



City of Fredericksburg

AGENDA CITY COUNCIL JOINT SPECIAL MEETING WITH PLANNING AND ZONING COMMISSION AND HISTORIC REVIEW BOARD TUESDAY, FEBRUARY 11, 2020 ~ 2:00 P.M. LAW ENFORCEMENT CENTER ~ 1601 EAST MAIN STREET

Linda Langerhans, Mayor
Tom Musselman, Councilmember
Bobby Watson, Councilmember

Charlie Kiehne, Councilmember
Gary Neffendorf, Councilmember
Kent Myers, City Manager

The City of Fredericksburg City Council, Planning and Zoning Commission, and Historic Review Board will meet in a special session on Tuesday, February 11, 2020, at 2:00 p.m. in the Law Enforcement Center, 1601 East Main Street, Fredericksburg, Texas. This is an open meeting, open to the public, subject to the Open Meetings Law of the State of Texas, and as required by law, notice is hereby posted on February 7, 2020, before 5:00 p.m., providing time, place, date and agenda thereof. The meeting facility is wheelchair accessible and accessible parking spaces are provided. Requests for accommodations or interpretative services must be made to the City Secretary 48 hours prior to this meeting.

(Please turn off all pagers and phones, except emergency on-call personnel.)

1. PLEDGE OF ALLEGIANCE

2. CALL TO ORDER

3. PUBLIC COMMENTS

The City Council welcomes citizen participation and comments at all City Council Meetings. The City Council offers citizens the opportunity to address them by signing up to speak prior to the meeting and to limit comments to 3-minutes.

NOTE: The Texas Open Meetings Act permits a member of the public or a member of the governmental body to raise a subject that has not been included in the notice for the meeting. However, any discussion of the subject must be limited to a proposal to place the subject on the agenda for a future meeting and any response to a question posed to the City Council is limited to either a statement of specific information or recitation of existing policy. TEX. GOV'T CODE § 551.042.

4. UPDATES AND DISCUSSIONS

A. Historic District Design Guidelines
(Agenda Packet Page 3-20)

B. Allowable Density in City Including the Historic District
(Agenda Packet Page 21-42)

C. Discrepancies Between Zoning Regulations and Historic District Regulations
(Agenda Packet Page 43-56)

D. Possible Changes to Zoning and Development Regulations to Accommodate Affordable Housing
(Agenda Packet Page 57-82)

5. STAFF REPORTS

A. Corridor Design Guidelines Including Recent Changes in State Law Impacting Design Guidelines

(Agenda Packet Page 83-126)

B. Status on City's STR Permitting, Inspection, and Enforcement Program

(Agenda Packet Page 127-134)

6. CITY COUNCIL ACTION

A. Consider and take appropriate action to Institute Annexation Proceedings on the Voluntary Annexation of approximately 13.395 acres proposed as Stone Ridge Unit 10 located near the intersection of Lower Crabapple Road and Ellebracht Drive.

(Agenda Packet Pages 135-138)

7. ADJOURN

This is to certify that I, Shelley Goodwin, posted this Agenda at 3:15 p.m. on February 5, 2020, at the entrance and on the bulletin board of the City of Fredericksburg City Hall, 126 W. Main St., Fredericksburg, Texas.



Shelley Goodwin, TRMC
City Secretary



CITY COUNCIL MEMO

DATE: January 31, 2020
TO: Mayor and City Council, Historic Review Board, and Planning & Zoning Commission
FROM: Anna Hudson, Historic Preservation Officer
SUBJECT: Update on Historic District Design Guidelines

Summary:

In 2019, The City of Fredericksburg entered into a contract with HHM & Associates along with Winter & Company to create new design guidelines for historic properties. The guidelines are a guide for the community, City Staff, and the Fredericksburg Historic Review Board to use when evaluating the appropriateness of exterior changes to buildings and new construction proposed within the local historic district and local landmarks. A secondary, but equally important purpose of this document is to convey to the property owner the appropriate methods of improving their historic property. The guidelines are a resource for property owners, builders, architects and realtors to use in order to: 1) understand the reasons for; 2) the proper methods of; and 3) the overall benefits of historic preservation both to the individual and the community as a whole.

A public meeting was held on January 28, 2020 with attendance of around 85 people representing homeowners, business owners, real estate agents, contractors, and those with a general interest. An online survey has been created to garner feedback from those interested in giving feedback on the current design guidelines and the new guidelines/standards.

Recommendation

Staff recommends the City continue to solicit responses to online survey, especially from owners and residents of the historic district and landmarks. Given the level of interest from the public, staff suggests holding another public meeting to review the first draft of the new guidelines/standards.

The City of Fredericksburg

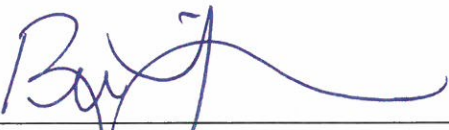
Background / Analysis:

The City of Fredericksburg has grown steadily during the past several decades. Today, it is estimated that over 11,000 reside within the City, with growth in and around the City continuing at a steady pace. With this growth in population, residential and commercial development, including redevelopment of land within the City and the surrounding areas has taken place. Expansion of the downtown commercial area has occurred in response to increased tourism resulting in former residences to be converted to commercial uses.

The historic district was expanded in 2019. As the City has aged so has its neighborhoods increasing the number of midcentury structures that qualify for historic designation. The City currently uses Design Guidelines created in 1997. These design guidelines are available to view on the City's website at www.fbgtx.org/794/historic-preservation. The local historic district includes buildings with early vernacular style, common early 20th century styles such as Victorian and Craftsman bungalows to the more recently added midcentury modern styles. The new design guidelines will need to address midcentury styles and building materials. The current design guidelines do not adequately address new construction in the historic district, which is of great concern to many residents. There is a general concern for "McMansions" negatively impacting the character of the historic district.

Attachments:

1. Sample of online survey
2. Summary of responses to survey as of Jan 31, 2020
3. Individual response to last question on survey
4. Proposed timeline for adoption of new guidelines/standards
5. Texas Historical Commission Checklist for Design Guidelines/Standards



Department Approval

City Manager Approval

City Attorney Approval

Fredericksburg Historic District Survey

Discussion for Historic District Design Guidelines Update

* Required

1. Email address *

.....

2. What is your relationship to the Fredericksburg Historic District? *

Mark only one oval.

- ☐ Own
- ☐ Work
- ☐ Live
- ☐ General Interest

3. Have you ever obtained a Certificate of Appropriateness for exterior work on a property? *

Mark only one oval.

- ☐ Yes
- ☐ No
- ☐ Maybe

4. If you have obtained a Certificate of Appropriateness when was it?

Mark only one oval.

- ☐ In the last 3 years
- ☐ Prior to 2017

5. Was your Certificate of Appropriateness approved by staff or did your request go to the Historic Review Board?

Mark only one oval.

- ☐ Staff approval
- ☐ Historic Review Board

6. How would you rate your experience in obtaining a Certificate of Appropriateness?

Mark only one oval.

- 1 2 3 4 5
- Easy ☐ ☐ ☐ ☐ ☐ Difficult

7. Was the feedback you received helpful and constructive?

Mark only one oval.

- 1 2 3 4 5
- Yes ☐ ☐ ☐ ☐ ☐ Not so much

8. Have you ever used the 1997 Design Guidelines? *

Mark only one oval.

- ☐ Yes
- ☐ No
- ☐ Maybe

9. If so, what sections are most helpful?

10. What are some topics the new Design Guidelines and Standards should address? *

Check all that apply

- ☐ Paint Color
- ☐ Fences
- ☐ Light Fixtures
- ☐ Changes to original or historic age features (windows, chimneys, doors, porches, etc)
- ☐ Additions
- ☐ Energy Efficiency
- ☐ Design of new auxiliary buildings
- ☐ Use of synthetic materials
- ☐ Roof replacement
- ☐ Parking
- ☐ Murals

11. How important is design review of new construction in the district? *

Mark only one oval

1 2 3 4 5

Not Very      Very important

12. For new construction, what features are most important to regulate? *

a bunch of them apply

- ☐ Height
- ☐ Mass
- ☐ Material
- ☐ Roof lines
- ☐ Fenestration patterns (windows and doors)
- ☐ Color

13. What is your greatest concern for the future of the historic district?

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Google Forms

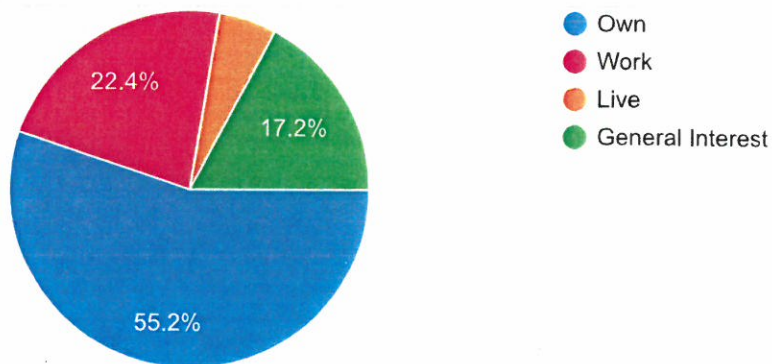


Fredericksburg Historic District Survey

58 responses

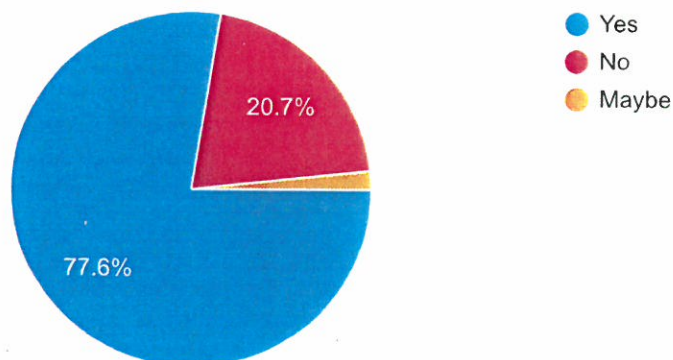
What is your relationship to the Fredericksburg Historic District?

58 responses



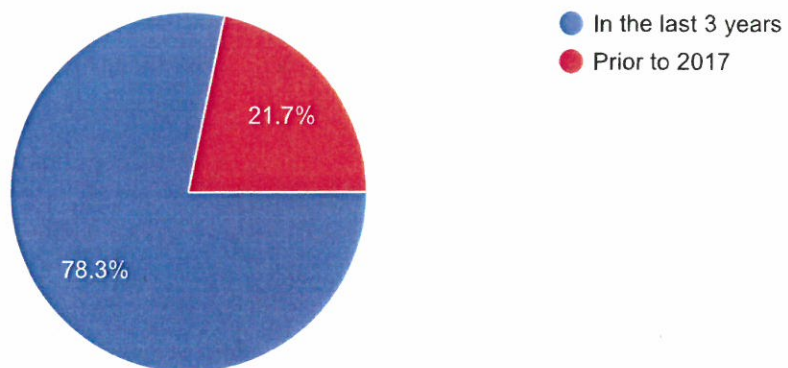
Have you ever obtained a Certificate of Appropriateness for exterior work on a property?

58 responses



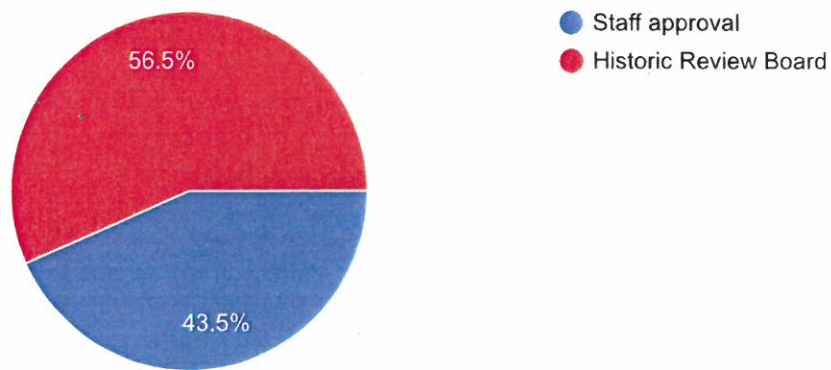
If you have obtained a Certificate of Appropriateness when was it?

