

# CITY OF FREDERICKSBURG, TEXAS

## COMPREHENSIVE PLAN





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## City of Fredericksburg

Adopted by City Council  
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Prepared by  
Dunkin, Sefko and Associates  
Strategic Community Solutions  
Dunkin, Sims & Stoffels



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## 1. The Context for Planning

A city's comprehensive plan can be defined as a long-range planning tool that is intended to be used by City staff, decision-makers and citizens to guide the growth and physical development of a community for ten years, twenty years, or an even longer period of time. This Comprehensive Plan for Fredericksburg has been created as a guide toward a vision of what the community should retain and what the community can ultimately become. Once adopted, this Plan should be regarded as a long-range statement of public policy.

### A. Why Do Planning

In basic terms, planning helps to ensure that, as size and population characteristics grow and change over time, a community continues to maintain itself and to develop in a manner which reflects the objectives and values of the community's decision-makers, citizenry, and property owners. Beyond this, there are three primary, interrelated purposes of why planning is necessary: 1) it allows the citizens of a community to create a shared vision of what they want the community to become, 2) it establishes ways in which a community can effectively realize this vision, and 3) it establishes the legal foundation necessary to implement planning-related regulatory ordinances.

The background information, described in detail in the "Snapshot of the City" report for Phase 1 of this Plan, and the public input process, described in detail in the "Visioning" report for Phases 2 and 3 of this Plan, address the first of the three purposes outlined above. Phase 4, the Plan Recommendations, and Phase 5, Implementation address the second of the three purposes outlined above. The third purpose outlined above is addressed by this Comprehensive Plan in its totality, as explained below.



Figure 1: Comprehensive Planning Advisory Committee

## Chapter I: The Context for Planning

The State of Texas has established laws with regard to the way in which cities can ensure the health, safety and welfare of their citizens. State law gives power to cities to regulate the use of land, but only if such regulations are based on a plan. Specifically, the law states that:

*The governing body of a municipality may adopt a comprehensive plan for the long-range development of the municipality...A municipality may define the relationship between a comprehensive plan and development regulations and may provide standards for determining the consistency required between a plan and development regulations. Chapter 213.002 of the Texas Local Government Code*

Therefore, Fredericksburg can be assured with this planning process that its regulatory ordinances (zoning, subdivision, etc.) have a solid foundation when such ordinances are based on this Comprehensive Plan.

It is to serve all of these interrelated purposes that planning is an important process for communities to undertake.

### **B. Organization of this Plan**

This Comprehensive Plan has three major components. The first component sets the stage for planning and explains the major objectives Fredericksburg seeks to address through this plan. These topics are covered in the first two chapters of the plan. The second component establishes the policy direction for the City. Five Plan Elements provide this policy direction. They focus on Livability, Land Use, Growth, Transportation and Parks and Recreation and are found in Chapters three through seven. The final component of the plan explains how these policies will be carried out or implemented. Chapter eight discusses many ways the plan will be implemented and the organizations responsible for action. Finally, chapter nine acknowledges all the individuals who played important roles in the creation of this Comprehensive Plan.

Two background reports contain information used during the development of this Comprehensive Plan. The “Snapshot of the City” provides background information on the community’s natural resources, population, land use, infrastructure and other issues. The “Visioning Report” includes the details of public input during the planning process, trends that will affect Fredericksburg’s future and projections of future growth. Highlights of these reports are described in this chapter; review copies are available at City Hall.

### **C. Fredericksburg Today: A Snapshot**

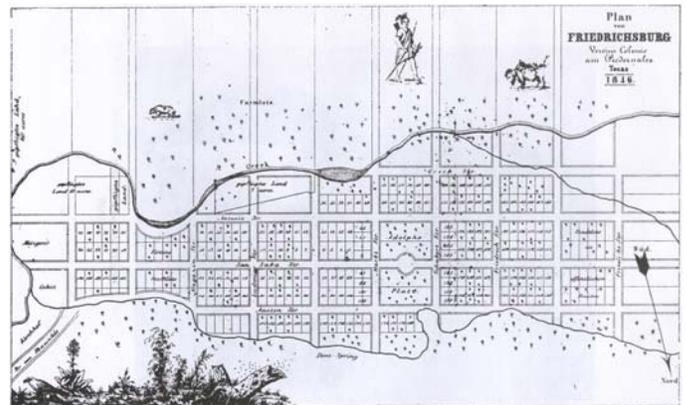
Phase I, “Snapshot of the City”, is designed to provide background information and analysis about the city of Fredericksburg and the Fredericksburg community. It provides a consistent and complete foundation of information for all those involved in the comprehensive plan process. The following subjects, among others, are discussed in detail within the “Snapshot of the City” Report.



**History** - Fredericksburg was one of a series of Hill Country settlements established by the Mainzer Noblemen's Society, a society that was established in 1842 to support the creation of colonies in Texas. The City is named for Prince Frederick of Prussia, and Fredericksburg's founding date of May 8, 1846 reflects the arrival of the first wagon train of colonists, a group of approximately 120 persons.



**History of Planning** - The Fredericksburg community has continued to rely on planning to shape the city and its public investments. A comprehensive plan was prepared for the City in 1967; the focus of this plan was on establishing future land uses, a system of highways and thoroughfares, and public facilities such as civic buildings, parks and schools. An updated plan with a similar focus was completed in 1985; this plan is credited with building support for the sign and landscaping ordinances (as part of implementation), regulations which local leaders believe have had a notable role in shaping the current character of Fredericksburg. The "current plan" (prior to the adoption of this 2005 Comprehensive Plan) was adopted in 1996, and focused on land uses, transportation facilities, and design guidelines for preservation of the community's historic character. This 2005 Comprehensive Plan Update will build on all of these previous plans for Fredericksburg. It will benefit from the city's strong tradition of planning and will extend it into the 21 century.



From the original German edition

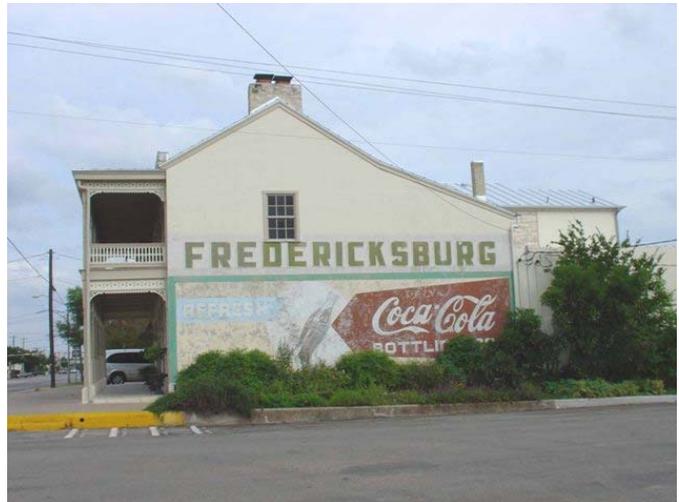
**Natural Features** - The natural setting of a community can contribute to its character, its economy and its quality of life. Fredericksburg's natural surroundings are likely more appealing to its current residents than to its initial settlers, who were expecting a fertile farmland. The City's Hill Country setting helps explain the community's popularity with retirees and people who want to enjoy the outdoor activities available in this region.

**The People of Fredericksburg** - During the early 1900's, the region surrounding Fredericksburg supported a growing agricultural industry and the City grew as it served as the region's center for trading and commerce. In the 1990's, the City experienced a



population increase of over 25 percent, higher than either Gillespie County (21%) or the state (23%). This pattern of population growth may indicate the appeal of a “small town” character, one of the features Fredericksburg residents want to retain in the future. (Detailed population characteristics can be found in the Phase I Report.)

**Existing Land Use Within the City** - Of the land that is presently in urban uses, residential is the dominant use type. The second largest component of developed land is in the civic and recreational category. This includes public uses (such as the airport and high school) as well as parks. More land is devoted to transportation uses (roadways and parking) than to nonresidential development. Roadway rights-of-way account for 13% of the land area of the city, a significant amount of land that serves resident and tourist goals for mobility. Retail and other commercial uses dominate the non-residential categories; there are fewer than 17 acres of industrial use within the City.



**Housing** - Most of the developed land within Fredericksburg is used for residential purposes, principally for single family residential use. The City has extremely low percentages of attached, duplex or multi-unit housing. Compared to Gillespie County, Fredericksburg has a much lower percentage of mobile home units (2.7% versus 10.0%). Both City and County have higher percentages of single family detached housing than Texas and the U.S., a reflection of the higher density housing available in the larger metropolitan areas.



## D. Issues Facing the Community

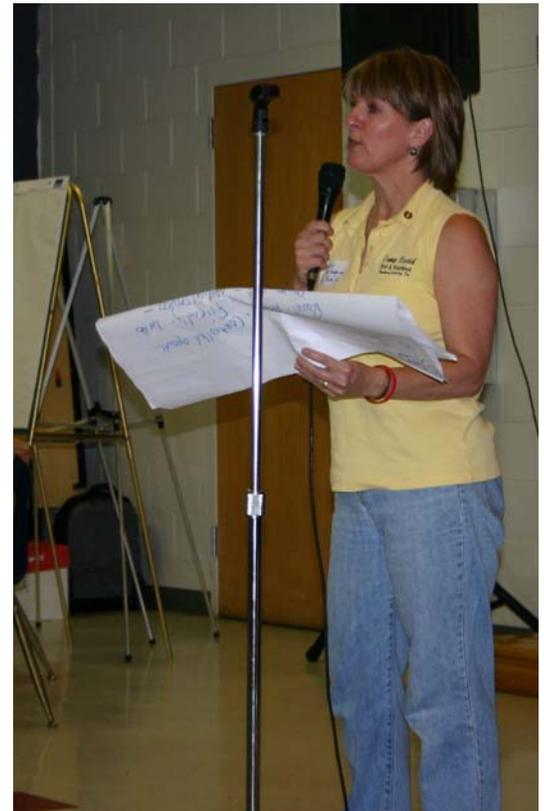
Following the drafting of the Phase I Report (Snapshot), citizens were given an opportunity to provide their input at a Town Hall Meeting. At this well-attended forum, participants were asked to consider various questions, the first of which related to what they thought were the top issues facing Fredericksburg. These responses, along with input from CPAC, helped formulate the Strategic Issues Framework that is discussed in the following section of this report.

There were three broad areas of concern. First was maintaining the community's unique character. Second was the need for a broader range of local job availability, with more jobs that pay above the minimum wage. Finally, was the concern over the increasing cost of local housing, which is making it increasingly difficult for people who work in Fredericksburg to live in the City as well. This gap between the cost of living and available wages was noted as one reason why people who grow up in Fredericksburg often do not remain here as adults.



Other issues were identified as well, including those listed below. A more detailed discussion of these issues is found in the "Visioning" Report.

- Cooperation between the City & Gillespie County
- Water
- Cluttered & unsightly entrances
- Crime
- Planned/managed growth
- Infrastructure





## 2. Guiding Principles for the Comprehensive Plan

### A. Strategic Issues Framework

Strategic issues are those that will have the most significant impact on the community's ability to achieve its desired future. They affect multiple aspects of the community and most, if not all, topics addressed in a comprehensive plan. Agreement on a set of strategic issues helps to set priorities as a community considers the many issues that could be the focus of attention in a long-range plan. The Comprehensive Plan's Strategic Issues Framework provides the next level of detailed policy direction. It is more precise than the Vision Statement but less detailed than the goals and policies that will be found in the plan's individual strategy elements. The Strategic Issues Framework makes the connection from the Vision Statement to the details in each strategy so the strategies are coordinated and effective in achieving the desired future for Fredericksburg. The following exhibit depicts this strategic framework.

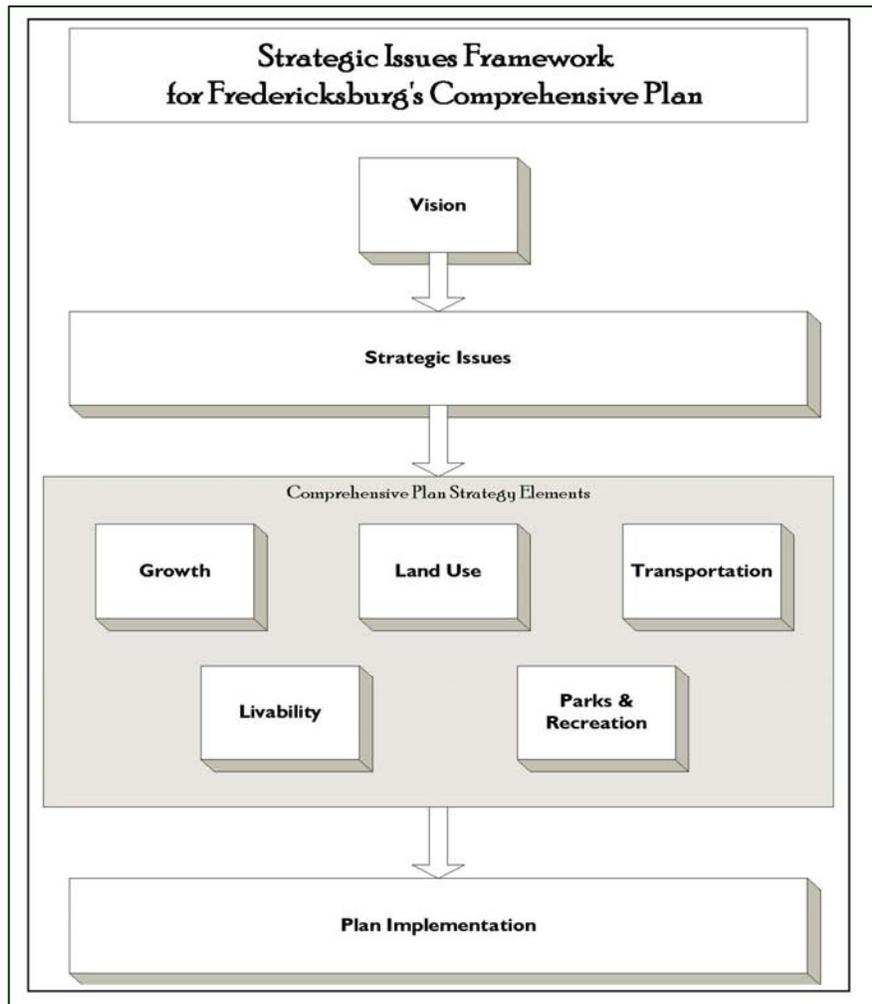


Figure 2: Strategic Framework

## **B. Vision Statement for the Fredericksburg Community**

**We envision Fredericksburg as a community with a distinctive historical German character, a high quality of life and a steady, sustainable economy – assets that encourage and enable people to live here at all stages of their lives.**

## **C. Vision Statement for the Comprehensive Plan**

**The Fredericksburg Comprehensive Plan will serve as the statement of policy and priority that guides the City staff, City Council and its appointed boards and commissions in their consideration of development proposals and investment in capital improvements. It will offer a statement of direction that can be used by other civic or community organizations as they develop their own work plans and make their own investments. In this way, it provides a shared statement of direction for the many individual decisions that help achieve the desired community future.**

## **D. Strategic Issues & Related Principles**

The overall framework and the principles for addressing each of the ten strategic issues, which are identified and explained below, ensure that the individual plan elements are consistent with one another and that they form an integrated, coordinated whole that will best achieve Fredericksburg's vision of its future.

The overall challenge facing Fredericksburg is its need to strike a balance between two potentially conflicting desires of the community. On the one hand, community residents and leaders want to preserve and enhance the qualities that make Fredericksburg special today. On the other hand, residents and leaders do not want Fredericksburg to become a museum or a memorial to its past. They recognize that change will occur in this community and they want to anticipate and respond to change in ways that ensure Fredericksburg's future livability, economic vitality and sustainability. For many community residents, Fredericksburg is a community with integrity – one that has an authentic character and one in which community members are treated with integrity and respect. As the community grows and changes, this sense of community integrity must be retained.

The strategic issues listed below each require a balance between preserving existing assets and acting to take advantage of anticipated change. The choices Fredericksburg makes in responding to these issues will shape the balance the community achieves. Principles and action statements follow the explanation of the issues, and outline how Fredericksburg will respond to these issues.

## 1. Natural Assets

### Issue

Continuing growth and development changes the character of areas that are in a natural state today. Too much development (or development in the wrong places) could eliminate the Hill Country ambiance in the city of the future. Too much emphasis on retaining open spaces and natural areas could shortchange efforts to attract new businesses or make it very difficult to meet the anticipated demand for new neighborhoods. Which natural areas or assets are critical to Fredericksburg? How can they be protected or managed? How can the general character of the Hill Country be retained as the community grows?



### Principles & Actions

The Hill Country landscape provides a remarkable backdrop for this community and is one of the attractions to people who come here. The continuing growth anticipated by the Comprehensive Plan should be designed so the natural features of the area are integral parts of the community and of people's daily experiences. Key natural features – such as major creeks, steep slopes, significant views, stands of trees – should be identified so they can be retained and incorporated into the design of future developments.

## 2. Distinctive Heritage

### Issue

A distinctive history and heritage help make a community unique and appealing to current residents and prospective residents looking for a community other than the 'cookie cutter subdivisions' found throughout metropolitan areas. How can Fredericksburg keep the flavor of its German heritage when many new people are moving here who do not share that background, older generations of the historic families are passing away and younger generations do not themselves practice these customs? How can this heritage inform new growth without becoming simply a marketing ploy?



### Principles & Actions

Fredericksburg's German heritage remains a significant part of its community character and identity today. The traditional German background has blended with other aspects of Texas culture, and the

## Chapter 2: Guiding Principles for the Comprehensive Plan

community also benefits from roots in Hispanic culture and heritage. A distinctive character is one of the hallmarks of communities that are sustainable – it strengthens residents’ identification with their communities and makes it less likely that the community will lose its appeal as other, newer cities compete for residents. This unique aspect of the community must be nurtured and enhanced through the Comprehensive Plan.

### 3. Arts and Culture

#### Issue

One result of Fredericksburg’s distinctive and diverse heritage is that this community has a greater variety of arts and cultural activities than many other communities of its size. Fredericksburg’s artists and arts organizations contribute to the community’s quality of life. Museums offer education and insight into international as well as national and local events that have shaped today’s world. The quality of education available through the Fredericksburg Independent School District is quite high; it is supplemented by the college and university offering available here. The issues related to arts and culture focus on continuing to retain and enhance these offerings as the community grows.



#### Principles & Actions

Arts, culture and education must be integral parts of the community’s plans for its future. In planning future land use and development patterns, the schools, museums and other cultural institutions should be recognized as important public or semi-public facilities. Adjacent development should be compatible with them. They should be incorporated as assets in the community’s economic development initiatives and invited to partner with the city where such collaboration will enhance the quality of life for future residents.

### 4. Core of the City

#### Issue

Fredericksburg’s central core area (often known as the Central Business District, or the Downtown and Uptown areas) is the center of the community and the focal point of its tourism economy. Can it expand successfully? Can it retain the charm of its unique shops as the property values and rents rise? How should it balance goods and services for local residents with those directed at tourists? How can traffic congestion (and its related concerns of noise,



safety, parking and through truck travel) be managed so people can get to this central area easily and still enjoy the experience once they arrive there?

### Principles & Actions

Many communities are taking extraordinary steps to create city or town centers – places that are the focal point for the community’s identity and that offer a mix of public, retail, office and other major uses in close proximity to one another. Fredericksburg is fortunate because it has never lost its historic town center. The Comprehensive Plan should emphasize the core area – also reflected in the boundaries of the historic district. Its policies should support the continuing vitality of the Downtown and the extension of this character throughout the Uptown area.

## 5. Destinations

### Issue

Destinations are the public, private or non-profit attractions that draw people to a community. The more notable the destination, the larger will be the area from which it attracts visitors. Since destinations like parks, schools, shopping areas and museums must continue to attract users or visitors, they must continually maintain, refresh or expand their offerings. When a community has many destinations – as Fredericksburg does – they play an important role in the community’s quality of life and economic vitality. How should the major destinations in Fredericksburg be reflected in the community’s long-range plan? Should they be the focus of additional public or private investment? Should new destinations be added? How should these destinations be considered when planning and setting priorities for infrastructure investment?



### Principles & Actions

Fredericksburg has an unusual number of important destinations for a community of its size – the Nimitz Museum, the Hill Country Memorial Hospital, the Main Street shopping area, the Pioneer Museum Complex, the Gillespie County Fairgrounds, Lady Bird Johnson Park and the Gillespie County Airport. Other destinations – such as Enchanted Rock State Park – are nearby. In addition, the area’s agricultural activities attract increasing numbers of visitors who want to taste wine, pick their own fruit or select specialized plants and seeds. Major new destinations are anticipated, with the Texas Hill Country

University Center expected to attract existing residents, employees of area businesses and students from

outside the area. The Comprehensive Plan should recognize the importance of these destinations, support their continued vitality and add appropriate new destinations that complement the existing destinations and provide new assets to serve residents and visitors.

## 6. Volunteerism

### Issue

Residents and histories of Fredericksburg note its character as a 'city of churches' and as a community with a strong history of volunteer leadership and action. This strength is valued by the community leaders participating in the planning process. It has a practical benefit as well because some services and facilities provided by the city government in other communities are provided in Fredericksburg by community or social organizations. As more people move here, this culture of volunteerism will be challenged. New residents may not share this tradition. Retirees may feel a different sense of connection to a new community than people who've lived there since childhood. How can new residents be enticed to become active in the community? Can the community rely on civic and social organizations to provide programs and services in the future? How can the children and youth of today become involved as volunteers so they continue this practice as adults? Do volunteers receive the recognition they deserve? How can this volunteer tradition be supported and enhanced?



### Principles & Actions

A notable characteristic of the Fredericksburg community since its founding is the strong role played by individual volunteers and civic organizations. These important contributions to the community should be acknowledged. The Comprehensive Plan should encourage the continuation of this tradition through its community design and implementation.

## 7. Expectation of High Quality

### Issue

The Fredericksburg CPAC members agreed that people in this community expect things to be done well. High quality is the norm, whether for educational services or for landscaping and signage. How can this high quality be maintained in growing areas? How can it be retained in areas as the buildings and infrastructure age?

### Principles & Actions

Fredericksburg prides itself on the high quality of its community's design, facilities, services and programs. The Comprehensive Plan should continue this expectation in its policies for new development and reinvestment in the existing community.

## 8. Economic Vitality

### Issue

The “Snapshot of the City” report notes the historic agricultural base of Fredericksburg and Gillespie County. It also documents the small share of current employment in direct agricultural activities. The city’s economy today is based on a variety of industries in addition to agriculture. Retail trade, health care and accommodations all play important roles. In addition, Fredericksburg residents have many of the qualities desired by the emerging ‘knowledge-based’ industries that are projected to experience significant job growth. How can Fredericksburg support its existing businesses while capturing economic growth in new industries? Which businesses will be most compatible with Fredericksburg’s other community objectives and land use patterns? What economic strategies will create new jobs at higher wage levels than the many service jobs found in Fredericksburg today?



### Principles & Actions

Fredericksburg seeks an economy that builds on its historical agricultural traditions, supports its strong tourism market and actively grows new and existing business sectors that are appropriate to the community’s character and hold significant job growth potential. This approach to economic growth should support future economic vitality because it will create a more diverse economy and will expand the variety of higher-paying jobs available to Fredericksburg residents. Educational programs at all levels must be an integral part of the community’s economic development initiatives. The Comprehensive Plan should include policies and implementation that reinforce these objectives.



## 9. Housing Choice

### Issue

Most housing in Fredericksburg today is single family housing on lots of varying sizes. Increasingly, these



homes are not affordable to people who work in this community. Greater diversity in housing choices would respond to the community’s changing demographics and the need for affordable workforce housing. Diversity could include single family homes on smaller lots clustered in open space areas; smaller attached housing (for sale or rent) within walking distance of Main Street, or second ‘cottage’ units on large lots with existing homes. How and where should new housing be added to the existing community? What approaches will provide housing that is affordable to service workers and young families? What housing styles and design features will result in housing to meet changing needs that is

still compatible with Fredericksburg’s existing character? How should new development be designed so it creates new neighborhoods, not just additional subdivisions?

### Principles & Actions

The neighborhoods in Fredericksburg should offer housing choices that meet the needs of people at all stages in their lives. Housing must be available that is affordable to the people who work in Fredericksburg. The Comprehensive Plan should help provide these housing choices through its policies related to Fredericksburg’s existing neighborhoods and the design of new neighborhoods.



## 10. Mobility

### Issue

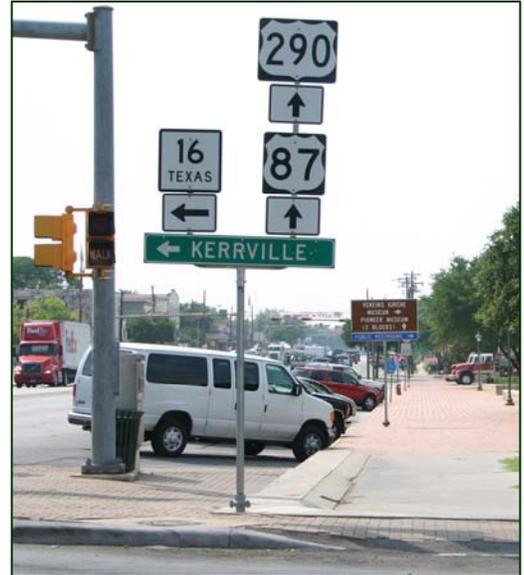
Many communities have transportation elements of their comprehensive plans that are focused almost entirely on the movement of automobiles in and through the community. While such plans may address ease of automobile movement, they often fail to address the critical underlying issue – mobility for the community’s residents – and they can interfere with other community design objectives expressed in the same plan. Mobility means that people can reach their desired destinations efficiently. Since mobility is focused on the movement of people, it should include options for travel without automobiles for people who don’t drive (such as children and some seniors) or who prefer to walk or bicycle to nearby locations. In Fredericksburg, mobility needs of



residents, business owners and employees and visitors must be considered. What transportation networks will provide mobility and transportation choices to these groups of people? How should these transportation networks be incorporated in the fabric of the community? And, since Fredericksburg includes a number of major state highway routes, how can the vehicles traveling through the community make their trips with the least impact on the community?

### Principles & Actions

People who live, work or visit in Fredericksburg should have choices in the way they travel to destinations within the community – by car, shared vehicles, bicycles or on foot. Convenient travel to and from Fredericksburg is an important aspect of the community’s appeal. Transportation of goods to and through Fredericksburg must support local and regional economic activity. Public investment and enforcement should support these mobility objectives. Fredericksburg’s plan should achieve these mobility objectives through a transportation system that is also compatible with the activities of people in the homes, businesses and public spaces adjacent to its streets and pathways.



## 11. Healthy Community

### Issue

The concept of a ‘healthy community’ refers to the health and well-being of residents as well as the healthfulness of the community and its environment. Research increasingly demonstrates the connections between land use patterns, environmental issues (such as air and water quality) and the health of residents. Can Fredericksburg maintain and enhance the generally good quality of its environment even as it continues to grow? What are the best ways to design the community’s development patterns to support healthy lifestyles for residents? Can the community’s plans continue the high level of medical and wellness services and facilities that exist today and make these important assets available to tomorrow’s new residents? A special focus should be placed on the health of children and youth in Fredericksburg. Diverse recreational activities and options for exercise should be available so children will develop healthy lifestyles they can maintain as adults.



## Principles & Actions

A healthy community uses best practices to ensure that its people have clean air to breathe and clean water to drink. Its physical design, public facilities and programs help residents of all ages develop and maintain healthy lifestyles. It offers health care that supports wellness as well as high-quality medical treatment. It offers choices for active recreation and exercise for all residents. It uses principles of sustainable development so it will continue to be a healthy place for future generations. The Fredericksburg Comprehensive Plan should support all aspects of a healthy community.

## **E. Role of Plan Elements**

### **1. Introduction**

The Plan Elements found in the next several chapters express the policy direction that elected and appointed officials should follow as they make capital investments, consider development proposals and carry out other public programs. This plan combines written policy statements with maps that depict the geographic application of these policies within the city and its ETJ and images that illustrate desired design features. This approach combines the best features of modern planning practice by addressing both physical development and public policy.

### **2. Plan Element Format**

These plan elements use three levels of statements to set the overall direction for Fredericksburg's future: goals, policies and actions. For this plan, the following definitions are used.

**Goal:** Goals describe the results Fredericksburg hopes to achieve by adopting and implementing this plan – the desired state of affairs in the future. They are broad public purposes toward which policies and programs are directed. In most cases, reaching a goal involves more than one policy decision and multiple action steps. Fredericksburg's approach to reaching its goals is detailed in the policy statements and action recommendations found in this plan. Goals are written as phrases that state the end result to be achieved.

**Policy:** Policies are specific statements of the intended approach to reaching defined goals. They state the principles or standards against which individual actions or decisions should be evaluated. Policies are statements of direction to be followed unless there are compelling reasons to do otherwise. They are phrased as sentences that explain who or what will carry out the policy as well as what the policy is.

