility, reducing dependence on any single mode or route and ensuring continuity when one system or route might be compromised. Equitable access to mobility empowers all community members, particularly vulnerable populations, to evacuate safely, reach healthcare, or obtain supplies during emergencies. Moreover, mobility networks that are well-integrated with land use and designed for flexibility enhance the adaptability and long-term sustainability of communities facing evolving challenges.

Evaluate Risks: Assess local transportation infrastructure for vulnerabilities to natural disasters, climate change, and other hazards.

Broaden Transportation Modes: Encourage diverse local transportation options such as public transit, cycling, walking, and car-sharing to reduce dependency on any single mode.

Enhance Infrastructure Durability: Design and build Kerrville transportation systems to withstand extreme weather events and natural disasters.

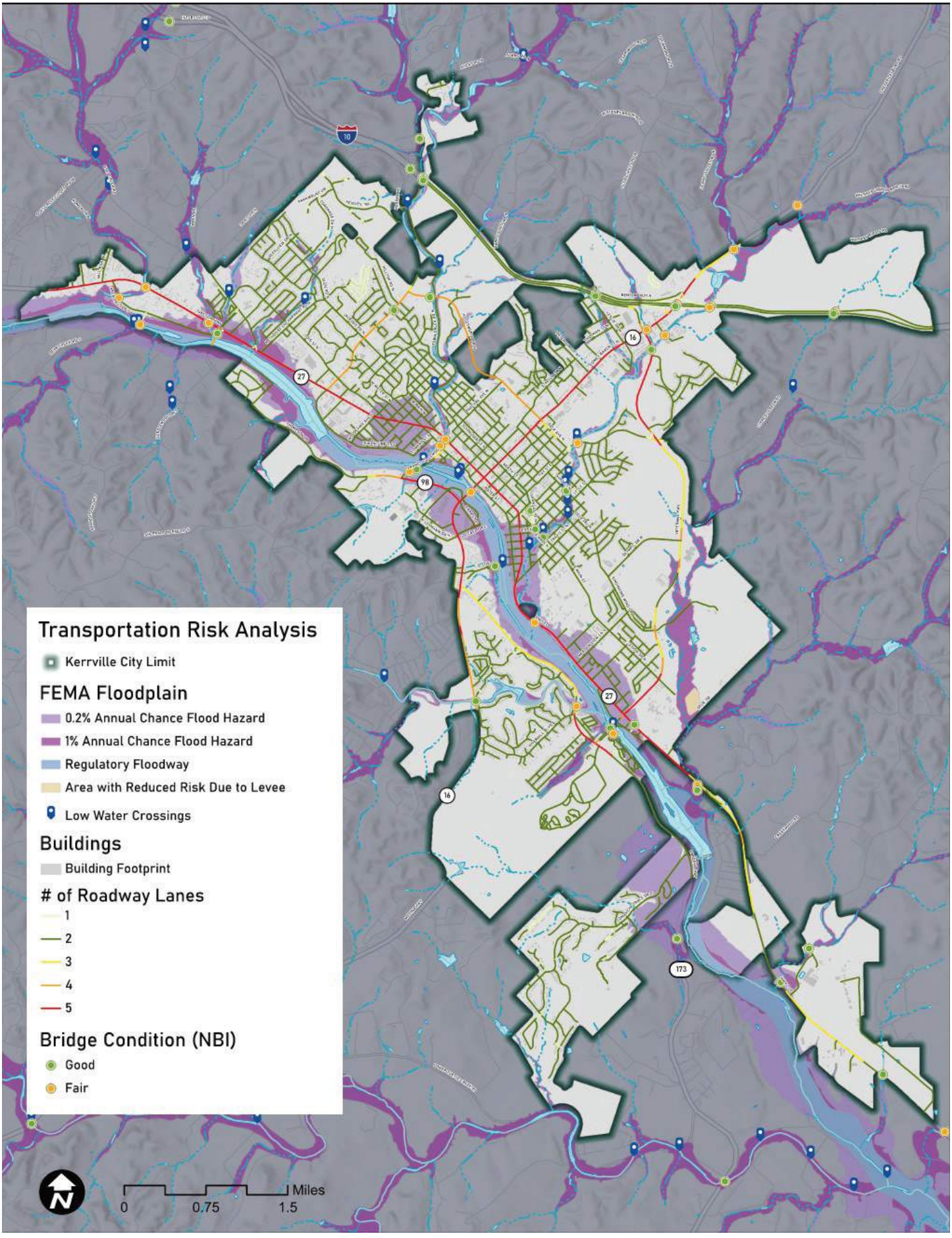
Promote Redundancy: Advocate for multiple routes and transportation alternatives to ensure continuity in case of climate-related disruptions.

Prioritize Public Transit: Invest in resilient public transit systems that can quickly recover from disruptions and provide reliable service during emergencies.

Encourage Transit-Oriented Development: Develop around transit hubs to reduce commute times and improve access to public transportation.

Support Sustainable Transportation: Promote the adoption of electric and low-emission vehicles and develop infrastructure for charging stations and alternative fuels.

Figure 1 Transportation Risk Analysis



Much of Kerrville's central street network has been laid out on a grid pattern, largely in the flatter parts of the Guadalupe River valley, with blocks created by straight, intersecting streets. The majority of the established community and the older residential areas benefit from this grid street system, which provides a high level of connectivity and a good selection of route options. Moving away from the river, terrain becomes much hillier, which creates challenges to continuing the conventional grid network. Residential subdivisions in these areas tend to be designed with a curvilinear street pattern, cul-de-sacs, and often with fewer access points, which reduces route choices. Proper thoroughfare planning can ensure that as new areas are developed, adequate connectivity is maintained within and between neighborhoods.



Traditional Street Grids (Pre-1900)

The traditional street grid has been used for centuries, from ancient Roman cities to early American settlements. It offers a highly connected, rectilinear pattern that promotes walkability, mixed use development, and efficient land use. Grid layouts offer multiple route options, which distribute traffic evenly, but frequent intersections can slow vehicles and increase congestion.



Curvilinear Loop Street Network (1930 - 1950)

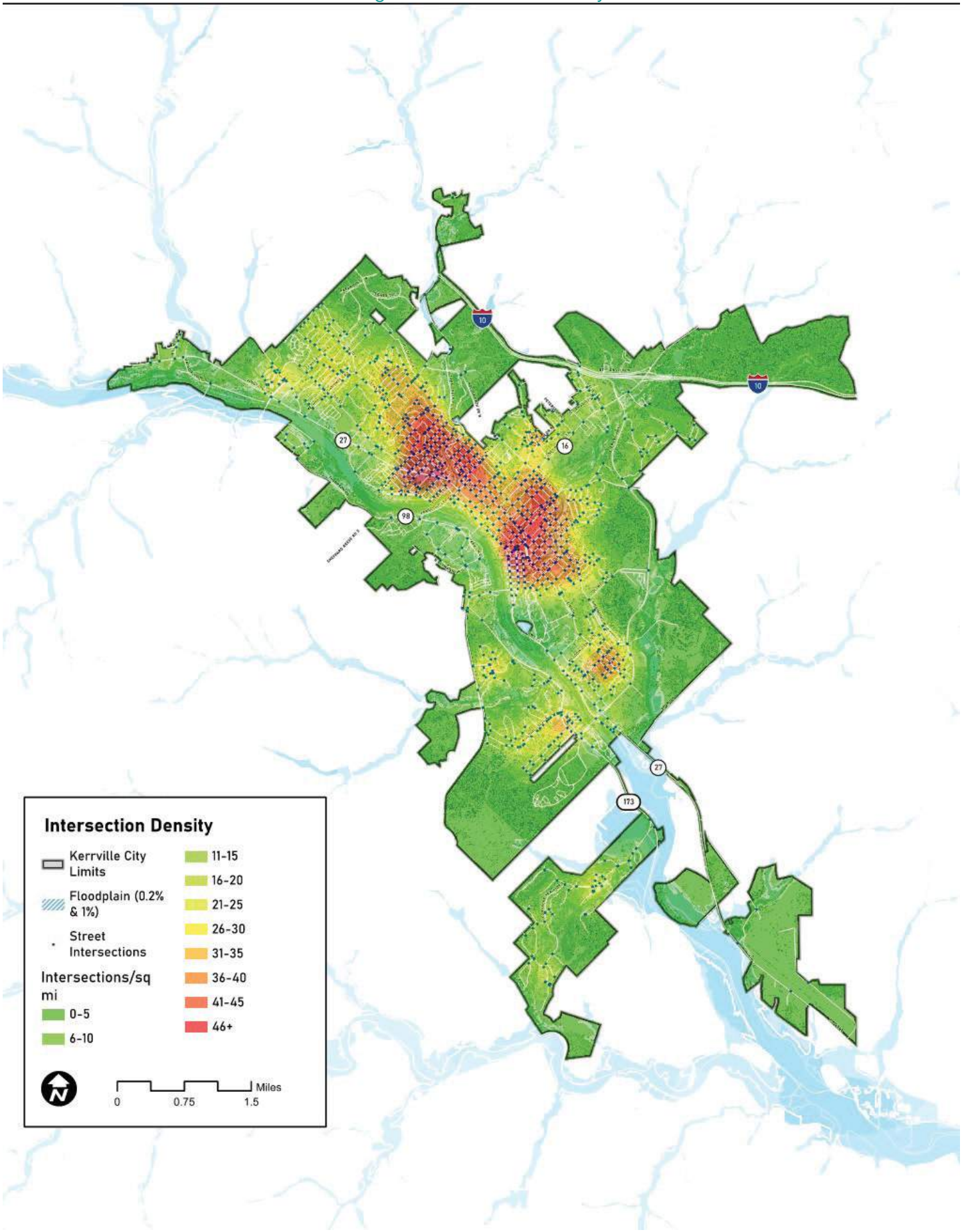
Curvilinear street layouts emerged in the early 20th century and were designed to follow natural topography, these streets include gentle curves and loops to reduce through traffic while creating a more aesthetic, residential feel. This layout may enhance privacy and safety but reduces connectivity, leading to longer vehicle trips and higher car dependency.



Cul-de-Sac Street Network (Since 1950)

Cul-de-sacs became widespread in post-war suburban America as a strategy for promoting quiet, low-traffic residential streets. However, they reduce street connectivity, making neighborhoods more car-dependent and complicating emergency response. Some cities now discourage new cul-de-sacs or require pedestrian and bike cut-throughs to improve overall network connectivity.

Figure 2 Intersection Density



Activity Generators

An activity (trip) generation analysis was conducted by the planning team to better understand what locations in the City of Kerrville would see the largest increases in transportation demand under the assumption that the Future Land Use Map would be built out to its maximum capacity and with similar site design envelopes as is currently provided within the City's zoning code. In Figure 3 below, the assumptions for each place type and the magnitude of the total trips which they represent is reflected in the size of each dot. The full-build out data and trip generation assumptions used in this analysis are provided in Appendix B.

Given these assumptions, some of the largest traffic generators that this model identifies are in Downtown Kerrville, the area surrounding the Comanche Trace subdivision, and the parcels east of Veteran's Memorial Highway, particularly around Hal Peterson Middle School and Tivy High School.

While development density is often cited as a primary predictor of traffic, the context of land uses—particularly the feasibility of non-automobile trips—often plays a more significant role, which is why transitional housing generates relatively few trips per 1,000 square feet (2.84), compared to the much higher rate for regional commercial uses (81 trips per 1,000 square feet).

Figure 3 Activity Generation Assumptions by Place Type

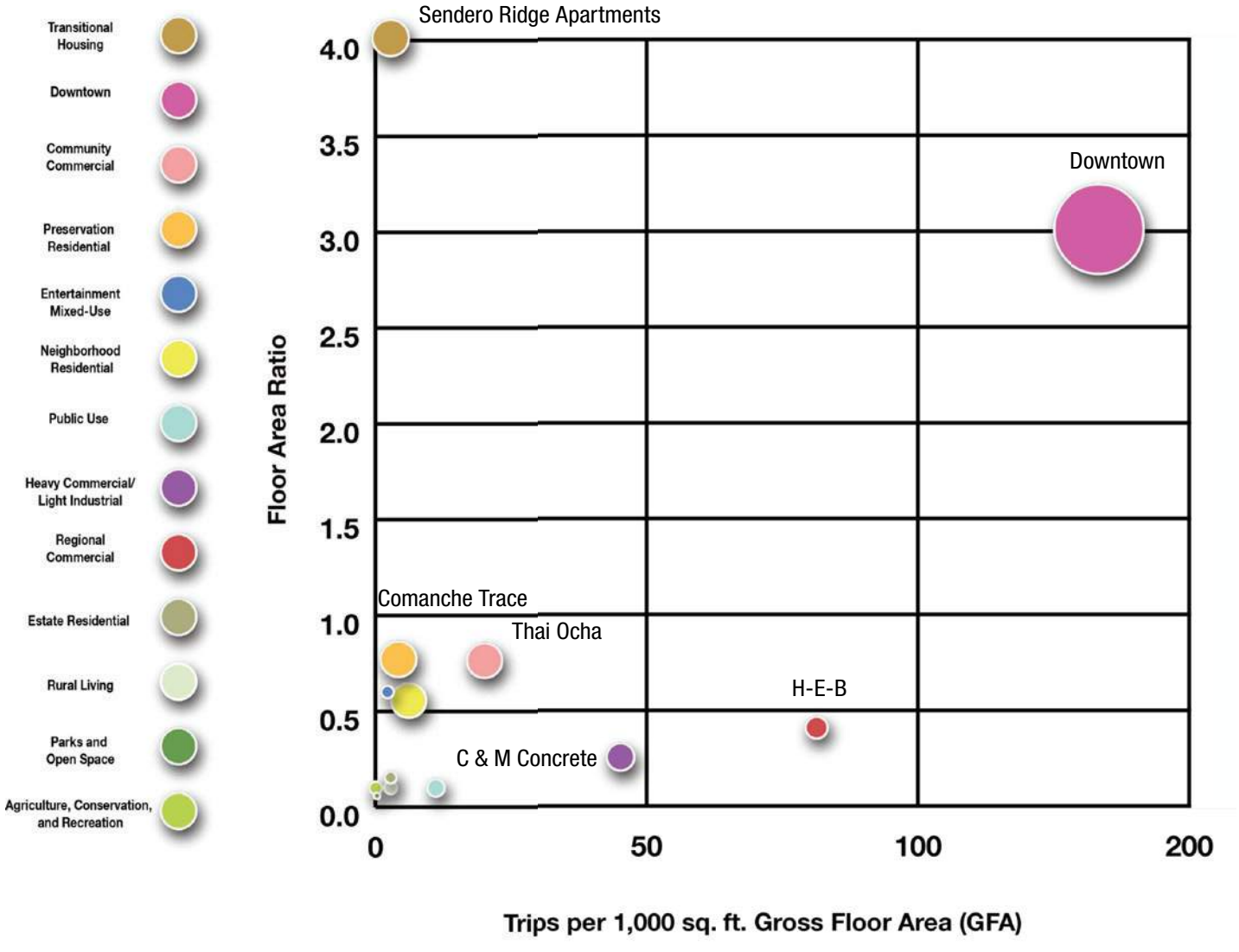
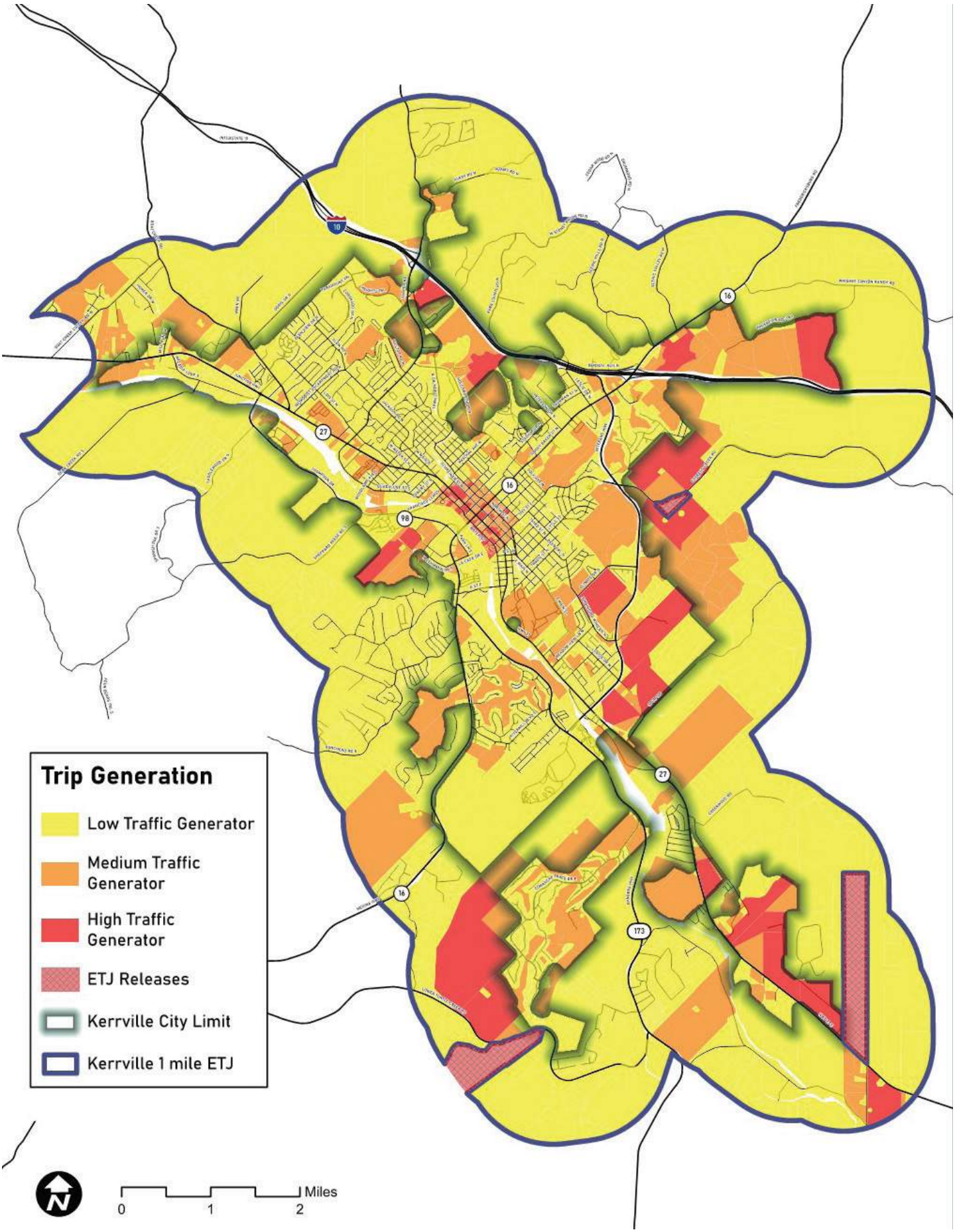


Figure 4 Activity Generation



Regulatory Review

Kerrville's transportation network is shaped significantly by local codes and ordinances. Regulations such as zoning, subdivision standards, and related development codes directly influence key aspects of the network, including street layout, connectivity, and parking requirements. These local regulations not only determine the form and function of the transportation system but also guide how new development integrates into the broader network over time.

Parking Requirements (Ord. No. 2019-17, § 2, 8-27-2019 - Sec. 60-104)

The minimum parking requirements in Kerrville assigns relatively high parking minimums to many land uses within the City.

- *This can result in overbuilt parking lots that are largely unused, wasting some of the most valuable land in Kerrville.*
- *Higher development costs that are passed on to tenants, making commercial and residential development more expensive.*
- *Discourages infill development as it can make it much more difficult for small parcels to redevelop, leading to more sprawl that may take away from the natural assets surrounding the City.*

Alternative Approach

- *Reduce or eliminate parking minimums in compact, mixed use areas, consider expanding this Citywide.*
- *Adopt parking maximums in high-demand areas to prevent excess parking.*
- *Introduce shared parking agreements between compatible uses.*



Underutilized Parking (Kerrville).

Connectivity and Street Layout (Ord. No. 2021-24, § 2, 9-28-21; Ord. No. 2022-15, § 1, 4-12-22)

There are a number of subdivision regulations that may need to be reconsidered based on the goals and objectives that are laid out by the Plan. Key issues include high cul-de-sac allowances and inadequate connectivity provisions.

- *Kerrville's subdivision regulations allow for long block lengths (1,200 feet) and high cul-de-sac allowances (600–1,200 feet), which can restrict pedestrian movement and increase reliance on vehicles.*
- *The lack of block perimeter limits and connectivity ratio requirements makes it harder to ensure well-connected neighborhoods and efficient street networks.*
- *No current engineering criteria or street design standards encourage permeable pavements, bioswales, or Low Impact Development (LID), missing an opportunity to improve both stormwater management and aesthetics in Kerrville.*

Alternative Approach

- *Reduce block lengths and establish block perimeter limits to enhance pedestrian mobility. Alternatively, consider adopting a connectivity ratio (links/nodes) to ensure an interconnected street network in new developments.*
- *Require pedestrian easements in cul-de-sacs and long blocks to improve non-vehicular access.*
- *Strengthen sidewalk requirements by limiting waivers to cases of extreme hardship and adding in language to support a Sidewalk Fee in Lieu program.*
- *Incorporate green infrastructure standards into street design criteria to improve stormwater management and aesthetics.*



Subdivision with Low Connectivity.

Zoning and Land Use (Ord. No. 2019-17, § 2, 8-27-2019; Ord. No. 2020-18, § 1, 10-13-2020; Ord. No. 2022-02, §§ 6—8, 3-22-2022; Ord. No. 2023-12, § 2, 8-22-2023)& (Bk. 14, pgs. 401—402, 6-14-1956; Code 1968, art. 6-II-13)

Similar to most jurisdictions in America, Kerrville's zoning and land use regulations have historically promoted car dependence by strictly segregating residential, commercial and industrial areas. This limits opportunities for more dense, mixed use developments where amenities are within walking distance of homes. Additionally, curb management policies allow for many large curb cuts/driveways that can hurt walkability and increase conflicts.