46 responses



Was your Certificate of Appropriateness approved by staff or did your request go to the Historic Review Board?

46 responses



How would you rate your experience in obtaining a Certificate of Appropriateness?

47 responses

15

14 (29.8%)

13 (27.7%)

Was the feedback you received helpful and constructive?

47 responses

20

16 (34%)

12 (25.5%)

12 (25.5%)

4 (8.5%)

3 (6.4%)

1

2

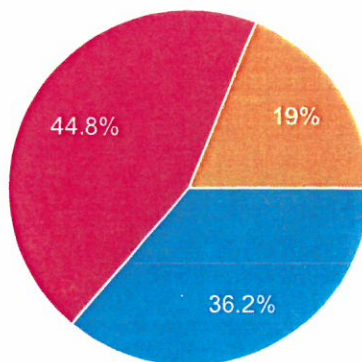
3

4

5

Have you ever used the 1997 Design Guidelines?

58 responses



Yes

No

Maybe

If so, what sections are most helpful?

12 responses

Occupancy and site plan requirements

Entire document

Too long ago to remember exactly, but I did use it for reference

not sure

It's generalized and lacks clear definition.

They are vague and leave too much room for personal opinion.

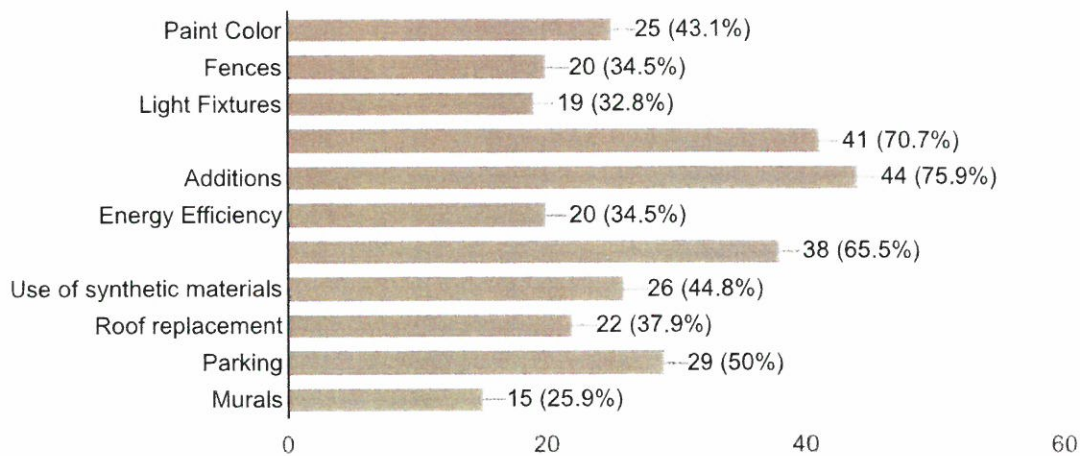
History

Clear guidelines

Everything - I found the descriptions and photos helpful

What are some topics the new Design Guidelines and Standards should address?

58 responses



How important is design review of new construction in the district?

58 responses

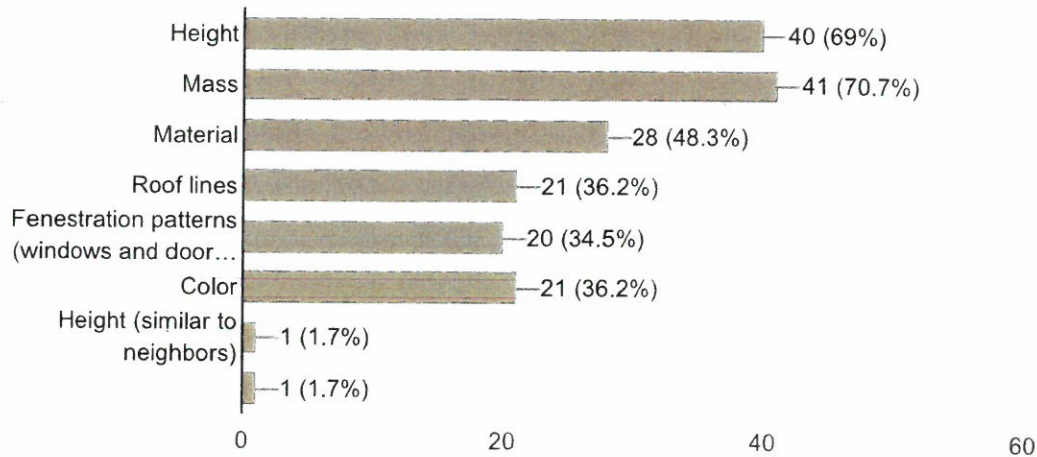
40

30

31 (53.4%)

For new construction, what features are most important to regulate?

58 responses



What is your greatest concern for the future of the historic district?

54 responses

Aesthetics

My greatest concern for new guideline in the historic district is that they would restrict creative design solutions for additions or new construction. Therefore creating monotone design within the district where everything appears the same in form, material and execution.

Way too many wine tasting establishments.

Allowing individuals/companies to build "McMansions" that do not belong in downtown FBG

Unable to afford the upgrade of the existing buildings.

New build non-conformation to existing historic structures...Hate the mega-mansions and new builds that look out of place. Preservation is important.

Lack of contractors familiar with and understanding the process therefore



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Google Forms



Responses from Historic District Survey as of Jan 31, 2020 to the question

"What is your greatest concern for the future of the historic district?"

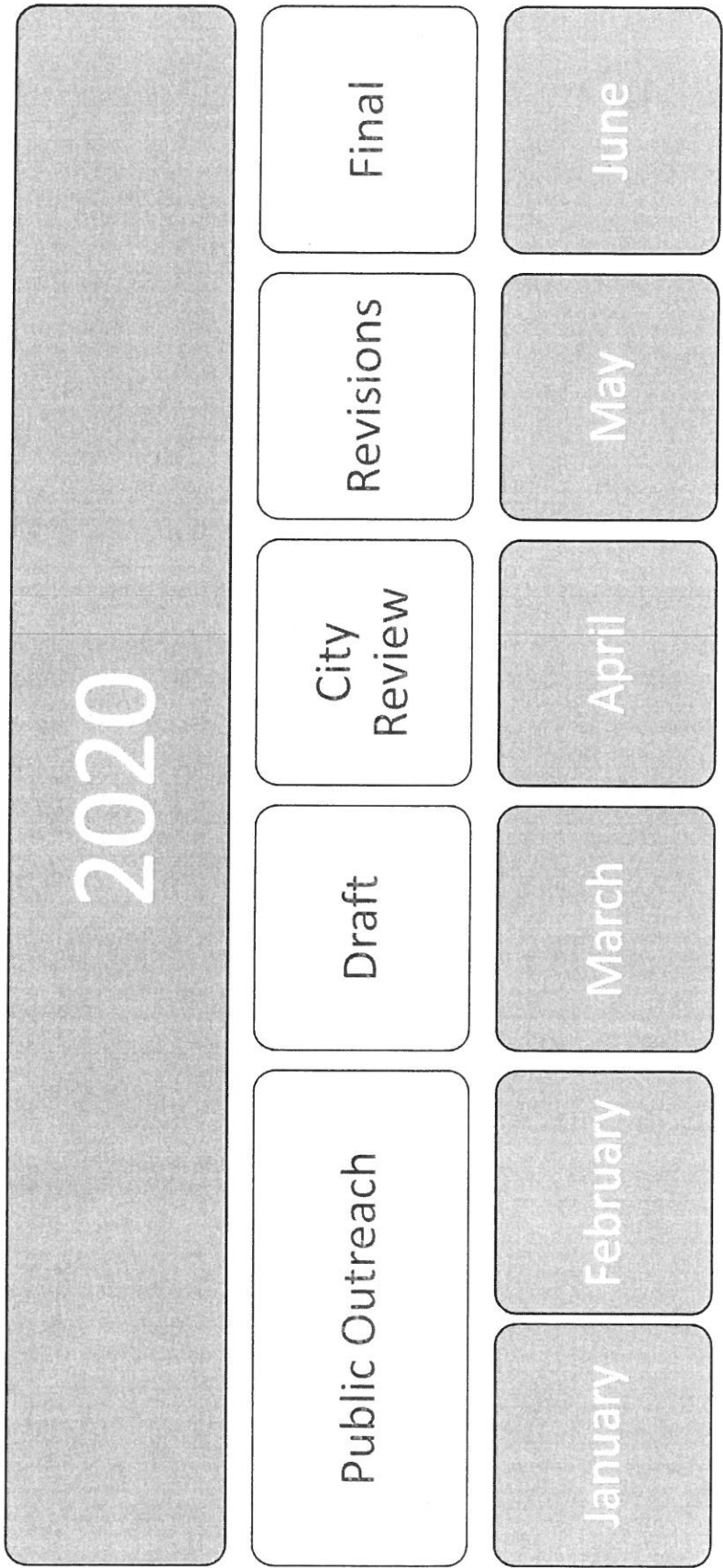
1. Aesthetics
2. My greatest concern for new guideline in the historic district is that they would restrict creative design solutions for additions or new construction. Therefore creating monotone design within the district where everything appears the same in form, material and execution.
3. Way too many wine tasting establishments.
4. Allowing individuals/companies to build "McMansions" that do not belong in downtown FBG
5. Unable to afford the upgrade of the existing buildings.
6. New build non-conformation to existing historic structures...Hate the mega-mansions and new builds that look out of place. Preservation is important.
7. Lack of contractors familiar with and understanding the process therefore competitiveness is reduced and prices increase.
8. Achieving a balance between historic preservation, appropriateness of renovations/additions and flexibility of new construction as it relates to the continued development of the historic district and central business district
9. I am both a historian and an owner of historic property so restoring the property with historic accuracy and respecting the guidelines of the Historic District was exactly how my husband and I wanted to proceed. And we do consider it an honor to be the guardians of our property. Not everyone feels the same. It seems that preserving the historic accuracy and charm of Fredericksburg is vital to the uniqueness of the community. I do know that there is considerable push back from other property owners regarding having the City tell them what they can and cannot do with their property. My concern is that there is a schism in the community that is creating a divide where I wish there could be a common concern for the preservation for the history of the town. We moved here because of the charm and history, not to recreate where we moved from.
10. Balancing retention of truly historic properties with respect for the rights of property owners and the need to see the city continue to evolve into the future.
11. I am concerned about allowing new, large, tall structures that overwhelm existing houses and buildings and don't fit in the neighborhood.
12. That preservation will out way usefulness of worn out structures.
13. Using inappropriate style, colors and the removal of details that make the structures unique.
14. Areas within district with very low historical significants. And the lack of clear, objective guidelines.
15. That it becomes nothing but huge McMansions, or conversely, dilapidated buildings being demolished by neglect.
16. That it becomes sooo much of a burden for owners to comply that they abandon the district and go elsewhere.,
17. Now that we have many marginal structures (houses with aluminum windows, comp roofing, 8' ceilings, altered, etc.) with Medium Ratings in the expanded District, I am concerned how these structures will be viewed when design guidelines are applied. Will it be allowed to replace windows with improved window systems or change roofing material? Will wall heights be allowed to change for higher more liveable spaces?