**Action Item:** Actions are the various implementation measures a community uses to carry out its policies. They may include capital improvement programs or projects; changes in zoning, subdivision or guidelines regarding future development; specialized studies or more detailed plans; or community programs. Action items are typically included in a list or table of items that implement one or more portions of the plan.

### 3. Livability Element

#### A. Housing and Neighborhoods



Residents' perception of the quality of life in their city is often directly related to their everyday experiences in their own neighborhoods. Quality neighborhoods are therefore a foundation for a quality city. Planning for Fredericksburg's future includes action to ensure that there are diverse neighborhoods in the community that are safe, served by public facilities, linked to the rest of the city with paths and walkways and that appeal to people at all stages of their lives. Similarly, housing in Fredericksburg should be appropriate to meet the needs of residents of all ages; importantly, housing should be available that is affordable to the people who work in this community.

#### **GOAL 1: A community with housing choices that meet the needs of diverse residents at all stages of their lives.**

Policy I.1. The Future Land Use Map should identify areas that are appropriate to housing types and development intensities that meet these needs. Such housing types include single family detached housing (on various sizes of lots), single family attached housing, zero-lot line housing, townhomes, duplexes and apartments; they also include residential units within assisted living or lifecycle communities and as part of mixed use projects.

Policy I.2. The City should encourage infill development of homes on vacant lots within developed residential neighborhoods.

Policy I.3. In developed residential neighborhoods with large lots (over 10,000 square feet), the City should enable owners to construct a second residential unit that is compatible with the design of existing homes in the neighborhood and is appropriate for workforce or senior housing.



## Chapter 3: Livability Element

Policy 1.4. The City should encourage the development of new housing in walkable, mixed use areas such as the Central Business District and other mixed use areas identified in the Land Use Element.

### **GOAL 2: Housing that is affordable to those who work in Fredericksburg.**

Policy 2.1. The City, Gillespie County and the Gillespie County Economic Development Commission (EDC) should complete a study documenting the housing needed (in terms of home price or monthly rent) for the Gillespie County workforce and the most significant barriers to provision of this housing in Fredericksburg and Gillespie County. The City, County, EDC and others should act to reduce the barriers identified in this study.



Policy 2.2. The City should work with existing entities that can assist in the provision of affordable housing. In addition, the City should consider the creation of entities such as a housing authority, non-profit community development corporation or housing land bank to assist in the provision of affordable housing.

Policy 2.3. The City should support rehabilitation and maintenance of the existing housing stock, particularly in neighborhoods with affordable workforce housing.

Policy 2.4. The City should partner with the development and real estate industries to identify design options that reduce the cost of new housing. For those options appropriate in Fredericksburg, this partnership should act to educate builders and future homebuyers to increase market support for their construction.

Policy 2.5. The City should work with builders, bankers and qualifying home buyers in support of the concept of 'sweat equity' finish-out as the down payment for affordable single family housing.

### **GOAL 3: Housing that is safe for residents and contributes to the livability of the neighborhood in which it is located.**

Policy 3.1. The City should use code inspection as a means to ensure the safety of housing in Fredericksburg.

Policy 3.2. Civic organizations should be encouraged to create programs to assist elderly homeowners or residents with the repair and maintenance of their homes, so the residents can stay in their homes and the neighborhood can maintain its overall level of quality.



**GOAL 4: Neighborhoods that maintain their character and quality over time.**

Policy 4.1. The City should use its zoning and other development approval processes to support new development and redevelopment that are compatible with the character of the neighborhood in which it is located.

Policy 4.2. The City, neighborhood and homeowner groups and other civic organizations should encourage neighborhoods to communicate and celebrate the features that define each neighborhood.

Policy 4.3. Neighborhood character should be respected in the design of public facilities and infrastructure in that neighborhood.

**GOAL 5: Neighborhoods with adequate levels of local public facilities and services.**

Policy 5.1. The City should establish standards for adequate level of service within neighborhoods and should use its infrastructure investments to reach or maintain these service levels in neighborhoods in all parts of the community. (see Goal 26)

Policy 5.2. The City should establish standards for adequate levels of police, fire and emergency medical response within neighborhoods and should use its financial resources to meet these service levels in all parts of the community.

Policy 5.3. The City and the Fredericksburg Independent School District (FISD) should work together to provide neighborhood park and community meeting facilities jointly with local school facilities and sites in new and existing neighborhoods.

**GOAL 6: Neighborhoods that appeal to families and create a next generation of Fredericksburg residents and civic leaders.**



## Chapter 3: Livability Element

Policy 6.1. In developed residential areas, the City should define or designate locations for future sidewalks, pedestrian and bicycle paths that make safe connections within neighborhoods and from neighborhoods to schools, parks, libraries and other child-oriented facilities.

Policy 6.2. The Parks & Recreation Element should identify locations for small parks or open spaces within or near existing and new neighborhoods.

Policy 6.3. The City, neighborhood and homeowner groups and other civic organizations should partner to investigate and implement programs to engage the community's youth in civic activities.

### **GOAL 7: Neighborhoods that are connected – literally and figuratively – to the life of the entire Fredericksburg community.**

Policy 7.1. Open space, sidewalks, pedestrian and/or bicycle paths should be included in the Transportation Element that connect all residential areas of the city to major destinations.

Policy 7.2. The City should create and maintain periodic communications with residents, neighborhood and homeowner groups and other civic organizations to inform neighborhood residents about issues affecting the future of Fredericksburg and to invite participation in the community.

## **B. Economic Development**

Economic development focuses on important aspects of a community that are provided by the private sector – employment opportunities, businesses serving residents, growing tax base and companies that are involved as corporate citizens in the community's activities and decision-making. Local governments (such as cities, counties or school districts) can support the economy through land use planning, education and training programs, provision of adequate and appropriate infrastructure and the provision of incentives. The economic development initiatives described below balance support for existing businesses and industries with efforts to attract specifically targeted new industries. They establish policy for the city's involvement and recommend actions that may be taken by the Gillespie County Economic Development Corporation, Gillespie County or the Fredericksburg Independent School District as well.



### **GOAL 8: An economy that blends Fredericksburg's traditional agricultural and tourism base with knowledge-based jobs in appropriate new industries.**

Policy 8.1. The City, Gillespie County and the EDC should partner to survey existing businesses, particularly in the agriculture and tourism sectors, to determine strategies for retaining and growing these industries and businesses in Fredericksburg.

Policy 8.2. The City, Gillespie County and the EDC should partner to complete a targeted industries study to determine strategies for attracting the most appropriate sectors of emerging industries to Fredericksburg.

Policy 8.3. The Future Land Use Map should identify sufficient, appropriate locations to meet the needs of anticipated businesses and industries.

**GOAL 9: Lifelong learning opportunities that give Fredericksburg residents valuable job skills and Fredericksburg businesses a workforce with appropriate training.**

Policy 9.1. Fisd should collaborate with the EDC and others to identify the skills needed by Fredericksburg businesses and include that skills training in the Fisd curriculum as appropriate.

Policy 9.2. The City, Fisd, Austin Community College, Texas Tech University and others should partner to complete the Texas Hill Country University Center as quickly as possible.

Policy 9.3. Educational institutions in Fredericksburg should take the lead in surveying residents regarding lifelong learning interests and in designing appropriate educational and training offerings to meet these needs.



**GOAL 10: An agricultural sector that can compete successfully in the global marketplace.**

Policy 10.1. The EDC and Gillespie County should collaborate with existing agricultural (and agriculture-based) businesses to develop an economic program to support the businesses and activities that can successfully sustain Gillespie County’s agricultural heritage.

Policy 10.2. The Land Use Element of this Comprehensive Plan and the City’s other zoning and development regulations, annexation plans and other policies should support the continuation of agricultural operations. Policies guiding development and activities in rural areas should allow such ancillary activities as winery tasting rooms, guest ranches, ecotourism and limited production of goods from agricultural products.

## Chapter 3: Livability Element

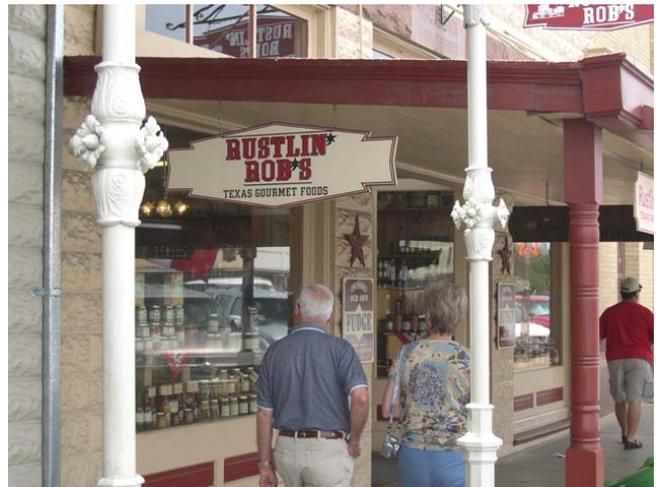
Policy 10.3. The City and Gillespie County should protect the rights of existing farms to continue their agricultural operations even though such activities may create occasional nuisances for new uses nearby.

Policy 10.4. The City and Gillespie County should pursue creation of conservation easements, a land trust, life estates and other tools that enable owners of agricultural lands to receive retirement income without the need to sell and subdivide their property.

### **GOAL 11: A tourism sector that is based on Fredericksburg's natural and historic character and that in turn helps to retain and enhance the features that make this community a special place to live and visit.**

Policy 11.1. The Fredericksburg Convention and Visitors Bureau and the EDC should take the lead in evaluating the strengths and needs of Fredericksburg's tourism-related businesses and acting to retain and expand this economic sector.

Policy 11.2. The City should encourage tourism-related developments to locate in designated mixed use areas (such as the Central Business District, Commercial Centers and Mixed Use Corridors) and in other areas close to major destinations.



Policy 11.3. The City's design standards and other policies and programs should support tourism-related developments that maintain the community's existing character and natural assets.

Policy 11.4. The City, EDC and others should take action to minimize the undesirable effects of tourism on local residents and non-tourism businesses (for example, by facilitating visitors' automobile parking to reduce Main Street congestion).

**GOAL 12: A mix of retail businesses that meets the needs of Fredericksburg’s residents as well as its visitors.**

Policy 12.1. The Land Use Element of the Comprehensive Plan should provide appropriate locations for retail, office and service businesses that are primarily focused on meeting the needs of local residents.

Policy 12.2. The attraction and retention of local-serving businesses should be included in the priorities for economic development of the City and EDC.

Policy 12.3. The City’s design standards, its other policies and programs, and the economic development programs of the EDC should support maintenance of the unique character of retail businesses along Main Street.



**GOAL 13: A business climate that supports the formation, retention and growth of local businesses.**

Policy 13.1. The City, the EDC and the Chamber of Commerce should determine the need for programs or incentives to retain existing businesses and should implement such programs as appropriate.

Policy 13.2. Economic development programs and incentives that reward new businesses locating in Fredericksburg should offer the same incentives to local businesses that create the same economic impact (in terms of additional jobs or added tax base) through business expansion.

Policy 13.3. The City should remove unintended regulatory barriers to the expansion of businesses currently located in Fredericksburg.

**GOAL 14: The creation or attraction of companies in industries targeted as appropriate for Fredericksburg and Gillespie County.**

Policy 14.1. The EDC, the Chamber of Commerce and the City should work together to attract new businesses recommended by the targeted industry study (see Policy 8.2).

Policy 14.2. The Land Use Element of the Comprehensive Plan should provide appropriate locations for development of targeted new industries and businesses.

## C. Community Character and Design

Fredericksburg enjoys a distinctive character based on its diverse cultural heritage and its success in retaining this heritage while it has attracted new residents. Many of the places associated with this heritage are located in the central part of the city – in Downtown or Uptown, areas that are also part of the City’s Historic District. The goals and policies related to community character and design are intended to preserve the character and heritage in these historic areas. They also help Fredericksburg continue this distinctive character in the design of new development that occurs in the rest of the city.



### **GOAL 15: A community that preserves and celebrates its historic German, Hispanic and Texan heritage.**

Policy 15.1. Public investments in community design (including the creation of gateways, landmarks and other civic features) should include elements that reflect Fredericksburg’s history and heritage.

Policy 15.2. Civic and social organizations should be encouraged to continue and expand programs and activities related to Fredericksburg’s German, Hispanic and Texan traditions.

Policy 15.3. The Historic District (as expanded) and designated historic sites should be protected through the Land Use Element of the Comprehensive Plan and the City’s use of zoning and development regulation.

Policy 15.4. Development policies and design standards for new development in or adjacent to designated historic resources should encourage compatibility with the historic character of the adjacent resources.

Policy 15.5. New developments should be encouraged to incorporate elements of Fredericksburg’s heritage in their design.

### **GOAL 16: A community in which arts and cultural resources play a central role.**

Policy 16.1. The City and civic organizations should partner to provide support for diverse arts and cultural programs and activities serving Fredericksburg residents and visitors of all ages.

Policy 16.2. Sites of public or non-profit arts and cultural facilities should be reflected in the Comprehensive Plan's Land Use Element; buffering or other approaches should be used as necessary to ensure that adjacent uses are compatible.

Policy 16.3. Arts and cultural facilities should be located where they are accessible by non-automobile travel and where they are near public or private uses (such as shops, restaurants, schools or libraries) that combine to provide a desirable trip for a resident or visitor.

**GOAL 17: Community design features and development patterns at the community's edge that communicate one's arrival into Fredericksburg.**

Policy 17.1. Natural features (including rivers, streams and steep slopes) should be used to generally define the edges of the Fredericksburg urban area and the transition to its surrounding rural areas.

Policy 17.2. The City should use its planning, development regulation, signage and infrastructure improvements to ensure that the major entries into the community are clearly defined.

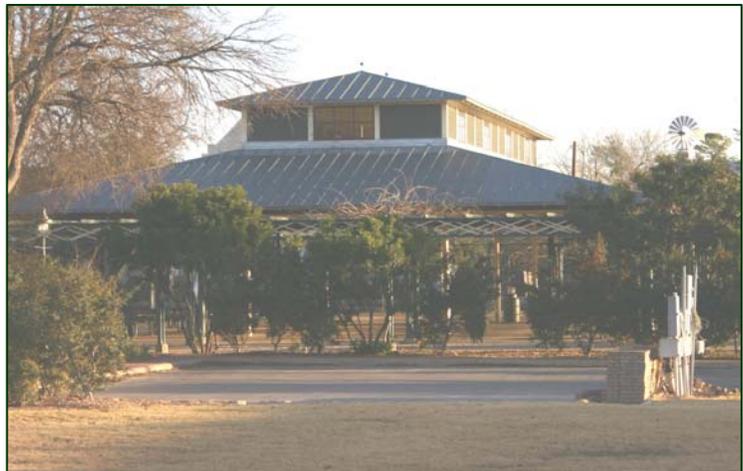
Policy 17.3. Land uses and development design on major roadway corridors within the Fredericksburg city limits should reflect the community's character and high design quality.

**GOAL 18: A Central Business District that is the focal point for residents' experience of their community and a memorable attraction to visitors.**

Policy 18.1. Major civic institutions should be located within the Central Business District.

Policy 18.2. The City should use its planning, development regulation, signage, infrastructure investments, incentives and other programs to support and strengthen the vitality of the Central Business District, including the unique character of retail businesses located there.

Policy 18.3. Within the Central Business District, the experience of people shopping, visiting, conducting business or enjoying the public spaces should take priority over the ease of vehicular travel to destinations outside the area.



Policy 18.4. The City and civic organizations should continually seek to maintain and enhance the 'sense of place' found in the Central Business District and its public spaces.

## D. Natural Resources

The natural character of the surrounding Texas Hill Country adds to Fredericksburg's appeal. The resources of the natural landscape and waterways should remain as part of the City's character. The goals and policies in this section explain how these assets should be incorporated into the form of the growing community.



### **GOAL 19: Protection of important natural resources.**

Policy 19.1. The City and private property owners should ensure that floodplain areas continue to provide the community with drainage, riparian habitat, open space, and protection from flooding and erosion.

Policy 19.2. Development should be located so it does not impact areas of steep slopes or block notable scenic vistas.

Policy 19.3. The City should work with the Hill Country Underground Water District and others to develop and implement a comprehensive water management plan to protect ground and surface water quality and quantity.

### **GOAL 20: Development patterns that incorporate the natural features of this Hill Country setting.**

Policy 20.1. The City should create and maintain a network of linked open spaces that offers residents proximity and access to the natural Hill Country environment.

Policy 20.2. The City should use its planning, development regulations and other tools to encourage development that retains the natural character and features of its site.

## E. Sustainability

Many basic resources – such as water, land and some energy sources – are limited. Sustainable communities are ones in which future generations can have the same quality of life that the current generation enjoys as a result of its use of resources. In this section of the Comprehensive Plan, goals and policies propose action to make Fredericksburg a more sustainable community.

### **GOAL 21: A community where alternatives to the use of non-renewable resources are available to residents, businesses and public agencies.**

Policy 21.1. The City and the Central Texas Electric Cooperative should partner to support sustainable electric generation from renewable sources.

Policy 21.2. The City's Water & Wastewater Department should encourage water conservation and reuse of grey water by its customers.

Policy 21.3. The City and other public agencies should act to reduce their use of non-renewable resources in public facilities, vehicles and operations.

Policy 21.4. The City should take the lead in supporting reuse and recycling by residents, businesses and public agencies.

### **GOAL 22: A community that is a leader in 'green' design.**

Policy 22.1. The City should investigate a desired level of LEED (Leadership in Energy and Environmental Design) certification for its new public buildings, facilities and sites.

Policy 22.2. The City and the development community should encourage the use of 'green building' techniques in the design of new development and in reinvestment in developed areas.





## 4. Land Use Element

The physical development pattern of the community is one of the most critical factors shaping its character, livability, economic health and the fiscal well-being of the local government. For these reasons, the land use policies are among the most important in the Comprehensive Plan. For this plan, seven major concepts describe the key principles used in planning for land use and development. Each of those principles is described briefly below. A “Land Use Concepts” map provides a graphic depiction of the geographic areas affected by some concepts. Following this description of major land use concepts, the Land Use Element continues with a set of goals and policies related to land use throughout the city. These policies provide the direction to be used in making decisions on individual developments, capital investments and other matters. The policies are illustrated graphically by a “Future Land Use Map”. The categories used in this map are explained in the text. This map or diagram does not show zoning designations; it illustrates the application of land use categories and related policies to areas within Fredericksburg and its ETJ. The map alone is not the Land Use Element or the Comprehensive Plan; it must be considered along with all the other goals, policies and action items contained in this plan.

Goals and policies for the special Focus Areas follow the Future Land Use Map. The last section of this element provides direction for interpretation of the Future Land Use Map in the review of zoning, subdivision and other development applications for specific sites.

### A. Land Use Issues

In communities worldwide, the use of land is a critical factor in the way people live and work. In the cities of the United States, most property is held in private ownership. As a result, there are three aspects of land use that must be considered and balanced. First, the owner should be able to build structures and make other improvements that enable her to use her property. Second, the neighbors should be assured that their properties and lives will not be negatively impacted by the actions of the property owner. Third, all the property owners in a community have a shared interest in ensuring that the property held in common (such as public land) and the cumulative results of all the individual land use decisions create a community that is a stable and desirable place to live and work.

The Land Use Element of the Comprehensive Plan sets the public policy direction for the use of land in Fredericksburg and its Extra-Territorial Jurisdiction (ETJ). The major ideas guiding this policy direction are explained in the discussion of key Land Use Concepts. The Land Use Element’s goals and policies explain this community’s particular concerns about development, use and redevelopment of land. Its Future Land Use Map provides a geographic application of these policies to the areas within the City and ETJ. A final section in this Plan Element describes the way this policy direction should be used in the review of individual development proposals.



## B. Land Use Concepts

Seven major concepts are at the heart of the development pattern for Fredericksburg described in this Comprehensive Plan. These concepts are described below and are illustrated on the Land Use Concepts map in Figure 3. They provide the overall direction for the more detailed land use mapping that follows.

### 1. Support Existing Development Patterns

Much of the land in the City of Fredericksburg has been developed into neighborhoods. These areas should be retained in residential use, with Comprehensive Plan policies that support their long-term viability as places to live. On the Land Use Concepts Map, these areas are shown as residential.

Also, many areas within the city that are developed for non-residential, public or semi-public use are expected to remain in these uses. The Land Use Concepts Map reflects these uses.

### 2. Use Natural Features to Define the Community

Fredericksburg includes creeks and rivers, with adjacent floodplains, as well as areas with steep slopes. These natural features help give the community its appeal as a center within the Texas Hill Country. They should be reflected in the land use and development patterns of the community. They should help define the 'edges' of the community and the transition from urban development to more rural areas. The City's park system includes some of these natural areas. As the Parks & Recreation Element of the Comprehensive Plan is developed, these natural features will be examined for their potential as open space areas that enhance the community's character and contribute to an integrated system of trails and paths.

### 3. Emphasize Important Destinations

The Future Land Use Concepts Map identifies nine major destinations (current or future) in Fredericksburg as well as other notable destinations. The major destinations are:

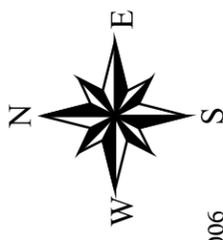
- Admiral Nimitz State Historic Site and the National Museum of the Pacific War
- Fort Martin Scott
- Fredericksburg Visitors Center
- Gillespie County Airport and County offices
- Hill Country Memorial Hospital
- Lady Bird Johnson Park and Golf Course
- Main Street and Marktplatz
- Texas Hill Country University Center
- Gillespie County Fairgrounds

Other notable destinations include the Gillespie County Pioneer Museum, Cross Mountain, area wineries, cattle auction facilities and herb or seed farms open to the public.

Figure 3  
 City of Fredericksburg, Texas  
 Comprehensive Plan

# Land Use Concepts

-  Rural
-  Public / Semi-Public
-  Parks & Open Space
-  Downtown CBD
-  Uptown CBD
-  Existing Development Pattern
-  Steep Slopes
-  100-Year Floodplain
-  Historic District
-  Focus Area
-  Major Destinations
-  Other Destinations
-  City Limits
-  ETJ
-  Creeks
-  Entry Corridors

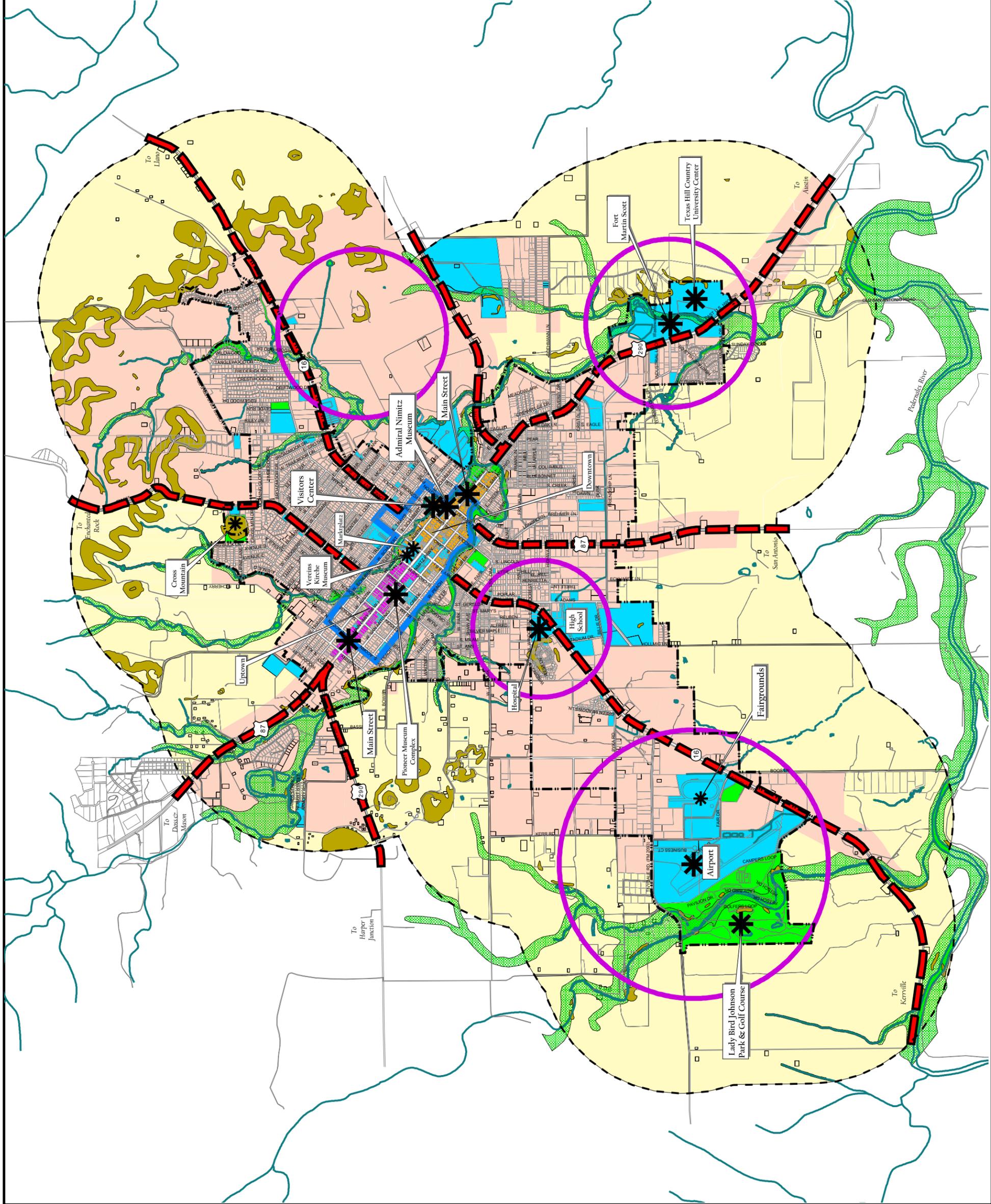


Adopted:  
 January 23, 2006

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Dunkin Sefko & Associates, Inc.  
 Urban Planning Consultants Dallas, Texas

Strategic Community Solutions



## Chapter 4: Land Use Element

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These destinations are important to the creation of a land use plan because they serve several important community purposes: as economic generators, as reflections of Fredericksburg’s history and German character, as facilities used regularly by city residents and as attractions to visitors. The land use plan that is developed must consider these destinations so it can support their future success and vitality. At the same time, the plan must address the need for buffers or other features so these destinations are ‘good neighbors’ to homes or businesses nearby.

#### 4. Grow Into Appropriate Areas

Inside the current city limits, Fredericksburg’s current Comprehensive Plan designates 824 acres of vacant land and approximately 500 vacant lots or platted parcels for residential use. This land could accommodate 5,317 additional housing units and 10,779 more residents if it were developed at the average densities indicated in the “General Land Use Categories” section of this report<sup>1</sup>. There are also 463 acres of land planned for commercial and industrial use. The Future Land Use Concepts Map reflects growth into these areas within the city limits, though the particular land use designations may be changed in some areas.

#### 5. Use Special Designations for Key Areas

In past plans, the Historic District and the Central Business District have been identified and special policies have been used to support these important areas. The concept of special designation is refined and extended in this plan. Special development and design policies apply to the expanded Historic District.

The Central Business District (CBD) is divided into two different areas for the purpose of this plan’s policies. Downtown includes the areas that are currently most active for retail, restaurant and lodging. Policies for this area support its continuing vitality. Uptown includes the part of the CBD beyond Crockett Street. In this area, policies are intended to create new economic activity and a mix of uses that will appeal to residents and visitors.

Finally, four additional areas are identified with special designations. Most are centered on significant public assets; all are intended to promote future development that will benefit the community in addressing multiple goals.

The area adjacent to the Gillespie County Airport on three sides holds important potential for economic development; Lady Bird Johnson Park, an important recreation and tourism destination, is on the fourth side of the airport. The Airport Focus Area is identified so the land uses planned near the airport are compatible with these existing assets and are supportive of the community’s goals for economic development.

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<sup>1</sup> This calculation does not include the potential for residential development in mixed use areas.



A Health Focus Area is indicated in the area surrounding the Hill Country Memorial Hospital. Many of the uses in this vicinity are medical offices, pharmacies, labs and other businesses that benefit from locations close to the hospital. In the Health Focus Area, land use and design policies should enhance this area's role as an essential focal point for the health and wellness of people throughout the Hill Country.

In Fredericksburg's southeastern quadrant, the twin anchors of the planned Texas Hill Country University Center and Fort Martin Scott are addressed in a third focus area. The University Focus Area is intended to plan land uses, design and infrastructure that will help these sites connect to more central parts of the community and maximize the benefit of the future investments in these facilities.

Finally, a Residential Focus Area is shown in the ETJ area east of the existing City limits and between RR 1631 and Highway 16. This area is generally flat and offers the opportunity to create a new residential neighborhood relatively close to the central part of Fredericksburg.

### **6. Create New Patterns along Major Transportation Corridors**

The major highways leading into Fredericksburg have been planned and developed in the same way as similar routes in many communities. Past plans envisioned these routes as desirable for commercial use; development then created long strips of often monotonous development. The results have become clear: such continuous non-residential strips provide far more non-residential capacity than the market can support over time; they also create entries into communities marked by obsolete buildings and a lack of connection to the community in which they are located.