- *This can create a city where driving a car is not optional to access daily goods and services.*
- *Setback and lot size regulations reduce compact/walkable neighborhood designs.*
- *Strict setbacks, lot sizes and segregated uses (in addition to parking requirements) when combined over time will create urban sprawl that will extend the roadway maintenance obligation for the City and potentially burden taxpayers.*
- *Creates corridors with many curb cuts that are unsightly, hard to navigate and dangerous for pedestrians and drivers.*

Alternative Approach

- *Reduce the utilization of single use zoning districts and instead streamline zoning districts to include more compatible and complementary uses to support neighborhood goals.*
- *Reduce setbacks and minimum lot sizes in all zoning districts.*
- *Prioritize shared driveways where possible, particularly between adjacent commercial properties.*
- *Consider reductions from the current standard of 30-45 feet commercial driveway widths, with additional space only for large vehicle access. Include curb-cut spacing standards as well as updated language regarding corner clearance that is in line with TxDOT best practices.*
- *Consider a limit to the number of driveways per street frontage, with exceptions based on the size of the parcel.*

Active Transportation Plan

The Active Transportation Plan serves as a strategic framework to enhance mobility choices by improving walking, biking, and other non-motorized transportation infrastructure throughout the City. This Plan aligns with the Guiding Principles (M1-M8) that have been identified through a robust public engagement process that included a public survey, several public open houses, and numerous stakeholder interviews. Through a combination of data analysis, public input, and planning best practices, the Active Transportation Plan will identify existing and proposed active transportation connections that will serve as a guide for public and private investment throughout the planning horizon.

Existing Conditions

As shown in Figure 5 on the following page, Kerrville's existing trail and sidewalk network includes 25.5 miles of trails which mostly run along the Guadalupe River and throughout Kerrville Park located south of SH 173. Additionally, the City of Kerrville has a sidewalk network that spans approximately 46 miles and is most complete along streets in Kerrville's Downtown.

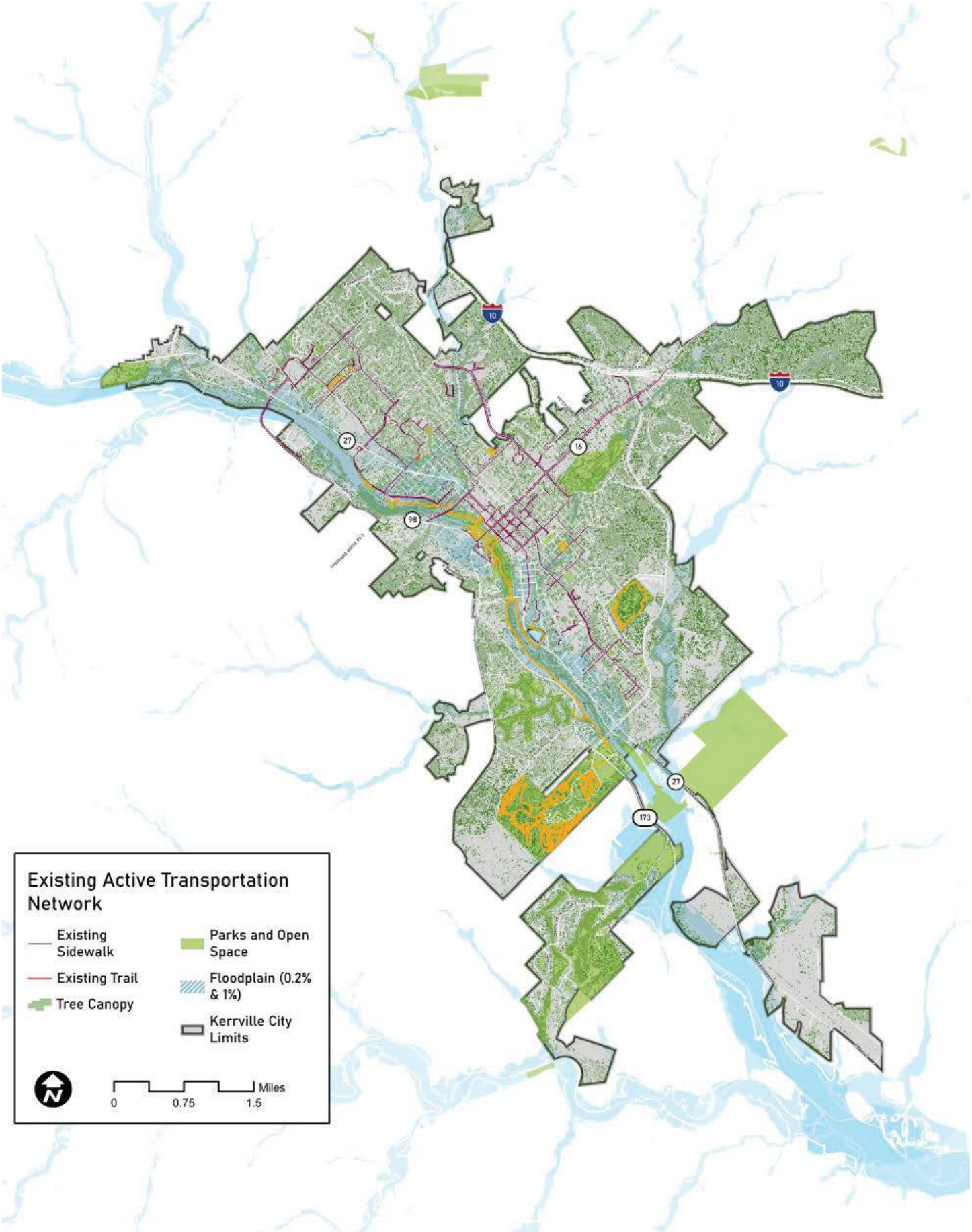
Kerrville boasts a relatively extensive tree canopy, providing shade and enhancing the aesthetics of the City's trails and recreational spaces. However, much of the sidewalk network runs along corridors with minimal street tree coverage, limiting pedestrian comfort, especially in warmer months. Additionally, the City lacks protected on-street bike lanes, making cycling less appealing and discouraging those who might otherwise choose active transportation over driving.

What is Active Transportation?

Active transportation refers to human-powered modes of travel that promote physical activity, primarily walking and biking, but also includes other non-motorized methods like scooters, skateboarding, and wheelchair use.



Figure 5 Existing Active Transportation Network



Pedestrian Safety

Crash analysis plays a crucial role in determining where to prioritize future active transportation investments. Corridors with a high incidence of pedestrian-involved crashes indicate underlying design deficiencies that require targeted improvements. Identifying these high-risk areas allows for strategic interventions that can enhance safety and accessibility for all users. To aid in this analysis, crash data from the TxDOT Crash Records Information System (CRIS) from 2017-2024 was used to identify crashes involving pedestrians and bicyclists within Kerrville's city limits. During this eight-year timeframe 102 crashes were recorded.

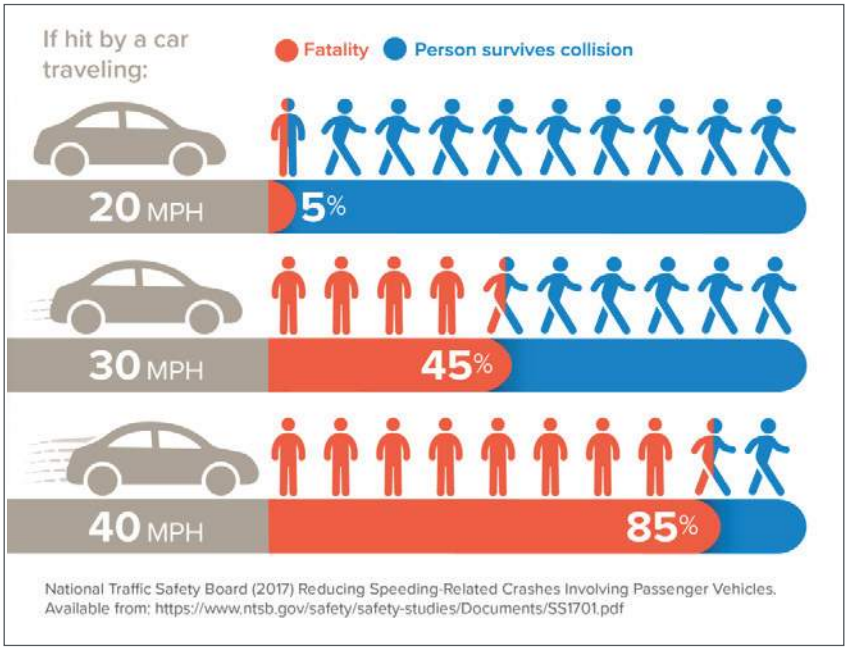
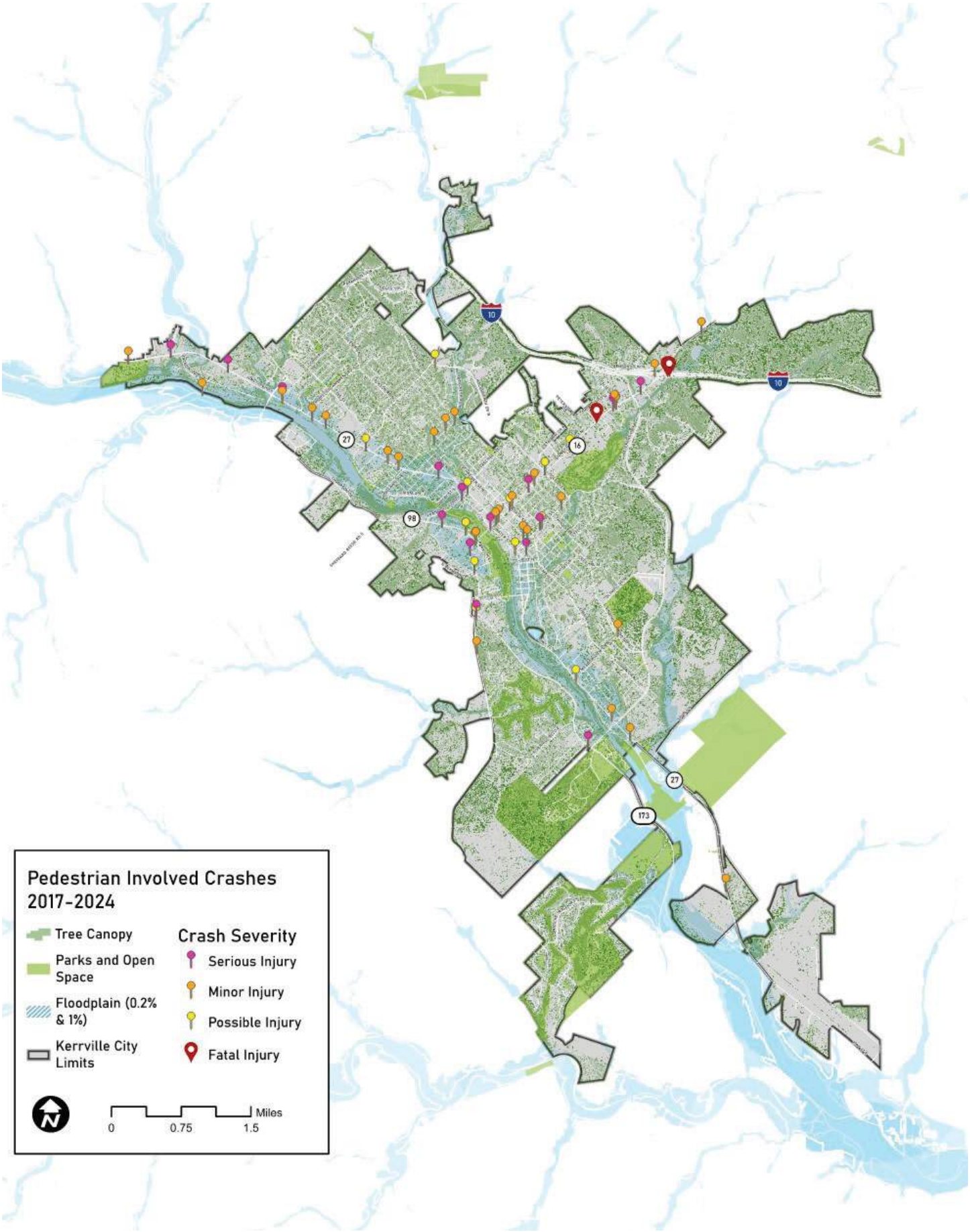


Figure 6 High Injury Intersections and Roadways

HIGH INJURY INTERSECTIONS	
INTERSECTION	# OF INJURIES
Sidney Baker Street (SH 16) & Main Street	3
Sidney Baker Street (SH 16) & North Street	2
Sidney Baker Street (SH 16) & Roy Street	1 (fatal)
HIGH INJURY CORRIDORS	
CORRIDOR	# OF INJURIES
Sidney Baker Street (SH 16)	16
Junction Highway (SH 27)	14
Source: TxDOT Crash Records Information System (CRIS)	

Figure 7 Pedestrian Crash Map (2017-2024)



Future Active Transportation Network and Facilities

The proposed Active Transportation Plan recommendations are the result of planning process that included public feedback, engagement with technical stakeholders and City staff, as well as data driven analysis to determine the locations and type of routes that are included within the plan.

Sidewalks

Sidewalks provide a dedicated pedestrian space along streets, separating people from vehicular traffic and ensuring safe, accessible movement. The dimensions of sidewalks vary widely depending on the land use context and pedestrian demand within an area.

Design Considerations

Width

Generally, within residential areas sidewalks should be no smaller than 5-6 feet at a minimum. In Downtown or other commercial contexts sidewalks should be 8-12 feet.

Buffer Zone

There should be a minimum of 2-6 feet of separation between a sidewalk and the edge of pavement, using landscaping, street furniture, or parking. This buffer zone should increase significantly as the design speed of a roadway increases to maintain a safe pedestrian environment.

Materials

Concrete is the most commonly accepted material for the construction of sidewalks given its durability. However concrete does not allow for water infiltration and can exacerbate stormwater runoff. Permeable pavement is an alternative that allows for on-site water infiltration, but may cost more in terms of upfront installation and maintenance.



Downtown Sidewalk Kerrville.

Trails & Shared-Use Paths

Trails and shared-use paths are dedicated off-road facilities for pedestrians, bicyclists, and other non-motorized users. They provide recreational and transportation benefits, often following natural corridors, parks, or rail lines.



At-Grade Trail Crossing.

Design Considerations

Width

The standard width of a shared-use path to comfortably and safely accommodate pedestrians and cyclists is 10-14 feet. High-volume areas like waterfront trails or downtown connectors will often require widths between 12-16 feet to accommodate all users.

Mode Separation

Whenever feasible, it is recommended that pavement markings, such as striped centerlines, are used to separate walking and biking paths to reduce conflicts.

Road Crossing & Intersection Treatments

When trails or paths must cross minor or major arterials, grade-separated crossings are necessary in most cases. When crossing lower volume roads, raised crossings with warning signs, flashing beacons, or signalized controls are recommended.

Lighting and Wayfinding

Pedestrian-scale lighting every 50 feet on urban trails and trail markers every 1/4 - 1/2 mile and at intersection are typically needed as well.

Materials

Often asphalt or concrete is preferred in urban settings, but compacted gravel or permeable pavements are commonly used in parks and natural areas.



Shared-Use Path.

Bike Lanes

Bike lanes are dedicated lanes on roadways that provide safe and efficient space for cyclists. They vary from conventional painted lanes to fully protected cycle tracks.

Design Considerations

Width

Protected bike lanes with one direction of traffic should be at least 6-7 feet with an additional 3+ feet buffer from back of curb. If a two-way bike lane is desired, between 8-10 feet should be allocated for travel lanes. Conventional bike lanes with widths of 5-6 feet without a buffer are common but discouraged in most contexts due to potential mode conflicts. Instead, a buffered bike line with bollards is encouraged where right-of-way or budget is constrained.

Road Crossing & Intersection Treatments

Intersection treatments such as green conflict pavement markings and bike boxes are effective methods of reducing conflicts with automobiles. For roadways with significant rights-of-way, median refuge islands for bicycles are encouraged to help bicyclists cross in stages. Additionally, pedestrian controlled hybrid beacons installed at mid-block crossings are another option for crossing high-speed/high-volume roadways.

Materials

In most contexts asphalt is the preferred material for bike lanes due to its low cost, ease of maintenance, and smooth ride. Concrete is also common as well, though it is typically a more expensive option.

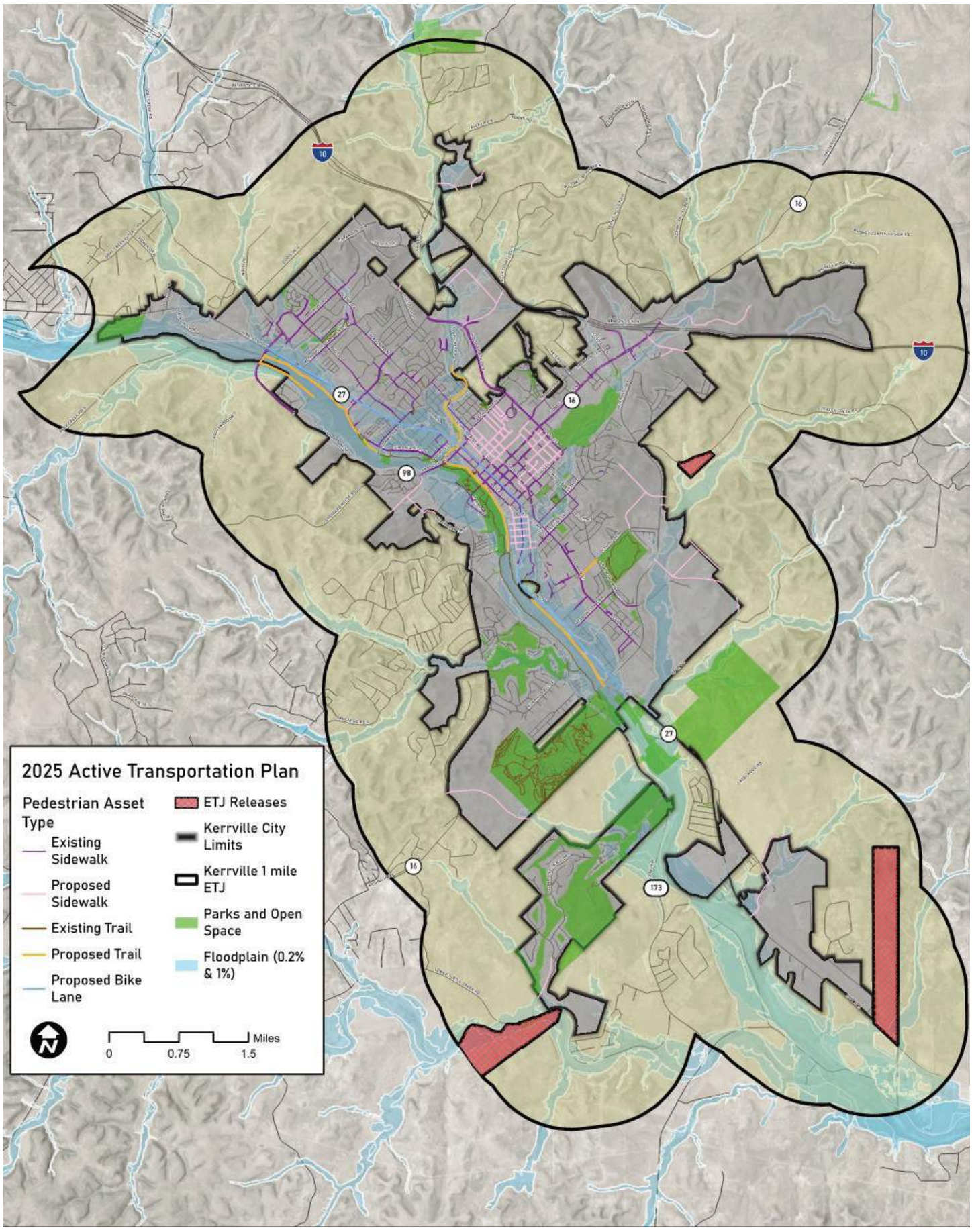


Two-way Protected Cycle Track.



Buffered Bike Lane.