18. That this generation is not allowed to leave its architectural mark on a city highly diverse in style and materials as the 6 before of us have by over regulation
19. That historic homes would be replaced by modern design.
20. everything looks the same/cost to remodel
21. Too many Hugh homes
22. Consistent and objective regulation. Separately, the owner's financial capability for repair/replacements should be taken into consideration. For example: What if someone can't afford to replace their roof with the approved materials? Are their concessions made or are they forced to live with a leaking roof?
23. Density
24. Keep the character of the community through guidance; be conscious of new approaches to energy efficiency and cost elements through flexibility. Be creative partners, not heavy-handed.
25. City Council does not support maintaining character of district
26. The expansion is extensive. Most structures in the expansion are not historic. I do not believe you can create a historic district with new construction as it is new - not historic. You can have an outward appearance but it is not real. Costs associated with following the regulations should be part of this discussion. The private and public property in the expanded district need simple rules to follow that do not overburden the individual.
27. Being able to adhere to standards while using materials that are not as expensive, or are more energy efficient
28. Taxes. Lack of local workforce due to gentrification/ lack of affordable housing. Parking.
29. Controlled improvements
30. The new larger commercial buildings if not designed properly could really have an impact
31. Cost -Equality-Common Sense
32. That restrictions are too burdensome on properties of no historic significance within the district.
33. Taking away from the old world look that Fredericksburg has.
34. How can we preserve our authentic heritage and small town feeling. Fredericksburg must never become like a theme park or just another over-crowded, homogenized, urban atrocity. If we sacrifice who we are in pursuit of more tourists, tax dollars, etc., we will lose the very reason people want to come to Fredericksburg.
35. Density within the district. Overly densifying sites for B&B uses and the associated parking required to operate such businesses. Zoning requirements need to be addressed within the district that prevent a project that is allowed by zoning rights to be overridden by Historic Review. Infilling with new construction that is a false representation of local design and architecture is not a strategy that should be encouraged. We do not live in Germany...thus, German design is not appropriate. The hill country has a design language influenced by Germanic immigrants that adapted to their own traditions. Modern is OK...scale is critical. Careful detailing and articulation of new construction should be encouraged over "styles". Just because not everyone like modern design, doesn't mean it is inappropriate to the district. If something is well designed and detailed, it will become historic in its own right. The variety of design is what is unique about many historic districts...not everything has to be buff limestone and pitched standing seam roofs or a Craftsman Bungalow. Encourage good design detailing and attention to the little things. Developing guidelines that establish massing criteria that address appropriateness of scale in respect to the local historic surroundings. New construction, houses

- in particular, are larger in footprint than traditional homes, thus, their scale seems out of place within the district unless a care is taken during the design process. It is critical for some idea of scale in relation to neighboring properties be considered and presented. Too many projects that are out of scale and poorly detailed are being approved. Consistency is key for evaluating projects. Many projects are presented to the board by homeowners with very crude descriptions or notebook paper sketches. It is difficult to evaluate such a request with the same standard of care that we would expect a designer, developer or Architect to provide. Submission requirements need to be clearly defined so that proposals are evaluated consistently. It should be the presenter's burden to provide materials that adequately present the project in a clear manner. Staff should be able to clearly identify incomplete submissions and work with presenters to develop a complete and thorough presentation that gives the board the opportunity to fairly evaluate a project. It might be a good idea to develop a homeowner template with minimum submission requirements and formatting in order to assist lesser skilled presenters in providing the proper information for the board's review. A separate level of presentation can be provided to more experienced professionals that is more in line with the system we currently use. It is important that city development processes are clearly coordinated and defined. A flowchart with the development process should be developed for the pre-application process. The pre-app meeting should define how a project moves through Historic Review>Site Plan>Building Permit...etc. It should be a goal of the city to prevent Historic Review from being in conflict with site plan, zoning, fire, and building departments. Presenters should be provided with meeting notes and action items within a day or two after their presentations.
36. Striking a balance between property owners and the district that doesn't unnecessarily increase the cost of compliance but preserves the local appeal of the district. Also, the district should acknowledge that while some properties can be deemed historic, that doesn't automatically mean they should be preserved. Some historic architecture is not unique, aesthetic, or worthy of preservation.
 37. To blend the look of historical home with the practical use of modern life. A good example is the use of energy efficient materials. Another example is converting old out builds that are not structurally sound into usable buildings while still maintaining the historical look.
 38. Set back regulations
 39. I see some properties that restored the original historic building but then added a modern design directly to the original building a total mistake, taking away from the original beauty and character of the original building. People should be informed before they purchase a property what guidelines they will need to follow. For properties that will be built new, they need to exhibit key German architectural elements that are in keeping with the German architecture of the town. We need to Keep, maintain, improve authentic German architecture of homes buildings in Fredericksburg. Especially those properties in locations that are clearly visible or in key locations in the district. If a property is such where a building is hidden then the guidelines should allow for that. I want future visitors to be as excited as I was when I first came here to see this unique style and history that the homes and buildings exhibit.
 40. I believe it's important to maintain a cohesive look on Main St with the understating that new buildings will be built. So keeping with the "Fredericksburg look" as a whole.
 41. (I own and live in my home in the District. It was built in 2013) ...that all these regulations will be too purist and, therefore, too expensive for ordinary residents to comply with. I would love to

see regulations for RESIDENTS that allowed for energy efficient homes using newer materials that strictly maintain the LOOK of history. Of course I suppose we would have to extend same to non-residents and STRs. Honestly I think they should pay a price for being in residential Historic Dist in empty homes. Just give the actual citizens who live in our town some financial breaks so they can stay in their homes. They should come first in consideration in order to preserve our neighborhoods and our community.

42. Too many regulations
43. Maintaining the "real" integrity of the historical district
44. Is it a goal of the city to require historic design of new buildings on unimproved property?
Property owners should be free to follow there own desires for design today as have property owners through history. Does city government have a right to dictate the tastes of its property owners? Why and for what purpose? Which persons gets to dictate to the property owner? whose tastes are superior?
45. Renovations increasing size of dwellings
46. Replacement of smaller homes with oversized ones. Oversized homes in general.
47. That the public is so concerned about having their own rights they don't believe in preserving our architectural history..
48. The potential imbalance of commercial/business vs residential entities. Also, the continued preservation of high rated historic structures. Then there's the weekend parking/traffic issue.
49. Lot line to lot line construction of new structure
50. The expense of owning buildings 75to over 100 years old on Main Street.
51. Crowding, additions and the reduction of lawn area.
52. "McMansions" overwhelming neighboring structures. Over abundance of STRs on single lots.
53. Allowing new construction and /or renovations in infill areas that dwarf the integrity of the other historic structures in the neighborhood.
54. Too much control



Ordinance Review and Revision



TEXAS HISTORICAL COMMISSION

Design Guidelines & Standards CHECKLIST

The list below outlines suggested topics to cover in any set of design guidelines or standards.

Introduction - Include explanations for:

- Who uses the Guidelines
- How to use the Guidelines
- Design Review System
- Why Preserve Historic Properties?
- Enabling Ordinance and other Policies
- Zoning vs. Guidelines
- Guidelines vs. Standards
- History / Development of Community

Building Form

- Massing
- Height
- Scale
- Edge Alignments
- Rhythm of Solid to Voids
- Horizontal and Vertical Organization
- Location and Treatment of Entryways

Building Elements

- Exterior Walls
- Roofs
- Windows / Doors
- Storefronts
- Porches / Balconies
- Awnings / Canopies
- Signage
- Lighting
- Mechanical Equipment

Materials

- General Maintenance
- Links to Repair Guides
- Brick
- Stone
- Wood
- Metal
- Glass
- Terra Cotta
- Stucco / Plaster

Site Work & Outdoor Amenities

- Landscaping
- Lighting
- Benches / Seating
- Fencing
- Sidewalks / Driveways

Additions & New Construction

- Massing & Form
- Orientation
- Set-backs
- Height
- Design and Style
- Materials and Textures
- Location of Additions

Other

- Sustainability
- Energy Efficiency
- Parklets
- Murals
- Parking
- Service Areas
- Outbuildings
- Etc.

Appendices

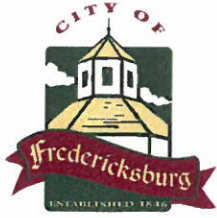
- Glossary of Terms
- Map of Historic Districts

Texas Historical Commission
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Austin, TX 78711-2276
512.463.6100
fax 512.475.4872
thc@thc.state.tx.us



TEXAS HISTORICAL COMMISSION
real places telling real stories

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CITY COUNCIL, PLANNING & ZONING COMMISSION AND HISTORIC PRESERVATION MEMO

DATE: February 11, 2020
TO: City Council, Planning and Zoning Commission and Historic Review Board
FROM: Brian Jordan, AICP
SUBJECT: Joint meeting with City Council, Planning and Zoning Commission and Historic Review Board

Density Allowed in the Historic District

We have been experiencing significant growth and development pressures in the Historic District. For the purpose of this discussion, we will focus on the pressures relating to density, or the number of dwelling units (short or long term) allowed in the zoning districts within the Historic District. The Historic District consists of properties zoned R-1, R-2, C-1, C-1.5, C-2 and CBD. The density calculations are based on a requirement of square footage of lot area per unit, and are further based on the number and type of bedrooms configuration. The following is a table showing the square footage of lot area required per type of unit in the various zoning districts.

Number/type of Units	Density Allowance				
	R-2	C-1	C-1.5	C-2	CBD
Efficiency	2,500	1600	1600	1600	1600
1 Bedroom	3,000	2000	2000	2000	2000
2+ Bedrooms	3,500	2400	2400	2400	2400

As an example, if you have an R-2 zoned property and a 10,000 square foot lot, you can have 4 efficiency units, 3 1-bedroom units, 2 2-bedroom units, or some combination thereof. However, if you have a C-1,

C-1.5, C-2 or CBD zoned property, with the same 10,000 square foot lot, you could have 6 efficiency units, 5 1-bedroom units, 4 2-bedroom units, or a combination thereof. The maximum number of short term rental units on an R-2, C-1 or C-1.5 property is 8. Properties zoned C-2 allows more than 8 units and is considered a hotel. Properties zoned CBD permit more than 8 units by Conditional Use Permit.

The attached zoning map of the Historic District shows the various zoning types. As you can tell from the map, the largest portion of the district is CBD or R-1. The next largest area is zoned R-2, followed by the C-1, C-2 and C-1.5 districts. An example of a project located in the 400 Block of W. Austin Street that has recently been approved by the Historic Review Board is attached. In addition, we will provide examples in town where developers have taken advantage of the R-2 density allowances for infill development that is being marketed and sold at market rates.

We are providing a number of publications relating to visualizing density and a new plan for development adopted in the City of Bastrop. We are not endorsing or supporting either of these publications, just providing them to stimulate discussion.

Zoning Regulations vs Historic District Standards:

In each zoning district, there are a list of permitted and conditional uses and Site Development Regulations. Site Development Regulations include minimum lot width and size, maximum height, building setbacks, maximum impervious coverage, maximum building coverage, fences, parking and signs. The Historic Preservation Ordinance regarding new construction states the following: *New construction in historic districts*. The Board will review all new construction plans within historic districts in order to ensure visual compatibility with the surrounding buildings and environment in relation to design, height, gross volume, massing, scale, proportion, and setback in accordance with the Design Guidelines.

So, while the zoning establishes a very rigid set of guidelines, the Historic Preservation Ordinance involves subjectivity and is open to interpretation of the Board. In addition, what may be appropriate in one location may be inappropriate in another location with the same zoning. An example of where these regulations may conflict is when the CBD permits a height of 3 stories, 38' and a 0' setback, the Board may determine that in order to be compliant with their provisions, the building should be less than 38' and be setback from the property line.

CBD Zoning with its zero setbacks is most appropriate along Main Street. The uses allowed in CBD are appropriate for the downtown area, however the setbacks and heights allowed by right by CBD are not appropriate in areas that were traditionally residential and have now taken on commercial uses (such as the 200 block of E San Antonio and E Creek Streets). An example of a project recently approved and under construction is attached.

Potential changes in Zoning or Development Regulations to accommodate affordable housing:

As everyone is well aware, we have long been experiencing a lack of affordable or attainable housing in the community. Although there have been several projects developed that help provide more affordable housing, there still remains much that has not been done. This discussion will focus on the many challenges that affect housing, including City related matters such as subdivision and zoning regulations, development requirements and fees. Other items affecting housing include cost and availability of land, limited construction labor availability, along with a changing demographic of buyers.

Important in this discussion, however, is to make sure that whatever conclusions are drawn that we don't jeopardize the quality of our neighborhoods and our community. We should consider options such as increased density, reduced lot sizes, provisions for infill among others that can increase sustainability for city services and reduce sprawl.

Attached for your review are several articles relating to small town sprawl, using accessory dwelling units to add housing and reduce housing costs, and a summary of a housing study completed in 2019 by the City of Kerrville. The article on utilizing accessory dwelling units to add housing has been available in Fredericksburg for many years. Unfortunately, we have experienced the reverse effect since most of these units have been utilized as Short Term Rentals and have increased the price and reduced the availability of such units as affordable housing.

Other cities are trying to address similar issues.