In this plan, an updated approach to the land use and design along major transportation corridors is used. In these Entry Corridors, the desired future pattern is a clustering of commercial uses at intersections where customers can take care of several trips in a single walkable area. Between these clusters, appropriate land uses could include a mix of residential and non-residential activities. The traffic on these corridors makes them less desirable for traditional, detached, single family homes. They can be appropriate locations for housing such as row houses, townhomes or housing above shops or offices, particularly if there are internal pedestrian connections and shared vehicular access points to the highway.

The quality of the design along these entry corridors is extremely important to the image a community presents. This plan recommends that new design guidelines for buildings, landscaping and other issues be considered so development on entry corridors is of high quality and communicates that the traveler is now in a special community.

### **7. Retain Agricultural and Rural Character in the ETJ**

The rural and agricultural areas surrounding Fredericksburg contribute to its Hill Country character and small town charm; they also reflect a notable component of the region's economy. Extension of urban development and urban-scale infrastructure into these areas is not a matter of filling vacant land; rather, it is a change from one sort of pattern to another. Since preservation of Fredericksburg's agricultural

heritage and economy is a strategic concern for Fredericksburg, the first priority for these areas is to support continuation of these rural activities and the rural character that exists today. Most of these areas are located in Fredericksburg's ETJ. They are shown on the Future Land Use Concepts Map as intended for rural uses. Rural uses may include residential and non-residential activities, but they occur at a lower intensity of use (and with different types of infrastructure) than the uses found in the city's urban area. The Growth Element of the Comprehensive Plan provides the policy direction for considering changes to more urban use in these areas and for annexation of land into the City.

### C. Land Use Goals and Policies

#### **GOAL 23: An orderly pattern of development that accommodates anticipated growth while maintaining Fredericksburg's character.**

Policy 23.1. The City should make its decisions on individual development proposals consistent with the goals, policies and maps of this Comprehensive Plan.

Policy 23.2. The Growth Element of this Comprehensive Plan should define where and when urban development is appropriate on currently-unincorporated lands, and what annexation and service extension priorities should be followed to ensure an orderly pattern of outward growth.

Policy 23.3. The Future Land Use Map of this Comprehensive Plan should provide sufficient land for residential and non-residential uses so there is an overall balance in employment and housing potential.

Policy 23.4. Design regulations and guidelines should establish the appropriate standards to ensure that the physical form of new development is compatible with and contributes to the community's character and identity.

Policy 23.5. The City and Gillespie County should support and actively participate in the intergovernmental coordination of planning and service provision to Fredericksburg residents, businesses and visitors.

Policy 23.6. The City should encourage infill development of vacant or under-utilized properties that are currently within the city limits and can receive adequate services from existing facilities.

Policy 23.7. Existing residential neighborhoods should be maintained in their prevailing pattern of development and general building intensity.

Policy 23.8. Transitions and buffers should be used in areas where rural and low density residential uses are adjacent to more intense uses. Depending on the location and site characteristics,



buffers could include development at an intermediate intensity or the use of fencing, landscaping or berms. The main access points for the more intense use should not require travel through the rural or residential areas.

Policy 23.9. The City should encourage the clustering of new non-residential uses to create identifiable centers and reduce the need for employees and customers to make multiple automobile trips as they conduct their daily business.

Policy 23.10. The City should encourage new developments to incorporate creeks, slopes, woodlands and significant trees in shared or publicly accessible open space areas; clustered development patterns should enable the property owner to achieve the same overall development intensity on the property.

**GOAL 24: Non-residential development that can be modified to meet changing market demands over time.**

Policy 24.1. New non-residential development that is designed solely for the operation of a particular non-residential use or business type should be discouraged. Rather, non-residential development design should be encouraged that can be readily adapted to respond to meet future market demands.

Policy 24.2. In areas such as major Entry Corridors and non-residential or mixed use centers, development and design regulations or guidelines should emphasize the form of development (in terms of mass, siting, height, setback and design) and provide flexibility for a range of potential current or future uses.

**GOAL 25: A pattern of private development (residential and non-residential) that supports the major public and non-profit institutions and destinations in Fredericksburg.**

Policy 25.1. The City should communicate regularly with other public and non-profit institutions to share current information about plans for urban development and for these institutions.

Policy 25.2. The City should use its planning and development regulation to support the operation and, where appropriate, the expansion of major civic institutions.

Policy 25.3. Land use planning for properties between major institutions and surrounding neighborhoods or business areas should use all appropriate site planning and design techniques to strengthen connections between these uses and minimize potential negative impacts of one use on another.

**GOAL 26: Adequate levels of public facilities and services available to existing development and to new development when it is occupied.**

Policy 26.1. The City should establish standards for adequate levels of public services and utilities. These facilities and services may include streets, bicycle and pedestrian routes, water capacity and pressure, wastewater, parks, libraries, schools, hospitals, telecommunications, storm drainage, police, fire and other services provided by public or quasi-public providers.

Policy 26.2. The City should use its infrastructure investments to reach or maintain these service levels throughout the community and should encourage other service providers to meet adequacy standards for the services they provide.

Policy 26.3. The developer of a new project should fund the proportionate share of costs for infrastructure needed by the project.

Policy 26.4. In order to approve a proposed zoning change, the City should require an applicant to demonstrate that public facilities adequate to meet the development's needs will be available by the time the new development is occupied.

Policy 26.5. The City should not extend some urban level services into currently-rural areas unless there is a funded plan to extend other services to the area's future urban uses.

Policy 26.6. The City, Gillespie County and other organizations should partner to plan and provide the services and facilities that meet the needs of the senior population. These services and facilities should be delivered to all neighborhoods in the city in order to support seniors who choose to stay in their existing homes.

Policy 26.7. The City, Gillespie County and other organizations should partner to plan and provide the services and facilities that meet the needs of children and youth.

## D. Future Land Use Map

The Future Land Use Map in Figure 4 is based on the general concepts described above. It uses a larger set of land use categories than found on the Land Use Concepts Map to communicate the policy intent for future development and revitalization in Fredericksburg and its ETJ. It is important to note that these categories are not zoning districts, however, and the plan and land use map shall not constitute zoning regulations or establish zoning district boundaries. The set of land use categories used on the Future Land Use Map are summarized in the table on the next page. They are discussed in greater detail in the following pages. The Future Land Use Map follows this discussion.



## 1. Summary of Land Use Categories

Land uses have been recommended based on the land use concepts described above and on four factors for designation of particular areas: 1) recognizing existing land uses, 2) ensuring compatibility among adjacent uses, 3) maximizing appropriate non-residential land uses, and 4) creating an overall balanced land use pattern. Knowledge of the recommended future use of the land can help the City apply its zoning regulations accordingly. This knowledge can also help the City ensure that there are adequate public facilities available, such as water, wastewater, police protection, and park facilities. The following sections outline the various types of land uses that will help provide a positive land use pattern in Fredericksburg as the City grows in geographic size and population. The land use categories used in this plan are summarized in Figure 5 and described in more detail below.

## 2. Description of Land Use Categories

### a) Rural and Agricultural Development

Rural and agricultural development is planned for much of Fredericksburg's ETJ. This land use category is intended to support the continuing operation of an important part of the area's history and economy – its farms, ranches and agricultural businesses. This designation includes land in active farming or ranching use; it is also appropriate for businesses that are based on agricultural products and that may involve production or tourism. Wineries, 'pick your own' orchards, and seed farms are some examples of these related businesses. Rural areas may include homes on large lots. They could be appropriate for lodges, resorts, and some other hospitality uses. These uses do not require connections to city water or sewer systems and they are not developed at an intensity that generates a significant amount of traffic.

### b) Park and Open Space

This land use designation is used to identify all public parks and open spaces within Fredericksburg. A community's park system is essential to a high quality of life. The City has recognized this not only through its allocation of significant park areas, but also by the fact that a *Park Master Plan* for Fredericksburg has been incorporated as an element of this Comprehensive Plan. The Park Element addresses specific future park locations, local park and open space needs, and other recreation-related issues, as well as funding mechanisms. It is intended to help Fredericksburg meet the park and recreation needs of its citizens as it continues to grow.

In addition to neighborhood- and community-serving parks, which provide similar facilities at locations throughout the community, Fredericksburg is fortunate to have a number of important parks that are regionally significant. These parks are included among the city's important destinations. They are also indicated with this designation on the Future Land Use Map.

### c) Public and Semi-Public Institutions

This land use designation reflects uses that are educational, governmental, civic or institutional in nature. Public/semi-public uses are generally permitted within any area; therefore, the areas shown on the Future

Figure 4

City of Fredericksburg, Texas  
Comprehensive Plan

# Future Land Use Plan

-  Rural
-  Low Density Residential
-  Medium Density Residential
-  High Density Residential
-  Public / Semi-Public
-  Parks & Open Space
-  Historic District
-  Commercial
-  Industrial
-  Downtown CBD
-  Uptown CBD
-  Mixed Use Corridor
-  Employment Center
-  Commercial Center
-  Steep Slopes
-  100-Year Floodplain
-  Focus Area
-  \* Major Destinations
-  \* Other Destinations
-  City Limits  
ETJ
-  Creeks
-  Future Neighborhood Park
-  Future Community Park

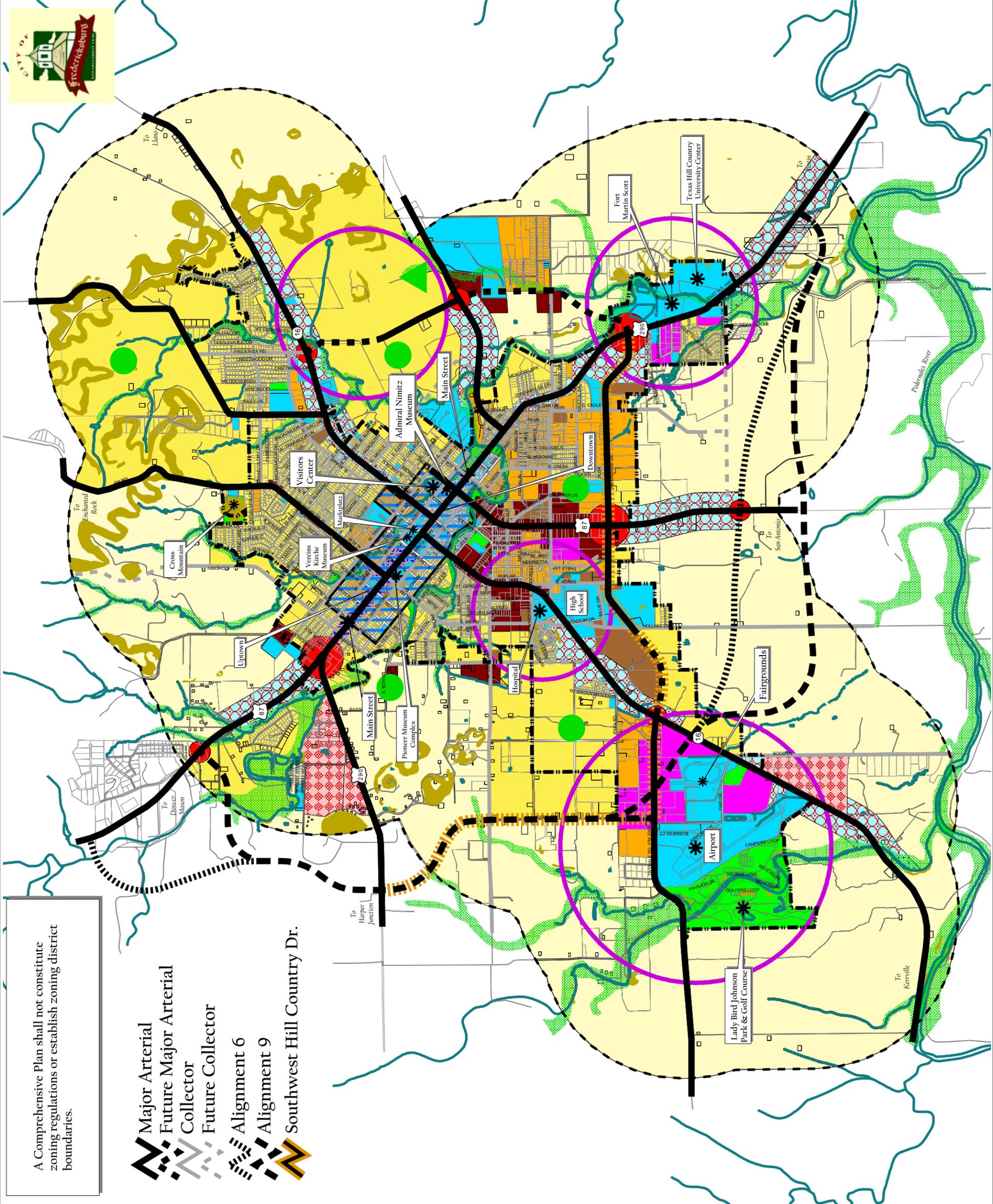


Adopted:  
January 23, 2006



Dunkin Sefko & Associates, Inc.  
Urban Planning Consultants Dallas, Texas

Strategic Community Solutions



A Comprehensive Plan shall not constitute zoning regulations or establish zoning district boundaries.

-  Major Arterial
-  Future Major Arterial
-  Collector
-  Future Collector
-  Alignment 6
-  Alignment 9
-  Southwest Hill Country Dr.

## Chapter 4: Land Use Element

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Figure 5: Summary of Categories Used in Future Land Use Map

ID	Land Use Category	Major Features	ID	Land Use Category	Major Features
RA	Rural & Agricultural Development	<ul style="list-style-type: none"> <li>• Applies to most areas in the ETJ</li> <li>• Supports continuing agricultural enterprises</li> <li>• Appropriate for businesses such as wineries or seed farms that include tourism &amp; production</li> <li>• Appropriate for homes on very large lots</li> <li>• May be appropriate for uses such as resorts</li> </ul>	C	Commercial	<ul style="list-style-type: none"> <li>• Generally reflects existing commercial, office and retail uses</li> <li>• Used in areas that are fully developed with these uses</li> </ul>
PR	Park and Open Space	<ul style="list-style-type: none"> <li>• Includes public parks and recreation facilities</li> <li>• Includes private recreational facilities</li> <li>• May include areas with natural features to be preserved through conservation easements and development design</li> </ul>	I	Industrial	<ul style="list-style-type: none"> <li>• Generally reflects existing light and heavy industrial uses</li> <li>• Used in areas that are fully developed with these uses</li> </ul>
PI	Public & Semi-Public Institutions	<ul style="list-style-type: none"> <li>• Indicates sites and facilities of public and non-profit organizations (other than those shown as parks)</li> <li>• May indicate a general potential location for future facilities</li> </ul>	CBD	Central Business District	<ul style="list-style-type: none"> <li>• Includes a mix of non-residential uses (retail, hospitality, office, etc.)</li> <li>• May include appropriate medium or high density residential uses</li> <li>• Special policies apply to maintain the character and vitality of this area</li> </ul>
LR	Low Density Residential	<ul style="list-style-type: none"> <li>• Predominantly single family detached residential homes</li> <li>• Density up to 5 dwelling units per acre (DU/AC)</li> </ul>	EC	Employment Center	<ul style="list-style-type: none"> <li>• Includes a mix of non-residential uses</li> <li>• Office, technology, light industrial and similar employment uses are the primary activities here</li> <li>• Commercial uses may be included to offer services to area employees</li> </ul>
MR	Medium Density Residential	<ul style="list-style-type: none"> <li>• Includes detached or attached residential units</li> <li>• Density from 5 to 15 DU/AC</li> </ul>	CC	Commercial Center	<ul style="list-style-type: none"> <li>• Located at designated intersections on major transportation routes</li> <li>• Includes a mix of non-residential uses to provide convenient one-stop shopping for residents &amp; visitors</li> <li>• May include residential or hospitality</li> <li>• Design policies support integrated site planning to reduce local trips on the adjacent major route</li> </ul>
HR	High Density Residential	<ul style="list-style-type: none"> <li>• Predominantly attached residential units</li> <li>• Density over 15 DU/AC</li> </ul>	MC	Mixed Use Corridor	<ul style="list-style-type: none"> <li>• Located along major transportation routes between designated intersections</li> <li>• Includes a mix of residential and non-residential uses</li> <li>• Design policies support pedestrian routes separated from major roadway and shared access points</li> </ul>



Land Use Map include the related uses that are currently in existence. Places of worship identified in the Existing Land Use Inventory are shown on this map.

Over time, there will be a need for additional public uses as the population grows and the city's area expands. The City should consider the needs for new public facility sites as part of planning for annexation and service to developing areas that are now in the ETJ. Such sites could include locations for schools, police, fire or recreational facilities.

#### **d) Low Density Residential**

This use is representative of traditional, single-family detached dwelling units. Low density residential accounts for the largest percentage of residential development in Fredericksburg today and will continue to do so with the development shown on this "Future Land Use Map". The areas designated for low density residential land use are generally not adjacent to major thoroughfares or incompatible land uses, and are in proximity to existing single-family residential land use. Within these areas, the City should encourage a range of lot sizes and housing types in order to promote increased housing diversity and affordability. For this reason, several single-family zoning districts with various lot sizes should be provided in the Zoning Ordinance. For the purpose of discussing Fredericksburg's ultimate population capacity (in the Growth Element of this plan), areas of the City or ETJ designed for low density residential development are assumed to develop at an average of three dwelling units per gross acre.

#### **e) Medium Density Residential**

This use category includes single family detached dwellings on smaller lots and attached dwelling units, such as duplex units and townhomes. Medium density land uses often provide housing for "empty nesters" who may not want the maintenance of a large-lot single-family home, and for young families who may find a townhome or duplex more affordable than a single-family home. They play an important role in providing workforce housing as well. These residential uses can provide a buffer between lower density residential areas and more intensive residential, non-residential or mixed use areas. An average of 8 dwelling units per gross acre is assumed for these areas.

#### **f) High Density Residential**

High density residential developments meet the needs of people living alone, empty nesters and those who cannot afford or do not choose to live in a home with more yard area. Higher densities mean there are more people living close together, so there is a larger market of customers to support the restaurants and retail in a mixed use area. As a result, these residential uses can contribute to the sense of life and 24-hour activity desired in many downtowns and communities.

In Fredericksburg, there are few vacant areas planned solely for high density residential use. This land use should also occur in the Mixed Use Corridors along major transportation routes.

Successful high density residential neighborhoods use design techniques so they provide a good living environment for their residents as well as being compatible with adjacent neighborhoods and business areas. These design techniques should be encouraged or required through zoning and design guidelines; they may address:

- The scale and massing of the structures;
- The building materials used;
- The amount of articulation and detailing on the structures;
- The location, design and screening of parking areas;
- Provision of usable recreation and natural open spaces;
- The layout of structures, landscaping, open space, and vehicular areas on the site;
- The ease of pedestrian or bicycle access to key destinations within the neighborhood and in adjacent community;
- Provision of entries and outdoor space that is associated with individual housing units; and
- Creation of central gathering places, gateways and landmarks within the community.

Since more people live in a high density area than in a lower density area of the same size, these neighborhoods may need additional infrastructure and facilities to meet service standards.

In some cases, medium density uses may also be appropriate in areas designated for high density use. Compatibility with adjacent lower density neighborhoods may require buffers (such as landscaping or fencing) and transportation planning so access to the higher density communities does not occur through those of lower density. An average of 18 dwelling units per gross acre is assumed for these areas.

### **g) Commercial**

Commercial uses are shown in limited areas of the Future Land Use Map. They may include retail and office uses as well as the light commercial activities that typically need some outdoor storage, display and sales areas. For the most part, this land use category is found in areas where a mix of non-residential uses already exists and where change is not anticipated. Commercial uses are also included in other, broader land use categories described below.

### **h) Industrial**

The industrial land use designation is applied to areas intended for a range of heavy commercial, assembly, warehousing, and manufacturing uses. In general, this designation is used in locations where industrial uses already exist and the area is unlikely to change in the near future. Light industrial uses are also included in the broader “Employment Center” category discussed below.



**i) Central Business District**

The Central Business District is the heart of Fredericksburg and the central area for business and commerce in the city and county. This land use designation includes a variety of office, retail, lodging, entertainment and residential uses. The Central Business District area is the focus of special policies aimed at retaining and enhancing its success.

**j) Employment Center**

The Employment Center land use category is used in areas where a significant amount of business activity is anticipated, thus creating a focal point for job creation as well. Uses in this category may include office, light industrial, technology, software and similar business activities. Some retail or restaurant uses may be included but these would be intended simply to meet the needs of area employees. Since the Employment Center category is applied to relatively large areas, they also have the potential to develop as distinctive, master planned business parks. Finally, they are intended to be key components in the community's economic development strategy.

**k) Commercial Center**

Commercial centers are located at the intersection of two existing or planned major arterials. They are intended to include community- and regional-serving shopping centers and malls. Some office or service uses may also locate here. Residential or hospitality uses may also be considered if they can be included in a compatible way. For new centers, the design should reduce the need for multiple automobile trips between stores.

**l) Mixed Use Corridor**

The Mixed Use Corridor category represents an effort to change the typical pattern of strips of underperforming commercial development that often line highways and arterials. Rather than limiting the properties along major entry corridors to commercial uses, this category offers a variety of higher density residential and mixed use opportunities. The policy of allowing this mix of uses along major roadways supports a change in development from a pattern of older commercial structures to new projects with a variety of uses, including mixed use within an individual project or building. In the process, it reduces the excess commercial capacity along these corridors and creates locations for more affordable housing. Combined with Fredericksburg's existing landscape and signage regulations, this development pattern may create entry corridors that clearly tell the driver that she is entering a special community.

## **E. Goals and Policies for Focus Areas**

As described earlier, special areas within Fredericksburg are the subject of goals and policies intended to retain a certain character or to create particular sorts of development patterns in the future. Special areas include:

- ✓ Uptown and Downtown, within the CBD area
- ✓ Historic district (outside the CBD) or adjacent areas with concentrations of historic sites
- ✓ The Airport, Health, University and Residential Focus Areas

The goals and policies for each of these special areas are found below.

**GOAL 27: A Central Business District (CBD) that maintains its historic scale and character of buildings and provides for a mix of uses and activities that attracts residents and visitors to the entire district.**

Policy 27.1. Throughout the Central Business District, the Central Business District land use category provides for a mix of retail, office, commercial, public, open space and residential uses that reinforce this area’s role as the center of the community. Predominantly automobile-oriented uses are generally not appropriate here. The scale and design of new development within the CBD must be compatible with the traditional character, scale and design of the area.



Policy 27.2. Throughout the CBD, infrastructure design, signage and other investments should be focused on enhancing safety, simplifying way-finding and enhancing the experience of the person living or visiting here.

Policy 27.3. In Downtown (from Barons Creek to Crockett Street), Main Street development should fill in the gaps in the existing streetscape, with comparable setbacks and pedestrian amenities close to the street. Main Street is most appropriate as a location for entertainment uses and shops or restaurants that generate higher volumes of customer traffic. The Downtown scale and design should extend to the properties fronting both sides of Austin and San Antonio, but appropriate uses generally include more lodging, offices, small galleries, more specialized shops and housing.

Policy 27.4. The priorities for Downtown public investment and economic development should be retaining and strengthening the existing mix of uses and role as the core of Fredericksburg’s local community.

Policy 27.5. In Uptown (from Crockett Street to Cherry Street), the scale, design and setback of new Main Street development should extend the character established by Main Street in Downtown. The same mix of uses is appropriate as in Downtown. Since many of these uses may be located in new buildings, a more contemporary interpretation of mixed use design may be appropriate. Parking and other auto-related functions should be located in the rear of the lots.

Policy 27.6. The priorities for Uptown public investment and economic development should be extending and expanding the diversity and character of Downtown to provide more locations for businesses and more choices in housing, lodging, shopping and entertainment for residents and visitors.



**GOAL 28: Preservation of the historic assets that define Fredericksburg today as well as connect it to its past.**

Policy 28.1. The Comprehensive Plan supports the use of the Secretary of the Interior’s standards for historic preservation in the designated Fredericksburg Historic District and for properties outside the district but designated as historic sites or structures.

Policy 28.2. Design standards for development and redevelopment in the Historic District should ensure compatibility with the historic resources; where possible, the new development’s design should enhance the character of the Historic District. (see Policy 15.4)

Policy 28.3. The City and the EDC should incorporate the preservation and enhancement of these historic assets in their economic development programs.

**GOAL 29: Development and investment in the Airport Focus Area that supports the operations of Gillespie County Airport and builds on the assets of the airport, Lady Bird Johnson Park and Golf Course to form a major employment center for the community and an attraction for visitors to the region.**

Policy 29.1. The area adjacent to the airport should be developed as one of Fredericksburg’s primary employment centers. Design guidelines and infrastructure investments should create sites suitable for firms in targeted industries appropriate to Fredericksburg.

Policy 29.2. Development patterns in the Airport Focus Area should provide for expansion of the Airport to meet anticipated needs through this Comprehensive Plan’s timeframe (generally through 2030).

Policy 29.3. Airport expansion and development of employment centers should be designed to support the future vitality of Lady Bird Johnson Park and Golf Course. Designs should extend the park’s trail systems to provide fitness and recreational access for employees in the area. Park and golf course improvements and programming should take advantage of the Airport and Hangar Hotel as assets to attract users from a wider area than Fredericksburg itself.

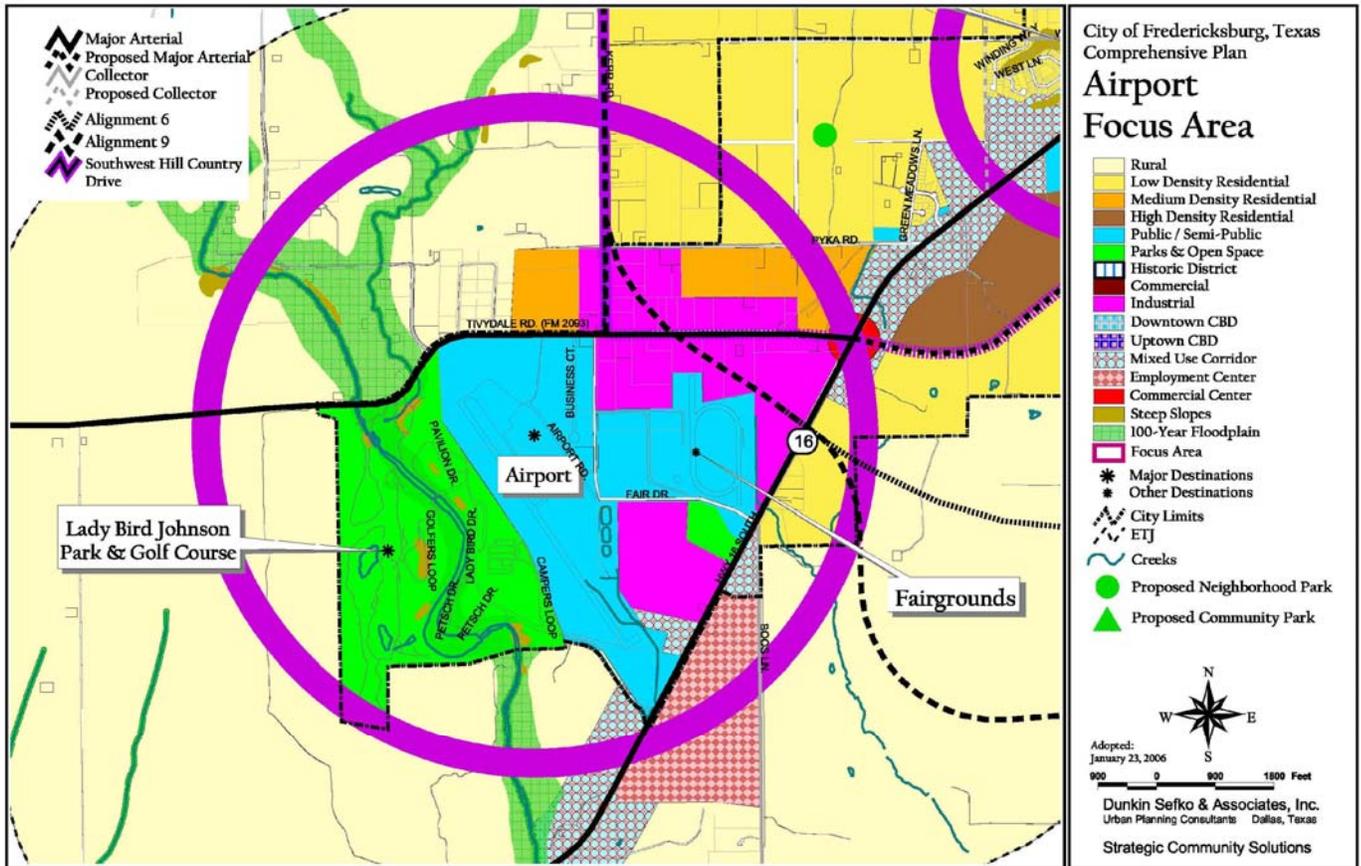


Figure 6: Airport Focus Area

Policy 29.4. In general, new residential development should be discouraged where it may be negatively impacted by aviation noise and safety considerations.