Figure 8 Active Transportation Plan

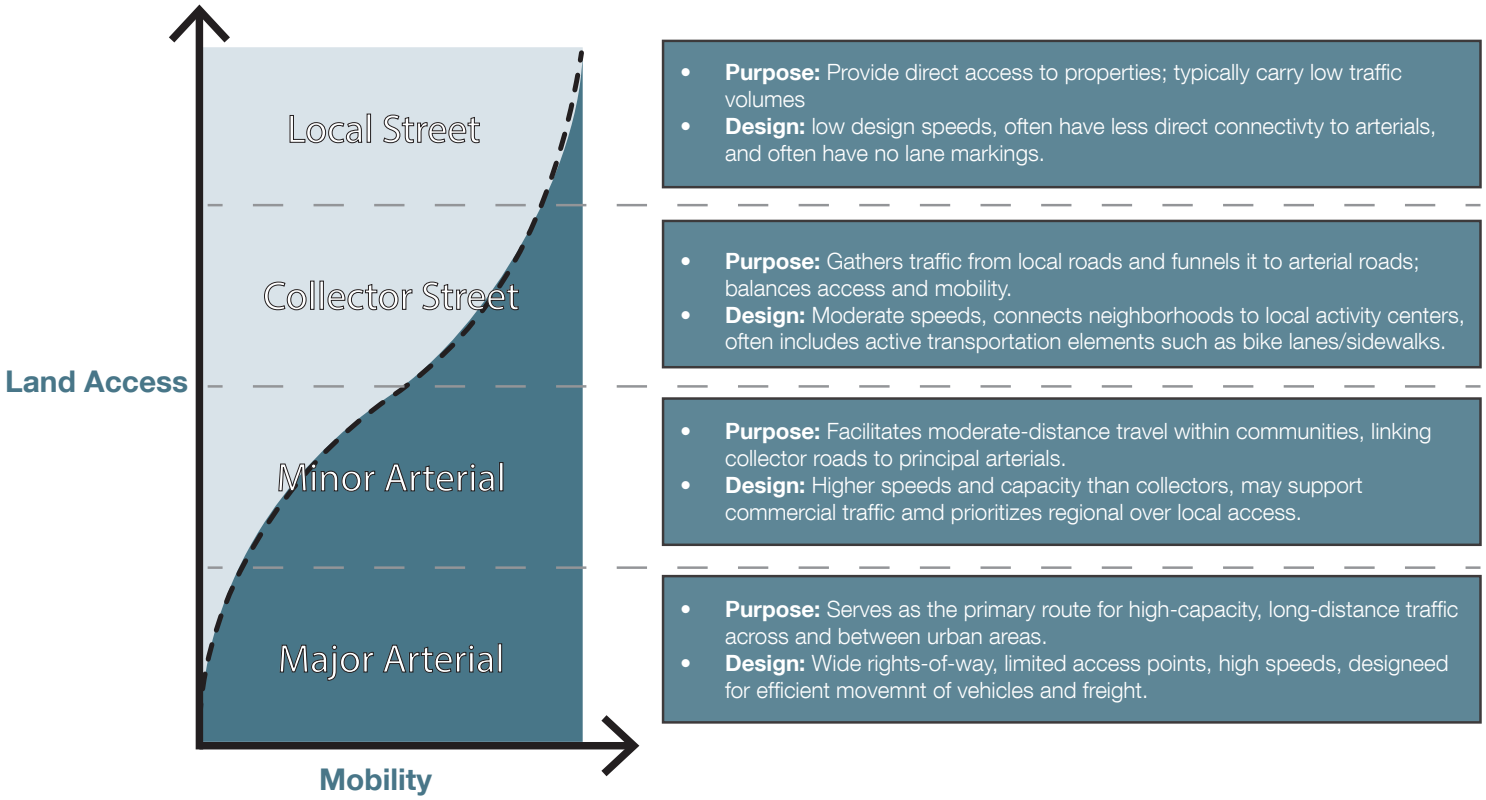


Thoroughfare Plan

Kerrville's Thoroughfare Plan is the tool that enables the City to preserve future roadway corridors and to protect or acquire the right-of-way necessary to improve the local transportation system. The Thoroughfare Plan includes information related to roadway classification, right-of-way requirements, basic design criteria (including lane and parkway widths), and the number of through travel lanes for each thoroughfare in the City.

Kerrville's thoroughfare system is comprised of a variety of streets with standard functional classifications. The overall system is designed to maintain a balance between mobility (the through movement of trips) and access to destinations. Kerrville's functional classification system is structured in a hierarchical manner, with the goal of providing a balanced network with appropriate roadway capacity, access, and efficiency. The network is made up of five classifications of streets: Principal Arterials, Secondary Arterials, Major Collectors, Minor Collectors and Local Streets. A summary of the functional class characteristics is shown in Figure 9.

Figure 9 Functional Classification Characteristics



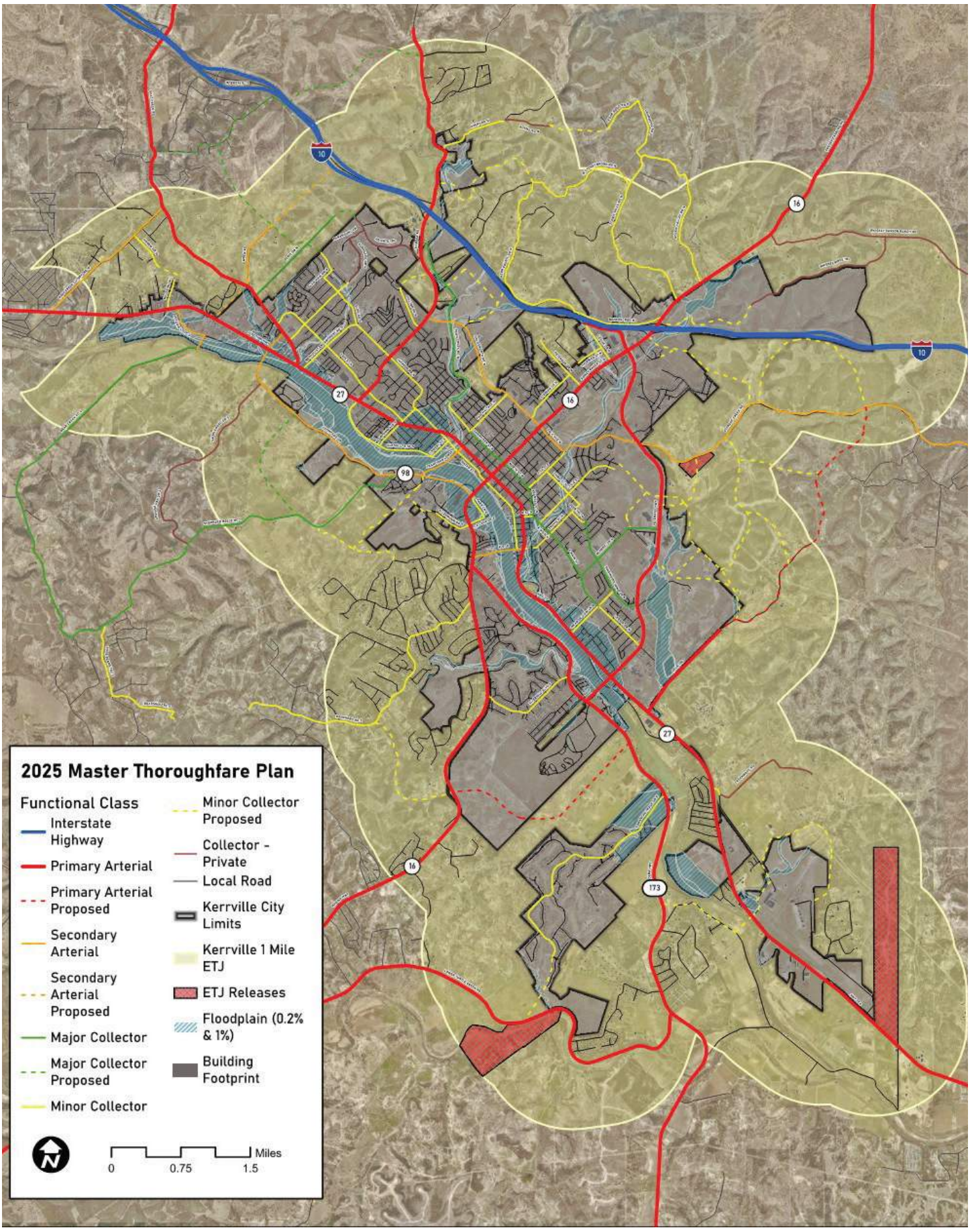
Connectivity and Constraints Evaluation

This comprehensive planning process included an evaluation of the most recently adopted Thoroughfare Plan to determine changes to connectivity or functional classification that would be necessary to support the updated Future Land Use Plan and its vision for Kerrville. Most of the principal arterials within central Kerrville are currently built to their intended capacities, and adding travel lanes on these roadways is not a recommended approach to improving the level of service since this can often induce additional traffic demand and discourage active transportation (walking and bicycling). Improvements are better focused on maintaining intersection performance (adding right-turn and left-turn lanes where appropriate), improving access management (controlling the number and spacing of driveway access points), making strategic thoroughfare connections to increase route choices, and accommodating multi-modal connectivity (providing for bikes, pedestrians, and potentially trams or shuttles) through context-sensitive street design (see discussion below). Some arterials that are not currently built to their full capacity, however, may need to be improved in the future to accommodate new development and increased vehicle trips.

A focus of this Thoroughfare Plan update is identifying potential connectivity issues and providing recommended updates, either by refining alignments to thoroughfares already planned or by adding future preferred connections. In making recommendations for connectivity improvements, topography, floodplain areas, private/gated streets, and compatibility with existing and future development were all considered. While many proposed thoroughfares in outlying rural areas will likely not be needed or constructed in the near future, one of the most important purposes of the Thoroughfare Plan is to enable the City to preserve appropriate transportation corridors so that as development occurs in the future, the right-of-way needed to provide connectivity for the community can be secured. Individual street improvements may be constructed by private developers, the City of Kerrville, Kerr County, TxDOT, or some combination of these, and some connections may need to be prioritized over others to improve local circulation or regional connectivity.

The updated Thoroughfare Plan map is presented in Figure 10.

Figure 10 Thoroughfare Plan



Context-Sensitive Street Design

The design of Kerrville's thoroughfares is guided by its cross sections, which identify the preferred street design elements and widths for each functional class. Most Kerrville streets have been planned and constructed based on one preferred design for each functional classification. While a standard street design, known as a typical cross section, may be appropriate in some or even many cases, in certain areas, an alternative design may be the better option. There is not a single solution that will work throughout the City. Street design that is context-sensitive, by definition, will vary in its cross section based on existing physical constraints, the character of the land use in the surrounding area, and the preferences of the community for features such as pedestrian amenities or bike lanes.

A goal of this approach to street design is creating Complete Streets, where streets are designed for all users to enable efficient travel for both vehicles and people who cannot or would prefer to travel some other way. The aim of Complete Streets is to provide good multi-modal access, decrease travel times, and enhance safety. The resulting street design seeks to appropriately balance the need for general-purpose travel lanes, sidewalks, bikeways, transit amenities, traffic calming, and safe road crossings.

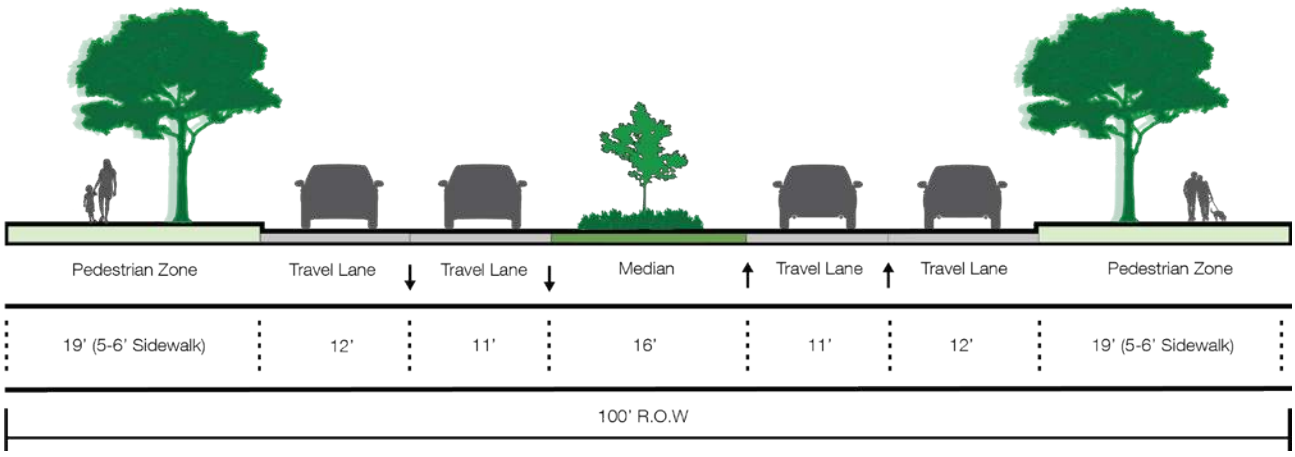
Street Types & Recommended Alternative Cross Sections

For each of the thoroughfare functional classes, a set of recommended Typical Cross Sections and Alternative Cross Sections has been developed to provide options to meet future needs and to adapt existing streets to accommodate the increasing interest in multi-modal trip choices.

Principal Arterial

Principal arterials typically serve as the highest traffic volume corridors, prioritizing longer-distance trips and providing connectivity between surrounding communities and major activity centers within Kerrville. A typical principal arterial is a four-lane divided roadway with a raised median, which can accommodate turning traffic at intersections and regulates access to the adjacent development. In rural and constrained areas or where there is a high volume of left-turning vehicles, the roadway may be undivided with a center turn lane at intersections.

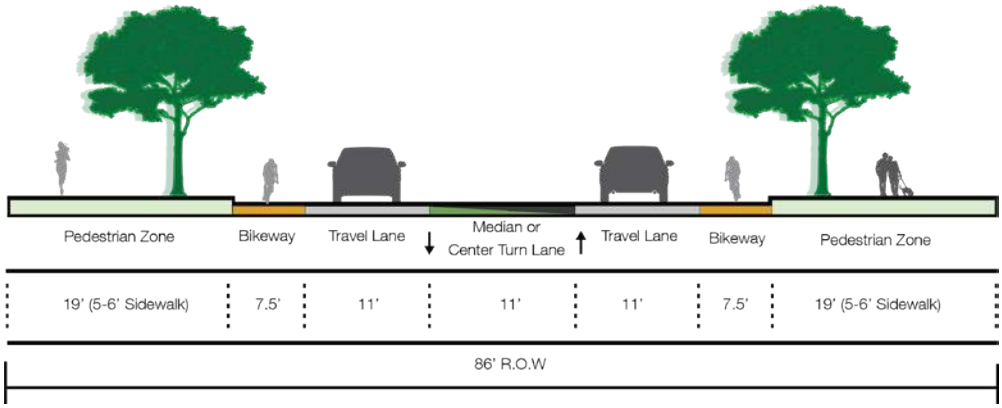
Figure 11 Principal Arterial Typical Section



Secondary Arterial

Secondary arterials primarily serve local trips of moderate length, support circulation and access in localized areas with higher traffic volumes, and connect to the principal arterials. Kerrville's standard cross section for a secondary arterial is a four-lane undivided roadway. This design may be appropriate for areas with limited vehicle turning movements and moderate traffic volumes, but as traffic volumes and turning movements at intersections and driveways increase, there may be safety concerns with undivided roadways due to conflicts when left-turning vehicles are stopped in a travel lane. In these higher activity areas, the City may consider an alternate design with two through lanes and a center two-way left-turn lane. This also provides the option of allocating right-of-way width for other uses such as bike lanes, pedestrian facilities, and/or on-street parking. In cases where it is necessary to keep two lanes in each direction for capacity purposes, the City may consider upgrading the thoroughfare classification and design to that of a divided principal arterial.

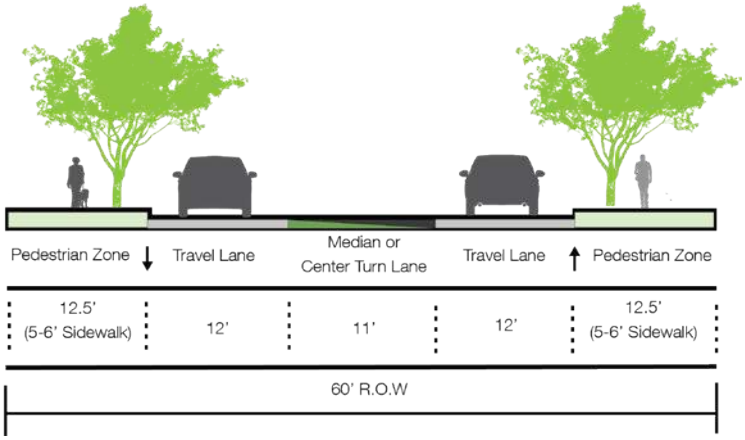
Figure 12 Secondary Arterial Typical Section



Major Collector

Major collectors balance access and mobility in the City's thoroughfare network by collecting and distributing traffic to and from local streets and the arterials. Major collectors provide the necessary connectivity between residential neighborhoods and support circulation in nonresidential activity centers to a greater extent than minor collectors. A typical major collector in Kerrville is a two-lane divided roadway with a center turn lane; however, in constrained areas, a two-lane undivided roadway may be appropriate so that a portion of the right-of-way could be used for pedestrian space or on-street parking.

Figure 13 Major Collector Typical Section

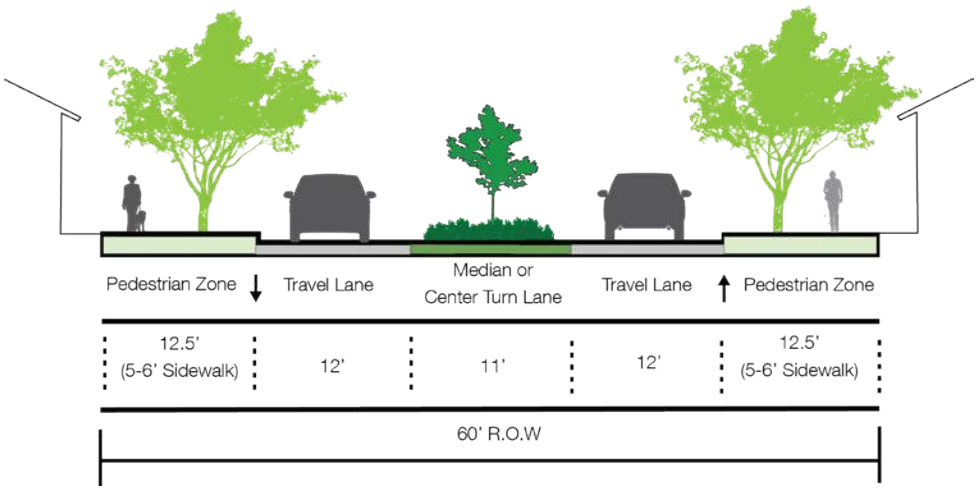


Minor Collector

Minor collectors provide local circulation and access within neighborhoods, balancing mobility and property access. Unlike Major collectors, residential uses can front onto minor collectors, allowing for direct driveway access while still accommodating moderate traffic volumes. These streets serve as key links between local streets and major collectors or arterials.

A typical minor collector in Kerrville is a two-lane undivided or divided roadway, sometimes incorporating a center turn lane where necessary or median where additional landscaping is desired. In constrained areas, adjustments to right-of-way may still allow for pedestrian space, on-street parking, or street trees to enhance the neighborhood environment.

Figure 14 Minor Collector Typical Section



Downtown/Mixed Use Cross Section Alternatives

Additional consideration should be given to designing streets near Downtown and in mixed use areas that can accommodate higher levels of pedestrian activity. These streets should be attractive and comfortable for pedestrians. An inviting environment can encourage people to take more short trips (less than 1 mile) by walking. A variety of street design elements are available to help make areas more walkable, such as narrower travel lanes to encourage slower traffic, wider sidewalks or shared-use sidepaths (a path for pedestrians and cyclists located alongside a roadway), high visibility crosswalks at intersections, mid-block crossings, appropriate pedestrian-scale lighting, and shade elements.

The following are alternative cross sections that may be used as a guide for designing streets in the Downtown or mixed use place type areas.

Figure 15 Principal Arterial - Downtown/Mixed Use Option

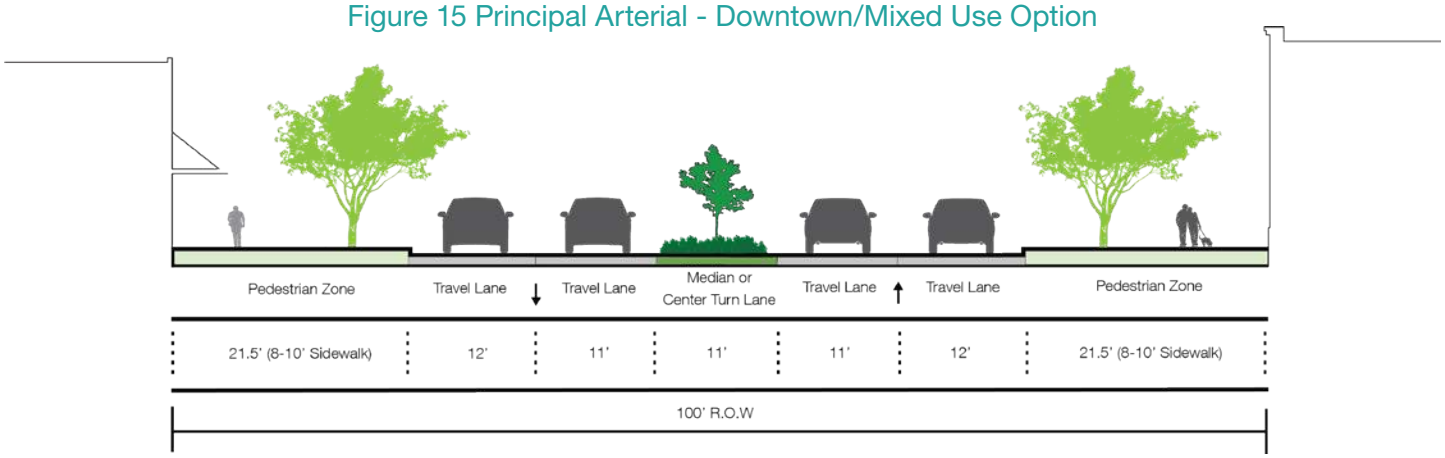


Figure 16 Secondary Arterial - Downtown/Mixed Use Option

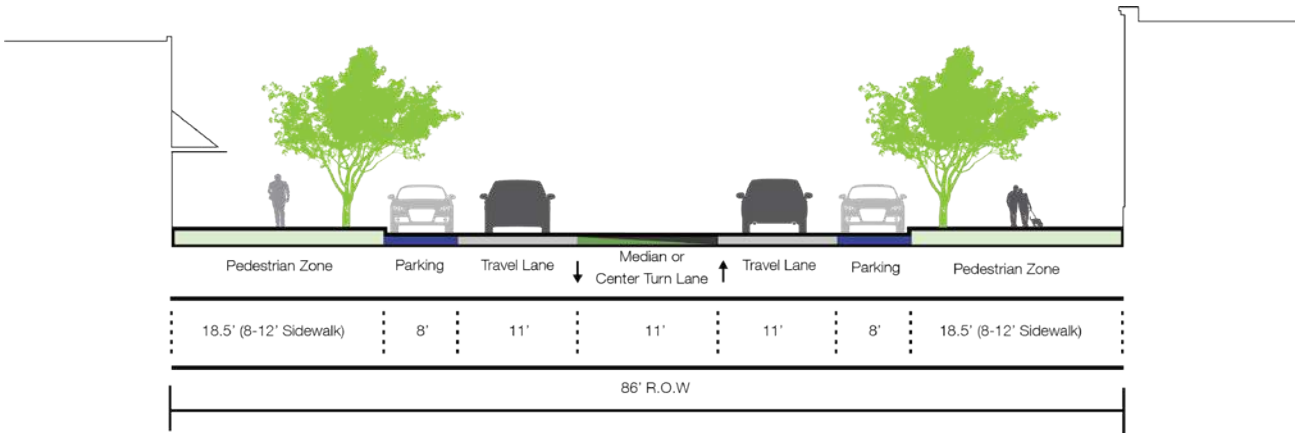


Figure 17 Secondary Arterial - Downtown/Mixed Use Option (with Bike Lanes)