Fort Worth has recently adopted [a Form Based Zoning district](#) around the historic Stockyards and surrounding areas. This plan divides the large area into 3 districts and even provides "view opportunities" for protection of certain view corridors.

The creation of the Bastrop Building Block (B3) Code was guided by the following City Council purpose statement: "Create a fiscally sustainable community through land-use standards that are authentically Bastrop and geographically sensitive."

Recognizing the importance of retaining Bastrop's unique character and timeless charm, the community decided to take a journey. The journey began with a mission to repair and maintain existing Bastrop, then plan and design for the City's future and finally, turn the goals, vision, and mission of the community into the required expectations for growth. This includes the establishment of Place Types, intended to promote compatible patterns of land use and Site Development consistent with the City's adopted Comprehensive Plan.

Visualizing Compatible Density

By Bob Bengtford - May 4, 2017

Density is a controversial subject in virtually all American communities. While some districts and communities are seeking more density to promote economic revitalization and a host of other progressive goals, density is more often a thing to be feared. Many think that density is simply ugly: more and bigger buildings, more asphalt and concrete, fewer trees and green space, less sunlight and privacy, and even less air to breathe.

But with a finite amount of land to house us, communities all around the globe have come to understand the need and benefits of density (saving land and energy use, for starters). Here in Washington State, the Growth Management Act dictates that cities plan for anticipated growth, which, in many cases, means more density in areas with the infrastructure to support it.

Zoning codes all regulate density in some form. Single-family districts include lot size minimums. Multifamily districts often include a maximum number of dwelling units allowed per acre. Major political battles often erupt when density increases are proposed. Community members may fight against a proposed density number, but often they don't know what it looks like.

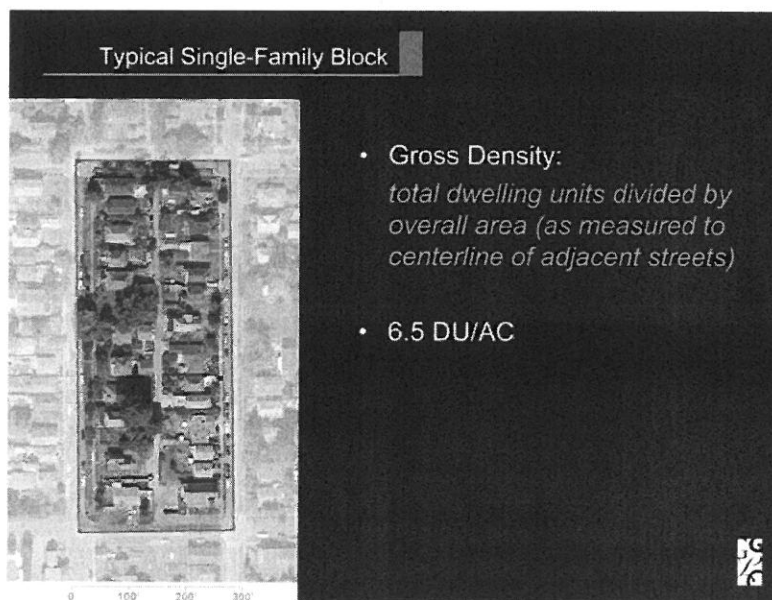
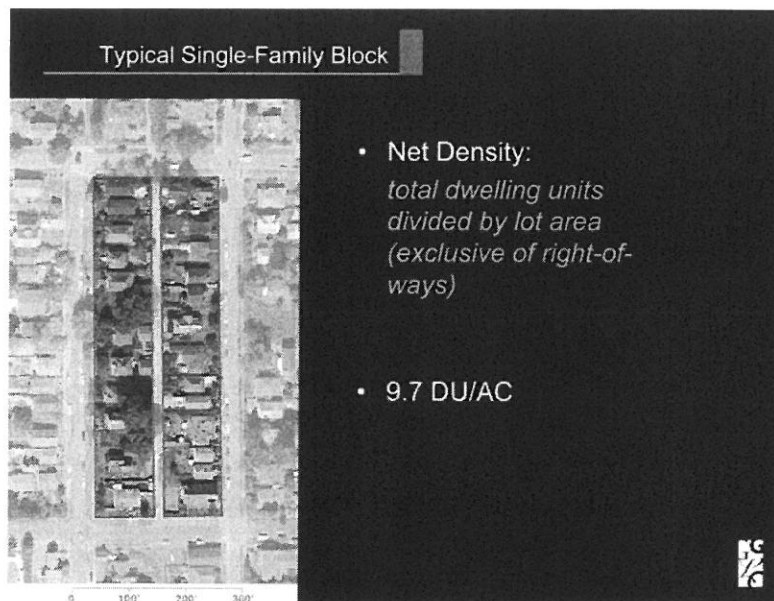
Over the past few years, I've conducted a slideshow and discussion on density to planning commissions and committees in multiple cities. The major conclusion of the analysis is that perceptions on density depend on design. As author Julie Campoli noted in her 2007 book, *Visualizing Density*, people tend to overestimate the density of monotonous, amenity-poor developments and underestimate the density of well-designed, attractive projects, thereby reinforcing negative stereotypes.

This article shows examples of various densities in Washington State communities and closes with a summary of design elements that help to make density more compatible.

Clarification of Gross Versus Net Density

First, it's important to clarify how densities are measured. Zoning codes either measure density on a gross or net basis. Net density includes just individual lots in the measurements while gross density includes street rights-of-way and common areas. As a consequence, net density figures are typically 50-70% higher than gross density numbers.

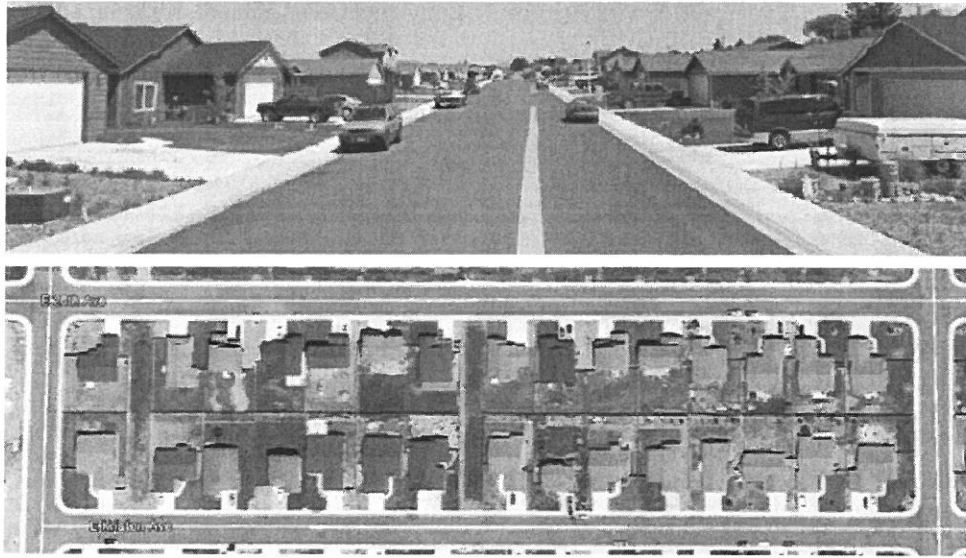
Gross density measurements are often best used when looking at large developments that are likely to have internal roads and open space. Net densities are often more appropriate for neighborhood infill situations. The graphics below, courtesy of GGLO, help to explain the differences.



Density Examples

4 Dwelling Units Per Acre (Gross)

Notable features: The lack of street trees combined with a prevalence of garages and driveways. The city's new standards, however, reduce street widths, include wide planter strips and street trees, and de-emphasize the garage in the design of home fronts.



Newer single-family subdivision in Ellensburg.

5.3 Dwelling Units Per Acre (Gross)

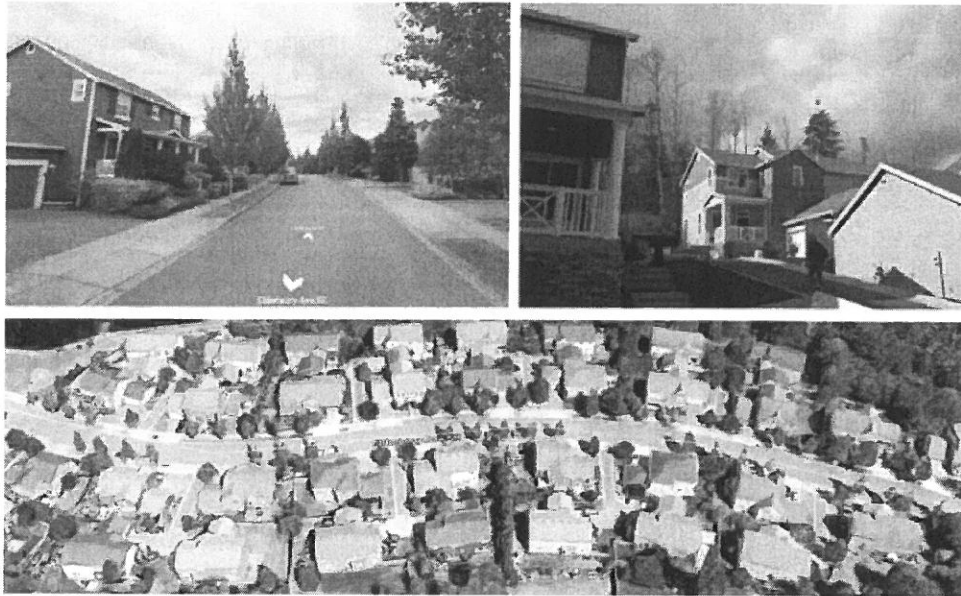
Notable features: Traditional streetscapes with sidewalks, planter strips, street trees, covered entries, and a diversity of architectural styles. Access to garages is provided by an alley behind the single-family houses.



Older single-family neighborhood in Olympia.

5.9 Dwelling Units Per Acre (Gross)

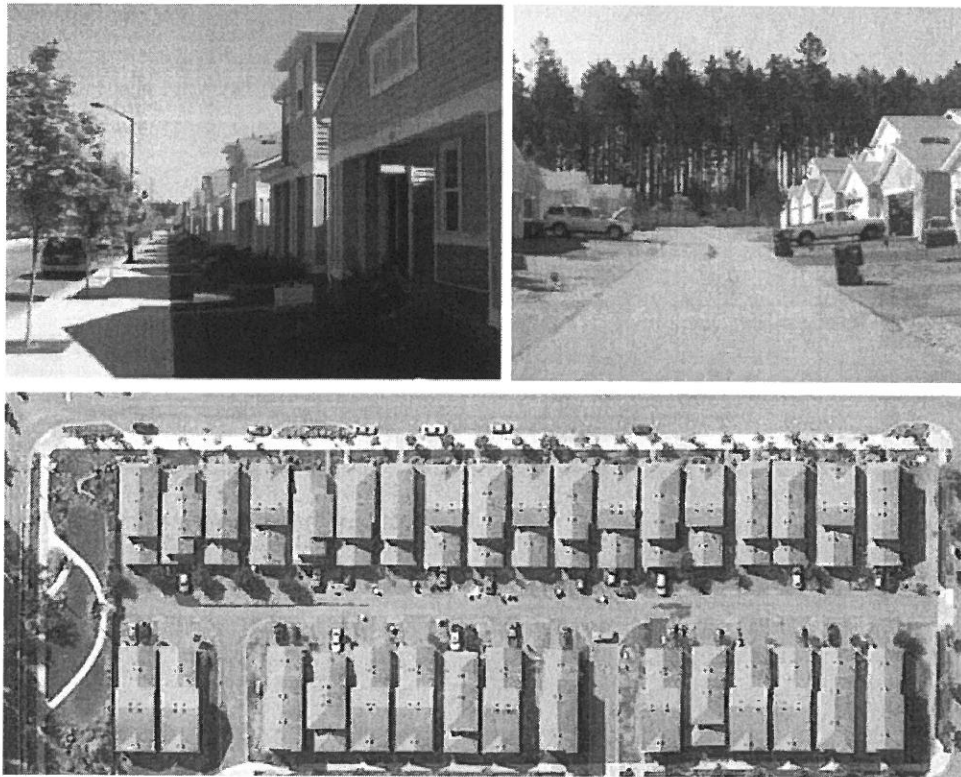
Notable features: Traditional streetscape with sidewalk, street trees, shallow front setbacks and front porches. The courtyard-access lots behind the street-fronting homes add density, but its density that's largely screened from the street. Note that the second row of homes at the top and bottom of the image are accessed by private lanes.