**GOAL 30: A Health Focus Area that provides a coordinated center of high quality health care, wellness, and residential assisted care that serves the entire Hill Country region.**

Policy 30.1. Hill Country Memorial Hospital and the adjacent medical offices and facilities should form the nucleus of an area providing the range of services and facilities needed to support these health care institutions. Land use planning, public infrastructure and design guidelines should support this objective.

Policy 30.2. Medium and high density residential uses should be included in this focus area in order to provide housing that is both convenient and affordable to health care workers and to employees at Fredericksburg High School.

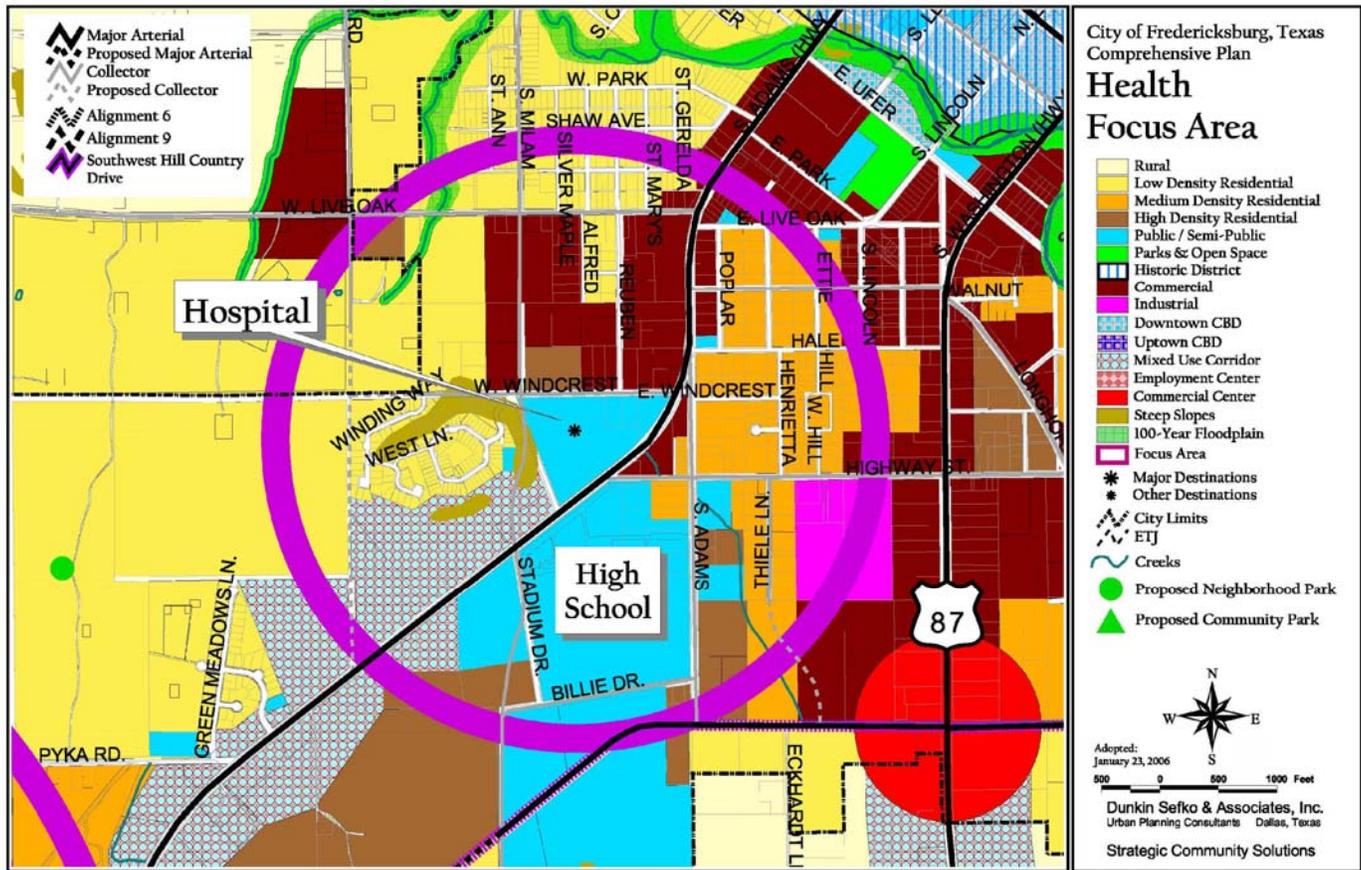


Figure 7: Health Focus Area

Policy 30.3. The Health Focus Area should include residential settings for assisted living, lifecycle housing (where a person can receive increasing medical care as his needs increase), and housing for persons with long-term treatment needs.

Policy 30.4. The Health Focus Area should be a model for healthy community design throughout Fredericksburg, with design and infrastructure that encourages lifelong fitness and reduces the need to make all trips by automobile.

Policy 30.5. A coalition or association of the health care providers, FISD and other stakeholders in the Health Focus Area should be formed to develop initiatives that fulfill the economic and community potential of this area.



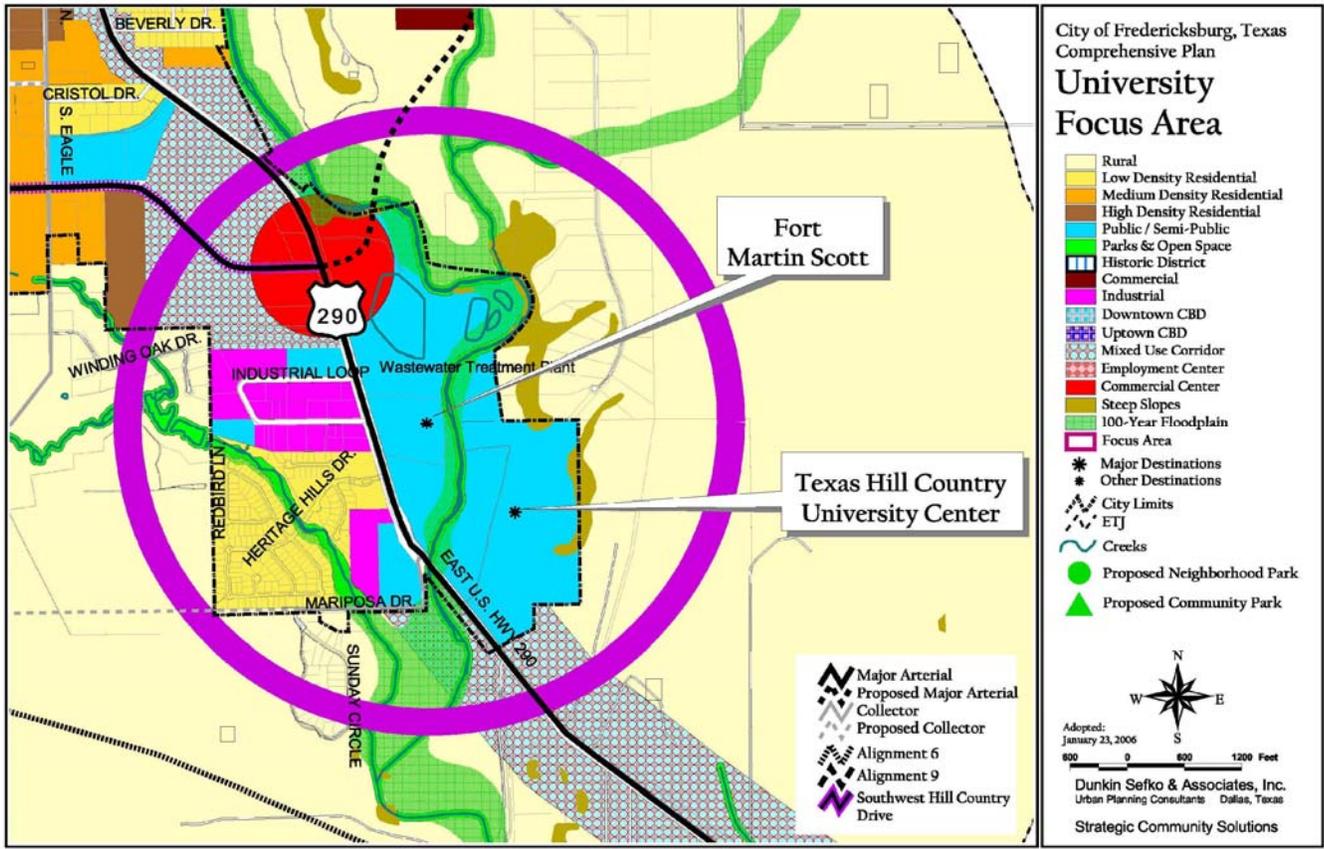


Figure 8: University Focus Area

**GOAL 31: Development and investment in the University Focus Area that creates a center for learning and new employment, particularly in knowledge-based industries.**

Policy 31.1. The area surrounding the planned Texas Hill Country University Center and Fort Martin Scott should be developed as one of Fredericksburg’s primary employment centers. Design guidelines and infrastructure investments should create sites suitable for firms in targeted industries that benefit from proximity to the University and to the historic tourism resources of Fort Martin Scott.

Policy 31.2. The City, Gillespie County, the area’s educational institutions and its economic development organizations should place a high priority on securing local, state and federal funds to construct the University Center. (see Policy 9.2)

Policy 31.3. The City, Gillespie County and the area’s historic preservation organizations should develop a plan and timetable for enhanced interpretation, programming and related infrastructure at Fort Martin Scott.

Policy 31.4. The Mixed Use Corridor along U.S. 290 in this Focus Area should include development of housing for students, faculty and staff of the University Center, as well as the other retail and service businesses that support a university community.

Policy 31.5. The EDC should consider creation of a business incubator facility in this University Focus Area to support small business development by university faculty and students.

Policy 31.6. A pedestrian/bicycle path should be constructed to connect the University Center and Fort Martin Scott to Fredericksburg's downtown and the attractions it offers students and visitors.

**GOAL 32: A new residential neighborhood located in the Residential Focus Area that offers a desirable environment on its own and a strong identification with the general Fredericksburg community.**

Policy 32.1. Detailed land use, community design and infrastructure planning should support the creation of a new residential neighborhood to accommodate some of Fredericksburg's projected growth. Design guidelines and infrastructure investments should use the latest concepts for neighborhood design, sustainable development and livable communities to create an area with a high quality of life and a character consistent with the existing Fredericksburg community.

Policy 32.2. The City's investments in major infrastructure (particularly water, wastewater and arterial roadways) and annexation planning should be timed to support this development.

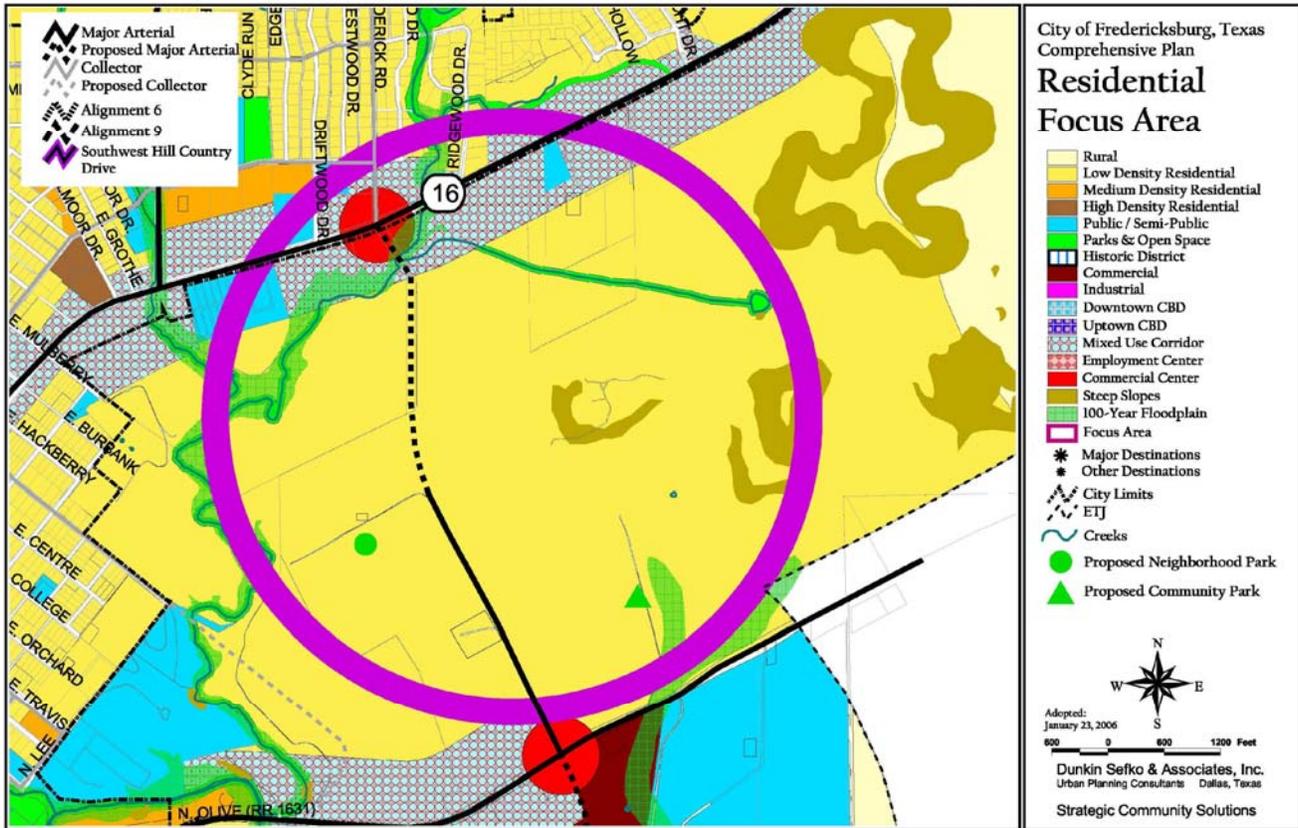


Figure 9: Residential Focus Area

## F. Interpreting the Future Land Use Map

The Comprehensive Plan provides a guide for decisions regarding physical development, community design and infrastructure. As a guide, the Comprehensive Plan provides direction but does not predict a single specific use for each parcel of land in the city. This section provides more specific direction about the way the Future Land Use Map should be interpreted in the review of zoning, subdivision and other development applications for specific sites.

### 1. Comprehensive Plan Policies and Maps

The Future Land Use Map provides a quick graphic reference for a property owner or public official who is interested in the plan's policy direction for a certain area or property. The Future Land Use Map should be considered along with the goals and policies in the Comprehensive Plan document. These policies can add support for a particular development pattern or may set forth additional criteria a development project must meet.

## Chapter 4: Land Use Element

The Future Land Use Map uses residential categories that reflect a range of densities. Within this range, the applicable design guidelines, specific site characteristics (such as floodplain or steep slopes), the lot configuration and setbacks, and similar factors will affect the amount of development that is appropriate for a particular piece of property.

The Future Land Use Map is intended to provide a generalized picture of future development patterns. For that reason, many of the boundaries between two land use categories are intended to represent general transitions between uses. Clarification of the appropriate precise boundaries between uses may be resolved at the time a development proposal is reviewed.

### 2. Development Proposals & the Comprehensive Plan

Chapter 211 of the Texas Local Government Code states that “zoning regulations must be adopted in accordance with a comprehensive plan”. Consequently, a zoning map should reflect the *Future Land Use Map* to the fullest extent possible.

When a zoning change or other development proposal is received, the City will evaluate it to determine whether it is consistent with the Comprehensive Plan. This evaluation will be based on the goals and policies of the plan, as well as the land use categories depicted on the Future Land Use Map.

When a zoning proposal is received that is not consistent with the plan, the City may consider a change in the plan’s policies or the Future Land Use Map. This review should consider:

- Will the proposed change enhance the site and the surrounding area?
- Is the proposed change a better use than that recommended by the *Future Land Use Map*?
- Will the proposed use impact adjacent residential areas in a negative manner? Or, will the proposed use be compatible with, and/or enhance, adjacent residential areas?
- Are uses adjacent to the proposed use similar in nature in terms of appearance, hours of operation, and other general aspects of compatibility?
- Does the proposed change do an equally good job of achieving the Comprehensive Plan’s other policies related to livability and growth?
- Can the proposed use be served by the available public facilities and services?
- Does the proposed use present a significant benefit to the public health, safety and welfare of the community? Would it contribute to the City’s long-term economic well-being?

It should be incumbent upon the applicant to provide evidence that the proposal meets the aforementioned considerations and supports community goals and objectives as set forth within this Comprehensive Plan.

If a development proposal would require a change to the Comprehensive Plan, it is recommended that Fredericksburg amend the *Future Land Use Map* prior to rezoning the property. In order to expedite the process of amending the *Future Land Use Map* to ensure zoning regulations correspond to it, the related amendment recommendation(s) may be forwarded simultaneously with the rezoning request(s).



The Implementation section of the Comprehensive Plan will identify changes to the city's zoning, subdivision or other regulations that should be considered so these tools can more easily implement the new plan. There may be some areas where a proactive change in zoning should be considered in order to achieve the plan's future development pattern. Such changes to land use policy and regulation, or to the application of these regulations to particular properties, must be considered in light of recent legislative changes.

Finally, the City of Fredericksburg should use a regular review of the Comprehensive Plan to further ensure that its policies are still appropriate. In many communities, a frequent review process (such as once every year) is used to review changes to the Future Land Use Map and minor revisions to the plan's policies. A major review should be conducted every 5 to 10 years. By then, market conditions may have changed so the land uses planned initially may no longer be feasible or desirable. More significant changes to the Future Land Use Map should be considered during this major review.





## 5. Growth Element

### A. Accommodating Future Population

A plan for any community's future should consider the amount of growth it anticipates and should provide opportunities for a reasonable level of growth to occur. This Comprehensive Plan considers Fredericksburg's anticipated growth through 2030. The development pattern presented in the Land Use Element is more than sufficient to accommodate the new residents anticipated by that time.

#### 1. Population Projections

In Phases 1 and 2 of this planning process, historic growth rates were examined and several models were used to project the amount of population growth that might be expected in the future. These models considered past growth rates for the city and for Gillespie County; they also compared Fredericksburg's past growth rate with those of other cities in the Hill Country region and examined state forecasts for future growth in Texas and Gillespie County. Based on that analysis, a range of population growth projections were selected for use in this plan, which reflect average annual compounded growth rates of 1.21% and 1.65% respectively. The projected population for the City by 2030 would range from a low of 12,478 to a high of 14,241. These projections will be used to evaluate needs for future public services and facilities in other elements of this Comprehensive Plan.

#### 2. Population Capacity

The Future Land Use Map contained in the Land Use Element of this plan provides more than enough residentially-planned land to accommodate the projected 2030 population. The land use map's population capacity indicates the number of people who would live here if all land was developed according to the categories on the Future Land Use Map. The calculation of this capacity is described below.

The capacity of this land use plan is calculated by applying typical development densities and standard occupancy and household size factors to the amounts of vacant land within the city and the ETJ. The population accommodated in this new development is then added to the city's existing population to determine an 'anticipated population capacity'. Three factors could actually make the population capacity larger than this amount. First, this calculation is based on assumptions about the typical density of development, the percentage of housing units that will be occupied and the number of people living in each occupied unit. If these rates change, more population could be accommodated. Second, if properties are redeveloped to add additional residential units (or existing underutilized non-residential properties are redeveloped for residential use), there will be more population capacity than indicated here. Also, the mixed use corridors along the major roadways are expected to include residential



development. That residential component of the mixed use corridors has not been included in this calculation.

As Figure 7 demonstrates, the existing vacant land within the city limits could accommodate an additional 10,779 residents, resulting in a total population capacity of 20,734 inside the current city limits. This calculation includes development of most of the approximately 500 vacant lots and platted parcels identified during the inventory of existing land uses<sup>2</sup>. The plan's development pattern for the ETJ provides for an additional 19,918 residents. Since we do not have an accurate estimate of the ETJ population today, we cannot calculate the total population of capacity of the ETJ area. However, the calculations we have made clearly indicate that the city and its ETJ together could accommodate at least 40,000 residents if all areas were developed according to the Future Land Use Map. This 40,000 population estimate can be considered the 'ultimate population capacity' for the city and ETJ over the very long term future.

The high end of the projected population range for 2030 is approximately 70% of the residential capacity within the current city limits. This calculation shows that Fredericksburg could accommodate the growth that is expected within its current incorporated area. It also shows that there is enough capacity beyond the projection that developers will find a range of choices in terms of developable land and that a scarcity of suitable land should not constrain future growth. Also, these calculations indicate that additional land need not be annexed solely to accommodate projected growth. Annexation decisions can be made based on factors such as availability of services, contiguity to the city, fiscal benefit or the importance of the developing area to Fredericksburg's community character and design.

These population projections are important factors for planning but they do not constrain actual future growth and development. The Future Land Use Map for the city and its ETJ can accommodate significantly more residents than those projected by 2030, so faster growth does not necessarily require a change in land use planning. If growth occurs faster than projected here, planned infrastructure may need to be constructed sooner than anticipated. Population growth is one of the indicators that should be monitored as part of the regular plan review process. Any changes to respond to actual growth can be made during the plan review process as well.

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<sup>2</sup> The number of vacant lots and platted parcels was determined through a computerized summation of all existing lots or platted parcels that were designated 'vacant' through the land use inventory process and that are planned for residential uses. This determination does not mean that all these parcels are currently for sale or otherwise available for development.

**Figure 7: Ultimate Population Capacity for Fredericksburg - City & ETJ**

Acres/Lots	Average Number of Dwelling Units Per Acre	# DU's	Occupancy Rate <sup>(1)</sup>	# Occupied DU's	Average Household Size <sup>(1)</sup>	Estimated Population in Currently Vacant Areas
<b>Existing City Limits</b>						
500	<i>Vacant lots and platted parcels</i>	500	90.5%	453	2.24	1,014
<b>Low Density Residential</b>						
507	3	1,521	90.5%	1,377	2.24	3,083
<b>Medium Density Residential</b>						
241	8	1,928	90.5%	1,745	2.24	3,908
<b>High Density Residential</b>						
76	18	1,368	90.5%	1,238	2.24	2,773
<i>Population Accommodated Within Existing Vacant Areas Within the City Limits</i>		<b>5,317</b>				<b>10,779</b>
<i>Current Population<sup>(2)</sup></i>						9,955
<b>Ultimate Population Capacity of Fredericksburg - City Limits</b>						<b>20,734</b>
<b>Existing ETJ Area</b>						
50	<i>Vacant lots and platted lots</i>	50	90.5%	45	2.24	101
<b>Rural &amp; Agricultural Development</b>						
8,779	0.4	3,512	90.5%	3,178	2.24	7,119
<b>Low Density Residential</b>						
2,048	3	6,144	90.5%	5,560	2.24	12,455
<b>Medium Density Residential</b>						
15	8	120	90.5%	109	2.24	243
<i>Population Accommodated Within Existing Vacant Areas Within the ETJ Area</i>		<b>9,826</b>				<b>19,918</b>

<sup>(1)</sup> Source: U.S. Census<sup>(2)</sup> Source: U.S. Census Population Estimate as of July 1, 2003

## B. Growth Goals & Policies

### **GOAL 33: Continuing growth and new development that maintains the existing community's character.**

Policy 33.1. The City should plan future development areas in the city and its ETJ that will accommodate the population projected by 2030.

Policy 33.2. The City should focus its capital improvements and economic development programs to support infill development within the city limits as a first priority.

Policy 33.3. The City should develop and adopt an Annexation Plan, in accordance with the provisions of State law, to provide direction for future consideration of annexations, whether initiated by the City or by property owners.

Policy 33.4. The City and Gillespie County should work together to ensure that development approved in the ETJ will have adequate public services and facilities.

Policy 33.5. The City should not provide urban services to areas outside its city limits unless: 1) such service provision is part of an agreement that provides for development consistent with the Comprehensive Plan; retains the City's ability to annex the property in the future; and provides other necessary public services to the area at the same level of service provided to similar areas inside the City; or 2) there are other significant public benefits to the entire Fredericksburg community from the provision of urban services.

## C. Infill Development Opportunities

The Existing Land Use survey conducted as part of this Comprehensive Plan update identified 1,765 acres of vacant land inside the current Fredericksburg city limits. Development of this property provides room for the community to add new residents and businesses without expanding the geographic area within which city services are provided. This infill development is generally efficient from a service perspective and economical in terms of the costs to provide public services. There are three primary approaches for Fredericksburg's support of infill development, each directed to a particular type of infill activity.

### 1. Individual Lots in Developed Neighborhoods

The land use survey identified 500 vacant lots and platted residential parcels within the City. In many cases, these individual lots are located within developed neighborhoods and, as a result, already have city

services available. Development of homes on these lots creates the potential to accommodate an additional 1,104 residents. Homes on these lots offer a benefit to the surrounding neighborhood as well – by completing the neighborhood fabric, this lot-by-lot infill removes potential eyesores and helps a neighborhood retain its character and vitality. On the other hand, building homes on individual lots can be more costly for a builder because he does not achieve the economies of scale realized when many homes are built in a new subdivision. The City should study the neighborhoods where most of these lots are located and determine whether public initiatives are needed to assist in the creation of housing on these lots.

## 2. Airport and University Focus Areas

Two of the Focus Areas discussed in the Land Use Element have substantial amounts of vacant land within them. Both the Airport and the University Focus Areas are designated as future employment centers. For these areas, infill development should be primarily non-residential, with some residential uses anticipated in the mixed use and residential areas adjacent to the future Texas Hill Country University site. Support for infill development in these areas involves capital programming to provide the appropriate water, sewer and other public infrastructure to support this economic activity.

## 3. Properties Near Friendship Lane

The extension of Friendship Lane connecting U.S. 290 and Highway 16 creates an important new arterial connection for traffic to and through Fredericksburg. It also provides access to vacant properties between these major highways. The vacant properties along and to the north of Friendship Lane can be considered for infill development, but at a scale that allows larger, coordinated projects. The Future Land Use Map designates much of this area for medium density residential development. Public infrastructure and development standards should support the creation of new neighborhoods in these areas. The design concepts of new urbanism (also known as ‘traditional neighborhood development’) can be used to create neighborhoods with gridded streets, a mix of residential densities and the potential of local-serving retail or service uses along Friendship Lane itself.

## D. Extra-Territorial Jurisdiction

The Fredericksburg Extra-Territorial Jurisdiction (ETJ) contains 1,186 acres, of which 92% is vacant or in non-urban uses such as agriculture or large lot residential development. Since preservation of the area’s agricultural economy and character are important aspects of this Comprehensive Plan, future ETJ development should continue to be primarily rural in character. This pattern is reflected in the Land Use Element, which designates much of the ETJ for rural and agricultural development. This rural and agricultural development needs relatively few public facilities and services and therefore is not likely to be considered for annexation in the near future.



The future of the southern ETJ area depends on final decisions by the city and Texas Department of Transportation regarding the proposed loop road. Though this route is included in the Transportation Element, its funding and timetable are very unclear. Until there is a clear commitment of funds for this project, this area seems best suited for continuing rural and agricultural activities. An area plan should be used to anticipate and address the development interests that will follow when definite funding commitments are made for this roadway.

Finally, the City of Fredericksburg should consider the possibility of an 'ultimate sphere of influence' that would extend to the Pedernales River and no further. Tourism development such as lodges or resorts along the river could be very compatible with Fredericksburg's character. They would build on and diversify the tourism offerings in the community and thus strengthen an important sector of the local economy. The design of commercial development where U.S. 290, U.S. 87 and Highway 16 cross the river does indeed create the gateways or entrances to the Fredericksburg community. Those commercial areas and future tourism along the river could provide additional economic opportunities for Fredericksburg residents and businesses. Designed properly, they will also enhance the Hill Country character and natural features that are essential ingredients in Fredericksburg's appeal.

The concept of a 'sphere of influence' does not suggest an intention to annex the area in the near future, if ever. Rather, it suggests that the extension of Fredericksburg's ETJ into these areas would be a logical means to support desired economic growth and enhance community gateways. Gillespie County and the EDC might consider these areas as part of their economic development efforts and could encourage quality design as part of any economic development assistance that might be provided. The opposite aspect of this concept is that it views the Pedernales River as the 'edge' of the area that may relate to the Fredericksburg community. The river would become a boundary beyond which the city would not consider future growth and expansion.

### **E. Annexation**

Annexation is an important tool for cities because it allows them to expand to include new urban development that needs or uses city services. It is important from a fiscal standpoint because it enables the city to include newly developing areas as part of the tax base that funds public services and facilities enjoyed by residents in the city and its surrounding area. Texas law provides a very specific process for considering annexation. The Comprehensive Plan is not an annexation plan; rather, an annexation plan should be one of the tools used to implement the Comprehensive Plan. This section of the Growth Element describes some of the areas that may be appropriate to consider for annexation in the near term. As indicated in Policy 34.4 above, an Annexation Plan must be prepared to pursue these recommendations further.

One of the four Focus Areas for this plan describes a new residential community in an area that is currently in the ETJ. This area will become desirable for more urban development when the planned arterial connection between RR 1631 and Highway 16 is completed. This is an area where advanced



planning for infrastructure and project design can benefit the Fredericksburg community. A special area plan should create a more detailed development concept for future land use and community form in this area. As in the Friendship Lane area, this Focus Area can support creation of new and very livable neighborhoods. The area plan should also address the infrastructure needs for water, wastewater, local streets, parks and other public facilities. It should propose a timeline for consideration of annexation, provision of infrastructure and application of design standards or guidelines.