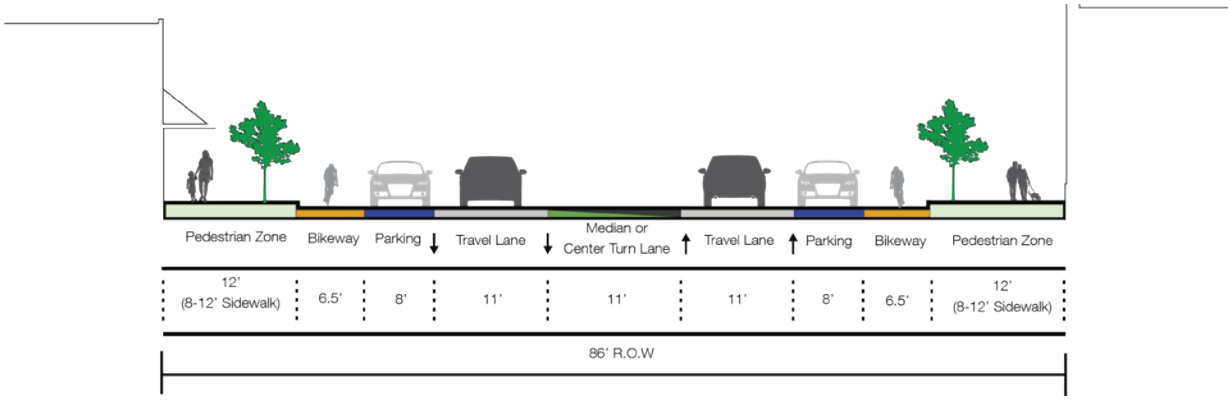
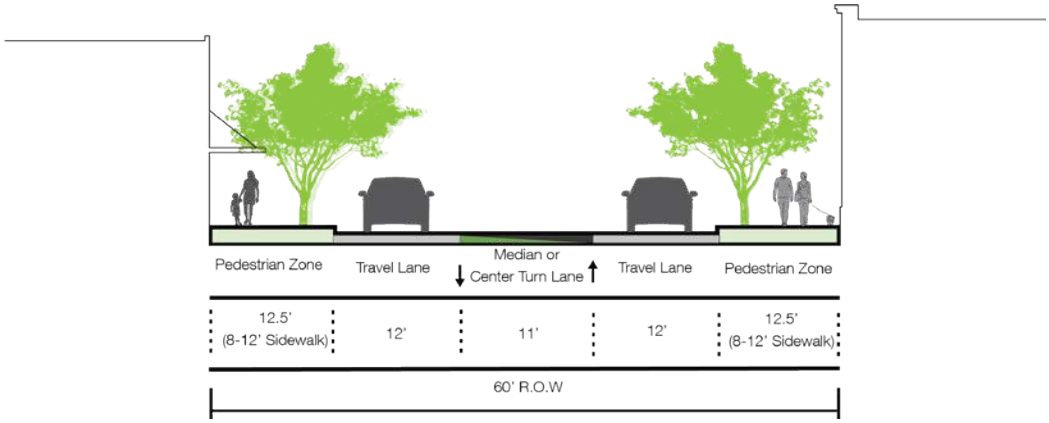


Figure 18 Collector - Downtown/Mixed Use Option



Bicycle and Pedestrian Cross Section Alternatives

Active transportation (bicycling and walking) has become an increasingly important transportation option because non-motorized trips contribute to healthy lifestyles and can be a convenient alternative to driving for short distances. The choice to bike or walk, however, is often influenced by the presence of sidewalks, trails, and bikeways, in addition to how well these facilities are connected to each other. Gaps in the bicycle and pedestrian network can create longer or unsafe routes and encourage travelers to use cars for short trips. As Kerrville improves its street network over time, the City should also focus on providing safe, direct, and interconnected routes for active transportation.

The following are alternative cross sections that may be used as a guide for designing streets for increased bicycle and pedestrian activity. Since many cyclists are more comfortable when they are able to travel in an area where bicycles are separated from vehicular traffic, bicycle facilities may be designed for greater separation through the use of striped buffers, physical barriers, or bike paths at the sidewalk level.

Figure 19 Principal Arterial - Bicycle/Pedestrian Option (Shared-Use Path)

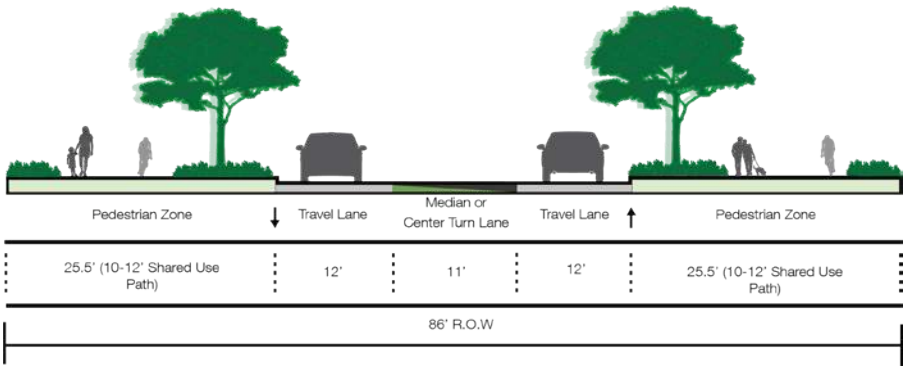


Figure 20 Principal Arterial - Bicycle/Pedestrian Option (On-Street Bikeway)

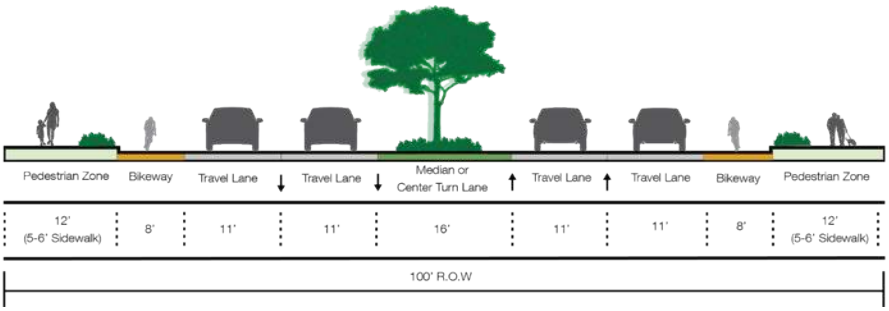


Figure 21 Secondary Arterial Bicycle/Pedestrian Option (Shared-Use Path)

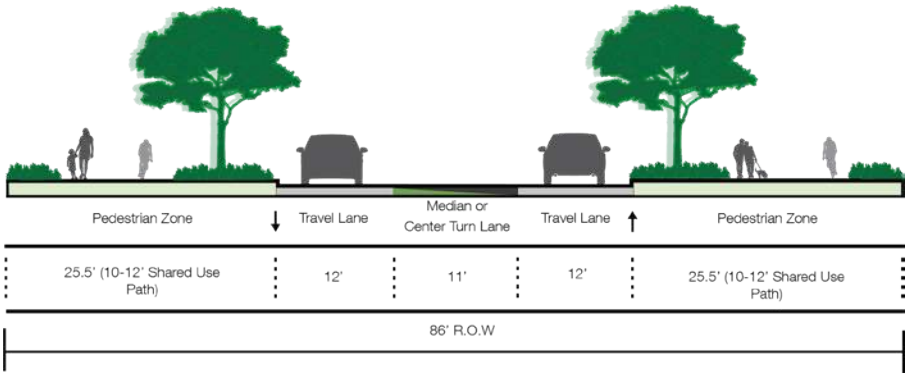
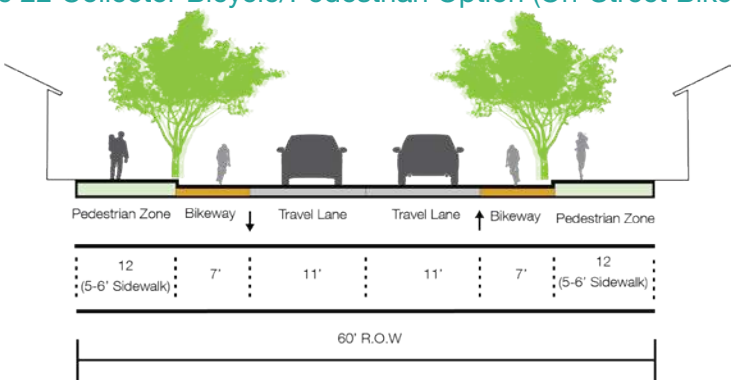


Figure 22 Collector Bicycle/Pedestrian Option (On-Street Bikeway)



Optional Street Design Elements

- Bike lane (minimum 5', preferred 6')
- Buffered bike lane (minimum 5' lane with 2'-3' buffer)
- Wider sidewalk (5'-10')
- Pedestrian travel way buffer (may include on-street parking, planting strips, street trees, or other streetside elements)
- Shared-use sidepath (8' minimum, 10'-12' preferred

Sidewalks

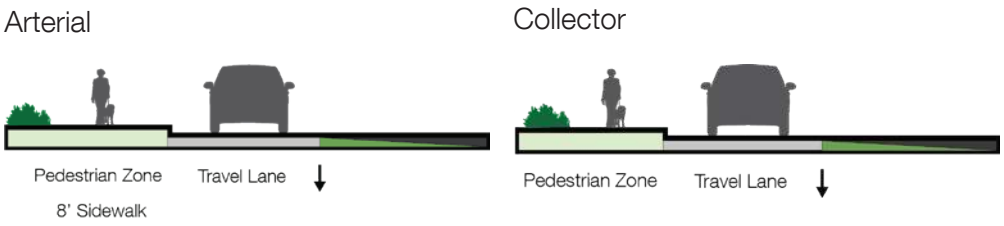
The minimum recommended width for sidewalks is 5 feet, adequate to allow two people to walk side by side; however, the desirable width may be greater depending on whether adjacent land uses create additional pedestrian traffic, such as near Downtown, schools, parks and recreation areas, and other mixed use districts. A buffer area should typically be provided along streets between the sidewalk and travelway for the safety of both pedestrians and motorists. This buffer also provides an area for the placement of underground utilities and provides width for street trees, landscaping, pavers, or other aesthetic features. In some conditions, it may be preferable to locate sidewalks adjacent to the curb, such as along property with steep slope, in areas of constrained right-of-way, or for alternate landscape design. When a sidewalk is located back of curb, it is recommended that it be wider to provide an appropriate buffer from traffic.

> "We need walkability in the city; more access for bikes and walkers will improve downtown."
> - Open Houses

Figure 23 Recommended Minimum Sidewalk Widths

	EXISTING KERRVILLE DESIGN STANDARD	SIDEWALK WITH PARKWAY BUFFER	SIDEWALK ADJACENT TO CURB
Arterial Streets	5’	6’	8’
Collectors/Local Streets	5’	5’	6’

Figure 24 Sidewalk Design Option Adjacent to Curb



Traffic Calming





Curb extensions (top) and median island installations (bottom) are examples of traffic calming techniques.

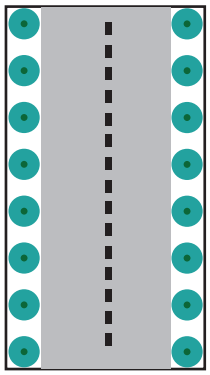
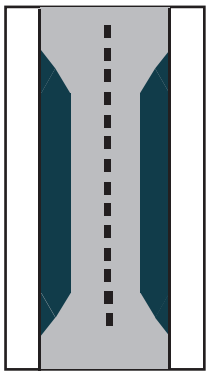
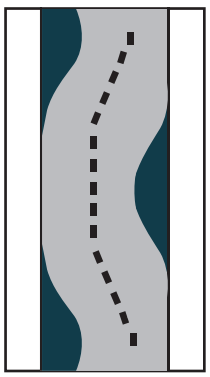
Traffic safety in residential areas can be improved with the combination of good street connectivity (to provide route choices) and the effective use of traffic calming measures. Traffic calming is intended to mitigate cut-through traffic and speeding through a variety of physical and non-physical techniques aimed at slowing down vehicular traffic, with the added benefit of increasing pedestrian and bicycle safety. As speeding and traffic volume increases, walking and bicycling in residential areas can become an uncomfortable activity. Traffic calming techniques seek to reduce the impacts of excessive traffic volumes and speed, and address concerns about safety, noise, and quality of life by slowing down or “calming” motor vehicles in the travel environment.

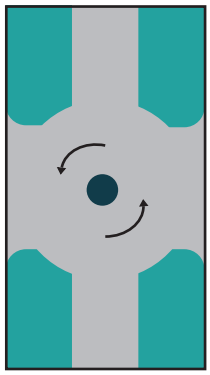
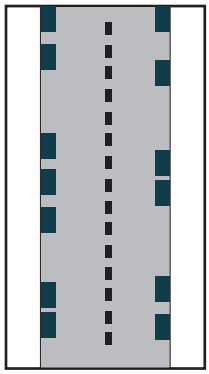
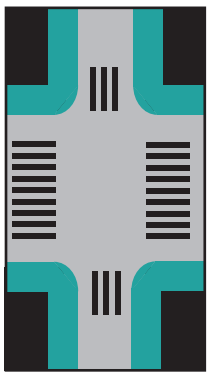
Traffic calming measures typically fall into one of three categories: education, enforcement, and engineering. Many traffic calming strategies begin with engaging with the neighborhood that has identified a traffic issue and addressing potential problems through educational approaches to obeying speed limits or enforcement techniques to monitor speeds with portable or permanent radar detection or increased police enforcement. Physical engineering techniques are changes to the design or geometry of a roadway to alter the travel behavior of motorists, pedestrians, and bicyclists. These techniques could include vertical or horizontal deflection of the roadway, such as curb extensions (a narrowing of the roadway at an intersection or mid-block crossing by extending the curb line into the parking lane) or by adding a median island (to reduce the width of the pavement). Other options include volume management measures such as diverters (a treatment that requires all vehicle traffic to turn at an intersection) or partial street closures (to restrict one direction of vehicle traffic) to reduce or discourage through traffic. These types of engineering solutions are often intended to be “self-enforcing,” and should be undertaken with the needs of emergency vehicles and the preferences of the local neighborhood in mind.

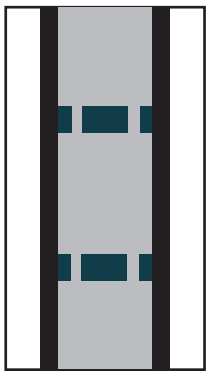
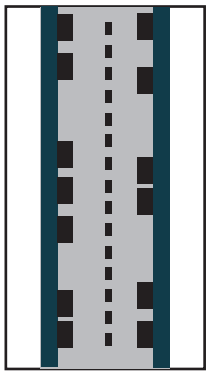
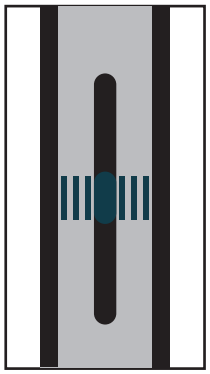
Traffic Calming Toolbox

The following table describes the purpose, design considerations, and application of the traffic calming strategies included within the transportation planning toolbox.

Figure 25 Traffic Calming Toolbox

STRATEGY	PURPOSE	DESIGN CONSIDERATIONS	WHERE TO USE
Street Trees 	Enhance the aesthetic appeal, provide shade, and create a psychological cue for drivers to slow down.	Street trees can be integrated with other green infrastructure technologies such as permeable pavements and bioswales to enhance stormwater management. Consider utilizing structural soil and permeable pavement to improve the growth and health of street trees.	• **Residential Streets:** To reduce driving speeds and improve quality of life in residential areas. • **Commercial Areas:** To improve pedestrian comfort and attractiveness. • **Corridors with Wide Sidewalks:** To provide adequate space for root growth and minimize conflicts with utilities.
Pinch Points 	Slow down traffic by reducing the width of the road at specific points.	Consider planting street trees on pinch point curb extension. They may also be good opportunities to facilitate a mid-block pedestrian crossing on low-volume streets.	• **Urban/Residential Streets:** To discourage speeding. • **Near Schools and Parks:** To improve safety for children and other pedestrians. • **Transitional Zones:** At the entry points of neighborhoods, to signal a change in the driving environment.
Chicanes 	Reduce vehicle speeds by requiring drivers to steer through a series of horizontal shifts in the roadway.	Consider chicanes on wide, low-volume, local streets (maximum of two moving lanes) with demonstrated speeding issues. Avoid on transit routes, truck routes, and major bike routes.	• **Local Residential Streets:** To control traffic speeds. • **Commercial Districts:** Where pedestrian activity is high, to improve safety. • **Streets with Excessive Speeding:** As a traffic calming measure.

STRATEGY	PURPOSE	DESIGN CONSIDERATIONS	WHERE TO USE
Roundabouts 	Improve traffic flow and reduce the severity of collisions by eliminating left turns and providing continuous movement.	Generally single lane roundabouts can handle traffic volumes between 20,000-26,000 vehicles per day, whereas double-lane roundabouts can support 40,000 - 50,000 vehicles per day.[1]	• **Intersections with High Accident Rates:** To improve safety. • **High Volume Intersections:** To enhance traffic flow. • **Intersections with Space Constraints:** Where a traditional signalized intersection would not fit.
Parallel Parking 	Provide on-street parking while acting as a buffer between moving traffic and pedestrians.	Parallel parking spaces should generally be at least 8' in width and 22'-26' in length.	• **Commercial Areas:** To support local businesses. • **Residential Streets:** Where parking demand is high and where a traffic calming effect is desired.
Curb Bulbouts (Extensions) 	Extend the sidewalk or curb line out into the parking lane, reducing the crossing distance for pedestrians and slowing down traffic.	Curb extensions are most appropriate when there is an on-street parking lane. Additionally, the application of a curb extension may complicate drainage as they obstruct the gutter. In this case, consider an "edge island" design.[2]	• **Intersections:** To shorten pedestrian crossing distances. • **Mid-Block Crossings:** To enhance pedestrian visibility. • **Near Schools and Parks:** To improve pedestrian safety.

STRATEGY	PURPOSE	DESIGN CONSIDERATIONS	WHERE TO USE
Speed Humps 	Reduce vehicle speeds by creating a vertical deflection in the roadway. These are best used as cheaper alternative to roadway reconstruction, which is a more effective speed reduction method.	Speed humps should be placed no more than a maximum of 500 feet apart to achieve an 85th percentile speed of 25-35 mph.[3]	• **Residential Streets:** To control speeding on residential streets with improper design given the context (e.g., pavement width that is too wide) . • **Near Schools and Parks:** To enhance safety for children. • **Local Streets with Excessive Speeding:** As a traffic calming measure.
Protected Bike Lanes 	Provide a dedicated and safe space for cyclists, separated from motor vehicle traffic, which reduces conflict zones.	Protected one-way bike lanes should not be any smaller than 5' in width with a 2'-4' buffer in most contexts that includes delineation posts, when traffic separators are used.	• **Busy Streets with High Traffic Volumes:** To protect cyclists. • **Streets with High Cyclist Demand:** To encourage cycling as a mode of transport. • **Areas with Frequent Bicycle Accidents:** To improve safety.
Pedestrian Islands 	Provide a safe space for pedestrians to wait while crossing multi-lane roads.	Pedestrian safety islands are most beneficial when pedestrians must cross three lanes of traffic in one direction. They may still be applied to smaller roads in some cases.[4]	• **Wide Streets with High Traffic Volumes:** To improve pedestrian safety. • **Near Schools and Parks:** To protect children. • **Busy Commercial Areas:** Where pedestrian crossing demand is high.

1 https://www.govinfo.gov/content/pkg/GOVPUB-TD2-PURL-LPS81381/pdf/GOVPUB-TD2-PURL-LPS81381.pdf

2 https://nacto.org/publication/urban-street-design-guide/street-design-elements/curb-extensions/

3 https://nacto.org/publication/urban-street-design-guide/street-design-elements/vertical-speed-control-elements/speed-hump/

4 https://nacto.org/publication/urban-street-design-guide/intersection-design-elements/crosswalks-and-crossings/pedestrian-safety-islands/

Guiding Principles and Sample Action Items

Although the automobile is still the primary transportation mode in Kerrville and the region, the community's interest in creating a more balanced and multi-modal system is growing. Promoting mobility choices—including pedestrian and bicycle facilities, and possibly transit services—will be a priority in the years ahead, but the community made it clear from the beginning of the Kerrville 2050 process that maintaining the existing infrastructure, including streets, sidewalks and other transportation improvements, is its highest priority.

M1 GUIDING PRINCIPLE: Provide a safe, reliable, sustainable and affordable transportation system

Kerrville's streets provide a structural network that is essential to the community's daily life and commerce. While good mobility and connectivity are central objectives of a transportation plan, when making future transportation decisions, the City should also strive to develope a multi-modal network that satisfies its goals for health, safety, quality of life, economic vitality, and community character.

- Explore a variety of options, including bonds, to fund the construction of needed transportation improvements. Capital improvements such as transportation projects are, by definition, costly, long-term investments. Annual budgets are rarely sufficient to fund projects such as these, so cities must explore other options—revenues from grants, partnerships with other governmental agencies, special districts, and the sale of bonds—to address these needs.
- Consider requiring traffic impact analyses for certain thresholds of residential and nonresidential development and zoning applications meeting certain criteria. New development typically brings with it new traffic. The best time to consider the impacts of this new traffic on existing and planned streets, neighborhoods, and commercial areas is in the planning phase of a project. A traffic impact analysis looks not only at projected traffic volumes, but also at how vehicles will be distributed on the thoroughfare network, and at what improvements, if any, will be required as part of new development to accommodate the additional traffic.
- Review and revise minimum parking requirements to promote efficient land use and reduce development costs, including adoption of parking maximums in high-demand areas. Promote flexible parking strategies, such as parking maximums and reduced minimums, to support more efficient land use. Where appropriate, encourage shared parking among compatible land uses.