Relatively new single-family subdivision within the master-planned Snoqualmie Ridge development in Snoqualmie.

7.7 Dwelling Units Per Acre (Gross)

Notable features: Consistent setbacks, shallow porches, minimal setbacks between homes, and alleys with driveway space in back. The monotonous layout and design, combined with the lack of usable open space for residents, led to updates to Lacey's zoning and design standards.



Relatively new small-lot homes in the Hawks Prairie development in Lacey.

9.3 Dwelling Units Per Acre (Gross)

Notable features: Traditional streetscapes, a combination of front- and alley-loaded dwellings, and strategically located, common open space. The numbers below refer to duplexes (2) and triplexes (3).

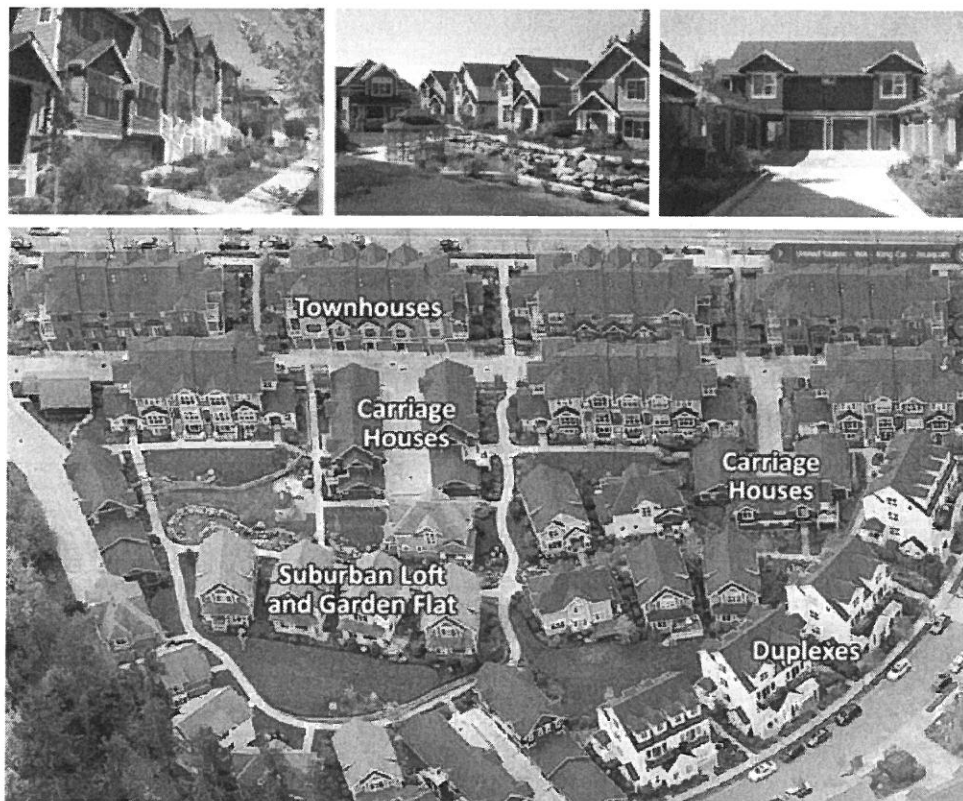
The remaining structures are single-family homes.



Relatively new mixed-housing type subdivision within the master-planned Issaquah Highlands development in Issaquah.

15 Dwelling Units Per Acre (Gross)

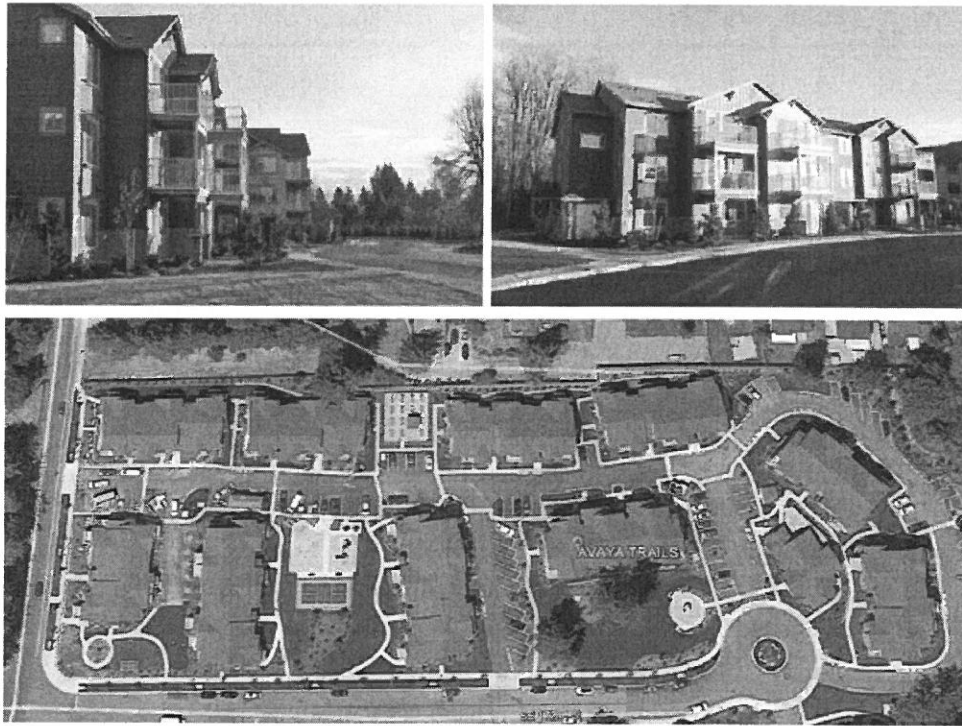
Notable features: A variety of housing types, pedestrian-friendly street frontages, alleys and auto courts, and common open space with trails.



Relatively new mixed-housing-type subdivision, also within the master-planned Issaquah Highlands development in Issaquah.

18 Dwelling Units Per Acre (Net)

Notable features: A combination of surface/garage parking and generous open space and recreational features (including children's play area, sports court, vegetable gardens for residents, trails, common recreational building, and a protected natural area).



New apartment community in Renton.

27 Dwelling Units Per Acre (Net)

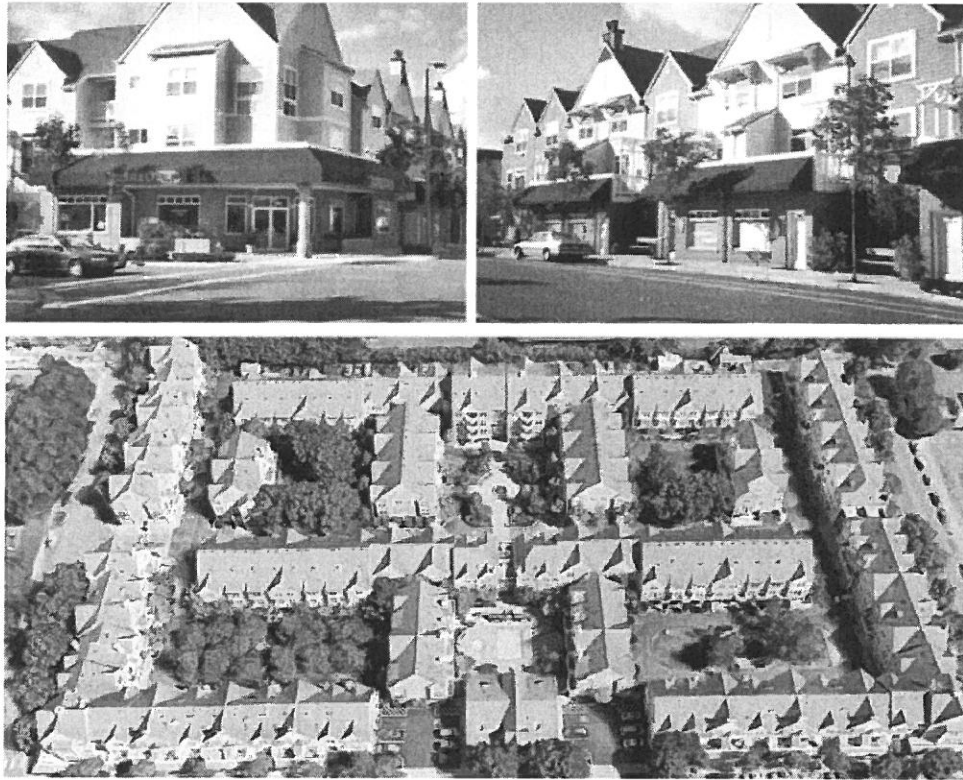
Notable features: Single and double-single family lots redeveloped with condominiums. Each building contains between three and seven units and has front-loaded parking at the street level beneath the dwelling units. All are built within a strict 30-foot height limit; hence, the flat roofs.



5th Avenue Condominiums in Kirkland.

34 Dwelling Units Per Acre (Net)

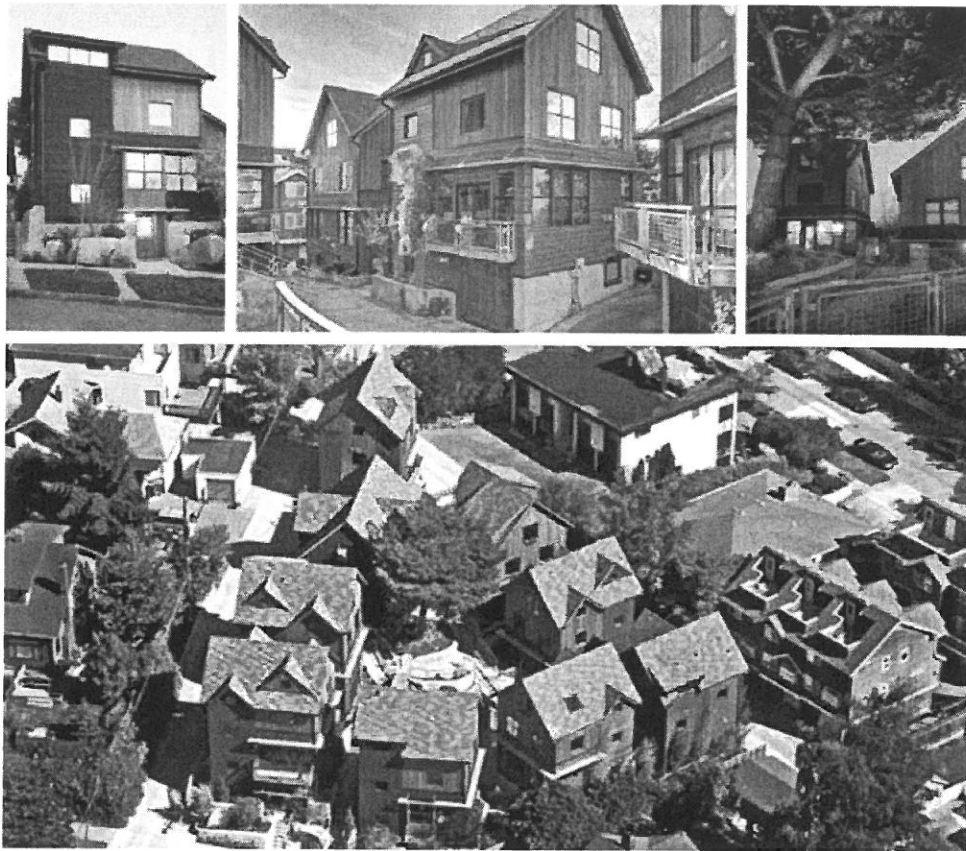
Notable features: An urban, street-oriented townhouse development integrating corner retail spaces, live-work spaces, internal auto courts with private garages, and common open space.



Lionsgate Townhouses in Redmond.