Two additional areas of the ETJ are planned for Low Density Residential use. These areas continue the pattern of development that exists today or is currently anticipated. One of these areas is bounded by Kerr Road on the west, W. Live Oak on the north and the existing city limits on the east and south. This area's development timing will be affected by the timing of transportation improvements recommended in the Transportation Element. The second area lies to the northeast of the current city limits and extends from the currently-developed area to the ridgeline of the steep slopes that create an 'edge' for the Fredericksburg area. The creeks and varied terrain here offer the potential for unique neighborhoods that take advantage of this natural character and beauty. A phased annexation program here could enable the City to implement flexible zoning techniques such as clustering and density transfer that result in the same amount of new development but preserve and enhance the area's natural features.

The Future Land Use Map identifies mixed use corridors along the major highways leading into Fredericksburg. The intent of these corridors is to provide a wider range of development opportunities while ensuring that development design is consistent with the character and quality of design in Fredericksburg. These areas should be considered for phased annexation so they can receive City services and so the City's landscape, signage and other regulations can be in place as development occurs.





## 6. Transportation Element

### A. Transportation System Components

The transportation system should provide mobility for people traveling within Fredericksburg and from Fredericksburg to other designations, regardless of the mode of travel they choose. It should also meet the needs for movement of goods and products to and from businesses in this community. Since Fredericksburg is an important hub where several state highways connect, the transportation system should address the demands of trips that start and end outside the Fredericksburg community. Finally, the transportation system that meets these mobility needs must also be supportive of the community's other goals, including economic development and urban design.

Three major concepts guide this Transportation Element. First, the **mobility of people** should be the first concern, not necessarily the movement of automobiles. Second, residents and businesses should have **choices** in the way they make their trips. Third, the transportation system should be **integrated with the community's land use planning and design**. The facilities should be designed to be sensitive to their context – the neighborhoods, business areas or open spaces through which they run. These concepts are reflected in the Transportation Goals and Policies, as well as the analysis below.

The transportation element is organized by travel mode, from pedestrian and bicycle, through automobile and public transportation, to trucks and air transportation. For each mode, sections address capacity of the system, type of transportation facilities and the context-sensitive design issues that support their integration with other aspects of this Comprehensive Plan. All mobility goals and policies are grouped together following the analysis. The Thoroughfare Plan map, functional classifications and street cross-sections complete this Element.

### B. Pedestrian and Bicycle Mobility

Fredericksburg is fortunate to have a downtown area that is very walkable. It retains the historic character and street grid of a downtown developed when most trips were made on foot. This is an important asset in planning for the mobility needs of future residents and businesses.

#### 1. System Capacity and Facilities

Fredericksburg's transportation strategy should maximize the number of local trips that are taken on foot





or bicycle. In highly walkable areas, the City should design and build public improvements that make walking safe, easy and appealing. The most obvious highly walkable area today is the existing center of the community (defined as those areas included in the Historic District, Downtown or Uptown areas). As the community continues to develop, each of the four Focus Areas described in the Land Use Element should be designed to be highly walkable areas. Walking and bicycling in these areas support a lively urban environment. There is an additional benefit because walking and bicycling reduce the number of trips taken by automobile, thus reducing traffic congestion and parking demands.

Outside these highly walkable areas, a network of bicycle and pedestrian routes should provide access to and through neighborhoods and to other major destinations. This network will include sidewalks in some areas, paths along creeks in others, and designated lanes within street rights of way in other areas. The critical issues in designing this network are the ease of connection, ability to reach desirable destinations and safety for the bicyclist, walker and motorists in their vicinity.

## 2. Context-Sensitive Design

The surrounding environment is a very important determinant of whether people will choose to walk or bicycle. In the highly walkable areas (existing and future), sidewalks should be located where the pedestrians will pass interesting locations such as shops, restaurants, museums, or natural areas. Street furniture, periodic areas of shade and way-finding signage should make the walking experience a positive one. The relationship to adjacent vehicle lanes, driveways and parking areas should protect the pedestrian's safety.



For the most part, these concepts are already reflected in the pedestrian environment of downtown Fredericksburg. They should guide the design of future walkable areas as well.

The larger bike/pedestrian network must address a variety of contexts. In neighborhoods, the network must be clearly marked so users can find their way and so automobiles in adjacent lanes will respect the needs of bicyclists and pedestrians. Where the network travels through natural areas, the design of paths should reflect this setting rather than using the same design as in more

urban locations. For the long-distance portions of the network, routes will likely be located within a state highway right-of-way. Here the safety of the walker or cyclist is the paramount concern, as this context is dominated by cars and trucks traveling at high speeds.

## C. Automobile and Public Transportation Mobility

Travel in Fredericksburg today, as in the rest of the United States, is predominantly by automobile. In most cases, these automobiles have a single occupant. While projections for future travel demand continue the dominance of single-occupancy vehicles as the travel mode of choice, many cities are working to accommodate automobile travel while addressing congestion and its impacts in new ways.

Fredericksburg's automobile travel includes trips made by local residents, trips made by visitors to the community and trips traveling through Fredericksburg. The public transportation choices today are rather limited.

### 1. System Capacity and Facilities

The Texas Transportation Institute (TTI)'s analysis of roadway performance for Fredericksburg in 2003 identified a number of roads that have undesirable traffic flow in 2000 and projected for 2020. Further research is needed to evaluate the traffic volumes and capacities on roadways with the Land Use Element and the mobility approach recommended in this Transportation Element. However, several of these recommendations should help reduce congestion, particularly in the downtown area. The recommendations here focus on steps to increase roadway capacity. Elsewhere in this Element, recommendations to solve congestion include action to increase non-automobile trips, to improve way-finding to parking areas and to support public transportation within central Fredericksburg.



The thoroughfare map contained in this element includes several key roadway connections that will add capacity and relieve the pressures on existing roadway segments. These include several arterial connections that do not exist today:

- A route in the east between U.S. 290 and State Highway 16;
- Completion of the Friendship Lane arterial connection between U.S. 290 and S.H. 16 on the south;

- An arterial connection between F.M. 2093 and U.S. 290 in the west, mostly on the Kerr Road alignment; and
- Continuation of this arterial from U.S. 290 to U.S. 87 on the north.

New collector connections will also add capacity to the system and provide alternatives for the traffic that now must drive on Main Street through downtown. These improvements are recommended for the near-term.

## 2. The Loop Highway and Southwest Hill Country Drive

The loop road that has been proposed for many years is also included in the Thoroughfare Plan. This road would provide a by-pass located even further from the center of Fredericksburg. At this point, the funding, timing and feasibility of this road are unclear. State and county resources are needed to complete this facility.

While the loop road may provide an ultimate solution to congestion, it is unlikely to be a solution in the short- or mid-term future. In addition to this loop road, the Transportation Element recommends a “Southwest Hill Country Drive” that begins to address some of these issues prior to its construction. The arterial connection noted above from FM 2093 to U.S. 290 uses an existing roadway alignment, though it may require additional right of way. The connection from U.S. 290 to U.S. 87 would require right-of-way for a new alignment. Those connections, combined with Friendship Lane, can provide a through traffic alternative more quickly than creation of the loop highway. This set of arterial routes would become the “Southwest Hill Country Drive”.

This plan recommends that sufficient right-of-way should be acquired along these alignments to allow this arterial connection to be built here at some point in the future. When they are in place, the City of Fredericksburg should seek to have the Texas Department of Transportation designate this circular route as the truck route, instead of Main Street. This would significantly reduce congestion in Downtown and would be far more compatible with its surrounding context.

## 3. Public Transportation

The public transportation that is currently available in Fredericksburg includes buses and taxis that take people to San Antonio or other destinations. The community is probably not large enough to support an extensive bus system. There is one area where public transportation can help address community concerns – travel within the CBD area. A ‘Center City Shuttle’ system is suggested for this area. Such a system would use small buses or rubber-tired trolleys, ideally with a unique design such as the Dillo Trolleys in Austin. These shuttles could follow a circular route along Main, Austin and San Antonio streets. It would allow visitors to park in one parking area and reach all the shops and destinations throughout the CBD without the need for a long walk or repeated searches for parking spaces. This could reduce the volume of traffic on Main Street, particularly during popular tourist events, because visitors would only have to park once instead of seeking several different parking spaces in the course of a

day. The shuttle would benefit local residents as well. Initially, it might run only on weekends and during special events. Over time, it might become a regular means of travel on weekdays and might extend its service to destinations such as the University Center and Gillespie County Airport. There may be operational and logistical issues with the creation of this service, so the Comprehensive Plan recommends a feasibility study to investigate these further. If the results are positive, this new part of the transportation system should help meet travel needs, reduce congestion, and support efforts to extend the retail area of the CBD beyond the 'Golden Block'.

#### 4. Parking

Within the central core of the city, the lack of parking was frequently noted as a concern of residents and business owners. While there is parking available on the street throughout the CBD and in lots near facilities like the Visitors Center, the demands during peak times make it difficult for people to find parking easily. Action to address these concerns is important for the retail businesses in this area, for the public amenities and offices here and for the residents in surrounding neighborhoods. Four recommendations guide the Transportation Element's approach to parking.

First, Fredericksburg should update its analysis of needs for short-term and long-term parking to determine how much additional short-term parking is needed in close proximity to businesses on and near Main Street. This evaluation should consider the potential role of the 'Center City Shuttle' in reducing the amount of parking needed in close proximity to key retail areas. Other strategies to encourage non-automobile trips should also be considered in projecting the amount of parking space needed.



Based on that update, the management of parking resources should distinguish the needs of short- and long-term parkers. The parking management plan should include use of the 'Center City Shuttle' to take people from the Visitors Center parking lot (and others in similar locations) directly to prime retail and public destinations, thus allow those lots to be more fully utilized.

Additional off-street parking lots may be needed; if so, they should be located on the edges of the CBD where they can serve parking needs without disturbing the urban fabric of Main Street. These lots should be landscaped or otherwise buffered so they do not negatively impact residential uses nearby.

Finally, a way-finding and signage program for the CBD should be a part of the parking management plan. Since the traffic and parking demand during peak days is created by visitors to Fredericksburg, these

drivers may not be aware of parking located beyond Main Street. Clear signage directing visitors to and from parking areas is essential if these visitors are to use such parking areas. This signage should help reduce congestion as well, because it will reduce the number of vehicles traveling repeatedly up and down Main Street in search of a vacant on-street parking space.

## 5. Context-Sensitive Design

The design of roadways must address their surroundings. In this plan, the design standards for each type of roadway include consideration of these issues. The cross-sections found later in this document illustrate the general design for each type of roadway.

This plan includes one street designation on the Thoroughfare Map that is specifically intended to address context-sensitive design. The major roadways in Downtown, Uptown and the Historic District are designated as “Civic Streets”. These streets are the center of the public realm in the core of the city. While they should also move traffic, their design must be compatible with the adjacent shops and parks and they must enhance pedestrian safety.

### D. Truck Mobility

Trucks rumble through Fredericksburg at most hours of the day and night. Some have destinations in the city, such as the cattle auction. Many are simply traveling through town to destinations further away on the state highway system. The TTI study reports that trucks account for 11 to 14% of the traffic on most central roadway segments. Reducing truck traffic in these areas will strengthen the community character and economic appeal of the CBD. It may benefit the trucks as well, if they can use routes through Fredericksburg that are less congested and have fewer traffic lights.



#### 1. System Capacity and Facilities

As noted above, this plan recommends creation of an arterial ‘Southwest Hill Country Drive’ route that could be designated as a truck route. This concept will require discussion with TXDOT; a detailed traffic study of truck traffic is recommended to refine this approach.

## 2. Context-Sensitive Design

Heavy truck traffic is generally not compatible with a lively urban activity center such as a thriving downtown. These conflicts are evident on Fredericksburg's Main Street and in the comments from community members about concerns affecting quality of life. Since Main Street is also a designated highway, there is a built-in conflict between two objectives. When the recommended 'Southwest Hill Country Drive' is completed, it should become the designated route for through truck traffic. The City will need to work with TXDOT to determine whether other steps should also be considered, such as limitations on trucks in downtown.

Since Southwest Hill Country Drive travels through area that is mostly vacant today, Fredericksburg has the opportunity to design the roadway to serve through traffic needs, including those of trucks, and to plan adjacent development to minimize the negative impacts from this traffic. The Future Land Use Map designates much of this area for rural and agricultural uses. With larger agricultural holdings, it is possible to locate homes or other sensitive uses away from the future roadway. Other areas, mainly along Kerr Road, are planned for Low Density Residential. Design guidelines, subdivision review and other tools should be used to site new homes so they are not impacted by the proposed road. Since many of these properties are still fairly large, clustering of development would allow a buffer (fence, landscape, berming or other) between the road and new homes.

As plans for Southwest Hill Country Drive proceed, the land uses along its northernmost stretch (from Live Oak north across U.S. 290 and up to U.S. 87) may need more detailed evaluation to ensure compatibility. Similar studies will be needed for the proposed alignments of the loop highway between U.S. 290 and State Highway 16.

## E. Aviation Mobility

Air travel is an important component of mobility today for some business travelers, residents and visitors; it also plays a major role in the shipment of goods and materials. The Gillespie County Airport's Master Plan has projected a significant increase in aviation operations over time. Meeting these mobility needs will provide value for Fredericksburg residents as well as offering a marketing advantage for economic development and an amenity for tourism.

### 1. System Capacity and Facilities

Gillespie County's Airport Master Plan has determined that a runway extension is needed to meet these projected demands. The selected alignment extends to the southeast and crosses the current route of Highway 16. Land use and infrastructure planning in this area must be coordinated with the Airport's plans and facility improvement projects.



## 2. Context-Sensitive Design

The Land Use Element recommends an Airport Focus Area so more detailed designs can be developed for these uses. The land uses shown on the Future Land Use Map include an employment center designation to the southeast of the airport, in one of the areas where a runway extension is proposed. Though this approach would require a change to S.H. 16, it may be the best way to address future aviation needs. The Employment Center designation would include land uses that could locate near an airport; in fact, they would probably benefit from this proximity.

Other aspects of context-sensitive design for the airport involve the existing Lady Bird Johnson Park and Golf Course and the homes that are already nearby. Changes to the airport's design and operations should seek to reduce noise, safety and environmental impact to these neighboring uses.

### F. Mobility Goals & Policies

**GOAL 34: A range of mobility choices available to Fredericksburg residents, business employees and visitors.**

Policy 34.1. The City should plan and invest to support a full range of transportation choices for the community, including walking, bicycling, public transportation and travel by automobile.

Policy 34.2. When transportation projects are designed, they should provide for non-vehicular travel as well as automobile travel.

Policy 34.3. The City, Gillespie County, the Chamber of Commerce and the EDC should evaluate the feasibility of a 'center city shuttle' system and implement the study's recommendations.

**GOAL 35: A network of sidewalks, trails, paths and designated lanes that allows residents to walk or bicycle within neighborhoods, to and within the Central Business District and to other key locations.**

Policy 35.1. The transportation system for Fredericksburg should include a network of designated routes for non-motorized travel. Public investments should support construction of these routes and related infrastructure such as benches, signage and bike racks.

Policy 35.2. Planning, zoning and subdivision requirements for new residential developments should include a connected network of sidewalks, paths and/or bike routes so residents can travel within their neighborhoods on foot or bicycle. Designs should minimize the impacts of off-street parking and vehicular traffic.

Policy 35.3. Planning, zoning and subdivision requirements for non-residential uses, particularly for large projects, should include design that facilitates non-automobile travel as well as auto travel and parking.

Policy 35.4. In highly walkable areas of Fredericksburg, design requirements and development incentives should support pedestrian and bicycle infrastructure as well as automobile infrastructure. These areas include the Central Business District (Downtown and Uptown), the Historic District and the four Focus Areas defined in the Land Use Element.

**GOAL 36: A street system and related facilities that provide adequate capacity for vehicular traffic (cars, public transportation and trucks) in Fredericksburg and that is compatible with its surroundings.**

Policy 36.1. The major roadways in Fredericksburg (those defined as collectors, arterials or civic streets) should be planned and built to meet projected transportation needs.

Policy 36.2. This Transportation Element should serve as the guide for public investment and private development of transportation infrastructure.

Policy 36.3. Investments in transportation facilities should be made where they will be most cost-effective, including the use of transportation demand management and transportation system management approaches.

Policy 36.4. Context-sensitive design should be used to ensure that new transportation infrastructure is compatible with the Fredericksburg community and its natural setting.

Policy 36.5. The City should prepare a coordinated plan to address needs for short- and long-term parking in the Central Business District and Historic District, using a range of strategies to provide parking that is convenient to destinations and is compatible with these districts' urban scale and character.

**GOAL 37: Aviation facilities to support Fredericksburg's population and business development.**

Policy 37.1. Gillespie County should expand the Airport as necessary to serve the aviation demands of the Fredericksburg community.

Policy 37.2. The City and EDC should work with Gillespie County to design and build aviation improvements that maximize benefits to the community and minimize impacts on adjacent uses.



**GOAL 38: Adequate levels of transportation facilities and services available to existing development and to new development when it is occupied.**

Policy 38.1. The City should implement its adequate service provisions for all modes of transportation service in the community. (see Goal 26)

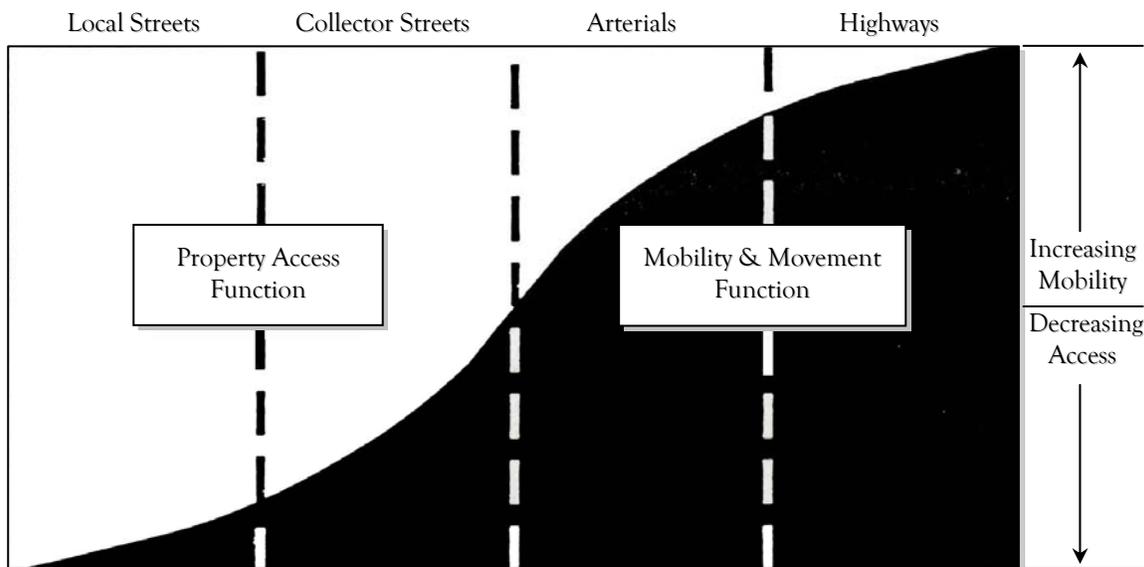
Policy 38.2. Public bond programs, impact fees and other financing tools should be used to help fund transportation infrastructure for existing and new development.

### G. Thoroughfare Plan Map

The Thoroughfare Plan Map in Figure 10 depicts the network of streets that provides mobility for Fredericksburg’s residents, businesses and visitors. It uses the set of functional classifications described below. It should be used to direct public capital investment and the design and construction of transportation infrastructure as part of new private development.

#### 1. Facilities for Vehicular Travel

The street network used by automobiles and public transportation includes roadways of various sizes and design. This network is based upon a classification system that recognizes that every roadway within the City has a classification according to either its size or function. Thoroughfare types, as discussed in the following sections, include freeways, arterials, collectors, and local streets. Their functions can be differentiated by comparing their general ability to provide *mobility* with their ability to provide *access* to various locations. The illustration below graphically depicts these functional differences.



FUNCTIONAL CLASSIFICATION SYSTEM



Figure 10

City of Fredericksburg, Texas  
Comprehensive Plan

# Future Thoroughfare Plan

-  Major Arterial
-  Future Major Arterial
-  Civic Streets
-  Collector
-  Future Collector
-  Outer Loop Alternate 6
-  Outer Loop Alternate 9
-  Southwest Hill Country Dr.
-  Future Hard Surface Trail
-  Alternate Trail

-  Historic District
-  Steep Slopes
-  100-Year Floodplain

-  Major Destinations
-  Other Destinations
-  City Limits
-  ETJ
-  Creeks

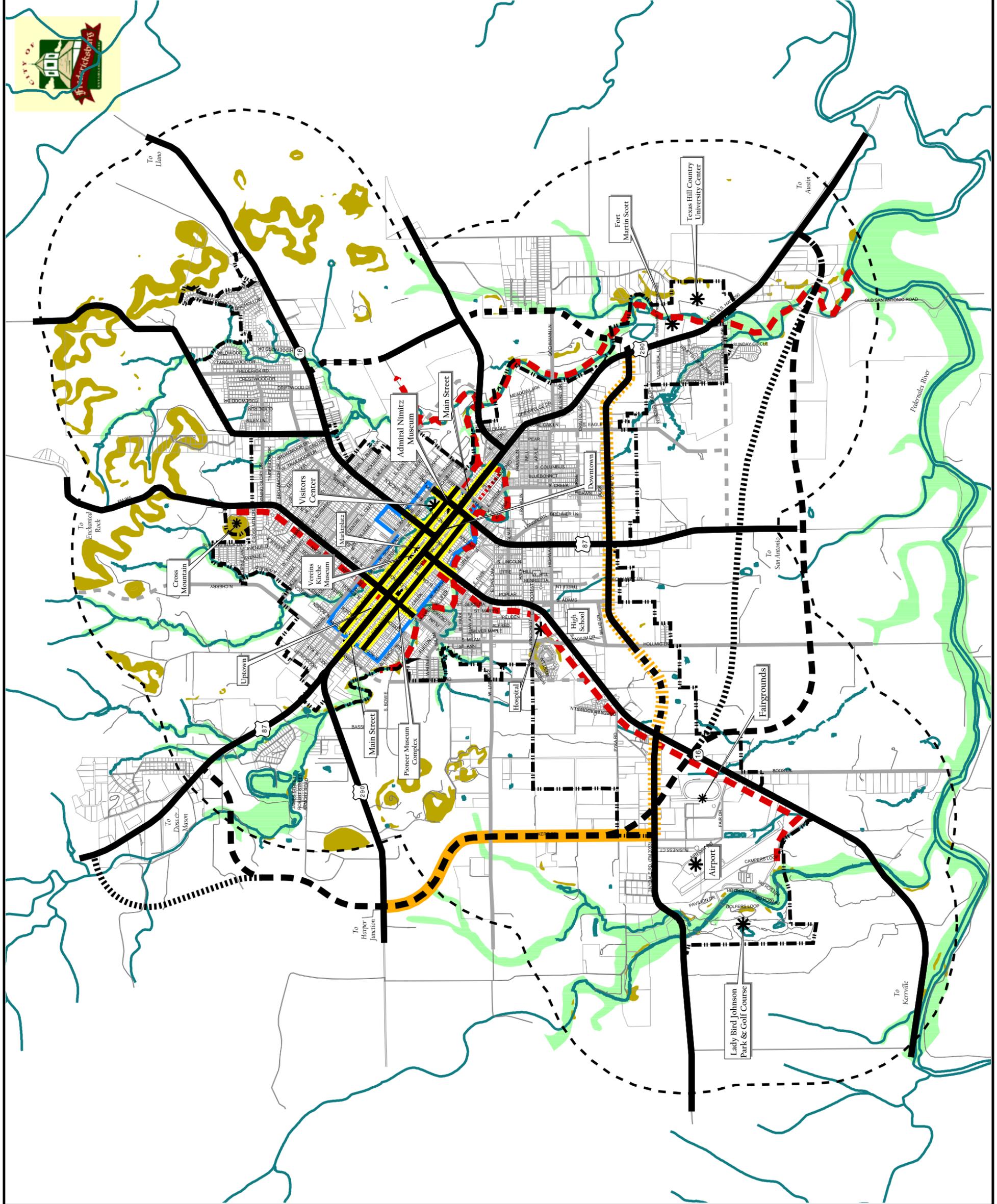


Adopted:  
January 23, 2006

3000 0 3000 6000 Feet

Dunkin Sefko & Associates, Inc.  
Urban Planning Consultants Dallas, Texas

Strategic Community Solutions



## Chapter 6: Transportation Element

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Access decreases as the thoroughfare type changes from local streets to freeways, while mobility increases. Figure 11 describes the function and other characteristics of each roadway type. It also shows that roadways intended to provide mobility, such as arterials and freeways, should not be compromised by many separate access points for land uses.

These classifications relate to vehicular travel on these roadways; they do not address travel by bicycle or on foot nor do they address the concerns of context-sensitive design. Both of these issues are important to ensure that the community does not gain mobility benefits at the expense of quality of life, community character and economic vitality. Since these are important concerns for Fredericksburg, Figure 11 includes information about non-motorized travel and design context. It also includes the “Civic Street” classification.

Finally, minimum cross-sections are indicated for each of the major roadway types in Figure 12. These cross-sections illustrate the designs expected for divided highways (should those be developed in the future), arterials, civic streets and collectors. These illustrations should guide the design of roads constructed through public improvement projects and private developments. Since the ‘Civic Street’ designation applies to streets in the existing core of the city, it is not intended to change the right-of-way widths that already exist. Rather, it emphasizes the important relationship between the buildings, pedestrian areas and roadway on these streets. The design and operation of these streets should make them as pedestrian-friendly as possible.

Some roadways shown on the Future Thoroughfare Plan already exist; others are proposed for the future. This plan shows general locations for these future roadways; it is not intended to represent a specific final alignment. The precise alignment of these future roads will be determined through additional engineering design prior to construction.



Chapter 6: Transportation Element

Type of Roadway	Primary Functions	Direct Land Access	Speed Limit	Comments
<b>Freeway/ Highway</b>	Traffic Movement	No direct access (ideally)	60 to 70	Supplements capacity of major thoroughfare system; provides high-speed mobility.
<b>Arterial</b>	Moderate distance inter-community traffic; Land access should be primarily at intersections	Restricted; some movements may be prohibited; number & spacing of driveways controlled; may be limited to major generators on regional routes.	35 to 45	Backbone of the street system.
<b>Civic Street</b>	Traffic to major civic destinations and central shopping and entertainment areas	Diverse, fine-grained mix of destinations along street; high level of access needed so a driver, cyclist or pedestrian can make quick decisions in response to storefronts and other attractions	35	Sometimes called 'great streets' or 'main streets'.
<b>Collector</b>	Collect/ distribute traffic between local & major streets; direct land access; traffic between neighborhoods.	Safety controls; limited regulation. Residential access prohibited; commercial access allowed with shared driveways.	25 to 30	Through traffic should be discouraged.
<b>Local</b>	Access to adjacent property	Safety controls only.	30	Through traffic should be discouraged.
<b>Type of Roadway</b>	<b>Approx. Spacing</b>	<b>Minimum Roadway Intersection Spacing<sup>3</sup></b>	<b>Parking</b>	<b>Non-Motorized Travel</b>
<b>Highway</b>	4 miles	1 mile	None	Separated from main travel lanes for safety
<b>Arterial</b>	1/2 to 1 1/2 <sup>1</sup> miles	1/8 mile; 1/4 mile on regional route	None	Can be adjacent, but clearly delineated.
<b>Civic Street</b>	Central Business District only	in accordance with established street grid	Permitted	Integral part of roadway function; highest level of design needed
<b>Collector</b>	1/4 to 1/2 <sup>2</sup> mile	300 feet	Limited	Travel routes (bike lanes and/or sidewalks) on some streets to create connected network.
<b>Local</b>	As needed	200 feet	Permitted	Integral part of roadway function

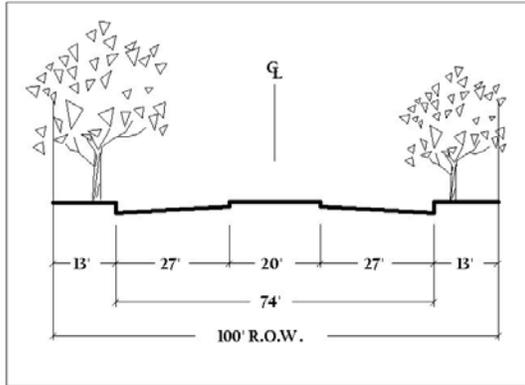
1 Spacing determination should also consider travel projections within the area based upon ultimate anticipated development.