M2 GUIDING PRINCIPLE: Promote a transportation infrastructure that encourages safety and a healthy lifestyle

Traffic safety is a high priority for residents and businesses in any community. Techniques for improving safety may differ between residential areas—where traffic calming techniques can be effective in reducing speeding and cut-through traffic—and commercial districts—where access management can reduce crashes and congestion. Traffic calming is the use of design elements, including physical improvements, to mitigate cut-through traffic and speeding. Access management involves establishing a policy regarding the number, location, and spacing of driveway openings and median breaks to minimize vehicular conflicts and driver confusion. Improving traffic safety has the added benefit of increasing the desire for walking and biking, not only for recreation, but potentially for a person's daily commute or trips to shopping or other activities. The use of sidewalks, trails, and bicycles is a transportation choice that also benefits personal health, reduces traffic congestion and the resulting air pollution, and enhances quality of life by creating opportunities for physical activity and social interaction.

- Make Downtown roads more pedestrian-friendly. As part of a strategy to make Downtown a more vibrant place, creating a safe and attractive pedestrian environment will be important. Safety improvements could include pedestrian signals, lighting, and enhanced crosswalks. Amenities such as street trees, planters, outdoor dining areas, benches, and bike racks will also contribute to a more inviting atmosphere and encourage people to gather and spend more time in Downtown.
- Stregthen sidewalk requirements by limiting waivers to hardship cases. Consider a Sidewalk Fee in Lieu program to fund pedestrian improvements in priority areas, enhancing safety, connectivity and overall walkability.

M3 GUIDING PRINCIPLE: Place an emphasis on preserving and incorporating the natural environment and aesthetic features into transportation infrastructure planning and design for a more enjoyable user experience

Where appropriate, pedestrian amenities, streetscaping, public art, and gateway features can be integrated into street design as tools to create attractive public spaces, preserve community identity, and stimulate economic activity. Historic, archaeological, and other local cultural resources should be respected and incorporated into infrastructure design elements to reinforce the Kerrville brand.

- Respect and protect existing natural habitats in the planning and construction of new transportation infrastructure. Prioritize alignment and design strategies that preserve Kerrville's natural features—such as hilltops, scenic views, and the Guadalupe River. Incorporate green infrastructure, including bioswales and permeable pavements, to improve stormwater management and enhance aesthetics.

M4 GUIDING PRINCIPLE: Place a high priority on the maintenance of existing streets

Kerrville stakeholders made it clear early in the study process that "planning for, designing, constructing, and maintaining Kerrville's infrastructure" was of the highest priority (see Chapter 3, Kerrville 2050 Vision, for a discussion of the Community Priorities). Their choice of the Strategic Catalyst Area approach to growth reinforced that notion by sending a signal that making the most of the community's existing capital investments was preferable to building new infrastructure to serve areas currently outside the city limits.

- Meet with TxDOT annually to develop and reaffirm roadway related priorities involving maintenance projects. Because so many of the most important roadways in Kerrville are actually state-owned facilities, it is important that the City coordinate closely and regularly with TxDOT to partner on the most important maintenance priorities and construction issues.

M5 GUIDING PRINCIPLE: Consider policies and technologies that mitigate traffic congestion and improve traffic flow

Access management is one of the most cost-effective ways of reducing traffic congestion and improving vehicular flow because it is done as part of the development review and construction process. Even after development has already occurred, projects such as the construction of free-moving right-turn lanes and dedicated left-turn lanes at intersections can provide a great deal of impact for a relatively small amount of public sector investment.

- Conduct periodic detailed transportation studies to identify potential investments to improve overall traffic operations and vehicular flow. The City and TxDOT should monitor and evaluate problem traffic locations and conditions so that solutions can be developed to address these situations. Intersections that routinely experience traffic back-ups and locations with numerous or severe accidents should be studied. Solutions to these problems may be relatively simple or they may be complex, but either way, maintaining the safety and efficiency of the existing network is essential, and expanding the roadway is not always the answer. Strategic improvements to existing corridors will be required within the current right-of-way and number of travel lanes, or with small right-of-way or easement acquisitions, in order to maintain the functionality of the transportation system.
- Develop and implement a new right-of-way ordinance and an access management policy for driveways, curb cuts, median openings, turn lanes, etc. Access management planning and policies can help Kerrville improve both mobility and safety along its major corridors, such as SH 16 and 27. Access management best practices can improve traffic throughput and reduce vehicle turning movement conflicts by controlling the location, spacing, design, and operation of driveways, median openings, and intersections, as well as median treatments and the spacing of traffic signals.

- Implement adaptive traffic signal coordination to reduce congestion and improve travel time reliability in partnership with TxDOT. The City should utilize adaptive signal control technology (ASCT) along key corridors where congestion and delays are most prevalent such as SH 534 and SH 16. Adaptive systems adjust signal timing in real-time based on traffic demand, which can significantly reduce unnecessary stops, improve travel time consistency, and enhance safety at intersections. This can extend the functional life of a corridor without the need for expensive roadway widening.
- Work with TxDOT to install dynamic message signage to inform drivers of real-time roadway conditions or traffic pattern changes. Kerrville should consider deploying dynamic message signs (DMS) at a few strategic locations to communicate travel times, detour routes, special event traffic, or emergency alerts. These signs help drivers make informed route choices, reduce unexpected congestion, and support coordinated traffic management during construction or incidents. Alternatively, the DMS could be a small fleet of mobile dynamic message boards that can be deployed during construction projects, community events, or emergencies.
- Implement vehicle detection upgrades to improve traffic signal efficiency. The City should upgrade older loop or camera detection systems with modern radar or infrared sensors to enhance the accuracy and responsiveness of traffic signals. These technologies help adjust green time allocation at intersections based on real-time vehicle presence, which helps reduce unnecessary delays and improves traffic flow, especially during off-peak hours.
- Create a citywide asset inventory of traffic signal and signage infrastructure. The City should build and regularly update an internal GIS database that includes the location, type, installation date, condition, and maintenance history of key transportation infrastructure such as traffic signals, signs, pavement markings, flashing beacons, and pedestrian crossings. This inventory would support proactive maintenance planning, help schedule timely repairs and replacements, and reduce the risk of unexpected equipment failure. It would also support prioritization of improvements based on asset condition and importance, and serve as a valuable resource for capital planning, transportation studies, and grant applications. Integrating the inventory with inspection records and work order systems can also improve decision-making.
- Use video or bluetooth-based origin-destination data to understand travel patterns. The City could utilize low-cost bluetooth sensors placed at key points along corridors to anonymously detect signals (MAC addresses) from bluetooth-enabled devices in passing vehicles, such as phones, entertainment systems, or navigation devices to match the same vehicle as it passes multiple detection points. This data could then be used to analyze average travel times, route choices, and diversion patterns during peak periods or special events. This data is also helpful for signal timing adjustments, identifying points of congestion, and supporting long-range transportation planning efforts.

M6

GUIDING PRINCIPLE: Develop a more comprehensive, multi-modal transportation plan that addresses both daily transportation needs and recreational interests (pedestrian, trails and bicycle, etc.) with an emphasis on filling gaps and creating interconnectivity for both local and tourist traffic

Creating a more comprehensive multi-modal transportation network is essential for meeting the daily mobility needs of all residents regardless of age or ability. By focusing on connectivity and filling system gaps, the City can support both local quality of life and boost economic activity.

- Develop a multi-modal component in the Master Transportation Plan that identifies the improvements necessary to accommodate alternative modes of travel (biking, walking, public transportation) and is designed to connect gateways, neighborhoods, corridors, the river and other destinations. The City of Kerrville is encouraged to increase access for pedestrian, bicyclists, and trail users across the community. The Kerrville River Trail has become a significant amenity for hiking and biking along the Guadalupe River as it connects with community parks, businesses, and neighborhoods. Holdsworth Drive is an example of a recent roadway project that included on-street bicycle facilities, but there are many areas of the City that are not well-connected with safe and efficient active transportation routes or accommodations for non-motorized travel. The City of Kerrville should continue to focus resources on developing its sidewalk, trail, and bikeway system to connect additional residential areas to park and recreation facilities, schools, and local businesses. The development of a Citywide Bicycle and Pedestrian Master Plan could assist the City in identifying an “all ages and abilities” hike and bike network and prioritizing projects that will have the greatest impact on healthy living and increasing transportation options. Another element of a multi-modal system is the availability of transit services. Kerrville is currently served by Alamo Regional Transit (ART), which provides bus service to 12 rural counties, including Kerr County, as well as to Bexar County and San Antonio. The service is relatively low-cost, but does not offer as much flexibility as some in Kerrville would like. In addition to the ART bus system, trams and shuttles could be considered and public or private ridesharing services outside of ART could be part of the portfolio of options.
- Review new subdivision proposals for connectivity and relationship to the Thoroughfare Plan and new trail/pedestrian/bicycle plans. In some parts of the City and outlying areas of the ETJ, the street network has reduced route choices or access points, either due to neighborhood design, private streets, or topography constraints. To improve overall system operation and route options, the City should consider a connectivity policy that ensures new development meets current standards for access and street design, such as requiring connectivity between subdivisions, reducing the number of cul-de-sacs or dead ends, and encouraging the construction of sidewalks. Through corridor-specific studies or public projects, the City may also identify strategic connectivity improvements that can be achieved within developed portions of the City or as new development occurs.

M7 GUIDING PRINCIPLE: Accommodate and promote regional commuters and commuting options (for example, provision and use of park and ride lots)

Because of Kerrville's proximity to San Antonio, partnering with regional transit providers offers an opportunity to expand access to regional travel for individuals who cannot or prefer not to drive, without requiring major infrastructure investments from the City.

- Periodically review the feasibility of operating a shuttle or small bus fixed-route/fixed-schedule system within the Kerrville city limits. Kerrville currently does not have any traditional fixed-route transit service. The Alamo Area Council of Governments provides on-call bus service to all residents in its service region through the ART program, which allows residents in Kerr County to schedule rides to desired destinations. The City should explore options to provide improved on-demand rideshare service or regular fixed-route service connecting neighborhoods to major destinations in support of desired commuting options, reduced dependency on personal vehicles, and the tourism industry. If the City and its potential partners determine that fixed-route service is feasible, routes should be designed to be as simple and direct as possible and to serve a variety of trip purposes. To ensure the system is reliable and user-friendly, service should emphasize consistent schedules, low wait times, and minimal variability in headways, making it a practical choice for both residents and visitors.

M8 GUIDING PRINCIPLE: Enhance efforts to educate the public regarding the variety of existing transportation options and plans for the future

Often, education and marketing are one of the largest barriers preventing residents from utilizing other forms of transportation besides a private vehicle. This goal serves to bridge this gap, so that residents can make the most informed transportation decisions for themselves.

- Create a public informational campaign to communicate with residents, businesses, and visitors about all forms of transportation in Kerrville. It is likely that some of the transportation services already available in Kerrville are unfamiliar to people who might use them, including residents, businesses, workers, and tourists. A coordinated marketing campaign, including announcements in media, on the radio, and on the City website, could help bring awareness to potential users and exposure to service providers. ART and private service providers could also participate in community events to help get the word out. This promotional campaign should incorporate City and Downtown branding to reinforce Kerrville's placemaking efforts. It should also include clear information about public parking locations to improve the Downtown user experience.

8 | Water, Wastewater & Drainage



Water, Wastewater & Drainage

Introduction

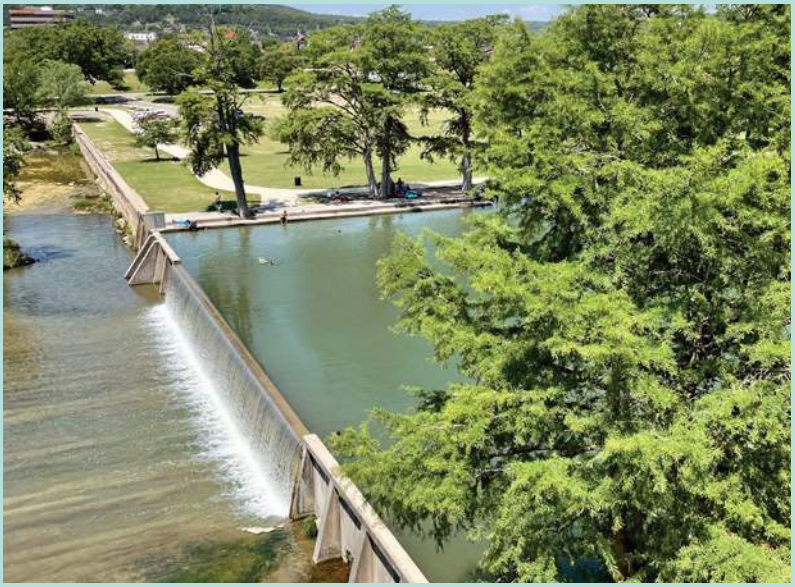
A robust and well-functioning network of water, wastewater, and drainage infrastructure is essential to public health, safety, and welfare. These systems play a key role in maintaining community quality of life and must be well-managed to meet the needs of the community in both the short-term and long-term. The maintenance and expansion of this essential infrastructure must be carefully planned to ensure cost effective and efficient services and to enable these systems to continue providing quality service to Kerrville as the community grows and develops.

Water Supply and Water Quality

The water supply and distribution system infrastructure is critical to support the quality of life in an urban environment. Considerations such as location, placement, and condition of this infrastructure are essential to the accessibility for operations and maintenance and the ability to extend systems to accommodate population growth.

Long-range planning is critical to managing costs and efficiency for both the current population and for future generations. The City of Kerrville Utilities Department is responsible for water production, water storage and delivery, and water quality testing. The City's water distribution system consists of over 220 miles of water pipelines. It draws its water from three sources: Guadalupe River water, native groundwater from the Trinity Aquifer, and water from the City's aquifer storage and recovery (ASR) system. The City utilizes 10 pump stations to supply these water sources to six main pressure planes throughout the distribution system. The current water supply sources have served the community well to date, but alternative sources are needed to provide a long-term, reliable water supply for future generations as identified in the City's 2018 Long Range Water Supply Plan.

Topic of Note: Resilience in Infrastructure



Water, wastewater and drainage systems are fundamental to community resilience, as they ensure public health, environmental protection, and continuity of daily life even during crises. Resilient systems are designed to withstand shocks such as flooding, drought, power outages, and contamination, through redundancy, decentralized infrastructure, and smart technologies. Properly maintained and upgraded systems reduce the risk of service disruptions, while enhancing flood management and water quality. Equitable access to clean water and reliable sanitation strengthens social stability and supports recovery, making water and wastewater infrastructure a cornerstone of both immediate response and long-term resilience.

Evaluate Risks and Vulnerabilities: Conduct assessments of local infrastructure to identify areas susceptible to natural disasters, climate change, and other hazards to figure out what needs upgrades and improvements.

Redundancy: Infrastructure networks should incorporate redundancy in critical facilities so that service can continue during disruption events.

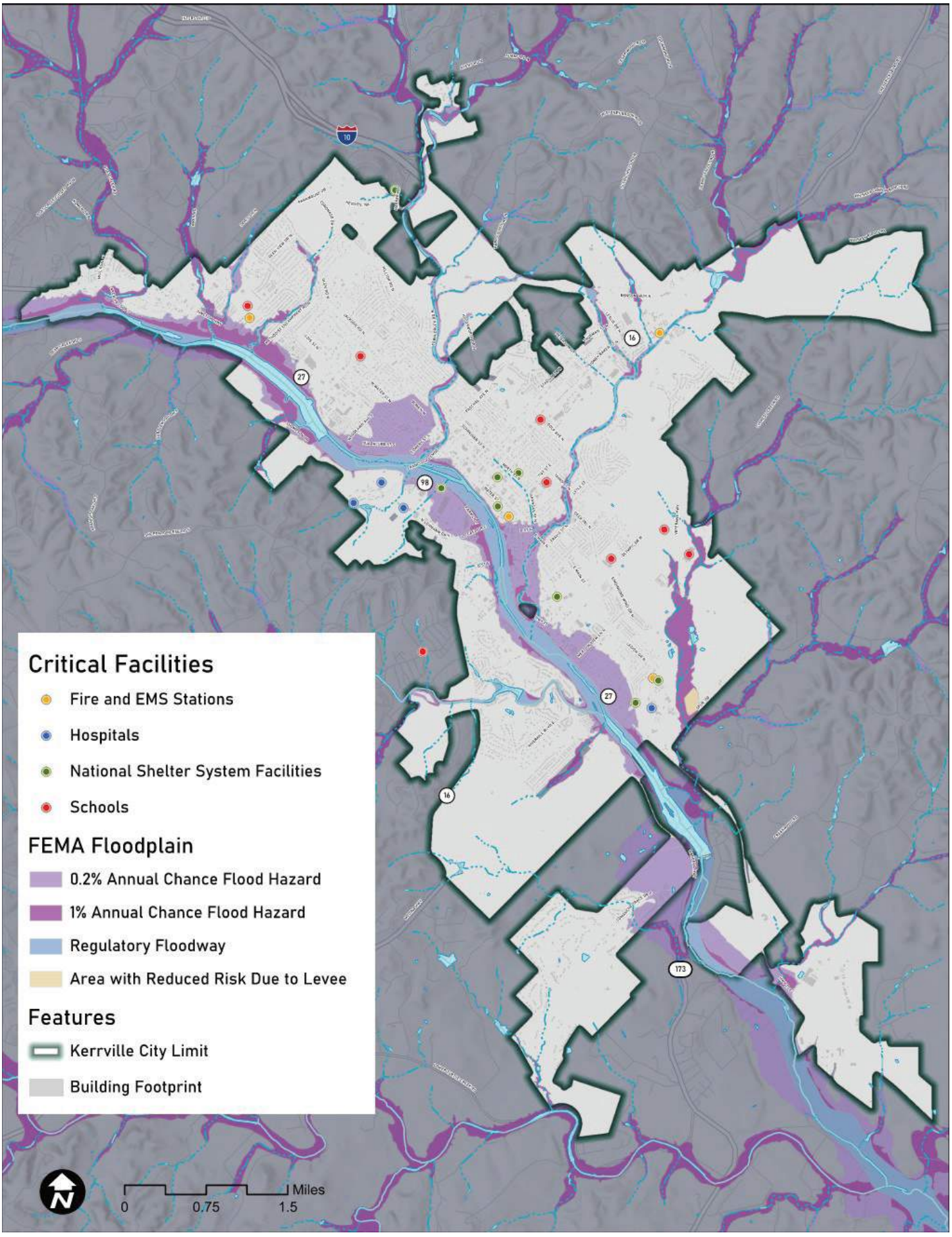
Future Proofing: Right-size infrastructure so it can handle future growth and risks, and upgrade key infrastructure and critical facilities to withstand extreme weather and natural disasters.

Promote Green Infrastructure: Implement green features like green roofs, rain gardens, and permeable pavements to manage stormwater and reduce urban flooding.

Implement Smart Tech: Implement smart grids, sensors, and automated systems to monitor and proactively manage infrastructure.

Strengthen Water Management and Natural Buffers: Improve local water supply and wastewater systems and protect natural areas like wetlands and floodplains to ensure reliable access, treatment, and natural defenses against hazards.

Figure 1 Critical Facilities



Water System

The Utilities Department has been proactive in planning for growth by developing an overall Water Master Plan and updating it as needed. This Master Plan has been used to anticipate short-term and long-term improvements necessary for the water system infrastructure.

The current Water Master Plan was completed in 2022 and identifies numerous system improvements needed to accommodate projected population growth through the year 2047. This plan reflects an existing supply of over 13 MGD and indicates that this will be sufficient for population growth during this time period. Beyond this planning horizon, alternative sources, identified in the City's 2018 Long Range Water Supply Plan, are needed to provide reliable water supply for future generations. The water distribution system has reliably provided water to customers across the City, but as infrastructure ages and the City grows, improvements will need to be made across the water system. The focus of the current Water Master Plan is on the maintenance of several key facility items, such as pipeline replacement and groundwater well renewal, and on system capacity expansions, such as pump station expansions and new, larger diameter water pipelines. The plan also includes multiple recommendations on how to serve potential new growth areas, with pipeline extensions, new pump stations, and new storage tanks.

The 2018 Comprehensive Plan was used to develop growth projections for the Master Plan, along with information from the City about known and anticipated developments. The Water Master Plan identified four different growth scenarios to account for all potential development across the City. The growth areas occurred primarily on the boundaries of the existing system and within the catalyst areas identified in the 2018 Comprehensive Plan. The Master Plan utilized these growth areas to inform infrastructure recommendations to expand service to future development. As the growth projections have changed during the 2025 Comprehensive Plan update, the recommended improvement projects should be re-evaluated prior to design and construction.



The Kerrville Water Reuse Facility.