36 Dwelling Units Per Acre (Net)

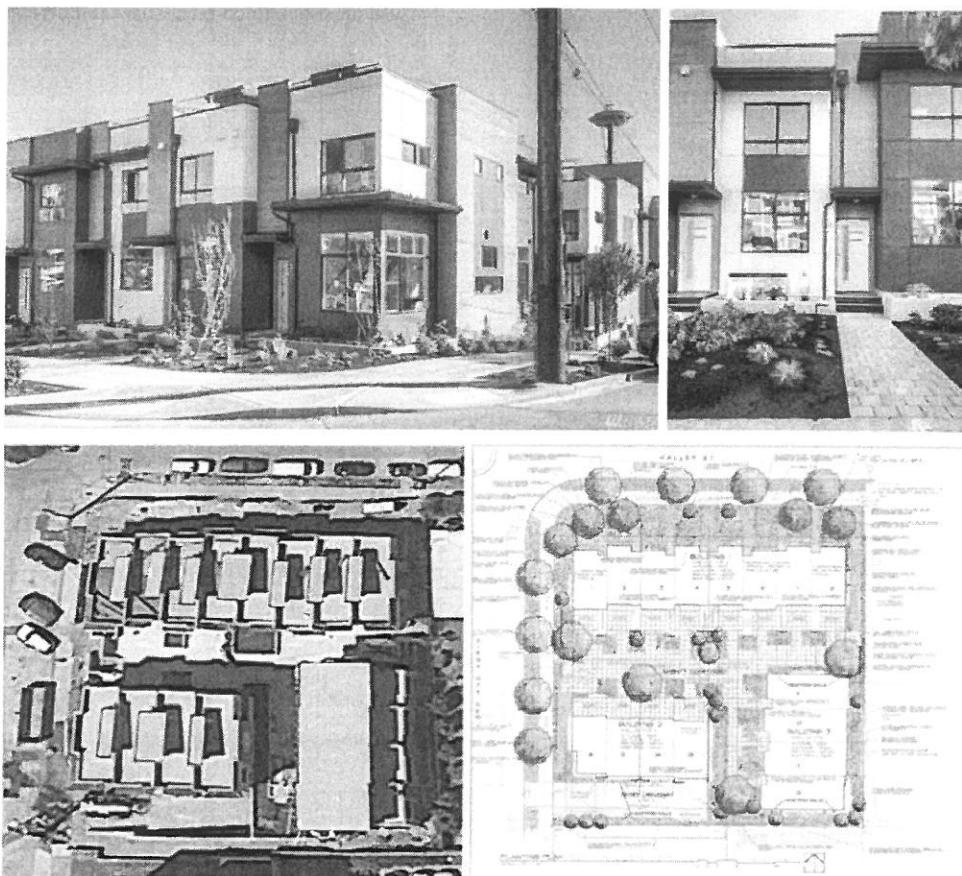
Notable features: A cluster of single-family homes integrated into surrounding neighborhood with alley and internal auto-court access, private garages, a large cedar tree, and a manmade stream running through the site.



Detached single-family homes in The Boulders at Green Lake development in Seattle. (Johnston Architects)

44 Dwelling Units Per Acre (Net)

Notable features: New urban townhouses and live-work units served by underground parking and containing private patios and a centralized, shared courtyard space.



Live-work and regular townhouse units in Seattle's Lower Queen Anne neighborhood. (Landscape plan courtesy of David Vandervort Architects)

59 Dwelling Units Per Acre (Net)

Notable features: The whole block site transitions from four-story buildings with ground level retail to townhomes that rise only one level above the street at the northwest corner of the site. While the L-shaped, mixed-use apartment building is over 100 dwelling units per net acre, the surface parking area and townhouse building bring the block's average density down to 59 units per net acre.



Nia Apartments and townhouses in White Center. (King County)

162 Dwelling Units Per Acre (Net)

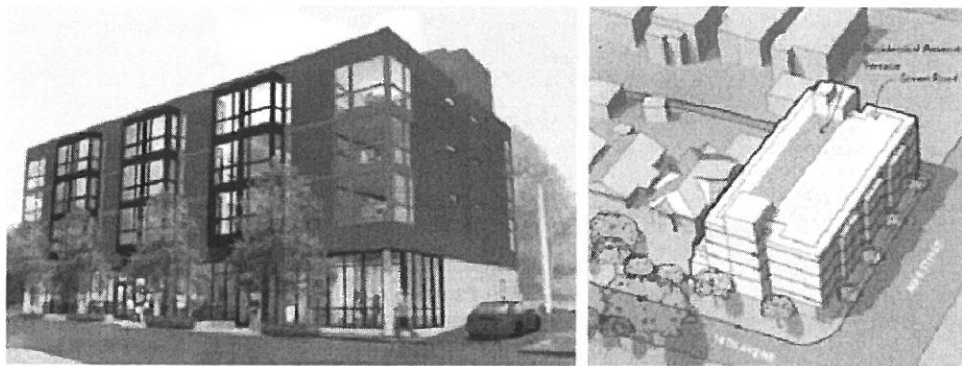
Notable features: A 6-story, mixed-use apartment building in the very urban, First Hill neighborhood.



Apartments over ground-level retail in Seattle's First Hill neighborhood. (GGLO / Google Earth).

205 Dwelling Units Per Acre (Net)

Notable features: This mixed-use project now under construction features 41 studio apartments averaging only 430 square feet. The trend in smaller units in urban areas results in a much higher density count than would be assumed in looking at this four-story building. It replaces two single-family homes and features only eight parking spaces but will be within walking distance of a future light rail station.



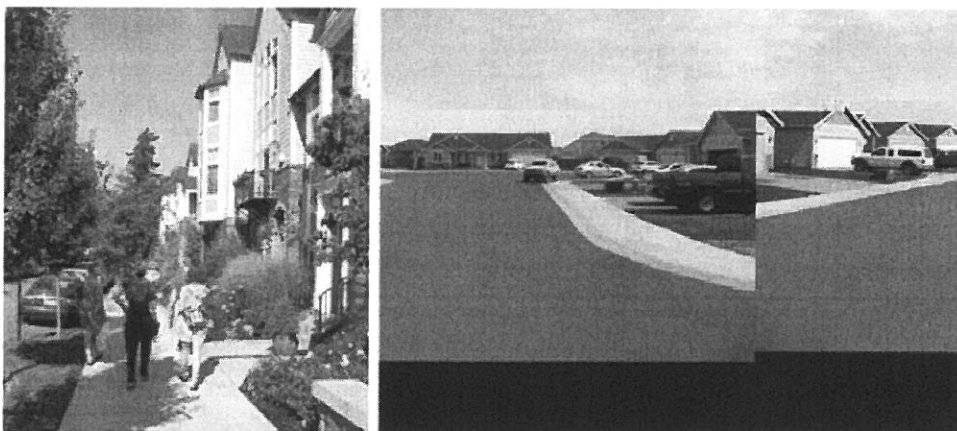
Studio apartments over ground-level retail in Seattle's Roosevelt neighborhood. (Weinstein A+U)

Conclusions: What Makes Density Compatible?

Some quick observations about the examples above and key elements that make them appear more or less livable or attractive.

Good streetscape. Since the most common perception of cities is from our view at street level, the quality of the streetscape in front of the buildings makes perhaps the biggest impact in humanizing developments and softening the hard edges of buildings. Street trees are present in all of the examples above, except the very first example in Ellensburg, and it's notable that new streetscape standards for Ellensburg now require planting strips with trees! The mixed-use building photos above were all taken during the wintertime. Summertime photos from the same vantage point would certainly soften the edges of those buildings!

Vehicular access elements. Streetscapes dominated by views of garages tend to create more of a dehumanized setting. While they may not necessarily make a streetscape feel more dense, the garages certainly degrade the visual character. The Issaquah Highlands examples above are particularly successful in locating and designing garages and driveways in a manner that minimizes their visual impact on the streetscape.



Attractive streetscapes go a long way towards making higher-density neighborhoods livable. Poor streetscapes that are auto-dominated and lack softening greenery can make an area feel more crowded.

Building design. There are a number of building features that can impact a person's perception of the building.

- **Façade massing.** Large buildings featuring good articulation techniques that break down the perceived scale of the building and add visual interest will appear less dense than a boxy and poorly detailed building.
- **Façade materials & detailing.** Buildings with materials and detailing that add visual depth and interest to a view will also be perceived as less dense and more livable.
- **Variety.** While some consistency in built form can be good and help to establish a sense of place, monotonous designs (particularly those with poor streetscapes, façade massing, materials, and detailing) can degrade the visual character and make the area feel denser than it is.



The images feature good façade articulation and detailing that add visual interest and reduce the perceived scale of the buildings.



The image features monotonous setbacks and building forms. While some variety of color and porch roof forms are included, it still comes across as excessively monotonous.

The following planners provided assistance in this piece: Steve Butler and Byron Katsuyama (MRSC), Jeremy McMahan (Development Services Planning Manager, City of Kirkland), Chip Vincent and Clark Close (Long Range Planning Director/ Senior Planner, City of Renton), Gary Lee (Senior Planner, City of Redmond), Lisa Rutzick (Design Review Program Manager, City of Seattle), Joming Lau (Urban Design, MAKERS), and Sean McCormick (Urban Designer, MAKERS).

This article is a cross-post that originally appeared on MRSC Insight Blog.

Bob Bengford, AICP, is a Partner with MAKERS architecture, planning and urban design firm. Bob's community design work encompasses all transects, from urban downtowns and transit-oriented development to rural area planning. Since joining MAKERS 13 years ago, Bob's specialty has been helping communities craft usable development regulations and design guidelines. The combination of growing up in a sprawling Orange County (CA) tract home subdivision, reviewing development plans against antiquated and inconsistent codes in rural Bonner County (ID), and working with a great mentor at MAKERS (John Owen) have helped Bob recognize the critical importance of good development regulations and design guidelines in shaping vital and healthy communities. As a resident of Bellevue, Bob has been active in various community planning issues. He's also an active four-season bicycle commuter, hiker, gardener, and urban explorer.

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Bob Bengford (Guest Contributor)

Guest Contributor

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How a small Texas city rewrote the rules of development

Bastrop, Texas, found that updating the building code meant getting back on the grid

By Patrick Sisson | Dec 2, 2019, 2:58pm EST



An intersection in downtown Bastrop, Texas. Last month, the city adopted a new building code, known as Bastrop Building Block, or B3, which radically alters how the city will approach development | Courtesy City of Bastrop, Texas.

A small town outside Austin, Texas, took a big step toward becoming a more sustainable and walkable community. In many ways, it was as simple as getting back on the grid.

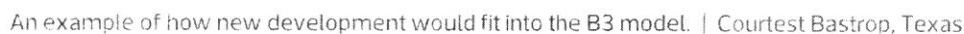
Last month, Bastrop, Texas, adopted a new building code, known as Bastrop Building Block, or B3, which radically alters how the city will approach development. Instead of using the one-size-fits-all approach common to land-use policy, the new flexible system was designed to address three interrelated issues hitting municipalities across the county: population growth, aging infrastructure, and outdated development patterns.

While the details of local zoning code may seem technical, Bastrop's change is far from boring. The shift, according to proponents, may help reshape the city at little to no cost to local government, and even serve as a sustainable model for thoughtful development in a state known for a sprawl-centric development culture. It all starts with water.

How flooding washed away old planning rules

Located just 20 minutes east of the booming city of Austin, Bastrop leaders knew that "the growth was coming," says city manager Lynda Humble. So Bastrop decided to change its policies in the middle of 2018. That May, Humble, who was in the midst of her first year as city manager, told the city council that, under the existing code, new development would exacerbate the city's flooding problems—the town had faced four FEMA-declared floods from the Colorado River and then Hurricane Harvey in just the past few years—and she couldn't do anything about it. Since the city is on the hook to maintain flood infrastructure, it could go broke without enforcing smarter, more sustainable development mandates.

The council decided to rewrite the rules. There had already been meetings and discussions around a forthcoming comprehensive plan for the city, and residents had made it clear they wanted managed growth and fiscal sustainability. The challenge to any change was accomplishing these goals while maintaining the feel of Bastrop, a city founded in the early part of the 19th century.



Mayor Connie Schroeder had said she wanted to build neighborhoods, not “a sea of faceless subdivisions,” and the code allows more flexibility.

Part of the process included an analysis of the city by consultants from SimpleCity, based in nearby San Marcos, Texas. Matt Lewis, the company's CEO, and his team conducted a

detailed examination of downtown Bastrop, a traditional area filled with small, gridded blocks. In addition to discovering that downtown was the only fiscally sustainable area of Bastrop—based on an analysis of revenue per acre and productivity—the consultants found that zoning alone wouldn't create the change the city wanted. Transportation reform also needed to be included, which meant altering parking rules and the layout of new streets in relation to existing roadways.