2 Denser spacing needed for commercial and high-density residential districts.

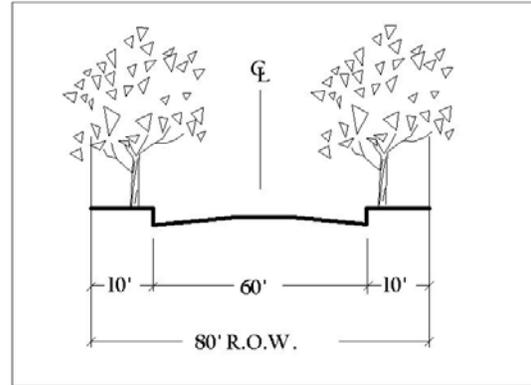
3 Spacing and intersection design should be in accordance with state and local thoroughfare standards.

**Figure 11: Roadway Characteristics**

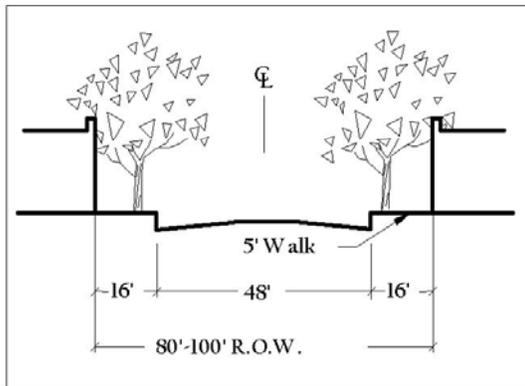




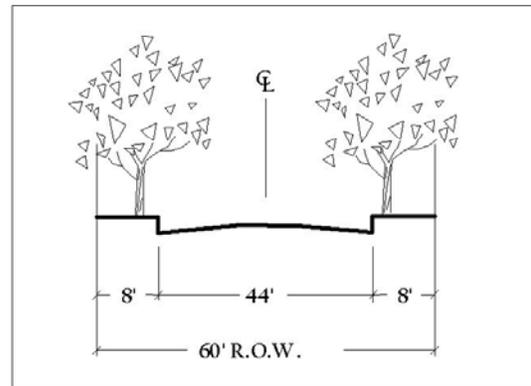
Divided Highway



Arterial



Civic Street



Collector

Figure 12: Roadway Cross-Sections



## 7. Parks and Recreation Element

### A. The Parks Master Plan Development Process

The City of Fredericksburg's current Park Master Plan was prepared in 1996. In 2004 the City Council directed the Planning and Parks Departments to prepare a new Comprehensive Plan and Parks Master Plan, respectively. The City also decided to include the Parks Master Plan as a section of the Comprehensive Plan.

The City employed a private consulting firm to prepare the Comprehensive Plan in December 2004. The goal of the planning process was to prepare the plan through a committee; this committee was appointed by the City Council. The Comprehensive Plan Advisory Committee (CPAC) convened 13 times to review goals and objectives policies and recommendations. In addition to these meetings, two public workshops were held for public input. One public hearing was also held specifically for Parks and Recreation input into the planning process.

### B. Goals & Policies

**GOAL 39: A Comprehensive Trail System that meets the needs of Fredericksburg residents and visitors.**

Policy 39.1. The City should identify the various types of trails – multi-purpose trail, serving recreation needs (for instance along a natural feature), or connector trail, serving transportation purposes. Paving standards and other design features should be adopted for construction of both types.

Policy 39.1 The City should develop standards for incorporating hike and bike trails into existing rights-of-way where possible, or by including additional width in the pavement and/or parkway of proposed streets.

Policy 39.3 The City should identify opportunities for using trails to linking key locations within Fredericksburg. Such trails should connect city parks and landmarks to the Downtown area. Trails should connect neighborhoods to destinations within the neighborhood as well as to major public facilities and key destinations.

Policy 39.4 The City should study the potential of a pedestrian trail along West San Antonio.



**GOAL 40: A system of outstanding parks and open space areas which are responsive to the leisure needs of a growing community and sensitive to the conservation of natural resources.**

Policy 40.1. The City should increase quality recreational opportunities for Fredericksburg citizens.

Policy 40.2 The City should encourage and conserve natural areas of Lady Bird Johnson Park, native habitat, wildlife, creek corridors, and wooded areas so as to enrich the local quality of life.

Policy 40.3 The City should seek the donation of land for parks, open space, greenways and floodplains.

Policy 40.4 The City should administer development and construction guidelines which result in minimal destruction of native and wildlife habitats along key creek corridors and open space areas.

**GOAL 41: Recreational facilities, programs and park areas that meet the needs of a diverse population with various levels of ability and skill.**

Policy 41.1. The City should recognize the special needs of youth, teens, adults, the elderly and handicapped when designating and providing recreational facilities.

**GOAL 42: An equitable geographic distribution of parks and recreational facilities.**

Policy 42.1. The City should acquire necessary parkland and open space at the time of development review in accordance with the classification of parks identified by the Parks Element of the Comprehensive Plan.

**GOAL 43: Orderly replacement and/or re-design of aging parks and recreational infrastructure to ensure existing recreational opportunities are not lost.**

Policy 43.1. The City should continue to upgrade existing park and athletic facilities and playgrounds in order to provide a safe open space environment.

**GOAL 44: Cooperation with the school district, county and other agencies, as well as community organizations, to provide cost-effective services and optimize benefits to citizens.**

Policy 44.1. The City and the Fredericksburg Independent School District should work together to promote the integrated development of schools and park sites.

Policy 44.2. The City should seek joint financing of new recreational and athletic facilities with the Fredericksburg Independent School District.

Policy 44.3 The City should seek joint financing of new recreational and athletic facilities with Gillespie County.

## C. Inventory of Areas and Facilities

The list beginning on the following page is discussion of the existing park and recreational facilities in Fredericksburg. This list is a simple enumeration of the existing parks, their size, and the National Recreation and Park Association (NRPA) park classification that best describes their function within the City's park system.

### 1. Elementary School Park

<b>Size:</b>	10 acres
<b>Park Type:</b>	Neighborhood Park
<b>Existing Facilities:</b>	Baseball/practice field Soccer practice field Jogging track Basketball Court Playground Picnic Pavilion Restrooms

### 2. Frantzen Park

<b>Size:</b>	1.8 acres
<b>Park Type:</b>	Neighborhood Park
<b>Existing Facilities:</b>	Picnic facilities

### 3. Marktplatz (Market Square)

<b>Size:</b>	4.5 acres
<b>Park Type:</b>	Special Use Park
<b>Existing Facilities:</b>	Large picnic pavilions Playground Restrooms



#### 4. Oak Crest Park

**Size:** 10 acres  
**Park Type:** Community Park  
**Existing Facilities:** 3 lighted baseball fields

#### 5. Old Fair Park

**Size:** 10 acres  
**Park Type:** Community Park  
**Existing Facilities:** Baseball/soccer fields  
Playground

#### 6. Town Pool

**Size:** 1 acre  
**Park Type:** Community Park  
**Existing Facilities:** Swimming pool  
Parking spaces

#### 7. Lady Bird Johnson Municipal Park

**Size:** 260 acres  
**Park Type:** Regional Park  
**Existing Facilities:** 18-hole golf course  
Basketball court  
Olympic-size swimming pool  
Baseball/softball field  
3 picnic pavilions  
R.V. campground  
Nature trail  
Picnic tables  
6 tennis courts  
Sand volleyball



## D. Parks, Recreation & Open Space Classification

To deliver a variety of recreational features in an efficient manner, some type of relationship-defining system must be established among those spaces used for recreation. Guidelines and standards recommended by the National Recreation and Park Association (NRPA) have been followed by cities for many years to define a hierarchy for their park systems. The Association made major revisions to their recommendations for delivering park and recreation services in the publication, Parks, Recreation, Open Space and Greenway Guidelines, published in December 1995. The classification system has been changed slightly to more closely define Fredericksburg's park space in relationship to its proposed use.

The following identifies the NRPA classification of parks, their description, location criteria within the community and criteria for size. Only the park classifications selected specifically for Fredericksburg are defined in this section. Once established, these guidelines are then applicable for structuring the Fredericksburg park system in an orderly manner responsive to the recreational demands being generated by the present and future population.

### 1. Neighborhood Park

The neighborhood park is considered to be the most important feature of a park system and is one of the major cohesive elements in neighborhood design. Its primary function is the provision of recreational space for the entire neighborhood which surrounds it. The following describe general aspects of neighborhood parks.

- Space in the neighborhood park should be distributed between active and passive uses (refer to the facilities explanation below for more detail).
- When it is possible to combine an elementary or middle school with this type of park, the two features further enhance the identity of the neighborhood by providing a central location for recreation and education and a significant open space feature within the neighborhood.
- The neighborhood park should be located near the center of a neighborhood area/park planning area and have a service area of approximately one-half mile to one-quarter mile.
- The size should be related to the service area population and the menu of activities chosen for placement in the park. Five (5) to ten (10) acres is the optimal size for this park.



- Safe and convenient pedestrian access is considered important to a neighborhood park location.
- Generally, the location should not be adjacent to a heavily traveled major or minor thoroughfare.
- Facilities normally provided at a neighborhood park consist of:
  - Playground equipment for small children
  - A multiple-purpose, hard-surfaced play area
  - Space for court games, such as basketball, tennis, volleyball and in-line hockey
  - Playfield space for non-organized competitive games such as baseball, football and soccer
  - Passive space possibly for a pavilion with tables and grills, restrooms, drinking fountains and sitting areas
  - Off-street parking – this should be a consideration if users are beyond an acceptable walking distance or if users need to drive to access the park
  - Non-lighted athletic facilities - it is not desirable to light athletic facilities in a neighborhood environment since lighting is often objectionable to nearby residents.
  - Lighting for security purposes should be incorporated into the park.
  - The allocation of space in the neighborhood park should be approximately 50 percent passive area and 50 percent active area. The above facilities are those generally considered for active space. The passive space should be used to develop the character of the park by creating an open landscaped setting with trails, sitting area, and picnic space. This park becomes an integral part of the neighborhood.

### 2. Community Park

A community park is larger in size than a neighborhood park and provides service to several neighborhoods or specific sections of the community. The community park is oriented primarily toward providing recreational opportunities not feasible in a neighborhood park.

- A community park serves several neighborhood areas, and should therefore be conveniently accessible by automobile and include provisions for off-street parking.
- The optimal size for the community park is between 40 and 150 acres. This size should be based on its intended use and the population residing in the service area. Natural features such as terrain, tree cover, flood prone areas, and water features are all factors to be used in selecting and sizing this type of park.
- Activities provided should include both active and passive space.
- Space for active uses associated with neighborhood parks including field and court games.
- Passive spaces more extensive than the neighborhood park for trails, natural areas, picnicking, and ornamental or natural landscape areas.
- Facilities for cultural activities such as plays or concerts, possibly provide an amphitheater.
- Lighted or unlighted athletic fields or facilities may be placed in community parks provided careful thought is given to their design and location.
- A community park should be well removed from the residential environment due to the traffic, noise, and lights associated with the sports complex.
- Based on use, accessibility and other requirements, the Community Park should be located in a nonresidential area served by major thoroughfares.

- Sites are not recommended to be less than 40 acres with the optimal site ranging upward to 80-150 acres, if demand is present.
- Although community parks are designed primarily for competitive play by both young people and adults, other features should be included in the complex. Among these are play apparatus, court game space, picnicking facilities, and trails.
- Support facilities in a sports complex include restrooms, concessions, multi-purpose building(s), and maintenance facilities.
- Parking is a major consideration for the sports complex and spaces should be allocated to accommodate those currently participating, those lingering following the previous games and those arriving to participate in the next scheduled game.

### 3. Greenways

This classification applies to types of land that have characteristics such that they are either undevelopable or suitable to provide links between other park areas.

- These spaces are generally natural corridors along creeks/flood prone areas or along easements containing a man-made feature.
- There are no specific size criteria for these spaces; however, establishing a minimum width is important to the function of the greenway, particularly if used as a location for a trail. This width should not be less than 50 feet. Where the greenway is on either side of a natural drainage course a minimum of fifteen feet shall be provided for foot traffic or motorized vehicles performing maintenance along the greenway.



### 4. Special Use Park

These parks or recreational spaces are identified by a single use, and fall into three categories:

- *Historical/cultural/social sites* – These sites offer recreational opportunities because of their unique characteristics. A local example is the Marktplatz Park. Others might include ornamental gardens or special use structures.
- *Recreational facilities* – These are generally single-purpose facilities such as a senior center, community center, golf course, or marina.



- *Outdoor recreational facilities* – These vary, but examples include a tennis center, stadium, or possibly a special type of sports complex designed specifically for a single sport.

## 5. Regional Park

Regional parks serve an area beyond the City limits and/or the ETJ. Typically these parks are large in geographical size. Lady Bird Johnson Municipal Park would be classified as a regional park for several reasons: its 260 acre size and the Lady Bird Johnson Golf Course, which serves regional residents and tourists who visit Fredericksburg. The Recreational Vehicle Camp Ground also is a regional recreational use.

## E. Needs Assessment & Identification

### 1. General Assessment

The City of Fredericksburg is the largest city in Gillespie County. Many of the cities in the county may not have the resources to provide park and recreation opportunities. The City of Fredericksburg currently provides these park and recreational facilities to residents of Fredericksburg and residents who live outside of the City, but within Gillespie County.

### 2. Public Hearing

The City of Fredericksburg held a public hearing on August 24, 2005, to receive citizens' comments on the park and recreational needs within the City. The hearing was advertised in the local newspaper, and local athletic and civic organizations were notified.

The public hearing was conducted by the City of Fredericksburg. Participants were given the opportunity to complete questionnaires and to verbally express their concerns, needs and vision for the Fredericksburg park system.

The public comments were varied in all areas of recreation. Strong support for trails was voiced. Conservation of natural resources and preservation of open space was also mentioned. The following is a listing of priorities of recreational elements mentioned at the public hearing.

1. Hike and Bike Trails
2. Recreation Center (Indoor Recreation)
3. Adult Softball
4. Golf Course
5. Picnic Opportunities
6. Natural Area/Greenbelts

### 3. Standard-Based Needs Analysis

This approach is used to assist in assessing the future recreational needs, and follows established and recognized standards for assessing the quantity of park land and the number of facilities that are needed to meet the needs of a given population.

#### a) Facility-Recreation Standard

One source used in this approach is the National Recreation and Park Association (NRPA). The NRPA has functioned as a source of guidance for park standards and development for a number of years. The NRPA's standards are suggested as a guide for determining park and open space needs. From community to community, differences will be found in the socioeconomic and cultural characteristics, as well as in climatic conditions. Therefore, the range of demands and preferences for recreational activities will vary with these differences. Obviously, these variances will directly influence a uniform standard for all locations. NRPA is very specific to point out that their data is to be used only as a guide to the development of local standards. Therefore, the NRPA provides input to the formation of local needs.

A standard-based needs analysis has been prepared for the current City population of 10,000 within Figure 13. This analysis has also been prepared for an estimated population of 14,000 people in the year 2030 in Figure 14. In addition, Figure 15 shows what the City's needs will be with a projected ultimate population of 21,000 (see Figure 7 in Chapter 5). Finally, Figure 16 shows the calculations for the ultimate (year 2050) urban population of 33,000 within the City limit and ETJ.

These figures represent standard comparison analyses. These analyses illustrate the level of services provided at various populations and what the projected facilities need would be for an anticipated population. As stated previously, it is important to note that these are a national standards and the comparison will vary from city-to-city. For rural areas like the area around Fredericksburg, it is common for larger cities to provide recreational facilities to smaller communities nearby. Often, smaller communities do not have recreational facilities and depend on larger area cities for these resources.



<b>Park Facility Standard Analysis Ratio                      Using Existing Population of 10,000 People in the City</b>			
<b>Facility</b>	<b>NRPA Standards</b>	<b>Current City Inventory</b>	<b>Facilities Needed</b>
<b>Basketball</b>	1/5,000	2	1/4,000=3
<b>Tennis Courts</b>	1/2,000	6	1/4,000=3
<b>*Baseball</b>	1/20,000	2	1/5,000 =2
<b>*T-Ball</b>	NS	2	1/5,000=2
<b>*Youth Softball</b>	1/5,000	2	1/5,000= 2
<b>*Adult Softball</b>	1/5,000	2	1/5,000=2
<b>Football</b>	1/20,000	0	1/65,000=1
<b>*Soccer</b>	1/10,000	8	1/5,000=2
<b>Playgrounds <sup>(1)</sup></b>	NS	3	(1)
<b>Picnic Tables</b>	NS	194	1/300=33
<b>Swimming Pool</b>	1/20,000	2	1/20,000=1
<b>Volleyball</b>	NS	1	1/10,000=1
<b>Trails</b>	NS	Miles	As many as possible*
<b>Recreation Center</b>	1/20,000	0	1/25,000=1

<sup>(1)</sup> One playground should be installed for each proposed park.

NS = No Standard

NRPA = National Recreation and Parks Association

\* As many as possible in order to provide a comprehensive system of pedestrian trails that connect residential areas to parks, schools and open space

\* Baseball, T-Ball, Youth Softball, Adult Softball and Soccer use the same facilities

**Figure 13: Park Facility Standards, Existing**



<b>Park Facility Standard Analysis Ratio Using 2030 Projected Population of 14,000 People in the City</b>			
<b>Facility</b>	<b>NRPA Standards</b>	<b>Current City Inventory</b>	<b>Recommendation</b>
<b>Basketball</b>	1/5,000	2	1/4,000=4
<b>Tennis Courts</b>	1/2,000	6	1/4,000=4
<b>*Baseball</b>	1/20,000	2	1/5,000 =3
<b>*T-Ball</b>	NS	2	1/5,000=3
<b>*Youth Softball</b>	1/5,000	2	1/5,000= 3
<b>*Adult Softball</b>	1/5,000	2	1/5,000= 1
<b>Football</b>	1/20,000	0	1/65,000=3
<b>*Soccer</b>	1/10,000	8	1/5,000=2
<b>Playgrounds <sup>(1)</sup></b>	NS	3	(1)
<b>Picnic Tables</b>	NS	194	1/300=47
<b>Swimming Pool</b>	1/20,000	2	1/20,000=1
<b>Volleyball</b>	NS	1	1/10,000=2
<b>Trails</b>	NS	Miles	As many as possible*
<b>Recreation Center</b>	1/20,000	0	1/25,000=1

<sup>(1)</sup> One playground should be installed for each proposed park.

NS = No Standard

NRPA = National Recreation and Parks Association

\* As many as possible in order to provide a comprehensive system of pedestrian trails that connect

residential areas to parks, schools and open space

\* Baseball, T-Ball, Youth Softball, Adult Softball and Soccer use the same facilities

**Figure 14: Park Facility Standards, 2030**



Park Facility Standard Analysis Ratio Using the Ultimate Population of 21,000 People in the City			
Facility	NRPA Standards	Current City Inventory	Recommendation
<b>Basketball</b>	1/5,000	2	1/4,000=6
<b>Tennis Courts</b>	1/2,000	6	1/4,000=6
<b>*Baseball</b>	1/20,000	2	1/5,000=5
<b>*T-Ball</b>	NS	2	1/5,000=5
<b>*Youth Softball</b>	1/5,000	2	1/5,000=5
<b>*Adult Softball</b>	1/5,000	2	1/5,000=5
<b>Football</b>	1/20,000	0	1/65,000=1
<b>*Soccer</b>	1/10,000	8	1/5,000=5
<b>Playgrounds <sup>(1)</sup></b>	NS	3	(1)
<b>Picnic Tables</b>	NS	194	1/300=70
<b>Swimming Pool</b>	1/20,000	2	1/20,000=1
<b>Volleyball</b>	NS	1	1/10,000=3
<b>Trails</b>	NS	Miles	As many as possible*
<b>Recreation Center</b>	1/20,000	0	1/25,000=1

<sup>(1)</sup> One playground should be installed for each proposed park.  
 Table assumes lighted facilities  
 NS = No Standard  
 NRPA = National Recreation and Parks Association  
 \* As many as possible in order to provide a comprehensive system of pedestrian trails that  
 connect residential areas to parks, schools and open space  
 \* Baseball, T-Ball, Youth Softball, Adult Softball and Soccer use the same facilities

**Figure 15: Park Facility Standards, Ultimate City**



**Park Facility Standard Analysis Ratio**  
**Using the Ultimate Urban Population of 33,000 People in the City Limits & ETJ**

Facility	NRPA Standards	Current Fredericksburg Inventory	Recommendation
<b>Basketball</b>	1/5,000	2	1/4,000=9
<b>Tennis Courts</b>	1/2,000	6	1/4,000=9
<b>* Baseball</b>	1/20,000	2	1/5,000=7
<b>*T-Ball</b>	NS	2	1/5,000=7
<b>*Youth Softball</b>	1/5,000	2	1/5,000=7
<b>*Adult Softball</b>	1/5,000	2	1/5,000=7
<b>Football</b>	1/20,000	0	1/65,000=2
<b>*Soccer</b>	1/10,000	8	1/5,000=7
<b>Playgrounds<sup>(1)</sup></b>	NS	3	(1)
<b>Picnic Tables</b>	NS	194	1/300=110
<b>Swimming Pool</b>	1/20,000	2	1/20,000=2
<b>Volleyball</b>	NS	1	1/10,000=4
<b>Trails</b>	NS	Miles	As many as possible*
<b>Recreation Center</b>	1/20,000	0	1/25,000=2

<sup>(1)</sup> One playground should be installed for each proposed park.

NS = No Standard

NRPA = National Recreation and Parks Association

\* As many as possible in order to provide a comprehensive system of pedestrian trails that connect residential areas to parks, schools and open space

\* Baseball, T-Ball, Youth Softball, Adult Softball and Soccer use the same facilities

**Figure 16: Park Facility Standards, Ultimate City & ETJ**



**b) Park Land Analysis**

Park land analysis is also evaluated on the basis of population, as shown in Figure 17 below. This evaluation is a solid guide and analysis for park land comparison. The acreage required per 1,000 residents varies for each park classification. For long range planning, this is a useful tool for determining future park land acreage.

**Park Land Acreage Analysis – City & ETJ**

Park Type	Recommended Acres per 1,000 Persons	Existing Fredericksburg Parks	Acreage for 10,000 Persons Existing Population	Acreage for 14,000 Persons Year 2030	Acreage for 21,000 Persons CL/UP	Acreage for 33,000 Persons Urban ETJ & CL/UP
<b>Neighborhood</b>	2.5 acres	28 acres	25 acres	35 acres	52.5 acres	100 acres
<b>Community</b>	5 acres	20 acres	50 acres	70 acres	105 acres	205 acres
<b>Special</b>	2 acres	4.5 acres	20 acres	28 acres	42 acres	80 acres
<b>Regional</b>	2-6 acres	260 acres	60 acres	84 acres	126 acres	240 acres
<b>Open Space/ Greenbelts</b>	6-8 acres	0 acres	80 acres	112 acres	72 acres	160 acres
<b>Acres Per 1,000 Persons:</b>	<b>23.5 acres</b>	<b>312.5 acres</b>	<b>235 acres</b>	<b>329 acres</b>	<b>397.5 acres</b>	<b>785 acres</b>

CL = City Limit  
 UP = Ultimate Population  
 ETJ = ETJ

**Figure 17: Park Land Acreage**



## F. Five-Year Action Plan/Priority Listing

The Five-Year Action Plan/Priority Listing as outlined in Figure 18 represents the culmination of the Park and Recreation Element of the Comprehensive Plan. It is the synoptic conclusion of the park master planning process. Review of the action plan by the City staff, City Council members, and citizens will allow analysis of action item recommendations for acquisition, improvements and new facilities to enhance the quality of Fredericksburg Parks and Recreation.

<b>Five-Year Action Plan/Priority Listing City of Fredericksburg, Texas</b>				
<b>Priority</b>	<b>Facility</b>	<b>Timing</b>	<b>Estimated Cost</b>	<b>Possible Funding Sources</b>
1.	Multi-Use Trails	2006 - 2010	\$75,000 per mile	Bonds, Grants, Private Donations
2.	Picnic Facilities	2006 - 2010	Varies	Bonds, Grants, Private Donations
3.	Playgrounds	2006 - 2010	\$70,000 per structure	Bonds, Grants, Private Donations
4.	Multi-Purpose Court	2006 - 2010	\$40,000	Bonds, Grants, Private Donations
5.	Splash Pad	2006 - 2010	\$175,000 to \$200,000	Bonds, Grants, Private Donations

Figure 18: Parks Priorities

## G. Graphic Parks and Recreation Map

The planned system of parks and recreation sites and facilities is shown on Figure 19 on page 7.17.





Figure 19

City of Fredericksburg, Texas  
Comprehensive Plan

# Future Parks Plan

-  Future Neighborhood Park
-  Future Highest Priority N. P.
-  Future Community Park
-  Future Hard Surface Trail
-  Alternate Trail

-  Rural
-  Low Density Residential
-  Medium Density Residential
-  High Density Residential
-  Public / Semi-Public
-  Parks & Open Space
-  Historic District
-  Commercial
-  Industrial
-  Downtown CBD
-  Uptown CBD
-  Mixed Use Corridor
-  Employment Center
-  Commercial Center
-  Steep Slopes
-  100-Year Floodplain

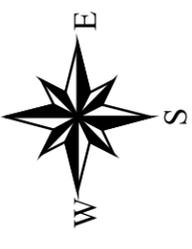
 Focus Areas

 Major Destinations

 Other Destinations

 City Limits  
ETJ

 Creeks

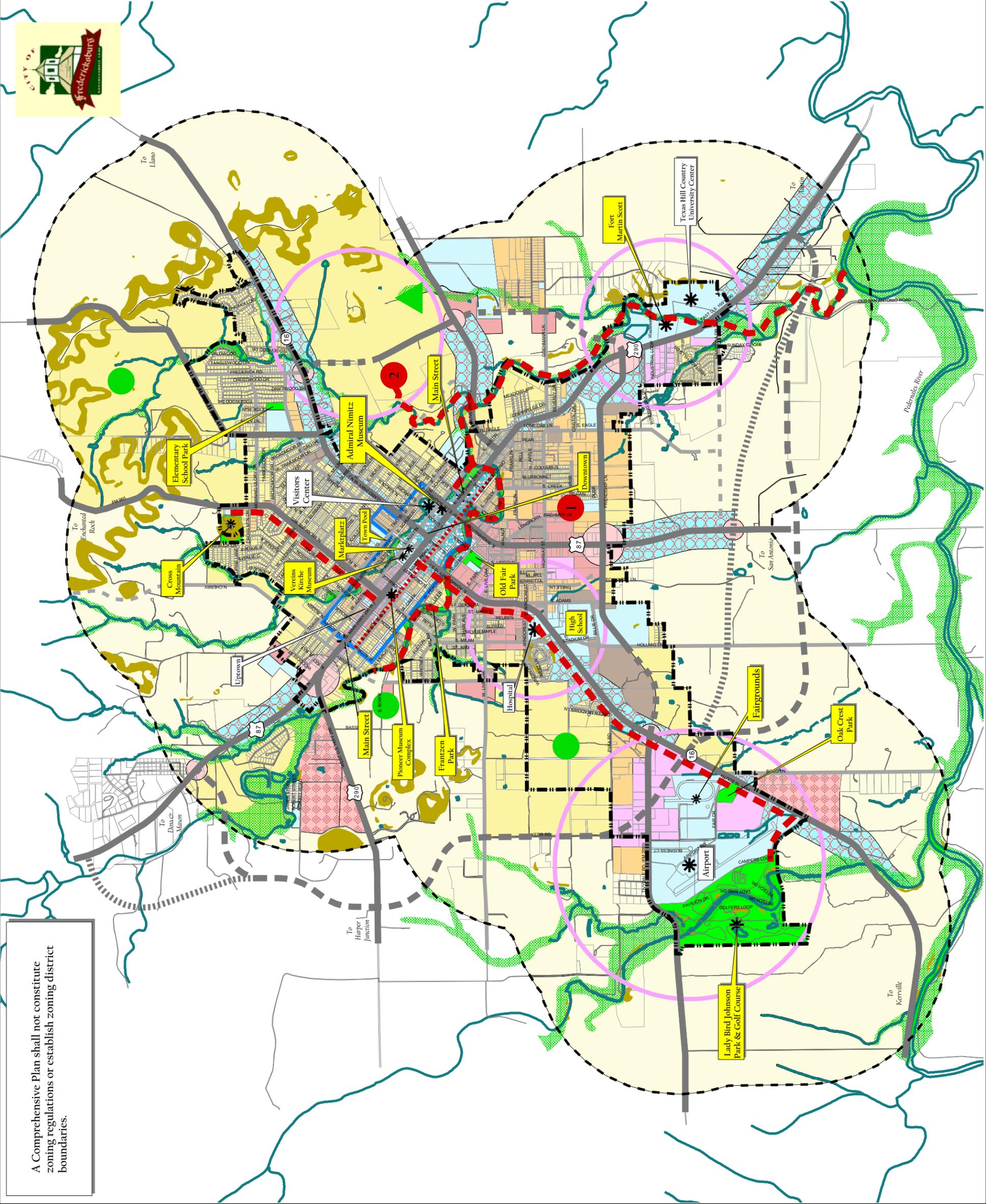


Adopted:  
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Dunkin Sims Stoffels, Inc.  
Landscape Architects Dallas, Texas

Strategic Community Solutions  
Dunkin Sefko & Associates, Inc.  
Urban Planning Consultants Dallas, Texas



A Comprehensive Plan shall not constitute zoning regulations or establish zoning district boundaries.