Figure 2 Water System Short-Term Capital Improvements Map

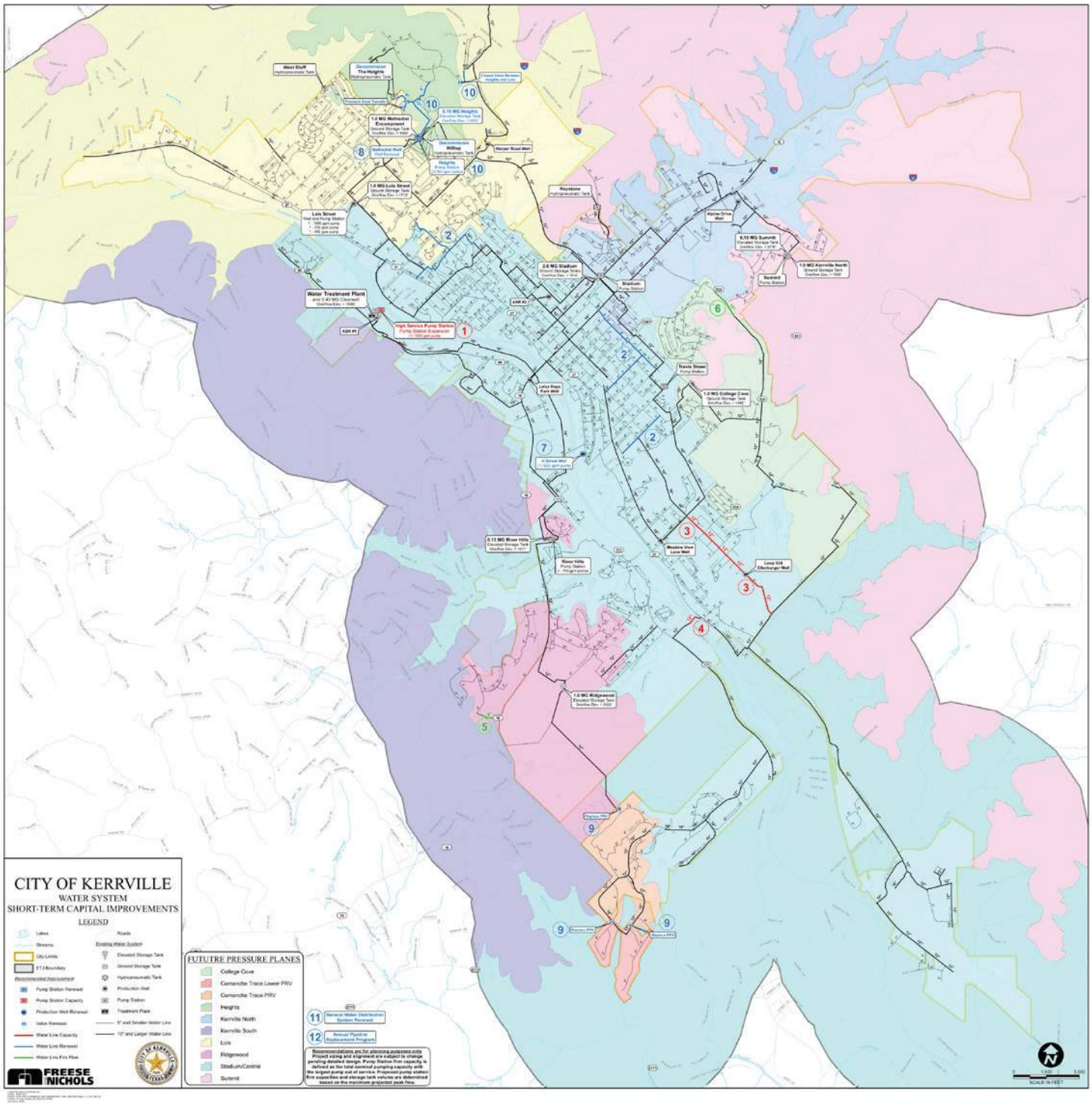
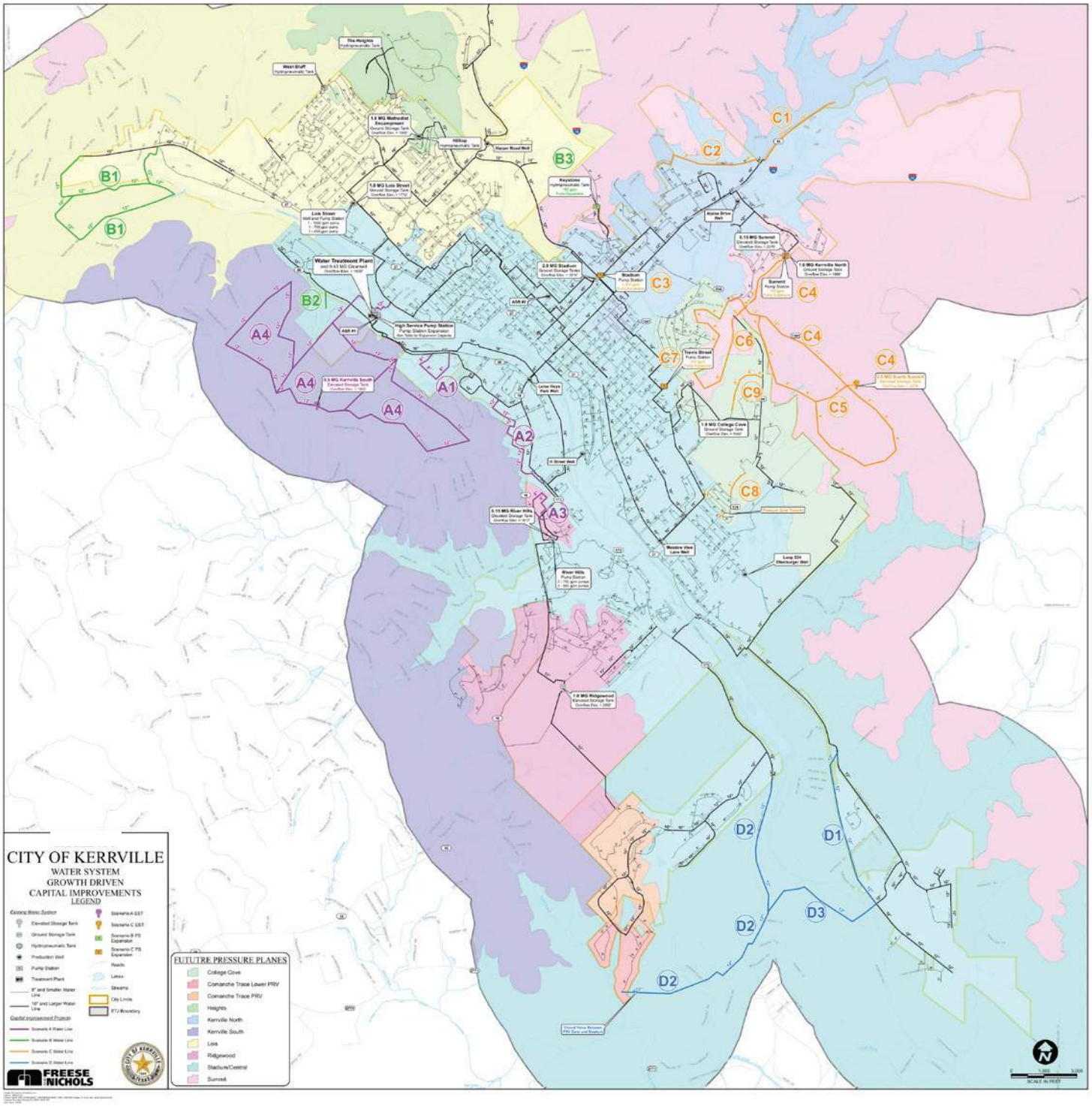


Figure 3 Water System Growth Driven Capital Improvements Map



Water Auditing

Soils with high plasticity indexes in Central Texas make systems more susceptible to pipe breaks and leaks, which can decrease efficiency throughout the entire system, generating unnecessary costs for both the utility provider and end user. The Texas Water Development Board released a report titled *Water Loss Audit Manual for Texas Utilities*[1] in 2008, which states the following:

- For utilities to operate efficiently, they should use recommended practices to monitor and control water and revenue losses. These include active leakage control, as well as metering production flows and customer consumption.
- Real losses cause a portion of the treated, pressurized water to be lost from the distribution system before customer use. In effect, the utility treats a greater volume than its customer base requires, hence incurring excess production costs.
- All water utilities incur leakage losses; only the amount varies. Leaks and visible main breaks occur for a variety of reasons, including poor installation workmanship or materials, corrosion, external forces, environmental extremes, and other causes. Leakage is always occurring, and only grows worse if left unchecked. Therefore, all water utilities should provide system maintenance and upkeep functions that include appropriate components of leakage management via active leakage control, timely quality repair, water main rehabilitation, and pressure management.
- With decreasing water availability and rising costs for water treatment or purchase, auditing water supplies is essential for water utilities to ensure efficiency in their operations and preserve water resources.

The “One Water” Approach

The idea of an integrated systems approach to water is not new. Its full-scale implementation, however, has yet to be realized. All around the country, and particularly within regions like Central Texas that frequently encounter drought and flood risks, there are increasing examples of integrated and inclusive approaches to water resource management that touch multiple infrastructure systems. These approaches exemplify the view that all water has value and should be managed in a sustainable, inclusive, integrated way. From nature to tap, from farms to food, from toilet back to river, there is just one water cycle. While nature provides water, it takes pipes, pumps, reservoirs, treatment plants, and people working around the clock to deliver clean water to homes and businesses, and to remove and treat wastewater so it can safely be reused or returned to the environment. Public facilities and utilities serve as opportunities to demonstrate design that recognizes One Water in a similar way that a private development project might, as well as providing the opportunity for community education. Central Texas faces significant water extremes, with cities and service providers challenged by water scarcity during droughts and excess water during rainy seasons. The One Water approach can help communities manage and mitigate these issues.

---

1 Water Loss Audit Manual for Texas Utilities, by Mark Mathis, George Kunkel, P.E., and Andrew Chastain Howley for the Texas Water Development Board, Report 367, March 2008. https://www.twdb.texas.gov/publications/brochures/conservation/doc/WaterLossManual_2008.pdf

Wastewater Management

The sanitary sewer collection system infrastructure is also a key component of a clean, healthy life in an urban environment. The location, placement, and overall condition of sewer collection infrastructure is essential to the proper service of the community, to the accessibility for operations and maintenance, and to the extension of systems to accommodate future population growth.

Long-range planning helps manage costs and improve efficiency for both existing and future residents. The City of Kerrville Utilities Department is responsible for sanitary sewer collection, wastewater treatment, and water quality testing for the City of Kerrville and the City of Ingram by wholesale contract.

Kerrville's sanitary sewer collection system consists of 200 miles of collector mains, interceptors, and force mains, and 26 major wastewater lift stations. These lift stations move wastewater under varying topographical conditions throughout the City to the wastewater treatment plant on Loop 534 on the east side of the City.

Sewer System

The City has developed a Wastewater Master Plan as a planning tool for short-term and long-term improvements. The current plan, updated in 2022, identifies improvements to the system that will be required to accommodate population growth projected through the year 2047 based on the 2018 City of Kerrville Comprehensive Plan, such as expansions to several key wastewater lift stations and upsizing of several sewer interceptor pipelines. The plan also includes multiple recommendations on how to serve new growth areas, with sewer interceptor extensions and new lift stations.

As with the City's Water Master Plan, the most recent Wastewater Master Plan was developed based on the 2018 Comprehensive Plan and anticipated development plans. Four different growth scenarios were identified to account for all potential development across the City. The growth areas occurred primarily on the boundaries of the existing system and within the catalyst areas identified in the 2018 Comprehensive Plan. The Master Plan utilized these growth areas to inform infrastructure recommendations expanding service to future development. As the growth projections have changed during the 2025 Comprehensive Plan update, the recommended improvement projects should be re-evaluated prior to design and construction.

Figure 4 Wastewater System Short-Term Capital Improvements Map

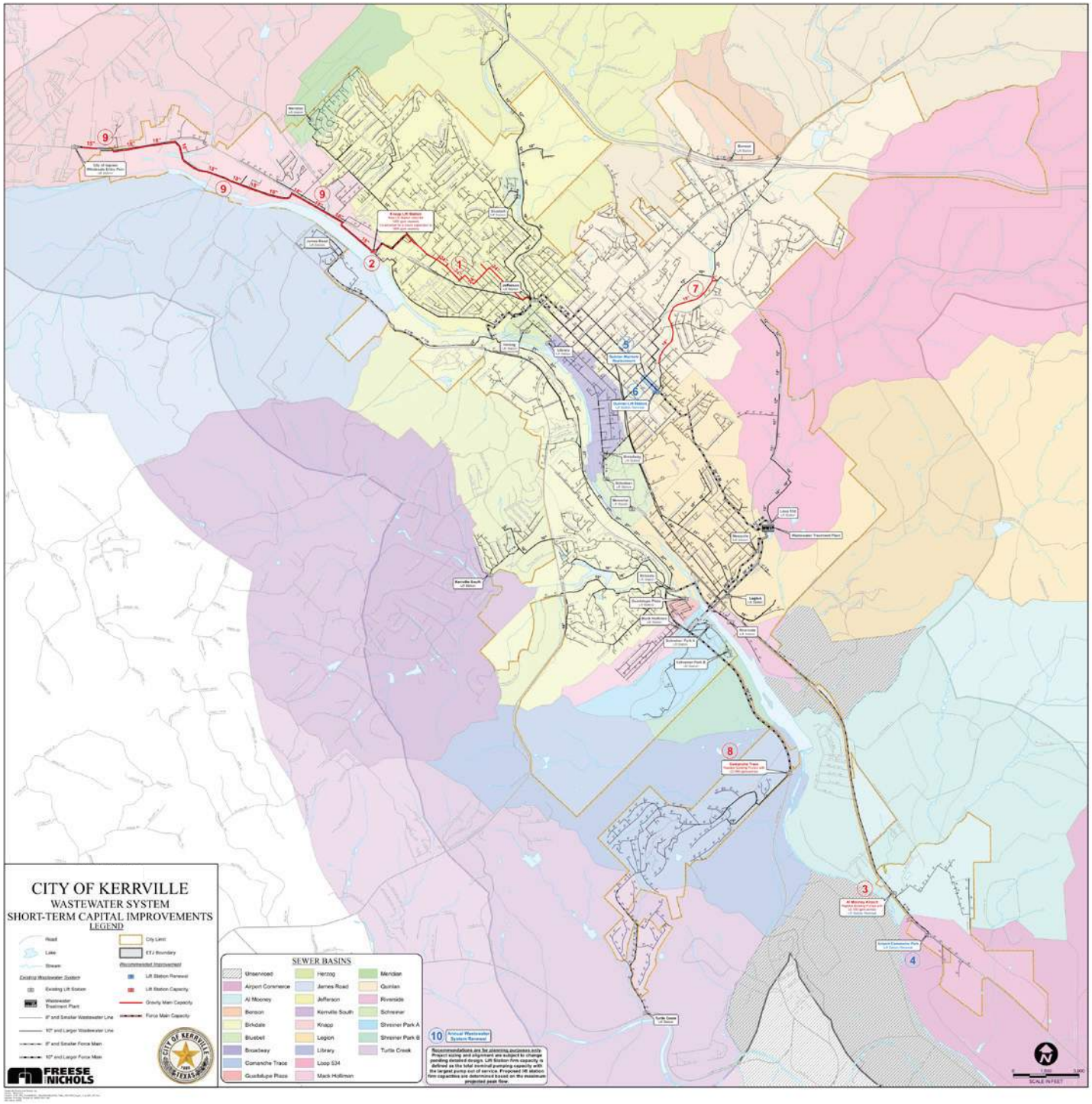
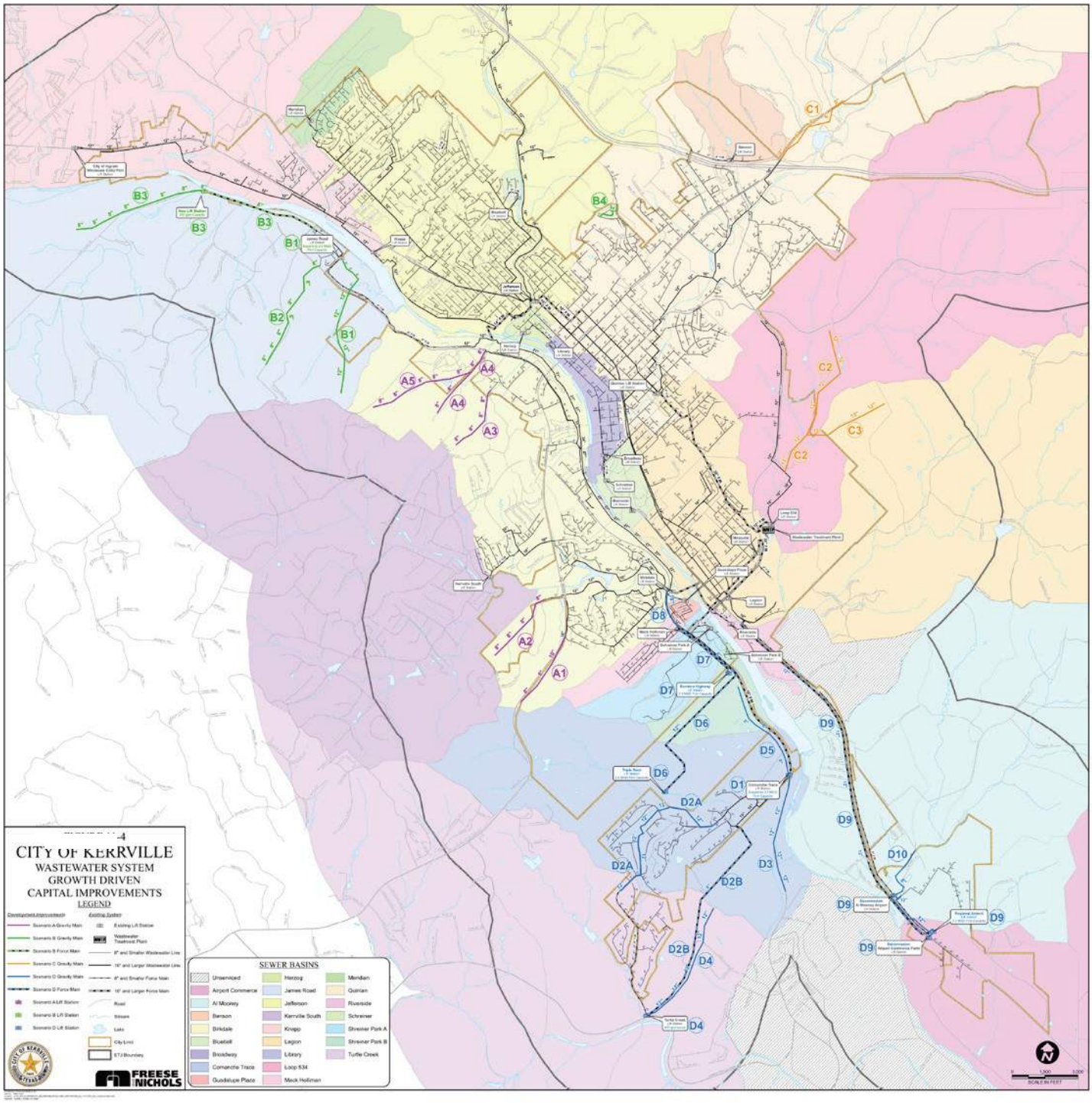


Figure 5 Wastewater System Growth Driven Capital Improvements Map



Stormwater Management

The ability to convey stormwater efficiently, safely and in a manner that protects property assets is important to a community that is experiencing growth. Growth creates conditions that can have significant impacts on the volume of stormwater in local streets and waterways and the quality of the stormwater entering streams and rivers.

Stormwater System

The streams, creeks, and river areas in and around Kerrville are largely privately owned, without maintenance requirements. This limits the ability of the City to manage development adjacent to these areas and makes it difficult to manage stormwater volume and quality. The City of Kerrville provides services including maintenance of park and open space areas, debris clean-up after flood events, collaborative annual clean-up in partnership with UGRA, dredging of Nimitz Lake, erosion control measures as needed, and brush control/ clean-up. These activities, while beneficial, cannot mitigate the impacts to stormwater from new development and uses occurring on private property.

The City of Kerrville Stormwater Master Plan, adopted in 2020, was developed following the recommendations of the 2018 Comprehensive Plan. This plan evaluated the current state of stormwater management and infrastructure, providing a roadmap for the next 15 to 20 years. It identified 10 major watersheds, streams, and the storm drain network, highlighting areas prone to flooding and erosion. The plan outlined 14 problem areas, proposing solutions with an estimated total cost of $21 million. Key projects include improvements to the Take It Easy Drainage Channel, Lois Street, and Hill Country Drive. Additionally, the plan recommended updates to the City's drainage criteria and land development codes, adoption of NOAA Atlas 14 data, and strategies for securing funding to support these initiatives.

The updated Kerrville 2050 Plan anticipates continued growth in key areas, each of which will impact area stormwater management. The City should continue to implement the projects outlined in the Stormwater Master Plan. Additionally, it is important for the City to regularly review and update the plan as projects are completed and new challenges emerge.



Water Quality & Innovative Stormwater Management

Water quality is impacted by point and nonpoint source pollution. Point source pollution can be traced to specific points of discharge from wastewater treatment plants or industrial sites. Nonpoint source pollution typically originates from rainfall that moves over the ground and picks up natural and human pollutants and then deposits them into lakes, rivers, wetlands and coastal waters. Common examples of nonpoint source pollution include septic systems, oil and other contaminates on parking lots and roadways, fertilizers, and animal waste. Point source pollution is regulated through the National Pollutant Discharge Elimination System (NPDES) permit program.

Nonpoint source pollution has emerged as a major contributor to water quality problems. Unmanaged stormwater runoff is harmful to the environment as it often carries pollutants such as oil, dirt, chemicals, and lawn fertilizers directly to streams and rivers. Nonpoint pollutants are especially concentrated in the initial wash or “first inch” of runoff during a storm. Additionally, heavy storms can generate excessive volumes and velocities of runoff that can damage streamside vegetation and aquatic habitat, especially at the point of outlet from storm drains.

Beyond environmental implications, poor water quality can make these spaces, which are naturally suited to act as amenities in the forms of linear open spaces and trails, less safe for human contact and reduces the potential for people to develop positive interactions with nature.

To protect water quality, infrastructure and development should be designed and built to minimize runoff and treat that first inch of water through conservation of natural areas, green infrastructure, cluster development, use of pervious surfaces and other best management practices (BMPs). These low-impact approaches are generally recognized as preferred instead of or in partnership with engineered, or “gray” solutions, and tend to result in the creation of amenities that also support quality of life and high-quality, valuable developments. Utilizing natural systems/processes and taking a comprehensive approach to managing water can help meet several of the community’s goals, including improved water quality, water conservation, interconnection between parks and neighborhoods, placemaking, and flooding reduction.