"Bastrop didn't want to become anywhere America," says Lewis. "Extracting the gridded street network as a key piece of the code was fundamental to going beyond typical zoning and ensuring this effort would be successful for generations to come."

In 1837, when Bastrop was founded, the streets downtown were measured based on the turn of a wagon wheel. Today, at a time when planners are contemplating an era of autonomous vehicles, these antiquated yet walkable streets still manage foster the kind of economic and social activity that makes street life and commerce thrive. B3 makes grids mandatory.

In keeping with the goal of fiscal sustainability, Mayor Schroeder said that simple math is all that's needed to see that more sprawling developments patterns don't add up. In November of 2017, the city council was analyzing the layout of streets in a new subdivision. Based on the length of the winding roads, the number of homes, and the property value, the city found that it would take 16 years for this development to generate the revenue needed to pay for 5 years of road maintenance. Denser, more closely connected streets mean lower construction and maintenance costs.

In postwar America, most cities left the grid and went with a system that allowed arterial roads, which form the curving and disconnected cul-de-sacs of modern suburbia. Bastrop may be one of the first to return to the right angle roadways.

"Another view of success is clarity and simplicity for the community," says Mayor Schroeder, "to know what they can expect neighbors to build and what they can do on their own property."

Humble says that the plan has proven the potential of planning and community engagement. When the full B3 proposal was adopted in November—a move that rezoned more than 4,700 pieces of property—there wasn't a single protestor at the city council

meeting. Residents have been able to ask for variances, she says, and recent outreach to developers has helped spread the idea that creative projects that “push the envelope” are welcome.

“It’s already gratifying to know development is better based on the conversations we’re having today with developers,” she says.

Why aren’t more cities making similar shifts? Mayor Schroeder says that few are willing to admit they’re going broke, and fewer are willing to challenge existing paradigms of development.

“It’s unnerving to acknowledge that everything you’ve been trained on doesn’t work,” says Humble.



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Fredericksburg Historic District Design Guidelines

NEW CONSTRUCTION

New Construction, if done correctly, can make a positive impact in a historic district, whether the district is commercial or residential. As with all changes that must be made to or around historic district, it is essential to preserve the integrity and character of the area. New construction should always respect the scale of its surroundings while maintaining its own individuality. However, it should not be obtrusive to the original structures in the district. All new construction should reinforce the visual character of the historic neighborhood.

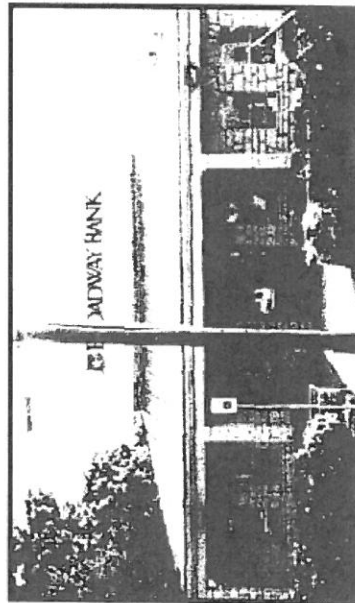


Figure 70: Commercial, West Main. An example of a new building that blends well with its environment.

Recommended

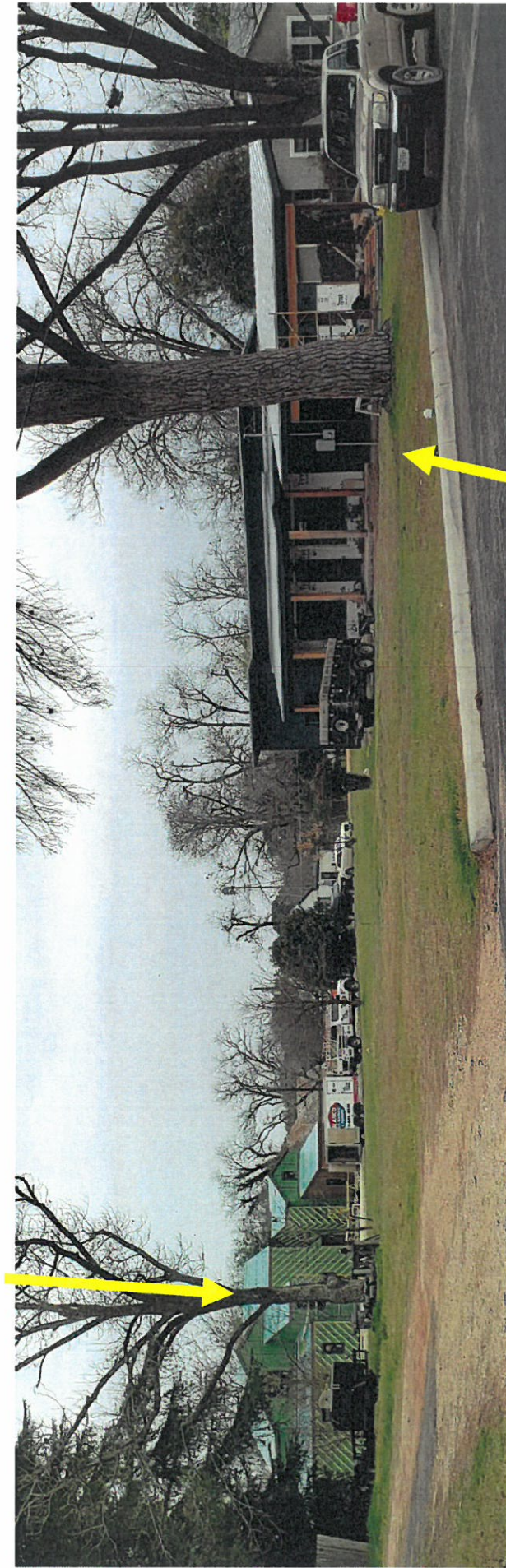
1. Designing new construction within the same scale, size, and massing of its surroundings.
2. Using materials, colors, and finishes compatible to the surrounding historic structures.
3. Maintaining the same roof lines, setbacks, and street and porch orientations and as its neighbors.
4. Minimizing the visual and physical impact of parking.

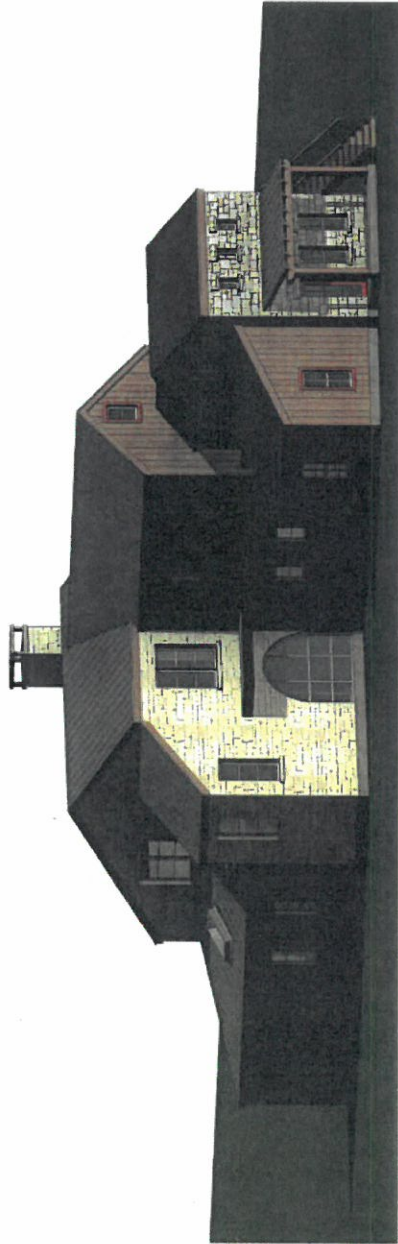
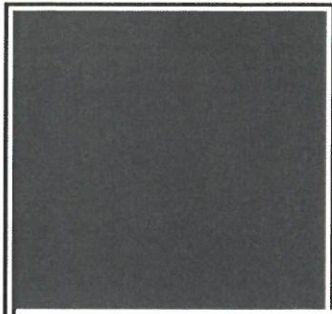
Not Recommended

1. Removing historic site features or buildings that are important elements to the historic area.
2. Designing a building as a style, scale, or proportions that never occurred in the area.
3. Designing the building with materials, colors, and finishes not compatible with its neighborhood.
4. Designing new buildings with inaccurate interpretations of original styles, thus distorting the perception of genuine historic buildings.



New “infill” construction in expanded Historic District (R2 zoned small lots)





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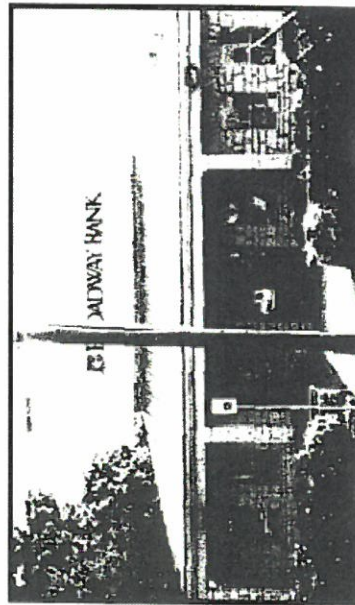


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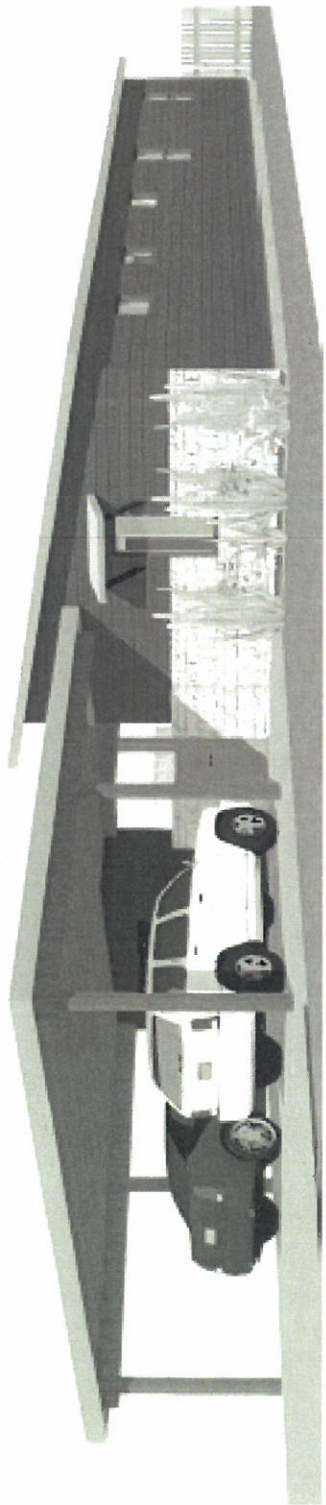
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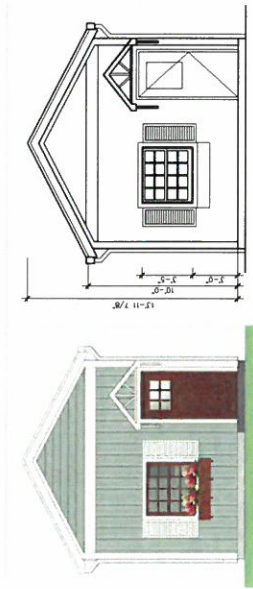