## Chapter 7: Parks and Recreation Element

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## H. Parks and Recreation Implementation

Based on the public hearing process and input from City Staff, the following is a summary of recommendations for the Parks and Recreation Department.

### 1. Cross Mountain Park

Because of the topography, Cross Mountain is a unique open space in the Fredericksburg parks system. It is also located in an area where there is no neighborhood park. Master planning for Cross Mountain's future improvements should consider provision of the parks features normally found in neighborhood parks along with other features related to the special characteristics of this site.

### 2. Future Neighborhood Parks

The City should strive to acquire and develop the two neighborhood park sites identified on the Future Park Plan.

### 3. Community Parks

The City will need one additional community park for athletic facilities. As described in this section, the City should acquire a minimum of 40 to 150 acres for this park.

### 4. Multi-Use Trails

The parks and open space map shows primary trail routes for the City. It is recommended that a secondary system of "connector" trails be incorporated into all new residential subdivisions. These trails should take the form of sidewalks, actual trails along drainage areas, or public open spaces. The main concept of "connector" trails is to provide ways to get people to the primary trail system. This will require the City to evaluate each new subdivision plat to ensure that as each subdivision is constructed it will promote access by providing connections and allow for future connections as other new subdivisions are built in the vicinity.

### 5. Park Dedication Ordinance

As referenced in Chapter 8, the City should review their park dedication ordinance and fee structure. Although this ordinance will primarily fund new park development. In some cases, existing City parks may benefit from the ordinance. The City should follow the criteria defined in Chapter 8 regarding park dedication and park funding.



## I. Parks Element Summary

The implementation of the Parks and Recreation Element of this Comprehensive Plan is dependent upon the proper coordination of input from contributing bodies or groups, including elected City officials (and appointed boards and commissions), City staff, sports groups, and most importantly the citizens of Fredericksburg. All parties must communicate and work collectively toward common goals – only this will ensure successful development of the park system. An example of the communication at the staff level would be consideration of this Parks Element of the Comprehensive Plan during review of proposed development plans by the City.

## 8. Plan Implementation

Planning is essential to setting the stage for quality growth and development in any community. But planning without implementation will not achieve any of the goals set by community leaders and citizens. Implementation – the actions taken to carry out the goals and policies expressed in a plan – must be a vital part of plan development. Implementation must be designed so that it can begin immediately after a plan is approved, and it must be structured so the organizations or decision-makers that are critical to successful implementation are committed to action.

Fredericksburg has been very successful in implementing its previous Comprehensive Plans. Its landscape and signage ordinances have been notably successful in carrying out the policies envisioned in the 1985 plan. The bond program passed in 2003 is one of many successful steps to carry out the 1996 plan. This comprehensive plan should continue this action-oriented approach for the Fredericksburg community.

This chapter of the Comprehensive Plan includes implementation recommendations that will carry out the goals and policies stated in all the earlier Plan Elements (i.e., Phases). They are combined into a coordinated action program so City leaders and other decision-makers can easily identify the steps that are necessary to achieve the vision for Fredericksburg described in this plan.

This implementation chapter is organized into ten sections. The first nine sections briefly describe each of the primary techniques that should be used to implement this plan. The final section provides an overall action agenda for the community. It uses charts and other graphics to describe the relationship among implementation techniques and the plan's policies. Also, it suggests priorities, timing and responsibility for action by the City of Fredericksburg and other entities. This chapter of the plan should be viewed as the first short-term work plan for implementation. It should be updated as progress occurs on these items. That process of taking action, reporting on results, and updating the priority action agenda is necessary to respond to change while achieving the plan's goals.

Truly successful communities have a vision for their future. They set out clear goals and a policy direction aimed at creating that vision. Then they have a practical and specific agenda for carrying out that direction. This chapter completes the comprehensive plan recommendations for Fredericksburg's successful action to achieve its vision for the future.

### A. Zoning Ordinance

The Zoning Ordinance is one of the most important tools for implementing a comprehensive plan. Fredericksburg's existing Zoning Ordinance will serve the city well in implementing most of this plan's goals and policies. Based on the recommendations within this Comprehensive Plan Update, the following major changes/amendments to the City's Zoning Ordinance should be completed within one year of the adoption of the Plan.



In addition to these major changes, a revision to the existing residential zoning districts should be considered. One of the recommended techniques for providing diverse and affordable housing is the creation of second residential units on existing large residential lots. The Livability Element's Policy 1.3 allows this flexibility for lots larger than 10,000 square feet. The Zoning Ordinance's existing residential districts should be reviewed and amended as necessary to implement this technique.

### 1. Revised Rural Residential (RR) Zoning District

The purpose of this district is to provide a competitive alternative to large-lot residential subdivision development in the ETJ. The City already has a Rural Residential Zoning District. The current standards allow water wells and special street types. It is recommended that the district be retained to implement the 2-acre-lot residential land use areas shown on the Future Land Use Plan. Certain modifications to the district should be made, however, in order to ensure that this district remains competitive with development standards applicable outside the City limits in the ETJ.

### 2. Agri-Business (AB) Zoning District

The City's current Zoning Ordinance does not have an Agri-Business Zoning District. The addition of this district will accomplish two objectives stated within the Plan. One, it will implement the recommendations of the Rural (RA) Plan category, and two, it will add a new district that could be used for the initial zoning designation for most new annexations. The minimum lot/parcel size for this district should be 10 acres. This district is appropriate for businesses such as wineries and seed farms, and other uses that include tourism and production aspects in the area between the City and the Pedernales River. It is also appropriate for homes on large sites/lots. This district would have many of the same development standards as the RR District, except it is not intended for residential subdivision (i.e., for lots less than 10 acres).

### 3. Cluster Development Option

Cluster development is a technique of developing residential lots whereby lots and buildings are concentrated in specific areas of a site; this allows the remaining land area to be preserved for a variety of purposes, including recreation and environmental protection. Although the Zoning Ordinance has a Planned Development District (PUD) within it currently under which a cluster development could be approved, such development would be encouraged if a Cluster Development Plan (CDP) was part of the Zoning Ordinance. A CDP would permit the maximum density allowed within an individual district to be clustered without the use of a PUD. This option therefore would not require the complete writing/drafting of a new district (i.e., PUD), as would now be required if a cluster development was proposed. A Cluster Development Plan (CDP) should be integrated into the Zoning Ordinance. This CDP would be used for processing cluster developments, and such developments would have to meet certain criteria, such as integrated perimeter buffers, site amenities, landscaping, public facility standards, and a variety of housing types.

#### 4. Mixed Use Corridor (MC) District

The incorporation of this district into the City's Zoning Ordinance would implement the Mixed Use Corridor category within the Future Land Use Plan. This district would be generally applicable along major roadways, such as US Highway 290 and 87, and State Highway 16. The City's present C-1 and C-2 zoning districts allow residential uses only by CUP (conditional use permit), but in this district residential uses would be permitted by right. Although uses could be mixed, there would be no requirement that they be "integrated" into a project or within the same building. This new district should incorporate many of the new TND (Traditional Neighborhood Design) and New Urbanism concepts that are being developed in many parts of the country today. These design concepts could be incorporated through a zoning overlay district for these areas. In this district, commercial uses should be limited, and retail, office, hospitality, and institutional uses should be encouraged. This district will ultimately encourage a better image of Fredericksburg along these major roadways.

#### 5. Mixed Use Commercial Center

The Mixed Use Commercial Center zoning district is recommended to implement the Commercial Center designation on the Plan. This designation occurs primarily at the intersections of existing or planned arterial roadways. These "nodes" should primarily consist of

regional retail uses integrated with office and hospitality uses, along with some residential uses. A major design concept of the district is the interconnection between uses. Many uses allowed in the present C-2 zoning district may be appropriate, but many may not (e.g., pawn shops, exterminating services, automotive washing, equipment repair). The buildings that provide for such uses, however, can be designed to a standard such that these uses are more appropriate than they otherwise would be. Also, use of the C-2 zoning district to implement the Commercial Center



designation would be impractical because removing the less compatible uses from this district would create too many non-conforming use issues. It is therefore recommended that this new Mixed Use Commercial Center district be created and integrated into the City's Zoning Ordinance.

## 6. Employment Center

This district is intended to be a combination of office, light industrial, technology, software, and similar business activities. Some retail or restaurant uses would also be appropriate. This district should be applied to relatively large areas. The existing M-1 zoning district is the closest to this category, except

most of the permitted uses are too broad, and not generally compatible with the intent of this district. Uses such as construction sales, pawn shops, extermination services, automobile repair and washing, among others, should not be permitted in Employment Center areas. The Employment Center district should be designed as a “business park”, with larger sites, more limited uses, and higher design standards than the current M-1 district. Ancillary uses make business operations easier that would make common errands more convenient for employees should also be permitted within the Employment Center district; examples of uses include restaurants, dry cleaning businesses, and office supply stores.



## 7. Industrial District Consolidation

If possible, the current M-1, M-2, and M-3 industrial zoning districts should be consolidated into two districts as M-1 and M-2, and the M-3 district should be deleted. These districts should allow essentially the same uses in order to minimize the creation of nonconforming uses. This consolidation would not negatively affect Fredericksburg’s ability to attract additional industrial uses, if desired. Few “heavy” industrial uses are locating in Texas; the new Toyota plant in San Antonio is a notable exception. If such a large industrial use wanted to locate in Fredericksburg, the use would likely desire a specialized Planned Development zoning district – this is already permitted in the Zoning Ordinance. Other heavy industrial uses, such as the cattle auction, could be accommodated through the Conditional Use Permit (CUP) process.

## B. Subdivision Regulations

Subdivision regulations direct the division of land into individual lots or parcels prior to development. The subdivision ordinances of the City of Fredericksburg and Gillespie County will be important tools for implementation of the Comprehensive Plan. The recommendations below involve modification of those existing ordinances.

## 1. Development in the Extra-Territorial Jurisdiction (ETJ)

The current Subdivision Ordinance (Chapter 9) was adopted in 1996 and has been adequate in administrating platting requirements. Although the Ordinance extends (as permitted by State Law) the City's subdivision jurisdiction to its ETJ, the Ordinance exempts many public facility standards in the ETJ. For example, County street paving widths are reduced by twenty (20) feet with no curb and gutter requirement and septic tanks are permitted (not permitted in the City limits).

When ETJ development is constructed to different standards than those required in the city, it may make the area difficult to annex in the future. The application of different standards to the same type and intensity of development also may affect the relative cost of development inside and outside the city. These issues have implications for Fredericksburg's fiscal well-being because people who live in these ETJ developments typically use city services and facilities, though they do not pay taxes to support them. The public facility standards that are applied in the ETJ and to similarly-developed areas in the city should be evaluated during development of an Annexation Plan (see section D below). Changes to City or County subdivision regulations may be needed as a result of that discussion.

## 2. Streets and Sidewalks Requirements

Section 9.1300 of the Subdivision Ordinance addresses the requirements for streets and other aspects of the public right-of-way to be provided when land is developed. It establishes minimum for the design of streets and sidewalks. This section of the ordinance should be reviewed to ensure that it effectively implements the mobility objectives of the Transportation Element of this plan. In particular, the location of sidewalks and provision of bike routes may warrant changes to this part of the subdivision ordinance or to the procedures followed in the subdivision review process. Other changes may be considered to clearly recognize the multiple functions of arterial streets (currently they are only defined as having a primary function "to carry as much traffic as possible through the City at as high a speed as is safely possible") and need for context-sensitive design, or to address future design requirements for special facilities such as Civic Streets or streets in Mixed Use Corridor and Commercial Center areas.



## C. Other Development Regulations

While zoning and subdivision are the primary regulatory tools available to a city, other related tools can also be used to achieve specific goals. The recommendations below relate to particular aspects of the Comprehensive Plan Elements.



### 1. Procedural Changes Required Because of Recent State Law Changes

Several statutes that are now part of the Texas Local Government Code have become effective as of September 1, 2005. SB 848 and SB 574, among others, relate to expiration dates of projects and application procedures. Also HB 1835 relates to “rough proportionality” requirements for public facilities. While interpretation of the effects of these statute changes is ongoing in many cities throughout Texas, it is recommended that the City consult its attorney to determine what changes may be necessary in its Subdivision and Zoning Ordinance to be in compliance with the new laws.

### 2. Park Dedication Ordinance

Presently the City has a requirement for park dedication in its Subdivision Ordinance (see Page 26.F). Although this requirement states the City can charge a park dedication fee it does not establish procedures or a fee amount for such a requirement. To properly establish a park dedication fee the City must develop a Park Capital Improvement Plan that includes costs for land and facility improvements. The Park and Recreation Element recommends trails and neighborhood park improvements as the highest priority park system improvements. These types of park improvements qualify as items that can be included in a park dedication fee. To calculate a correct park dedication fee a methodology must be used similar to the way impact fees are charged for water or sewer capital improvements. It is recommended the City update the Subdivision Ordinance and replace Section 9.1400 F (page 26) with new procedures and a fee based on the current plan (with construction costs) before any attempt is made at charging fees under the existing Ordinance. Many cities throughout Texas have adopted similar ordinances that Fredericksburg could use as a prototype but the City needs to prepare a Capital Improvement Plan with itemized costs to calculate the appropriate fee charged.

### 3. Design Standards

Community character and a high quality of urban design are very important to Fredericksburg. The best ways to realize these objectives are to ensure that the design of public buildings and facilities reflects these expectations and to establish design standards that apply to development by the private sector or other public agencies. Fredericksburg has an adopted set of design guidelines for its Historic District. As part of implementing this plan, the City should consider design standards or guidelines to address additional key areas within the community. These should cover:

- Compatible design of public facilities



within neighborhoods

- Design for tourism-related developments that maintain community character and natural assets
- Design for quality, but also for flexibility in materials, architecture, etc. (i.e., to avoid any “cookie-cutter” development)
- Design that supports the Central Business District’s unique retail character
- Compatible design for developments adjacent to designated historic resources and major civic institutions
- Design along major entry corridors into the city
- Design that retains the natural features of the site
- “Green” building design
- Appropriate design in the Airport, Health, University and Residential Focus Areas
- Context-sensitive design for transportation facilities
- Design of open space and trail networks

Some communities have viewed community design as an additional burden or cost. However, there are two factors that support the use of design guidelines or standards to implement Fredericksburg’s Comprehensive Plan. First, this community places a very high value on its character, which is directly linked to the design of the community today. For economic reasons as well as aesthetic ones, it is important for Fredericksburg to maintain this distinctive identity. Second, national trends show an increasing interest in creating communities with a ‘sense of place’, that place more emphasis on the form of the development than on the uses that occur within it. These ‘new urbanism’ or ‘traditional neighborhood developments’ offer the potential of vibrant development that can be successful over the long term. Design is critical to the success of such form-based approaches.



In developing design guidelines, Fredericksburg should recognize that a part of the community’s charm is the mix of design features that exists today. The guidelines should be written in a way that encourages compatible design but they should not be so restrictive or so limiting (in terms of design styles) that they stifle the creativity and serendipity that makes this a distinctive community.

In addition to these design and community character objectives, Fredericksburg also seeks to provide diverse and affordable housing for the people who live and work in this community. For this reason, the process of creating design guidelines must also consider their impact on the costs of construction and the life-cycle costs of operating and maintaining the buildings. The studies that will be needed to implement

these design recommendations should include consideration of their impacts on cost. Among the approaches to balance these objectives are:

- Identify the geographic areas where the design guidelines will apply so they affect key areas but do not extend too broadly across the community.
- Consider the use of voluntary guidelines in areas where the design objectives allow these (rather than stricter design standards).
- Evaluate the benefits of particular design standards as compared to their impact on housing affordability.
- In areas where design is very important but costs for high quality are very high, consider public programs to help fund these improvements.

It should be noted that any design standards should be required with consideration given toward creativity. Standards that result in “cookie-cutter” developments is not the intent of this recommendation – the intent is to ensure quality development that will remain visually appealing. Therefore, such standards should not be rigid to the point that unique, innovative design is stifled in any way.

### 4. Review of the Comprehensive Plan

Any comprehensive plan is intended to provide a long-range set of goals, policies and implementation measures. None of these are intended to exist unchanged for the entire twenty or thirty year timeframe addressed by most plans. A regular review process is important for keeping a plan relevant and effective. An annual review process can provide the opportunity to report on actual development trends and population growth, progress on implementation programs and any unanticipated issues that may arise. The annual review can be used to make adjustments to the Future Land Use, Thoroughfare or Parks Maps as well. A periodic major review can address more significant changes in the trends affecting Fredericksburg. Typically, a major review is scheduled every five to seven years.

### 5. Training for Elected and Appointed Officials

Effective decision-making requires that the people serving the City in elected or appointed positions have the best and most current information available to them. In terms of planning issues, this includes information on new planning tools and techniques as well as the application of existing tools in new situations and changes due to legislative action or court cases. City Council, Planning and Zoning Commission and City staff members should participate in regular training programs to stay abreast of such trends and practices.

## D. Annexation Plan

The City expands its boundaries principally through annexation of adjacent territory. The State of Texas has established detailed procedural and substantive requirements for annexation. As Fredericksburg continues to grow outward, it must follow these requirements in its consideration of possible annexations.

The primary tool to direct annexation is an Annexation Plan. The state requires preparation of a three-year annexation plan prior to the annexation of any 'populous areas'. Vacant or less populated areas can be annexed without being included in the annexation plan. Fredericksburg should develop a three-year annexation plan to guide its future expansion.

The process of creating an Annexation Plan should be the focus of continuing discussion about development standards for areas that are currently in the ETJ but are expected to be annexed. Currently some standards that apply in the ETJ (in terms of lot size, water and sewer service provision and roadway size and design) are different than those that apply inside the city limits. These differences affect the cost of development; they also may change the character of the development that occurs. Importantly, they can make an area difficult to annex in the future because improvements are substandard and the city cannot afford to provide adequate services as a result. If key areas develop in this way, they can landlock the city and constrain its ability to grow. The policy issues related to these standards should be investigated and resolved as part of Annexation Plan creation.

When the city's geographic extent increases due to annexation, its ETJ also expands. The Growth Element of this Comprehensive Plan suggests that Fredericksburg may want to extend its ETJ over time to include the area south of the city and adjacent to the Pedernales River. This concept, and the timing for action, should be considered in greater detail during preparation of the Annexation Plan.

## E. Capital Improvements Program

Public investment in infrastructure is a key factor in shaping Fredericksburg's development pattern and in determining whether its residents and businesses will receive the services they need. The City of Fredericksburg has used bond programs to effectively implement its previous Comprehensive Plans. Implementation of this plan should also involve capital investment. In addition to the City's investment, other public entities including Gillespie County and the State of Texas should invest in capital improvements to meet mobility and other needs here.

Creation of a five-year capital improvements program (CIP) is recommended. This program should list the particular capital projects the City intends to undertake in the short term. It should form the basis for bond elections. The first year of the CIP should become the City's capital budget for that year. The CIP should be updated annually so it always includes a 5-year projection of capital projects. This means that



the first CIP would cover years 1 through 5 of plan implementation. In the second CIP, the year 1 projects should be complete, so the new CIP would address years 2 through 6, with the year 2 projects as the focus for the capital budget. This annual review and update gives the City a way to efficiently plan, design and construct multi-year projects; it also builds in flexibility to modify the CIP's list of projects to respond to changing circumstances and opportunities.

### 1. Adequacy Improvements

The Comprehensive Plan contains policies that establish standards to define whether public services and facilities are adequate to meet the needs of residents and property owners. An early plan implementation project is the completion of an 'adequate public facilities' policy that sets specific standards for each of the affected services. These standards can then be applied to the City's existing facilities to determine whether or not they are adequately serving the community. Areas where services are not adequate to meet the defined levels of service should be mapped and the facilities needed to bring the area up to standard should be identified. The facilities needed to provide adequate service to the existing community should receive a high priority within the capital improvements program. They should be included in future bond programs and constructed so all residents can enjoy adequate public services and facilities.

### 2. Bicycle & Pedestrian Routes

A major thrust of this Comprehensive Plan is the emphasis on networks for bicycle and pedestrian mobility. These sidewalks, trails and paths help to achieve goals in all elements of this plan. The Future Parks Plan in the Parks and Recreation Element outlines major trail concepts. In the Livability Element, a more extensive network of paths and trails is recommended that connects all neighborhoods to key citywide destinations and to nearby schools, parks and open space areas.

Plan implementation should include the creation of a more detailed bicycle and pedestrian network plan, along with provisions to be included in zoning and subdivision regulations so these routes can be put in place when new development occurs.

### 3. Other Major Facilities

Three major new facilities are included in this plan. These are facilities that serve the entire Fredericksburg community and the larger Hill Country region; they meet significant goals stated in the plan. Their specific location, design and building program are important factors that will determine how well they fit in the community, how much they contribute to Fredericksburg's future character and how successful they will be. These facilities should be detailed through more specific design and engineering studies. They include:

- **Water/Wastewater System Improvements.** The current master plan for these systems was completed in 1997. Since then, City staff has monitored facility needs and has managed additional

improvement projects. The existing master plan should be reviewed and modified as necessary to be consistent with the Future Land Use Map and other components of this Comprehensive Plan. Areas for review include current and projected water treatment and distribution as well as wastewater collection and treatment. Areas where capacity constraints limit the city's ability to provide service should be identified and addressed. Also, existing facilities should be analyzed to identify any areas where new investment is needed because of the age or condition of existing facilities. In particular, there appears to be a constraint in the lines east of town that has constrained new development. New infrastructure projects may be needed to address these issues. This review of water and wastewater system plans will serve an additional purpose because it can form the basis for an update of the city's impact fees for these facilities, an update that will be required to comply with state statutes.

- **Major Transportation Facilities.** The Transportation Element of the plan recommends a "Southwest Hill Country Drive" to address near-term issues of traffic congestion downtown and routing of heavy truck traffic. It also includes the "Loop Highway" that has been under discussion with the Texas Department of Transportation for several years. Both facilities will require more detailed traffic engineering and design studies. The specific alignment and design of Southwest Hill Country Drive should be the focus of design and investment in the short term. Investment in the Loop Highway is a longer term project.
- **A Community Park.** The Parks & Recreation Element identifies the need for an additional Community Park in Fredericksburg. The City is currently below the recommended standard for community park acreage; more acreage (and community park facilities) will be needed over time. The specific location and design of this park is an important capital investment priority.

#### 4. Capital Investment Priorities

Based on the recommendations of the Land Use, Transportation and Parks & Recreation Elements, the following capital investments are identified as top priorities for the City of Fredericksburg's investment.

- Review and modification of water/wastewater master plan as necessary to be consistent with this new Comprehensive Plan
- Improvements to address water/wastewater system constraints on the eastern side of town
- Completion of the arterial connection on the eastern side of Fredericksburg between Highway 16 (North) and RR 1631
- Completion of the Friendship Lane extension to Highway 16 in the southwest
- Creation of the new arterial connection on the western side of Fredericksburg between Tivydale Road and Live Oak (the first segment of Southwest Hill Country Drive)
- Development of existing green spaces, such as Cross Mountain, to serve park and recreational needs
- Creation of a neighborhood park in the vicinity of Friendship Lane and South Creek
- Creation of multi-use trails, paths and sidewalks (some of these routes can be built in conjunction with other roadway transportation projects, such as the S.H. 16 improvement project underway now by Texas Department of Transportation)



- Construction of picnic facilities and playgrounds in existing parks

These capital improvements are in the second priority grouping.

- Creation of the new arterial connection on the western side of Fredericksburg between Live Oak and 290 (the second segment of Southwest Hill Country Drive)
- Creation of the new arterial connection on the western side of Fredericksburg between 290 and 87 (the third segment of Southwest Hill Country Drive)
- When the Texas Department of Transportation initiates improvements along SH16, coordinate with TxDOT to ensure that such improvements reflect the trail plan
- Construction of multi-purpose courts in existing parks
- Creation of a neighborhood park in the new Residential Focus Area (design of park plans so they can be implemented following annexation)
- Creation of a new Community Park (land acquisition should be the first step; construction of park facility improvements could come later)

### F. Other City Programs

As important as development review and capital investment are, they cannot, by themselves, achieve all the goals in this plan. Services and programs carried out through the City's operating budget are also important to meet resident and business needs and to contribute to Fredericksburg's quality of life. This Plan Implementation chapter recommends a number of studies and research projects to take the next steps in achieving the plan's goals. In addition, five programs are specifically recommended for the City.

- **Code Inspection.** Fredericksburg has an existing code enforcement function and staff. This ongoing program should be used to ensure that housing in Fredericksburg's neighborhoods is safe for its residents.
- **Public Facilities Design.** Several policies address the design of the City's own capital projects. These projects should exemplify the high quality of design expected in this community. In addition, public projects should be designed to be compatible with the character of their locations, whether in the Central Business District, a new Focus Area or a neighborhood. The City's Public Works staff should review existing design requirements for public facilities and modify them as necessary to meet these expectations.
- **Adequate Level of Service (LOS) Standards.** As noted previously, this Comprehensive Plan establishes the concept that all parts of the City should receive public services that meet an established standard of adequacy. The City does not now have a specific set of LOS standards that apply to all the public facilities and services discussed in the Comprehensive Plan. A study and a policy decision by the City Council will be needed to set these standards.
- **Water Conservation Program.** Water is a scarce commodity throughout Texas. Fredericksburg seeks to make more efficient use of the water resources available to it. The City's Water and Wastewater Department should develop and implement plans to conserve this limited resource.

- **Non-Renewable Resources Program.** In the Sustainability section of this plan, Fredericksburg sets out a goal of making alternatives to non-renewable resource use available to its residents. This is an important direction for the community’s long-term health and sustainability. A successful and effective program to carry out this policy direction must be developed by the City and a number of other stakeholders. Other electric providers (e.g., utilities, gas, water, etc.) should be involved, as should other public agencies, environmental organizations, civic groups and the Hill Country Memorial Hospital.

## G. Incentives and Financing Programs

Fredericksburg has generally not used incentive programs in the past. But incentives and other sorts of financial assistance may be necessary to fully implement the goals and policies of this plan. Incentives may be needed so Fredericksburg can compete effectively with other communities for business attraction. Some assistance may be important to provide housing that is affordable to Fredericksburg workers. And it may be important to ensure that new growth ‘pays its own way’. The incentive and financing programs listed below are all used by other cities to achieve these goals. Their potential contribution to Fredericksburg’s goals should be evaluated carefully, with the involvement of those stakeholders who may be affected by the programs. Their benefit in achieving community goals should be weighed against their fiscal impact. After such study, those programs that demonstrate overall net benefits to Fredericksburg should be implemented.

- **Housing Entity Analysis.** The Housing section of the Livability Element suggests that some form of new entity may be necessary to achieve affordable housing goals. This could be a housing authority, a land bank or other mechanism. If the study on housing needs concludes that new entities or financing programs are needed, these should be designed and put in place.
- **Economic Development Incentives.** Incentives are used by many Texas cities to attract new businesses or to retain existing businesses. While there is a lively debate about whether these incentives really provide notable community benefit, it is true that many cities believe they must have incentives available if they are to be competitive with other communities that use them aggressively. Several Economic Development policies direct the EDC, the City and Gillespie County to collaborate on analyses that will shape an economic development strategy. Depending on the results of this work, the same partnership of organizations should consider the potential benefit incentives may provide to Fredericksburg.
- **Incentives for ‘Green Building’.** If the City’s evaluation of LEED standards and other ‘green building’ techniques shows that these techniques are appropriate here, research into state and national programs to provide incentives may identify resources that will help implement these new programs.
- **Open Space Easement/Dedication Program.** The Hill Country surrounding Fredericksburg is one of the key aspects of its community character. Preservation of key open space areas retains this natural environment and should make these areas accessible to residents. A program for



open space easements and/or dedication could be an important tool to achieve these goals and help the current property owners realize the value of their property.

- **Façade Easement Program.** A façade easement program could provide financial assistance to owners of historic buildings in Fredericksburg. With this program, the city or a non-profit organization would purchase an easement from the property owner that covers just the façade of the building. By granting the easement, the owner agrees to maintain it with its existing character, so the community can be sure to retain such character for future generations.
- **Impact Fees.** Texas established a specific procedure for impact fees in 1987. These fees are designed so new development covers the cost of new public facilities that are needed because of the development project. Fredericksburg should review its existing impact fees to keep them up to date; it should investigate the feasibility of impact fees for other facilities (i.e., roadways) and should implement them if appropriate.
- **Other Incentives.** As the plan is implemented, there may be other areas that may qualify for incentives from state or federal agencies or non-profit organizations. These programs should be evaluated and pursued where appropriate.

## H. Public – Private Partnerships

The final type of implementation program is the public-private partnership. Such partnerships are essential to achieve the community described in this plan’s Vision Statement. The City government, on its own, does not have the resources, expertise or decision-making authority to create that desired community. Individual private property owners cannot create that desired community solely by the investments they make on their particular properties. Other governmental or non-profit organizations can bring expertise and resources to the table, but they are usually focused on specific issues or service areas. By partnering and collaborating, all these stakeholders in Fredericksburg can contribute to the future community envisioned by today’s leaders.