The use of natural systems and processes, including wetlands, native planting areas, and bioswales, to treat and retain stormwater is referred to as green infrastructure. These are important parts of holistically managing stormwater and water quality, and can be accomplished at the regional, community, and site scale. It is also critical to understand that green infrastructure extends to other aspects of the built environment, and can be utilized as amenities and dual-purpose facilities that bring multiple benefits to the City and community.

Maintenance of facilities is of the utmost importance; this is especially true for innovative stormwater practices where plants are serving functional purposes. Vegetated stormwater facilities do not need to require more maintenance, in fact they should overall require less, but they do need to be properly maintained. There is a specific set of knowledge required to maintain green infrastructure. Certification classes are available for just this purpose.

Guiding Principles and Sample Action Items

The City of Kerrville has demonstrated a commitment to providing long-term reliable water supply, high-quality wastewater treatment, and proactive management of stormwater by virtue of plans that have been in place for years. The development of Guiding Principles for the continuation of this long-range planning effort will provide peace of mind for the residents of Kerrville for years to come. The following Guiding Principles and Action Items illustrate that commitment.

W1 GUIDING PRINCIPLE: Develop and maintain water plans that prioritize infrastructure needs and identify funding sources and take a regional approach to planning

A list of infrastructure needs is not a plan. Once the needs have been identified, they must also be prioritized so that appropriate funding and construction strategies can be developed.

- Continue reviewing and updating the Water Master Plan. The Water Master Plan should be updated at least every five years, to ensure that the recommendations are up to date and relevant as the City continues to grow and infrastructure continues to age.
- Establish an ongoing pipeline repair and replacement plan as part of operation and maintenance of the water system. Areas with deteriorating pipelines are identified in the Water Master Plan, with corresponding replacement projects. Pipeline repairs can be timed alongside the street pavement repair program, for time and budget efficiency.
- Address areas with low available fire flow in the City's CIP. As a city grows, the demands growth places on a water system can change significantly, including fire flow demand. A system analysis was performed as part of the current Water Master Plan and can be referenced to ensure the City continues to provide adequate service, including reliable fire flow.
- Continue performing detailed water system capacity reviews for proposed developments. Development reviews should be carried out to determine the existing system's ability to serve large development areas and identify any additional improvements that may be required. Developers can request a detailed capacity analysis that results in a plan to appropriately serve the proposed growth. The City has historically invested significant resources into expanding the system to encourage growth and development. Funding for further development-driven improvement is anticipated to be shared with the developer.

W2 GUIDING PRINCIPLE: In the development of the long-range plan, anticipate growth, consider all sources and plan for future droughts

Water is one of the most precious resources in Texas. To make the best use of this limited resource in the years ahead, careful and comprehensive planning must occur today, including planning for increases in population and water consumption and for natural occurrences that can create unexpected demands on normal water supplies.

- Evaluate the possible expansion of aquifer storage and recovery (ASR) wells and try to capture river water that is being lost downstream. ASR has been proven to be an effective strategy to diversify water resource options for many communities across the country. The City's current ASR wells are a strength of the system, add redundancy to production capacity, and provide drought resistance that is necessary to sustain the City. This is a strength that the City should continue to leverage and invest in the future.
- Include guidance from TWDB and TCEQ in the development of water source options. These agencies are available to partner with Texas municipalities regarding options for long-term supply. These options not only include how municipalities might develop water sources, but also how they might fund them.
- Evaluate the expansion of the existing reclaimed water system. Reclaimed water is another effective strategy to decrease the demand on the potable water system. Reclaimed water can be an appropriate source of water for demands such as irrigation, reducing strain on the potable water system. The additional available potable water can be utilized by future developments as the City continues to grow. The City's current reclaimed water system is a strength that should continue to be leveraged and invested in the future.
- Continue reviewing and updating the Long-Range Water Supply Plan. The Water Supply Plan should be updated at least every 10 years, to ensure that the recommendations are up to date and relevant as the City continues to grow and environmental conditions continue to change.

W3 GUIDING PRINCIPLE: Address water quality challenges with proven solutions

Applying best practices in water quality management will allow the City to benefit from the experience of other communities and provide the best service for the residents and businesses of Kerrville.

- Examine all potential solutions to improving water quality that could be applicable to Kerrville. Several potential solutions are already inherent in the Water Master Plan; however, a robust study to review additional options could provide valuable insight into the most optimal strategies.

- Examine pre-treatment options to reduce the presence of organisms at the water plant. Pre-treatment is a growing need many water utilities must cope with. Additional study of the costs and benefits of various options would be beneficial.
- Examine the possibility of adopting maximum impervious cover limits and enhanced drainage design standards around/adjacent to the river to ensure water quality. Adopting impervious cover requirements is a valid means of managing stormwater quality adjacent to the Guadalupe River and in its various tributaries. A comprehensive Stormwater Quality Plan should be developed, outlining appropriate cover requirements. It would also be useful to identify acceptable mitigation measures, such as the use of vegetated swales, pervious pavement, water quality basins, and other options. The Stormwater Quality Plan should be updated at least every 5 years, to ensure that the recommendations are up to date and relevant as the City continues to grow and environmental conditions continue to change.

W4 GUIDING PRINCIPLE: Update and maintain the City's long-range plan for wastewater management, addressing and prioritizing infrastructure needs and identifying funding sources

A complete plan for wastewater management must address not only system needs, but also priorities so that funding can be sought and secured in a strategic and timely manner.

- Continue reviewing and updating the Wastewater Master Plan. The Wastewater Master Plan should be updated at least every 5 years, to ensure that the recommendations are up to date and relevant as the City continues to grow and infrastructure continues to age.
- Establish an on-going facility repair and replacement plan as part of operation and maintenance of the wastewater system. Deteriorating lift stations are identified in the Wastewater Master Plan, with corresponding prioritized projects recommended to improve their performance.
- Continue performing wastewater system capacity reviews for proposed developments. Development reviews should be carried out to determine the existing system's ability to serve large development areas and identify any additional improvements that may be required. Developers can request a detailed capacity analysis that results in a plan to appropriately serve the proposed growth. The City has historically invested significant resources into expanding the system to encourage growth and development. Funding for further development-driven improvement is anticipated to be shared with the developer.

W5 GUIDING PRINCIPLE: Consider alternative solutions to standard water and wastewater service methods to address specific conditions and for cost effectiveness

The topography of the Texas Hill Country presents special challenges for service delivery. These challenges may require unique solutions.

- Consider allowance for private wells in areas that are farther away from the existing water infrastructure. Develop potential regulations and criteria for use of alternative water service in challenging locations.
- Consider hybrid septic/sewer options, pressurized in hilly areas. Hybrid systems are sometimes used in rural settings that are difficult to serve by municipal wastewater systems.
- Develop potential regulations and criteria for the use of alternative sewer service in challenging locations. In order to ensure that water quality is maintained, the City should establish guidelines regarding which hybrid systems would be acceptable, conditions under which they would be acceptable, and accountability measures for maintenance of these system.

W6 GUIDING PRINCIPLE: Enhance efforts aimed at water conservation, better stormwater management on private property and measures such as rain harvesting and other innovative approaches to help manage water usage

An overall program aimed at reducing water usage and better managing stormwater runoff should include a variety of measures that could be applied appropriately in different situations.

- Promote the Upper Guadalupe River Authority's (UGRA's) rainwater harvesting incentive programs and explore opportunities to expand participation. Rainwater harvesting is a valuable water conservation tool, and UGRA's rebate and grants provide a strong foundation. The City should support these efforts through outreach and potential participation partnerships to broaden community involvement.
- Provide financial or other incentives for future developments to utilize the reclaimed water system. Utilizing reclaimed water decreases the demand on the potable water system and is an efficient use of otherwise wasted treatment plant effluent.
- Maximize the use of surface water in the City and surrounding areas to help maintain groundwater levels. Utilizing surface water sources, when available, can help preserve groundwater for use when surface water is not available.
- Implement a strong water conservation plan to include additional conservation measures and programs. Water that is conserved rather than consumed is the least expensive "source" in the portfolio of any municipal water system. Many communities in Central Texas have robust conservation programs that yield substantial results. Development of a conservation plan would be an important investment in the future of the community.

W7 GUIDING PRINCIPLE: Expand ongoing education efforts regarding water issues

The public can be an important ally in the City's efforts to change water and sewer usage patterns. Nurturing citizen participation in conservation efforts can yield positive results, both in the short-term and over time.

- Establish a citizen advisory committee for water supply and conservation policy. Establishing a water conservation policy committee could be a key element of gaining consensus on a water conservation program. Without community consensus, such a program has a much-reduced likelihood of success.
- Educate the public on current water and sewer usage. A properly devised education program can yield significant results, as many people in the public do not have a keen understanding of where our water comes from, how it is treated, how it is distributed, and how it is disposed of. An element of the program should be directed to children in the community, including an emphasis on the importance of conservation for future generations.

W8 GUIDING PRINCIPLE: Encourage water conservation through the use of xeriscape and other low-irrigation, low-maintenance landscape techniques

Landscape irrigation accounts for a large volume of water usage in most communities, particularly during the hottest months of the year when demand is already high. Encouraging and rewarding the development of drought-tolerant landscapes and the use of other water-saving techniques will result in less demand on the water supply and lower costs to consumers. Attractive demonstration projects, installed and publicized by the City, could increase awareness of the options available to both homeowners and commercial landscapers.

- Lead by example through City use of xeriscape demonstration areas, pilot projects, etc. This would be a reasonable gesture on the part of the City. The development of pilot landscape projects, along with their benefits, should be thoughtfully publicized.
- Establish a recognition program for commercial and individual "water wise" customers. Recognition and incentives are valuable tools in developing public awareness of worthwhile objectives. Even relatively small rewards can go a long way toward winning public support for conservation efforts.

W9 GUIDING PRINCIPLE: Continue to explore funding options to grow and improve the water distribution and wastewater collection system

Reliable water and wastewater infrastructure is important for Kerrville's growth. The City should evaluate system improvement costs and explore funding options such as grants, impact fees and development agreements to support necessary upgrades.

- Identify the costs related to all potential sources of potable water. The costs associated with potential sources of water are already identified in the City's current planning, so the new review could focus on costs associated with any system improvements that may be recommended in association with the revised Master Plan.
- Explore improvement project funding options, including grants, impact fees, or development agreements. An impact fee study could be performed to estimate the funding generated by establishing the fees. The City has historically utilized development reviews and development agreements to assist in funding projects, and that process could continue to generate funds as appropriate.

W10 GUIDING PRINCIPLE: Focus more on on-site green/bio stormwater infrastructure to support water quality and quantity goals

The use of new, more sustainable methods for managing stormwater runoff should be encouraged.

- Develop drainage design standards (including "green" design options), on-site retention requirements and water quality standards. A comprehensive stormwater quality plan should be developed, outlining impervious cover requirements and the types of acceptable measures, such as use of vegetated swales, pervious pavements, water quality basins and others to support stormwater management goals.

W11 GUIDING PRINCIPLE: Preserve natural riparian areas

Riparian areas, typically located on the banks of a river, are vital to both the aesthetics and ecological health of Kerrville, particularly those along the Guadalupe River. The City should prioritize preserving these natural environments, not only for their beauty but also for their role in community resilience. Riparian buffers act as natural flood barriers, help maintain water quality, and provide habitats for wildlife, all of which contribute to the long-term sustainability and resilience of the community.

- Pursue zoning ordinance amendments to support riparian area protection. Public policy must underscore efforts to preserve the natural environment of Kerrville by designing and designating clear zoning boundaries in support of riparian protection. Zoning should reflect public input as well as the environmental needs of the community.
- Develop standard maintenance protocols for riparian areas, including the option of leaving the areas in a natural condition. A standardized set of maintenance routines and protocols will help ensure uniform treatment across the myriad districts, ownership arrangements, and conditions that span the riverbank. The preservation of natural conditions such as mow-free areas, environments with primarily local flora and fauna, and undeveloped tracts of land, should be considered viable options for different portions of the river.
- Restore damaged riparian areas in riverside parks, including the removal of invasive plant species. Parts of the Guadalupe River have been severely impacted by human activity—such as littering, waste disposal, polluted stormwater runoff, and resource harvesting. A focused effort to restore these areas to a natural or semi-natural state, including the removal of invasive vegetation that disrupts native ecosystems, can help heal long-standing environmental damage and enhance the health and resilience of riparian habitats.

W12 GUIDING PRINCIPLE: Update and maintain the City's long-range plan for stormwater/ drainage management, addressing and prioritizing infrastructure needs and identifying funding sources

Planning for the management of Kerrville's stormwater and drainage infrastructure must be done in a thorough and strategic manner to address needs, priorities and funding.

- Continue reviewing and updating the Stormwater Master Plan. The Stormwater Master Plan should be updated at least every five years, to keep recommendations relevant, track implementation progress, and address aging infrastructure as the City grows.
- Evaluate and pursue funding opportunities. Identity grants, impact fees, and other funding sources to support stormwater improvements and ensure sustained development in infrastructure.

10 | Public Facilities & Services



Public Facilities & Services

Introduction

Dependable, high-quality public services and facilities are critical assets for the success of any community. They form a key part of the infrastructure and contribute to community pride. Kerrville has demonstrated a commitment to improving public facilities through strategic investments, including the Travis Pump Station and the Knapp Road gravity and force main, both completed since the adoption of the 2018 Kerrville 2050 Plan. Future investments should continue to follow three key strategies: maintaining existing facilities and services, constructing or providing new ones, and prioritizing investments to maximize community benefit.

Maintaining existing facilities is essential to supporting the daily operations of businesses, households, and institutions in Kerrville. Proper upkeep allows infrastructure to function at full capacity as the City grows and development becomes denser. Examples include enhancing and improving bridge structures, upgrading parks and playgrounds, and keeping public buildings in good repair. Proactive maintenance is typically more cost-effective than addressing failures after they occur, making early intervention a priority.



Kerrville's new sports complex will help meet the community's need for new youth sports facilities.

As Kerrville continues to grow, new public facilities and services will be needed. Planning for these projects should consider expected population trends and Kerrville 2050 land uses. Since new infrastructure requires significant investment, careful financial planning—including bond sales and potential collaborations with other agencies—will be essential. If voter approval is required for funding, project schedules must account for Texas' limited election dates in May and November.

A key function of the comprehensive plan is to guide public facility and service investments. The Kerrville 2050 Plan identifies Strategic Catalyst Areas, the Nimitz Lake Small Area Plan, and the Downtown Plan as primary locations for future development and redevelopment. Directing infrastructure improvements to these areas will help the City maximize its return on investment and support long-term growth.

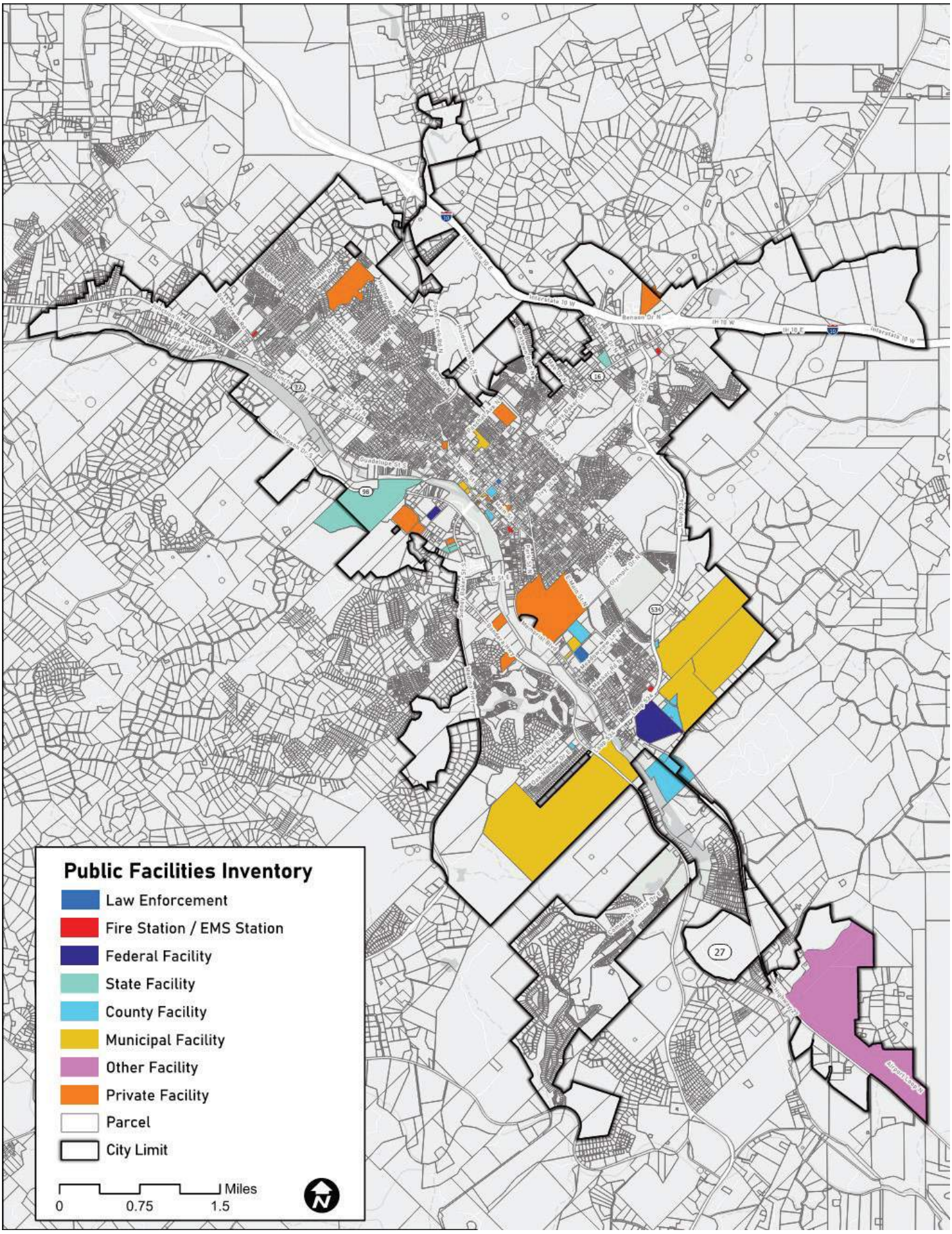
Public Facilities and Services Overview

The City of Kerrville currently provides a variety of services to the community—police/fire/emergency management (EMS) services, street maintenance, public utilities, waste disposal, library services, municipal courts, a municipal airport, and a variety of park, recreational, and open space facilities throughout the community (see Figures 1 and 2). There are also a number of public facilities in the community that are managed by other entities, such as Kerrville ISD, Schreiner University, state and federal agencies, and private businesses. These agencies and organizations control land, equipment, funding, and other resources. They also possess specialized knowledge that could be helpful to the future of Kerrville. Developing good relationships with these agencies may lead to opportunities for partnership and collaboration for the mutual benefit of all parties.



The Butt-Holdsworth Library is one of Kerrville's many high-quality public facilities.

Figure 1 Existing Public Facilities Map



Topic of Note: Resilience in Public Facilities



Public facilities, such as schools, libraries, community centers, and health clinics, play a vital role in enhancing community resilience by serving as hubs for essential services, information, and support during both normal operations and emergencies. When designed with flexibility and accessibility in mind, these spaces can be quickly adapted into shelters, distribution centers, or emergency coordination sites. Their everyday role in fostering education, health, and social connection builds the community capacity needed to respond to and recover from crises. Equitably distributed and well-maintained public facilities not only reduce vulnerability but also strengthen social cohesion and trust, which are critical components of a resilient community. Community members are more likely to seek help in places where they are already comfortable and familiar with.

Evaluate Risks and Vulnerabilities: Conduct assessments of public facilities to identify areas susceptible to natural disasters, climate change, and other hazards to figure out what needs upgrades and improvements.

Future Proofing: Proactively plan for and size facilities to handle future growth and identified risks.

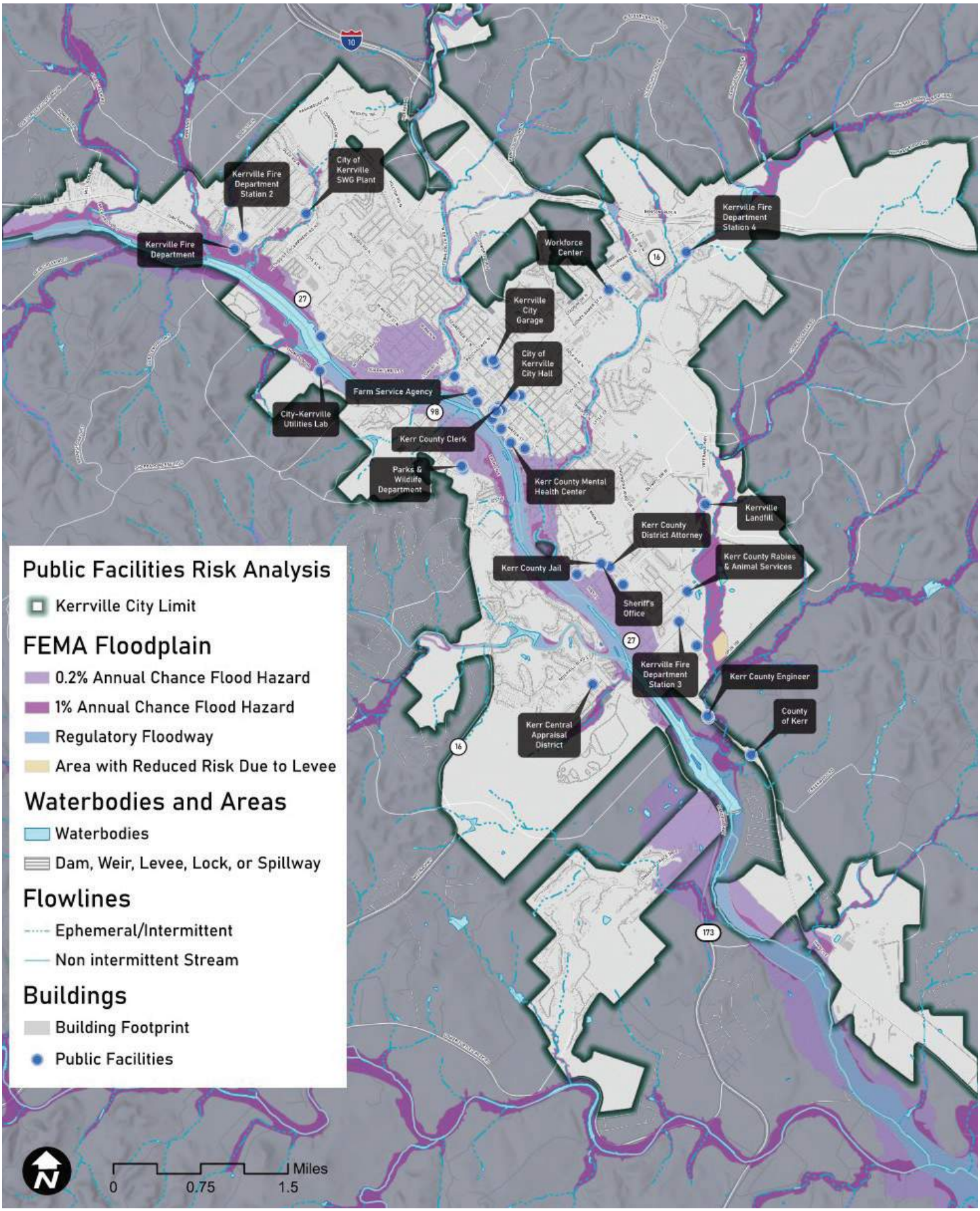
Multi-purpose and Flexible: Design facilities to be flexible and able to adapt to unexpected needs and changes and enhance their ability to serve multi-purpose functionality during emergency events.