A good example of a successful public-private partnership is the Texas Hill Country University Center. This project already has an identified site and a conceptual plan. The City worked with various entities to take this project from vision to reality, including the FISH, Hospital, Gillespie County Historical Society, Good Samaritan Center, etc. Its completion will be extremely important to Fredericksburg. Beyond completion, this public-private partnership will need to continue, with sustained dialogue with the various entities, City representation on committees/boards, and perhaps financial support.

Other public and non-profit organizations are not bound by the City’s adoption of a Comprehensive Plan. Since many of these organizations have participated in developing this plan, the plan should reflect their interests and concerns. These organizations should be encouraged to evaluate the Comprehensive Plan and to help make it a reality by incorporating appropriate policy statements and action recommendations in their own strategic plans, work programs and budgets; the City should make copies available for leaders in major businesses, public entities, service organizations, and community organizations as a step toward such encouragement.



Key partnership opportunities are listed below; they are discussed in more detail in the specific Plan Elements. It would obviously be very difficult to carry out all of these projects at the same time. The appropriate stakeholders should be involved in decisions about project details, priority and timing.

- Housing needs study
- Creation of an affordable housing partnership
- Design of a program to provide home maintenance and repair assistance to elderly residents so they can remain in their own homes
- Collaborations with neighborhood and civic or social organizations that will provide programs and services to enhance the quality of life in Fredericksburg
- Continuing partnership between the City, FISD, and the County to provide joint facilities for schools and parks in Fredericksburg
- Collaborations to provide ways for the youth of the community to become involved in civic activities
- Programs to support the continuing success of existing Fredericksburg businesses
- Continuing efforts of the Economic Development Corporation, supported by the City, to define a set of targeted industries that should be sought to add economic diversity and growth potential. Among the concepts that could be considered is investment (by private or public entities) to make high speed Internet access readily available to businesses and homes throughout Fredericksburg.
- Continuing efforts of the Higher Education Steering Committee, which is currently discussing workforce programs with the TSTC and ACC. Particular attention should be given to determining whether Fredericksburg residents need specific skills training to qualify for jobs, particularly those in higher-paying industries. A strategy should then be established to provide such training
- Continuing support of the Texas Hill Country University Center
- Research on needs and creation of programs that enhance lifelong learning for residents
- Programs to support three major industries that are critical to Fredericksburg's character as well as its economy – agriculture, tourism, and light (clean) manufacturing
- A Comprehensive Water Management Program to be developed and implemented by the City and the Hill Country Underground Water District
- Study of strategies to provide alternatives to the use of non-renewable resources
- A program to encourage reuse and recycling of non-renewable resources by residents, businesses and public agencies
- A partnership to investigate the use of 'green' building design techniques
- Enhanced intergovernmental partnerships to improve planning and coordination among public entities
- Creation of a health care/wellness coalition to lead the implementation of the Health Focus Area
- A feasibility study of the Center City Shuttle Concept



## I. Implementation Program Details

The three tables on the following pages provide a coordinated listing of important information about plan implementation techniques. Each table lists implementation techniques in the same order as the discussion earlier in this chapter.

The first table is a matrix that relates these implementation programs to each of the goals in the Comprehensive Plan. This matrix demonstrates that most implementation programs will help the community achieve multiple goals. Checkmarks in this table indicate the goals that are supported by each of the recommended implementation techniques.

The second table contains details that will help monitor action on these programs. It includes targets for action, a listing of the entities that should be responsible for action, and a general description of the potential funding sources. This table clearly demonstrates the number of implementation programs that would be implemented by the staff of the City or another public agency. Current resources would not be adequate to carry out all these programs in the next five years. The City Council must balance its priorities for implementation with the level of available staff resources.

The final table divides these implementation techniques by priority. The highest priority items should be completed in the first five years after plan adoption. The mid-term priorities should be the focus of activity during years 5 through 10 of plan implementation. Long-term items would be completed more than 10 years after plan implementation.



**Table 9A: Relationship Between Goals and Implementation Techniques**

Implementation Technique Listing	Livability Element: Housing							
	Goal #s	1	2	3	4	5	6	7
<b>Zoning</b>								
Zoning Ordinance, Generally	✓				✓			
Rural Residential Zoning District	✓							
Agri-Business Zoning District	✓							
Cluster Development Option	✓							
Mixed Use Corridor (MC) District	✓							
Mixed Use Commercial Center	✓							
Employment Center								
Industrial District Consolidation								
<b>Subdivision</b>								
Subdivision Regulations, Generally	✓				✓	✓	✓	
Development in the ETJ	✓							
Streets & Sidewalks Requirements								✓
<b>Other Development Regulations</b>								
Procedural Changes								
Park Dedication Ordinance							✓	
Design Standards					✓			
Comprehensive Plan Review	✓	✓	✓	✓	✓	✓	✓	✓
Training for Staff, P&Z, CC	✓	✓	✓	✓	✓	✓	✓	✓
<b>Annexation Plan</b>								
						✓		
<b>Capital Improvements Program</b>								
Adequacy Improvements						✓		
Bicycle & Pedestrian Routes							✓	✓
Other Major Facilities						✓		
<b>Other City Programs</b>								
Code Inspection			✓					
Public Facilities Design				✓				
Adequate Levels of Service (LOS) Standards						✓		
Water Conservation Pgm.								



**Table 9A: Relationship Between Goals and Implementation Techniques**

Implementation Technique Listing	Livability Element: Housing							
	Goal #s	1	2	3	4	5	6	7
Non-Renewable Resource Program								
<b>Incentives &amp; Financing Programs</b>								
Housing Entity Analysis		✓						
Economic Development Incentives								
Green Building Incentives								
Open Space Easement/Dedication Program								
Façade Easement Program								
Impact Fees					✓			
Other Incentives								
<b>Public/Private Partnerships</b>								
Housing Needs Study		✓						
Affordable Housing Partnership		✓						
Elderly Home Assistance Program			✓					
Collaborations with Neighborhood Associations & Civic/Social Organizations				✓				✓
School/Park Joint Facilities					✓			
Youth Civic Activities						✓		
Existing Business Support Programs								
Targeted Industries Project								
Higher Education Steering Committee & Skills Training Assessment								
Texas Hill Country University Center								
Lifelong Learning Programs								
Agriculture Support Programs								
Tourism Support Programs								
Clean Manufacturing Support Programs								
Comprehensive Water Management Plan								
Sustainable Energy Project								
Reuse & Recycling Program								
Green Design Partnership								



**Table 9A: Relationship Between Goals and Implementation Techniques**

Implementation Technique Listing	Livability Element: Housing							
	Goal #s	1	2	3	4	5	6	7
Intergovernmental Planning Partnership								
Health Care/Wellness Coalition								
Center City Shuttle Feasibility Study								



**Table 9A: Relationship Between Goals and Implementation Techniques**

Implementation Technique Listing	Livability Element: Economic Development								Livability Element: Community Character & Design			
	Goal #s	8	9	10	11	12	13	14	15	16	17	18
<b>Zoning</b>												
Zoning Ordinance, Generally	✓		✓	✓					✓	✓	✓	✓
Rural Residential Zoning District			✓									
Agri-Business Zoning District			✓									
Cluster Development Option												
Mixed Use Corridor (MC) District	✓			✓	✓			✓				
Mixed Use Commercial Center	✓			✓	✓			✓				
Employment Center	✓				✓			✓				
Industrial District Consolidation	✓							✓				
<b>Subdivision</b>												
Subdivision Regulations, Generally			✓									
Development in the ETJ			✓									
Streets & Sidewalks Requirements												
<b>Other Development Regulations</b>												
Procedural Changes												
Park Dedication Ordinance												
Design Standards				✓	✓			✓		✓	✓	✓
Comprehensive Plan Review	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Training for Staff, P&Z, CC	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
<b>Annexation Plan</b>	✓							✓			✓	
<b>Capital Improvements Program</b>												
Adequacy Improvements												
Bicycle & Pedestrian Routes												



**Table 9A: Relationship Between Goals and Implementation Techniques**

Implementation Technique Listing	Livability Element: Economic Development								Livability Element: Community Character & Design			
	Goal #s	8	9	10	11	12	13	14	15	16	17	18
Other Major Facilities			✓				✓	✓				
<b>Other City Programs</b>												
Code Inspection												
Public Facilities Design									✓			
Adequate Levels of Service (LOS) Standards												
Water Conservation Pgm.												
Non-Renewable Resource Program												
<b>Incentives &amp; Financing Programs</b>												
Housing Entity Analysis												
Economic Development Incentives			✓	✓	✓	✓	✓					
Green Building Incentives												
Open Space Easement/Dedication Program												
Façade Easement Program									✓			✓
Impact Fees												
Other Incentives												
<b>Public/Private Partnerships</b>												
Housing Needs Study												
Affordable Housing Partnership												
Elderly Home Assistance Program												
Collaborations with Neighborhood Associations & Civic/Social Organizations									✓	✓		✓
School/Park Joint Facilities												



**Table 9A: Relationship Between Goals and Implementation Techniques**

Implementation Technique Listing	Livability Element: Economic Development								Livability Element: Community Character & Design			
	Goal #s	8	9	10	11	12	13	14	15	16	17	18
Youth Civic Activities												
Existing Business Support Programs	✓					✓	✓					
Targeted Industries Project	✓					✓		✓				
Higher Education Steering Committee & Skills Training Assessment		✓					✓	✓				
Texas Hill Country University Center		✓					✓	✓				
Lifelong Learning Programs		✓										
Agriculture Support Programs	✓		✓				✓					
Tourism Support Programs	✓			✓			✓					
Clean Manufacturing Support Programs	✓						✓					
Comprehensive Water Management Plan												
Sustainable Energy Project												
Reuse & Recycling Program												
Green Design Partnership												
Intergovernmental Planning Partnership												
Health Care/Wellness Coalition												
Center City Shuttle Feasibility Study												



**Table 9A: Relationship Between Goals and Implementation Techniques**

Implementation Technique Listing	Livability Element: Natural Resources		Livability Element: Sustainability		
	Goal #s	19	20	21	22
<b>Zoning</b>					
Zoning Ordinance, Generally		✓	✓		
Rural Residential Zoning District		✓	✓		
Agri-Business Zoning District		✓	✓		
Cluster Development Option		✓	✓		
Mixed Use Corridor (MC) District					
Mixed Use Commercial Center					
Employment Center					
Industrial District Consolidation					
<b>Subdivision</b>					
Subdivision Regulations, Generally		✓	✓		
Development in the ETJ		✓	✓		
Streets & Sidewalks Requirements					
<b>Other Development Regulations</b>					
Procedural Changes					
Park Dedication Ordinance			✓		
Design Standards			✓		✓
Comprehensive Plan Review	✓		✓	✓	✓
Training for Staff, P&Z, CC	✓		✓	✓	✓
<b>Annexation Plan</b>	✓		✓		
<b>Capital Improvements Program</b>					
Adequacy Improvements					
Bicycle & Pedestrian Routes					
Other Major Facilities					
<b>Other City Programs</b>					
Code Inspection					



**Table 9A: Relationship Between Goals and Implementation Techniques**

Implementation Technique Listing	Livability Element: Natural Resources		Livability Element: Sustainability		
	Goal #s	19	20	21	22
Public Facilities Design				✓	
Adequate Levels of Service (LOS) Standards					
Water Conservation Pgm.				✓	
Non-Renewable Resource Program				✓	
<b>Incentives &amp; Financing Programs</b>					
Housing Entity Analysis					
Economic Development Incentives					
Green Building Incentives					✓
Open Space Easement/Dedication Program					
Façade Easement Program					
Impact Fees					
Other Incentives					
<b>Public/Private Partnerships</b>					
Housing Needs Study					
Affordable Housing Partnership					
Elderly Home Assistance Program					
Collaborations with Neighborhood Associations & Civic/Social Organizations					
School/Park Joint Facilities					
Youth Civic Activities					
Existing Business Support Programs					
Targeted Industries Project					



**Table 9A: Relationship Between Goals and Implementation Techniques**

Implementation Technique Listing	Livability Element: Natural Resources		Livability Element: Sustainability		
	Goal #s	19	20	21	22
Higher Education Steering Committee & Skills Training Assessment					
Texas Hill Country University Center					
Lifelong Learning Programs					
Agriculture Support Programs					
Tourism Support Programs					
Clean Manufacturing Support Programs					
Comprehensive Water Management Plan		✓			
Sustainable Energy Project				✓	
Reuse & Recycling Program				✓	
Green Design Partnership					✓
Intergovernmental Planning Partnership					
Health Care/Wellness Coalition					
Center City Shuttle Feasibility Study					



**Table 9A: Relationship Between Goals and Implementation Techniques**

Implementation Technique Listing	Land Use Element										
	Goal #s	23	24	25	26	27	28	29	30	31	32
<b>Zoning</b>											
Zoning Ordinance, Generally	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Rural Residential Zoning District	✓				✓						✓
Agri-Business Zoning District	✓				✓						✓
Cluster Development Option	✓										✓
Mixed Use Corridor (MC) District	✓	✓							✓	✓	✓
Mixed Use Commercial Center	✓	✓							✓	✓	✓
Employment Center	✓							✓	✓	✓	
Industrial District Consolidation	✓										
<b>Subdivision</b>											
Subdivision Regulations, Generally	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Development in the ETJ	✓				✓					✓	✓
Streets & Sidewalks Requirements					✓						
<b>Other Development Regulations</b>											
Procedural Changes											
Park Dedication Ordinance					✓			✓		✓	✓
Design Standards	✓		✓			✓	✓	✓	✓	✓	
Comprehensive Plan Review	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Training for Staff, P&Z, CC	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
<b>Annexation Plan</b>	✓				✓					✓	✓
<b>Capital Improvements Program</b>											
Adequacy Improvements					✓			✓	✓	✓	✓



**Table 9A: Relationship Between Goals and Implementation Techniques**

Implementation Technique Listing	Land Use Element										
	Goal #s	23	24	25	26	27	28	29	30	31	32
Bicycle & Pedestrian Routes					✓	✓			✓	✓	✓
Other Major Facilities					✓					✓	
<b>Other City Programs</b>											
Code Inspection											
Public Facilities Design						✓	✓	✓	✓	✓	
Adequate Levels of Service (LOS) Standards					✓	✓		✓	✓	✓	✓
Water Conservation Pgm.											
Non-Renewable Resource Program											
<b>Incentives &amp; Financing Programs</b>											
Housing Entity Analysis											
Economic Development Incentives						✓	✓	✓	✓	✓	
Green Building Incentives											
Open Space Easement/Dedication Program											
Façade Easement Program						✓	✓				
Impact Fees					✓						
Other Incentives											
<b>Public/Private Partnerships</b>											
Housing Needs Study									✓	✓	
Affordable Housing Partnership									✓	✓	
Elderly Home Assistance Program											
Collaborations with Neighborhood Associations & Civic/Social Organizations				✓	✓						✓



**Table 9A: Relationship Between Goals and Implementation Techniques**

Implementation Technique Listing	Land Use Element										
	Goal #s	23	24	25	26	27	28	29	30	31	32
School/Park Joint Facilities				✓						✓	✓
Youth Civic Activities											
Existing Business Support Programs					✓			✓	✓	✓	
Targeted Industries Project								✓	✓	✓	
Higher Education Steering Committee & Skills Training Assessment											
Texas Hill Country University Center										✓	
Lifelong Learning Programs										✓	
Agriculture Support Programs											
Tourism Support Programs					✓						
Clean Manufacturing Support Programs								✓			
Comprehensive Water Management Plan											
Sustainable Energy Project											
Reuse & Recycling Program											
Green Design Partnership											
Intergovernmental Planning Partnership	✓		✓	✓	✓			✓		✓	✓
Health Care/Wellness Coalition									✓		
Center City Shuttle Feasibility Study											



**Table 9A: Relationship Between Goals and Implementation Techniques**

Implementation Technique Listing	Growth Element	Transportation Element						Parks & Recreation Element					
		Goal #s	33	34	35	36	37	38	39	40	41	42	43
<b>Zoning</b>													
Zoning Ordinance, Generally	✓		✓	✓	✓								
Rural Residential Zoning District	✓												
Agri-Business Zoning District	✓												
Cluster Development Option	✓												
Mixed Use Corridor (MC) District													
Mixed Use Commercial Center													
Employment Center													
Industrial District Consolidation													
<b>Subdivision</b>													
Subdivision Regulations, Generally	✓	✓	✓	✓		✓	✓			✓	✓		
Development in the ETJ	✓	✓	✓	✓		✓	✓						
Streets & Sidewalks Requirements		✓	✓				✓						
<b>Other Development Regulations</b>													
Procedural Changes													
Park Dedication Ordinance	✓		✓				✓	✓		✓	✓	✓	
Design Standards			✓	✓			✓						
Comprehensive Plan Review	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Training for Staff, P&Z, CC	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
<b>Annexation Plan</b>	✓					✓				✓			



**Table 9A: Relationship Between Goals and Implementation Techniques**

Implementation Technique Listing	Growth Element	Transportation Element						Parks & Recreation Element					
		Goal #s	33	34	35	36	37	38	39	40	41	42	43
<b>Capital Improvements Program</b>													
Adequacy Improvements	✓	✓	✓	✓		✓					✓	✓	
Bicycle & Pedestrian Routes	✓	✓	✓	✓		✓	✓						
Other Major Facilities	✓			✓				✓					
<b>Other City Programs</b>													
Code Inspection													
Public Facilities Design	✓	✓	✓	✓			✓	✓	✓				
Adequate Levels of Service (LOS) Standards	✓	✓	✓	✓		✓	✓				✓	✓	✓
Water Conservation Pgm.													
Non-Renewable Resource Program													
<b>Incentives &amp; Financing Programs</b>													
Housing Entity Analysis													
Economic Development Incentives													
Green Building Incentives													
Open Space Easement/Dedication Program								✓			✓		✓
Facade Easement Program													
Impact Fees	✓		✓	✓		✓	✓	✓			✓		
Other Incentives													
<b>Public/Private Partnerships</b>													
Housing Needs Study													
Affordable Housing Partnership													



**Table 9A: Relationship Between Goals and Implementation Techniques**

Implementation Technique Listing	Growth Element	Transportation Element						Parks & Recreation Element					
		Goal #s	33	34	35	36	37	38	39	40	41	42	43
Elderly Home Assistance Program													
Collaborations with Neighborhood Associations & Civic/Social Organizations										✓			
School/Park Joint Facilities	✓							✓	✓	✓		✓	✓
Youth Civic Activities													
Existing Business Support Programs													
Targeted Industries Project													
Higher Education Steering Committee & Skills Training Assessment													
Texas Hill Country University Center													
Lifelong Learning Programs													
Agriculture Support Programs									✓				
Tourism Support Programs													
Clean Manufacturing Support Programs													
Comprehensive Water Management Plan													
Sustainable Energy Project													
Reuse & Recycling Program													
Green Design Partnership									✓				
Intergovernmental Planning Partnership	✓	✓		✓	✓				✓				
Health Care/Wellness Coalition													



**Table 9A: Relationship Between Goals and Implementation Techniques**

Implementation Technique Listing	Growth Element	Transportation Element						Parks & Recreation Element						
		Goal #s	33	34	35	36	37	38	39	40	41	42	43	44
Center City Shuttle Feasibility Study			✓											

**Table 9B: Implementation Monitoring**

Implementation Technique Listing	Targets for Action	Who's Responsible?	Funding Source
<b>Zoning</b>			
Zoning Ordinance, Generally	On-going use of existing regulations	City	staff resources
Rural Residential Zoning District	Make ordinance revisions	City	staff resources
Agri-Business Zoning District	Make ordinance revisions	City	staff resources
Cluster Development Option	Make ordinance revisions	City	staff resources
Mixed Use Corridor (MC) District	Make ordinance revisions	City	staff resources
Mixed Use Commercial Center	Make ordinance revisions	City	staff resources
Employment Center	Make ordinance revisions	City	staff resources
Industrial District Consolidation	Make ordinance revisions	City	staff resources
<b>Subdivision</b>			
Subdivision Regulations, Generally	On-going use of existing regulations	City	staff resources
Development in the ETJ	Study potential revisions	City, County	staff resources
Streets & Sidewalks Requirements	Study potential revisions	City	staff resources
<b>Other Development Regulations</b>			
Procedural Changes	Make ordinance revisions	City	staff resources
Park Dedication Ordinance	Make ordinance revisions	City	staff resources
Design Standards	Make ordinance revisions	City	staff resources



**Table 9B: Implementation Monitoring**

<b>Implementation Technique Listing</b>	<b>Targets for Action</b>	<b>Who's Responsible?</b>	<b>Funding Source</b>
Comprehensive Plan Review	Annual review of progress in implementing plan and need for policy changes	City	staff resources
Training for Staff, P&Z, CC	Attend relevant conferences & training programs	City	City budget
<b>Annexation Plan</b>	Develop & adopt plan	City	staff resources
<b>Capital Improvements Program</b>			
Adequacy Improvements	Construct improvements	City, County, developers	bond programs, development fees
Bicycle & Pedestrian Routes	Construct improvements	City, County, developers	bond programs, development fees
Other Major Facilities	Study, design & construct improvements	City, County, TXDOT, developers	state/federal transportation funds, bond programs, development fees
<b>Other City Programs</b>			
Code Inspection	On-going use of existing programs	City	staff resources
Public Facilities Design	Review of design standards; revision as necessary	City	staff resources
Adequate Levels of Service (LOS) Standards	Develop & adopt standards	City	staff resources
Water Conservation Pgm.	Create & implement program	City, County, HCUWD	staff resources, potential grants
Non-Renewable Resource Program	Create & implement program	City, County, utilities	staff resources, potential grants
<b>Incentives &amp; Financing Programs</b>			
Housing Entity Analysis	Conduct study	City, County, EDC	staff resources



**Table 9B: Implementation Monitoring**

<b>Implementation Technique Listing</b>	<b>Targets for Action</b>	<b>Who's Responsible?</b>	<b>Funding Source</b>
Economic Development Incentives	Evaluate & implement as appropriate	City, County, EDC	staff resources for study; funding of incentives depends on specific program developed
Green Building Incentives	Evaluate & implement as appropriate	City	resources would come from agency offering these incentives
Open Space Easement/Dedication Program	Evaluate & implement as appropriate	City, County, non-profits	staff resources for study
Façade Easement Program	Evaluate & implement as appropriate	City, County, non-profits	staff resources for study; funding of incentives depends on specific program developed
Impact Fees	Evaluate & implement as appropriate	City	staff resources for study
Other Incentives	Evaluate & implement as appropriate	City	resources would come from agency offering these incentives
<b>Public/Private Partnerships</b>			
Housing Needs Study	Conduct study	City, County, EDC	staff resources
Affordable Housing Partnership	Form partnership	City, County, EDC, developers	depends on specific program developed
Elderly Home Assistance Program	Create & implement program	Civic & social organizations	staff resources, potential grants
Collaborations with Neighborhood Associations & Civic/Social Organizations	Create & implement program	City, civic & social organizations	staff resources, potential grants
School/Park Joint Facilities	Continue & enhance existing efforts	City, FISD	staff resources, potential grants



**Table 9B: Implementation Monitoring**

<b>Implementation Technique Listing</b>	<b>Targets for Action</b>	<b>Who's Responsible?</b>	<b>Funding Source</b>
Youth Civic Activities	Create & implement program	City, civic & social organizations	staff resources, potential grants
Existing Business Support Programs	Conduct study & create programs	City, County, EDC	staff resources
Targeted Industries Project	Conduct study & create programs	City, County, EDC	staff resources
Higher Education Steering Committee & Skills Training Assessment	Conduct study & create programs	FISD, other educational institutions	staff resources
Texas Hill Country University Center	Plan & construct center	State of Texas, City, County, FISD, other educational institutions, EDC	state & university funds
Lifelong Learning Programs	Conduct study & create programs	FISD, other educational institutions	depends on specific program developed
Agriculture Support Programs	Conduct study & create programs	City, County, EDC	depends on specific program developed
Tourism Support Programs	Conduct study & create programs	City, County, EDC	depends on specific program developed
Clean Manufacturing Support Programs	Conduct study & create programs	City, County, EDC	depends on specific program developed
Comprehensive Water Management Plan	Develop & implement plan	City, HCUWD	depends on specific plan developed
Sustainable Energy Project	Develop & implement plan	City, CTEC	depends on specific program developed
Reuse & Recycling Program	Conduct study & create programs	City, County, FISD	depends on specific program developed
Green Design Partnership	Investigate LEED certification & 'green design'	City, County, developers	staff resources



**Table 9B: Implementation Monitoring**

<b>Implementation Technique Listing</b>	<b>Targets for Action</b>	<b>Who's Responsible?</b>	<b>Funding Source</b>
Intergovernmental Planning Partnership	Continue & enhance existing efforts	City, County	staff resources
Health Care/Wellness Coalition	Establish coalition	Health care providers, FISD	staff resources
Center City Shuttle Feasibility Study	Conduct study; implement if feasible	City	staff resources; resources for operation of shuttle depend on study results

**Table 9C: Implementation Priorities**

<b>Implementation Technique Listing</b>	<b>Short-Term (1 to 5 years)</b>	<b>Mid-Term (6 to 10 years)</b>	<b>Long-Term (11 or more years)</b>
<b>Zoning</b>			
Zoning Ordinance, Generally	★	★	★
Rural Residential Zoning District	★		
Agri-Business Zoning District	★		
Cluster Development Option	★		
Mixed Use Corridor (MC) District	★		
Mixed Use Commercial Center	★		
Employment Center	★		
Industrial District Consolidation	★		
<b>Subdivision</b>			
Subdivision Regulations, Generally	★	★	★
Development in the ETJ	★		
Streets & Sidewalks Requirements	★		
<b>Other Development Regulations</b>			
Procedural Changes	★		
Park Dedication Ordinance	★		



**Table 9C: Implementation Priorities**

<b>Implementation Technique Listing</b>	<b>Short-Term (1 to 5 years)</b>	<b>Mid-Term (6 to 10 years)</b>	<b>Long-Term (11 or more years)</b>
Design Standards	★	★	
Comprehensive Plan Review	★	★	★
Training for Staff, P&Z, CC	★	★	★
<b>Annexation Plan</b>	★	★	★
<b>Capital Improvements Program</b>			
Adequacy Improvements	★	★	★
Bicycle & Pedestrian Routes	★	★	★
Other Major Facilities	★	★	★
<b>Other City Programs</b>			
Code Inspection		★	
Public Facilities Design		★	
Adequate Levels of Service (LOS) Standards	★		
Water Conservation Pgm.			★
Non-Renewable Resource Program			★
<b>Incentives &amp; Financing Programs</b>			
Housing Entity Analysis		★	
Economic Development Incentives		★	
Green Building Incentives			★
Open Space Easement/Dedication Program		★	
Façade Easement Program	★		
Impact Fees	★		
Other Incentives			★
<b>Public/Private Partnerships</b>			
Housing Needs Study	★		
Affordable Housing Partnership	★		
Elderly Home Assistance Program			★

**Table 9C: Implementation Priorities**

<b>Implementation Technique Listing</b>	<b>Short-Term (1 to 5 years)</b>	<b>Mid-Term (6 to 10 years)</b>	<b>Long-Term (11 or more years)</b>
Collaborations with Neighborhood Associations & Civic/Social Organizations		★	
School/Park Joint Facilities	★		
Youth Civic Activities			★
Existing Business Support Programs		★	
Targeted Industries Project	★		
Higher Education Steering Committee & Skills Training Assessment		★	
Texas Hill Country University Center	★		
Lifelong Learning Programs			★
Agriculture Support Programs		★	
Tourism Support Programs		★	
Clean Manufacturing Support Programs		★	
Comprehensive Water Management Plan			★
Sustainable Energy Project			★
Reuse & Recycling Program			★
Green Design Partnership			★
Intergovernmental Planning Partnership	★		
Health Care/Wellness Coalition			★
Center City Shuttle Feasibility Study		★	



## 9. Acknowledgements

A Comprehensive Plan that reflects the community and provides an effective statement of direction for the future can only be created through the involvement of many professionals, community leaders and citizen participants. For this Fredericksburg Comprehensive Plan, the following individuals provided important and significant involvement in the planning process.

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Dan Mittel, Mayor Pro Tem  
Tim Dooley  
Kevin MacWithey  
Tom Musselman

### B. Planning and Zoning Commission

Janice Menking, Chair  
Sam Rodehaver, Vice Chair  
John Klein  
Fritz Metzger  
Guenther Maenius  
Charlie Kiehne  
Ron Woellhof  
Cassell Heep  
David Pedregon

### C. Comprehensive Plan Advisory Committee

Peggy Brown  
Sherryl Brown  
Sherman Durst  
Brad Hardin  
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## Chapter 9: Acknowledgements

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### **D. City of Fredericksburg Staff**

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Jimmy Alexander, Director of Parks and Recreation  
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### **E. Consultant Team**

Karen Walz AICP, Project Manager and Principal, Strategic Community Solutions  
Dan Sefko AICP, President, Dunkin, Sefko and Associates  
Dennis Sims, President, Dunkin, Sims & Stoffels







**For More Information, Contact  
City of Fredericksburg, Texas  
[www.fbgtx.org](http://www.fbgtx.org)**