Promote Green Infrastructure: Implement green features like green roofs, rain gardens, and permeable pavements to act as pilots and demonstrations for other projects in the City.

Implement Smart Tech: Implement sensors and automated systems to monitor and proactively manage facilities.

Develop Emergency Response Plans: Create and maintain comprehensive emergency response and evacuation plans for the City.

Figure 2: Public Facilities Risk Analysis



Public Services

Cost-Effective Services

As a responsible steward of limited taxpayer dollars, the City of Kerrville must continue to prioritize the delivery of basic services in an efficient and cost-effective way. Enhancing the consistency and timeliness of service delivery and boosting transparency and responsiveness to citizens should be high priorities. Staff must remain committed to seeking the most efficient methods of tracking, delivering, and monitoring services, and they must be prepared to conduct periodic evaluations and updates to the City's Facilities and Space Needs Plan in order to stay on track for future service delivery.

Changing technology will continue to create new opportunities to improve services and reduce waste and errors. The City should explore an Information Technology (IT) strategy to establish best practices across departments and leverage technology to connect with the community.

Staff will be instrumental in implementing this plan and monitoring its progress over time. Achieving the vision will require a willingness to invest in training current employees, undergo thoughtful practices in the hiring of new workers, and engage in proactive succession planning.



Kerrville's scenic parks provide excellent opportunities for enhancing community hot spots with WiFi accessibility.

> "Great place to grow up — Safe & clean."
>
> - Open Houses

Partnerships and Collaboration

Providing the best and most cost-effective service to the community may involve partnerships and collaboration with other government entities and partner agencies. The City should establish and maintain good communication with other Kerr County entities and could look at the possibility of creating a forum to foster communication with non-profits and other organizations to identify opportunities where coordination may be advantageous. Partnerships will allow the City to leverage its resources to provide a greater range of services than might otherwise be possible. This is especially vital when providing services where economies of scale (such as transit services) or institutional knowledge (experience developed by specialized non-profits) are critical to success.

Prioritizing Public Safety

One of the highest priorities of any community is public safety: police, fire protection, and EMS. Kerrville has historically provided excellent public safety services to its citizens, but the community must continue to devote adequate resources and be prepared to make the strategic investments necessary to maintain this level of services in the future. The City should also develop metrics by which to measure the provision of these services relative to other communities of a similar size.

Population growth and distribution will pose challenges for the Police, Fire, and EMS departments between now and 2050. The population is expected to grow modestly; however, expanding the city limits into the ETJ will extend these departments' service area boundaries, potentially increasing response times and straining limited resources. To ensure that future public safety needs are met, Kerrville should commission a study to evaluate the performance of existing assets, determine what new facilities may be required to continue providing quality public safety services, and look at potential locations for those facilities based on expected development patterns.



Public Safety services are a high community priority.

Public Facilities

Context Sensitive Design


Kerrville's City Hall is built to compliment Downtown's historic architecture style and is a source of pride for the community.

Historically, municipal buildings have reflected a community's image and identity. However, as budgets have tightened and public spending has decreased, the importance of good design and quality materials in public facilities has often been overlooked. Cost-effective construction has taken precedence over design, resulting in uninspired and utilitarian buildings. However, inspiring community pride and making responsible use of public dollars are not mutually exclusive goals—public facilities can be built attractively and within reasonable budget constraints.

Part of Kerrville's charm is its small-town feel and regionally specific architecture. To ensure that new public facilities add to this appeal, as the City Hall

building does, the City should consider developing guidelines or standards for public buildings that specify materials and design elements to ensure that new facilities are compatible with the look, size, and scale of surrounding buildings.

In addition to aesthetics, public facilities should incorporate sustainable and resilient design strategies to improve longevity and reduce long-term costs. Extreme weather events can accelerate wear on City assets, increasing maintenance demands. To address this, public buildings and infrastructure should integrate hazard-resistant materials and flood-resistant construction, while also balancing hardening strategies (such as reinforced structures) with redundancy measures (such as backup power and distributed service networks) to ensure continuity of operations.

Sustainability should also extend to fleet and maintenance operations, with potential adoption of low-emission vehicles, alternative fuels, and environmentally friendly maintenance practices to improve efficiency and reduce environmental impact.



Facilities such as this playground at Louise Hays Park provide recreation opportunities for Kerrville families and visitors.

CRS and ISO

The City's participation in the Community Rating System (CRS) and maintaining a strong Insurance Services Office (ISO) rating can further enhance emergency preparedness and help reduce insurance costs.

Achieving higher ISO ratings involves consideration of a number of factors, including the location of fire stations, the availability of firefighting equipment, emergency response times, and water supply infrastructure. Compact development patterns typically result in shorter travel distances for fire engines, facilitating quicker response times. Conversely, sprawling, low-density areas may present challenges for fire departments, necessitating longer travel times and potentially hindering their ability to respond effectively. Communities with lower ISO ratings (indicating better fire protection capabilities) often benefit from reduced property insurance premiums for homeowners and businesses, leading to significant long-term cost savings.



Trail extensions can be leveraged to encourage new housing development and enhance community connectivity.

Catalysts for Growth

Public facilities are important components of the surrounding neighborhood, and their location and design can have a direct impact on the development activities around them. Communities can use new public facilities to leverage growth or redevelopment. New parks or trails can help attract housing, and widening roads and upgrading utilities can incentivize commercial development. Kerrville has identified 11 Strategic Catalyst Areas, where redevelopment and growth should be focused under the Kerrville 2050 Plan. To facilitate growth and redevelopment in these areas, the City should leverage investments in public facilities and infrastructure to spur new private investment and develop site specific plans to encourage new and unique developments around the public facilities that will support them. The City should also consider using park facilities and open space enhancements to leverage new residential development and consider siting or orienting public facilities to encourage greater use of existing green assets.

Solid Waste Management

Effective solid waste disposal is one of the most essential aspects of service management in any community. Waste management strategies must encompass both short-term solutions and long-term planning, aligning with statewide regulations and practices to ensure responsible waste generation and disposal.

The City's landfill, located on Loop 534 south of Cypress Creek Road, received a 100-year permit expansion from the Texas Commission on Environmental Quality (TCEQ). This permit defines the layout of landfill cells across the entire site. If the City chooses to move forward with construction, it must notify TCEQ prior to beginning work. This expansion allows the community to meet its long-term waste capacity needs and provides an alternative to the current practice of transferring waste off-site.

As the landfill is developed over time, the City should also explore opportunities to repurpose closed sections of the site for beneficial uses, as approved by TCEQ.

Conclusion

Kerrville must continue to provide high-quality public services and facilities to remain successful in the 21st century. Exceptional facilities and services will be essential to maintaining Kerrville's livability, resiliency, and competitiveness in the years ahead. The best way to avoid problems in the future is to begin planning now. As the City grows and technology continues to evolve, new facilities and changes to services may be required to preserve the quality of life that Kerrville residents and businesses have come to expect.



New public facilities, such as fire and police stations, may be necessary to continue providing quality services as Kerrville's population grows.

Guiding Principles and Sample Action Items

The following list of Guiding Principles and associated Action Items was developed by the Comprehensive Plan Steering Committee and the Comprehensive Plan Subcommittee tasked with this topic. Their role was to identify strategies to ensure that Kerrville can continue to provide high-quality public services and to focus public facility investments to best support the community's future growth. The community particularly wanted new public facility investments to be of a high aesthetic quality, and for the placement of new facilities to be thoughtfully considered to ensure that they enhance public safety and promote growth in neighborhoods that have been identified in the Comprehensive Plan for new investments.

F1 GUIDING PRINCIPLE: Commit to maintaining high-quality, cost-effective public services and facilities consistent with anticipated growth and ensure cost-effective use and maintenance of these assets

The City of Kerrville often receives praise and high marks from citizens on its public services, including police and fire, parks management and library services. The continuation of high-quality, cost-effective services will be a key challenge for the City as it looks toward 2050 and beyond. Cities can sometimes feel more impersonal as they grow larger, but Kerrville has made a commitment to its citizens to ensure that its small-town charm will continue to play an important role in the future delivery of public goods and services.

- Continue training of City employees in LEAN/Six Sigma practices to improve processes, reduce waste, and eliminate error in provision of services Citywide. The quality of services provided is just as important to the City of Kerrville—if not more so—than the quantity it offers. Training employees in the use of LEAN production processes, which focus on concepts such as smart automation and the "evenness" of workloads across an organization, will offer a set of useful tools for the City to use in the delivery of thoughtful, high-quality service. Six Sigma, like LEAN, is a process improvement methodology. Six Sigma practices are strongly grounded in statistical analysis with the aim of making all products nearly defect-free. The principles, tools, and philosophies that underpin both LEAN and Six Sigma should be uniquely tailored to the needs, challenges, and opportunities facing the City of Kerrville, as local government and policy requirements are not always directly analogous to the private industries in which these schools of thought were developed.
- Continue to evaluate Development Services processes and enhance the consistency and timeliness of services. As a key mediator between change and the status quo, the Department of Development Services will play a critical role in shaping the future of Kerrville. Its practices should be routinely evaluated by City staff, developers, the economic development community, residents, outside experts, and other vested stakeholders to ensure high standards for

communication, quality, and fairness. Building permits should be issued in a timely and consistent manner and any applicable regulations or ordinances should be applied fairly and uniformly across the board. Consultations should be available to those interested in enhancing, redeveloping, or creating new structures or developments in the City proper and its ETJ. Evaluations may take the form of regularly administered surveys and focus groups, although the specific type of review matters less than the fact that these reviews take place on a consistent basis.

- Launch a formal, paid internship for the use of interns to assist with staffing needs and succession planning. Internships, particularly paid and structured programs, offer unique opportunities for community partnerships with local institutions, especially area high schools and colleges. In addition to their capacity for relationship-building, internship programs line up successors for vacant and soon-to-be vacant roles in administration, production, analysis, and management. The City could also leverage the talents of its young people by offering them positions once their educational and experience criteria have been achieved, encouraging them to build their careers and families in Kerrville.

F2 GUIDING PRINCIPLE: Place the highest priority on public safety (i.e., police, fire, EMS)

The City of Kerrville's public safety services are key to its existence, because providing an environment in which all citizens can expect to thrive free from threats of violence and disaster is basic. The highest priority should be placed on public safety, and any risk to the safe and secure environment of Kerrville ought to be met with a quick and decisive action.

- Establish benchmarks to quantify services and set local goals for the provision of public safety for communities of comparable size. Cities of comparable size, geography, crime rates, and demographics include Fredericksburg, Boerne, and New Braunfels. These peer cities may provide an excellent baseline from which the City of Kerrville could develop its goals for the deterrence and addressing of violent and property crime. There are also national standards that provide good points of comparison.
- Consider bond funding for a new public safety building or complex. Municipal bonds are an excellent tool for funding capital improvements, particularly those involving costly items such as buildings and large equipment. Bond funding could allow the City of Kerrville to construct the public safety infrastructure it most likely could not afford through annual budgeting. The location for a new public facility should be carefully considered because of the transformational effect it could have on the surrounding area.
- Encourage more public safety programs for schools and home school sites. Public safety is a concept relevant to all aspects of civic and personal life. Public education programs administered by teachers, parents, and local professionals help bring awareness of critical issues to the minds of young people in the community. Children should be educated in the proper procedures for

dealing with potential threats to public safety, encouraging one another to stand up and "say something if they see something." In addition to the intangible value of communication during times of crisis, children, teens, and young adults should know how to respond quickly and rationally when presented with an emergency. Educational programs should be developed and closely supervised by City staff using industry standards for quality and consistency.

F3 GUIDING PRINCIPLE: Address long-term technology needs through public-private partnerships to support public safety, information services and the library

Technology is a fact of 21st century life, and Kerrville residents and businesses both demand and require it. There are a variety of ways in which technological solutions can be applied to improve municipal operations and the overall quality of life. By partnering with communication service providers, tech developers, and others in the industry, Kerrville can continue to evolve its use of technology to solve problems and strengthen connections between people.

- Develop an interdepartmental task force for IT facilities. Information technology plays an ever-increasing and ever-evolving role in the administration of a municipality's day-to-day operations. The successful implementation and integration of information technology into governmental processes should be a priority for management. Working with a multi-disciplinary team of local administrators, the City can identify and address the need for improvements to IT facilities and infrastructure between now and 2050.
- Evaluate the potential to partner with KPUB and others on fiber optic data infrastructure. The City of Kerrville and the Public Utilities Board could partner with each other to carve out a future for high-speed networks in Kerr County specifically, and the eastern Hill Country more generally. Such a partnership may also provide cost-effective options for automated metering. Investing in fiber optic infrastructure is costly for local governments, but the dividends on this type of investment can be significant. As more processes, services, tools, data, and even opportunities migrate to the Internet, the City's connection to the World Wide Web will play an increasingly vital role in Kerrville's economic, civic, and social life.
- Promote WiFi accessible things for visitors to do and see. WiFi accessibility continues to expand throughout the world. Kerrville must compete with other municipalities by offering visitors the ability to access the Internet in a fast, free, and mobile manner. Areas of public interest, such as City Hall, the Downtown core, City parks and open spaces, and other gathering spots provide excellent opportunities for equipping WiFi throughout the City.

F4 GUIDING PRINCIPLE: Support responsible long-range waste management policies and practices

The years ahead will pose unique challenges to the sustainability and resiliency of communities across the globe. Kerrville citizens understand this. The City will continue to engage in and improve its waste management practices while respecting the environmental context that surrounds the City and this issue.

- Successfully permit expansion of the City's landfill so that space is available, if needed. Census estimates show that median household income grew in Kerrville between 2013 and 2016, the most recent year for which statistics are available. As the population increases in the coming years and more people are purchasing and consuming more goods and services, there will be more solid waste, and the demand for landfill space is likely to rise as well. This combination of factors provides the impetus for considering the option of an expansion of landfill space in order to accommodate a growing population and their consumption habits.
- Provide plans for reuse of landfill post-closure. Given that this is a 30-year plan, the City should think ahead to the day when the existing landfill will reach its capacity and will have to be closed. Provided the normal environmental issues can be resolved, the site could be repurposed, possibly for outdoor recreation uses, and could become another community asset.
- Get school children more involved with recycling. Children are impressionable, and their habits will form the foundation of the society of tomorrow. By instilling strong values of sustainability and resiliency in the minds of Kerrville's young people, the City is preparing its next generation for the challenges of a different era. Recycling programs, particularly those that are integrated with schools and extracurricular activities, can highlight the importance of reuse and adaptation for children in a context that is easy for them to access and understand.

F5 GUIDING PRINCIPLE: Consider opportunities for interlocal agreements and collaborations with other government entities and partner agencies for the provision of services

This Plan lays out an ambitious set of goals for the City of Kerrville, many of which it cannot accomplish on its own. The City and its officials should proactively address this by seeking to form alliances and agreements with partner organizations at early stages in the process of implementing this Plan.

- Establish and maintain consistent communication and partnerships with Kerr County governmental entities to enhance service delivery and expand services as needed. The relationship between the City of Kerrville and Kerr County is, and will continue to be, the most important partnership for the delivery of public services. Strong communication is the backbone of this relationship, and regular meetings, discussions, and check-ups may be necessary to

solidify its efficacy. Partnerships may take the form of capital improvement projects, sharing in the provision of services, or co-sponsored events and awareness campaigns.

- Establish a forum for non-profit organizations and agencies to communicate and collaborate with the City to develop and expand community-oriented services as growth may demand. Non-profits play an integral role in the City's network of public policy entities and adjacent organizations. These community leaders and service providers could be invited into a forum that facilitates communication between their organizations and governmental entities, public administrators, and City and County officials. This forum may be a series of focus groups, community meetings, town halls, or simply a regular discussion group that seeks to improve communication and coordination among all community partners.
- Develop a transportation program in partnership with other agencies to serve elderly persons who no longer drive so that they are able to continue living a full life. Transportation allows residents to travel to places of employment or education, seek meaningful interaction through activities or entertainment, and connect with other human beings. Without an effective transportation system that delivers value to residents of all ages and abilities, a community suffers. As it exists today, Kerrville's transportation system consists of a network focused mostly on drivers, and to a lesser extent cyclists and pedestrians. Future growth, demand for new forms of transportation, and the aging of the population, will pose challenges as residents who moved to Kerrville to retire want to continue to be active and involved in their senior years.

F6 GUIDING PRINCIPLE: Focus close attention on building architecture and scale to preserve Kerrville's small-town charm

The architecture of a community's public buildings should reflect the character and pride of the community. Much of Kerrville's character and charm comes from the small-town feel created by the intimate scale of the buildings and use of local materials and design themes. To ensure that Kerrville maintains the character that makes it so appealing to residents and visitors alike, the City should take steps to ensure that new buildings conform or are compatible stylistically to the existing building stock. This may mean developing guidelines that encourage the use of historic materials like Texas limestone, or suggest design approaches that emphasize pedestrian scale, walkability, and historic themes.

- Limit the height and elevation of new buildings so as not to detract from the beauty and feel of a small town. New development should support the character of the existing community. Kerrville's identity is built upon a small-town feel, and guidelines or ordinances should be adopted so that new structures are of a scale that complements existing development. Limiting building height can be an important way to preserve views and the human scale of the community as new development occurs.

F7 GUIDING PRINCIPLE: Be thoughtful when considering land uses and provide facilities and services that promote and enhance local parks, green spaces and the River Trail

The landscape of the Texas Hill Country is an important part of Kerrville's identity. Parks and green spaces create opportunities for residents and visitors to engage with this landscape, connecting them back to nature and to each other. The land uses adjacent to these assets can have a large impact on how well-utilized these spaces are—a park surrounded by residential neighborhoods is much likelier to receive heavy use than a similar park surrounded by manufacturing or heavy commercial uses. The addition of facilities that make public green spaces more accessible and usable to the public, such as restrooms, parking areas, event spaces, and accessible routes, should also be considered when possible to make them appealing to a broader range of people.

- Add and/or improve parks to encourage the development of housing nearby. A park can be the centerpiece of a neighborhood, allowing people to reconnect with nature and engage in physical activity and serving as places where residents can meet and form social connections. Because people like living close to parks, nearby housing is generally considered more desirable. The City should consider making improvements to existing parks, to make them more appealing to the adjacent residential development, and constructing new parks to serve as focal points for future neighborhoods.

F8 GUIDING PRINCIPLE: Place a stronger focus on public health through enhanced code enforcement, including providing for the demolition, clean-up and improvement of derelict properties to meet minimum standards

Substandard buildings and derelict properties can threaten public health in a variety of ways, threatening the population both directly and indirectly. Direct threats come from increasing risks of fire, pollution, rodent attraction, and criminal activity. Indirect threats include the spread of blight and a reduction in neighboring property values. Kerrville should enforce its property maintenance codes to prevent these conditions and should take various steps, up to and including demolition, to eliminate the negative effects of derelict properties if owners do not respond to opportunities to address the problem.

- Encourage the public to get involved in clean-up efforts in their areas. The people most invested in any neighborhood are the business owners within them and the residents who live there. These individuals should be encouraged to participate in neighborhood clean-up efforts, as this will strengthen neighborhood cohesion and increase community pride.

F9 GUIDING PRINCIPLE: Recognize public services and facilities as potential catalysts for growth and redevelopment that can promote economic development and cultural enrichment

Public facilities and services, such as utilities, fire and police services, EMS, recreational facilities, parks, and schools, are essential for the functioning of any community, and development cannot happen without them. These public assets can also become catalysts for economic growth and development. Residents and businesses want to be close to the services and facilities that enhance the quality of life. Kerrville can use these facilities to guide growth and development to desired locations by leveraging these public investments to attract investment from the private sector.

- Develop site-specific catalyst plans for public facilities to spur growth, redevelopment, and cultural enrichment. Public facilities can serve as a focal point for new development. Many new developments are built around some type of recreational or civic facility, such as a neighborhood park, a school, or some type of civic space. Kerrville should consider what land uses can be best supported by various types of facilities, and site those facilities to support surrounding growth and redevelopment in areas where the City would like to see private investment.
- Target public investment for facilities and infrastructure toward areas where mixed use and redevelopment is desired. The Kerrville 2050 Comprehensive Plan is organized around 11 Strategic Catalyst Areas which are intended to serve as prime locations for future growth and development. Because development cannot happen without infrastructure and supporting public services, Kerrville should be strategic about where these investments are made, using them to focus growth in areas where they can optimize the use of the infrastructure and get the most return on the expenditure of public funds. Public investment can be used as a strong incentive to attract private investment to places where the City wants to see growth and where the services and facilities can support the greatest number of people and jobs.

This page left intentionally blank