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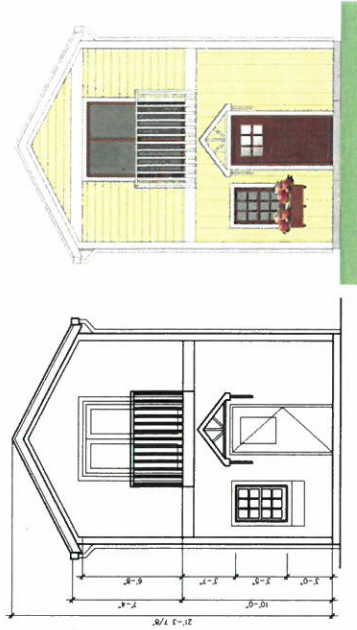
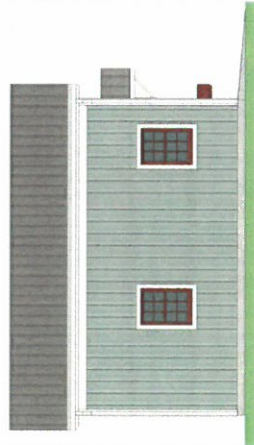
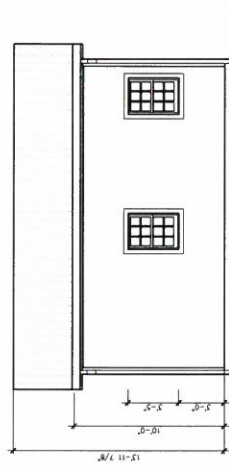
FOR HRB APPROVAL

ZTOWER 10.02.2019

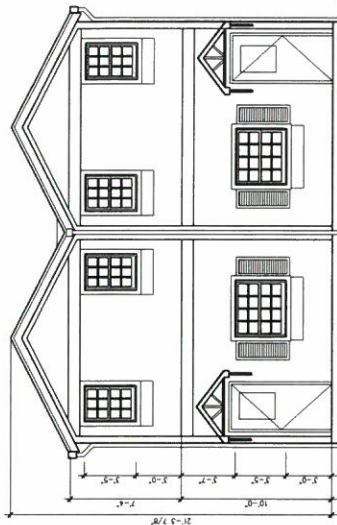
- Foundation:** Engineered, Steel Reinforced, monolithic poured Concrete
- Wall & Roof Framing:** Conventional Framing as per plans and specs, utilizing dimensional lumber
- Exterior:** Hardie board siding, Painted per specifications
- Fachwerk, Fascia & Trim:** Rough Sawn Furr (or equivalent type of lumber), painted per plans and specifications
- Windows:** Single Hung, divided lite, hardwood exterior (as Mfg by Pella or Equivalent), painted per specifications
- Doors:** Solid Core Hardwood with divided lite top panels (per plans)(as Mfg by Pella or Equivalent), painted per specifications
- Roof:** Standing Seam Metal (Silver or Slate Gray by Kynar, or equivalent)



H1 ELEVATIONS
SCALE: 1/8" = 1'-0"



H2, 5 ELEVATIONS
SCALE: 1/8" = 1'-0"



H 3,4 ELEVATIONS
SCALE: 1/8" = 1'-0"



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PROPOSED ADDITION AND RENOVATION

WEST END PIZZA CO.
207 E. San Antonio Street

KERRVILLE HOUSING STUDY AND STRATEGIC PLAN 2019



KERRVILLE HOUSING STUDY AND STRATEGIC PLAN 2019

Prepared for:

City of Kerrville

701 Main St, Kerrville, TX 78028

August 2019

Prepared by:



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Houston, TX 77077

(713) 465-8866

www.cdsmr.com

Opportunities / Strengths

While real challenges and barriers are present in the Kerrville market that deter adequate supply of attainable workforce housing, the area also has opportunities and features which could offer meaningful support for addressing demand / supply imbalances.

New Development Code

As the City of Kerrville is in the process of modernizing its land use and development regulations, including zoning, it can ensure that needed workforce housing types are not excluded from areas where their development would be feasible. Furthermore, positive examples of historical “grandfathered” housing types exist in Kerrville’s neighborhoods that illustrate compatibility with surrounding development, which can inform such accommodations in the new code.

Underutilized / Redevelopable Sites

As noted above, Kerrville has a supply of properties categorized as “infill sites”, meaning that they are surrounded by properties that have been developed for some time. These infill sites may be either entirely vacant or have vertical improvements that are either in poor condition or are no longer economically productive. Many of these sites represent good opportunities for future housing development, especially since they are situated in neighborhoods with good access to shopping and services. Most importantly, they have ready access to existing utility infrastructure, meaning that up front development costs are significantly lowered (though creation of internal distribution system for utilities may be required on larger infill tracts). These sites represent a way for the City to strengthen its property tax base without incurring much extra capital or operating cost.

Sites in Public / Nonprofit / Institutional Ownership

CDS’ exploration of Kerrville revealed a number of sites that are owned by the public sector (such as the City of Kerrville), philanthropic nonprofits, and local institutions such as Schreiner University. While such owners will likely need to obtain some level of compensation for sale of the land, they may not be required to seek the highest possible price since they are not explicitly profit-motivated. This opens the door for below-market transactions that could help make lower-priced housing development more feasible. Also, these property owners can also attach conditions to the sale or lease agreement requiring new housing to fit within certain price parameters, new residents to be of low to moderate income, or include certain design features in the project.

Potential New Market Actors

Apart from being the owners of developable land, public, philanthropic organizations and employers could also play an increased role in helping Kerrville supply housing to meet its workforce needs.

Public / government

The City of Kerrville has recently participated in efforts to create more attainable housing supply for the workforce. These efforts can be continued, but as a policymaking body with financial resources, the City has authority to establish and adopt explicit ongoing policies and incentives that could support housing. Also, as demonstrated by its Housing Committee, it has organizational capacities to convene and advocate. The associated Kerrville Economic Improvement Corporation (EIC) brings additional financial

resources to the mix and would sensibly have an interest in promoting an adequate supply of attainable workforce housing (within legal constraints).

Philanthropic / nonprofit

Kerrville is blessed with a set of nonprofit entities that could bring financial, leadership, and organizational resources to housing issues. Some of these entities actually own developable land. A housing-specific nonprofit, the Hill Country Housing Opportunity Council, is apparently defunct, but a potential role for a nonprofit developer remains. Many communities have Community Development Corporations (CDCs) that engage in nonprofit housing development or improvement.

Employers and institutions

Kerrville's employers, both in the private sector and the public / institutional sector, have a direct interest in being able to assure their employees have reasonable access to attainable housing within the community. While spending directly on housing at a large-scale level is not likely within their capacities, they could coordinate advocacy and education efforts to assist their employees in housing searches and form partnerships with other entities involved in housing development.

HOUSING STRATEGIC PLAN

After analyzing the results of the Demand / Supply Analysis and reviewing the overall development environment in Kerrville for housing, CDS has formulated the following Housing Strategic Plan recommendations to help the community achieve a more satisfactory housing situation for its workforce.

1. Increase Stock of Moderately Priced Rental Units with Moderate-Density Infill Development

Demand / Supply Issue: Inadequate supply of moderately-priced workforce rental housing coupled with Kerrville's moderate-wage job profile

Challenges / barriers:

- New moderate-rent (not low-income) large apartment complexes not financially feasible to develop
- Some moderate-density housing types not prevalent in modern construction, so less familiar
- Land use regulations may have discouraged such housing types

Opportunities / strengths:

- Infill sites available in convenient locations with infrastructure access
- Development code update
- Historical examples of applicable housing types within Kerrville

Strategy to address issue: Allow and encourage moderate-density "missing middle" housing and accessory units that can be constructed more quickly and cheaply than larger apartment complexes.

Such housing includes detached and attached accessory dwelling units ("ADUs", such as garage apartments or backyard "in-law" units), duplexes / triplexes / townhomes / fourplexes, courtyard cottage developments, and small apartment properties typically less than 20 units than can fit on single family infill lots or otherwise smaller sites that do not require infrastructure extensions. While new-built units may not rent as low as existing rental homes, duplexes, and townhomes, they should be able to serve a middle-class market segment that is willing to pay slightly more for a new unit. Accommodating that housing consumer segment would also decrease rent escalation pressure and increase availability of the older units to better serve those cannot afford any higher rents.

Implementation tools:

- Revise the development code to allow moderate-density rental housing types in infill locations, including within predominately single family areas.
- Take possession of tax-delinquent properties and issue requests for proposals to develop moderate density rental housing subject to price / income restrictions, in return for conveying the sites at below-market prices.
- Reduce permitting fees and time for moderate density rental housing. A Neighborhood Empowerment Zone could be created in the locations where infill is most desired, which enables such fee reductions and waivers.

2. Increase the supply of single family for-sale homes on infill lots

Demand / Supply Issue: For-sale homes priced for entry-level buyers are in limited supply and often in non-updated condition.

Challenges / barriers:

- Up-front infrastructure and site development costs
- Focus of home building market on homes for affluent seniors

Opportunities / strengths:

- Infill sites available in convenient locations with infrastructure access
- Development code update

Strategy to address issue: Encourage the construction of entry-level for-sale homes on infill lots in already-developed areas with existing infrastructure; generally, prioritize areas with immediate access to existing infrastructure over sites requiring new extensions or added capacities.

One builder told CDS that infill single family homes could be built around 1,300 sq.ft. for sale in the mid-\$100,000s. This would be an ideal price range to reach middle-class first-time buyers, even if the homes are slightly smaller than what might be available in other markets. Of course, feasibility in this price range will also depend upon lot prices.

It should be noted that this strategy could be combined with Strategy #1 to produce for-sale units that have accompanying rental units. A reliable stream of rental income could supplement the owner-occupier's income and help them qualify for a larger mortgage or help pay down their principal more quickly. Or, the home buyers could use such units for a multi-generational arrangement that could allow family members such as young adult children or senior relatives to live on site.

Implementation tools:

- Take possession of tax-delinquent properties and issue requests for proposals to develop entry-level single family for-sale housing subject to price / income restrictions, in return for conveying the sites at below-market prices.
- Reduce permitting fees and time for moderate density rental housing. A Neighborhood Empowerment Zone could be created in the locations where infill is most desired, which enables such fee reductions and waivers.
- Identify vacant lots appropriate for residential development.
- Develop strategy for land banking acquisition.

3. Preserve Existing Low-Income and Moderately-Priced Rental Housing through Rehab Programs and Opportunity Investment

Demand / Supply Issue: Some existing older housing which could otherwise serve as relatively affordable options for the workforce in a state of condition that reduces habitability or requires significant spending for rehab, deferred maintenance, and energy efficiency upgrades

Challenges / barriers:

- Cost of rehab / upgrades produces financial incentive for investors to flip and raise rents or sale price beyond needed workforce price ranges

Opportunities / strengths:

- Supply of modest older homes in central Kerrville
- Support for rehab programs in Kerrville 2050 Plan

Strategy to address issue:

1. Develop a rehab incentive program for multifamily and single family rental housing that includes a long term affordability component
2. Work with local and regional philanthropic organizations and community-minded investors to form partnership entities for strategic investments in rental housing preservation

The Kerrville 2050 Plan emphasized attention for housing rehabilitation. This serves two purposes: to reduce blight and to help preserve housing supply. CDS recommends that the Kerrville community utilize a two-pronged approach to preservation through rehabilitation. The more straightforward measure is for the City of Kerrville to create a rental rehabilitation program that can combine grants, loans, and tax abatements to incentivize rental property owners to undertake needed repairs and upgrades in return for requirements to keep rents within certain affordability levels for a given period of time. The incentive could be structured to provide greater benefits for property owners that commit to deeper levels of affordability or longer time commitments; for example, for a moderate affordability level such rent limits affordable to households with 80% to 110% of local median income, a partial tax abatement for a certain number of years could be offered. For a commitment to rent limits affordable to households with 60% to 80% of median income, grants or loans could be offered in addition to the abatement, plus the abatement could be for a higher percentage or a longer term. Whatever the level of benefit to the property owner, the rent limits would apply only until the benefits expire (abatement period ends or loans are paid off or forgiven).

The more difficult measure, but one that has the prospect of more permanent affordability, is to involve one or more new investors who provide additional capital for property purchase and / or rehab in return for long term affordability preservation. Developers can use the Low Income Housing Tax Credit (LIHTC) program to acquire and rehab rental properties in return for maintaining affordability to below-80%-of-median households for a 10 to 15 year period.

Recently, workforce housing investors have created “impact funds” which invest in preservation by taking the form of a debt or equity interest in a property; their terms must obviously be perceived as competitive or favorable terms by the existing property owner in order to make such deals happen. The injection of capital could be used to not only acquire but also renovate and rehab the property. A

related approach would be to acquire the properties and put them in a Land Trust with the rental units ground leased from the impact investor for an extended period of time. In return, the rental units remain at a certain affordability level for a long term period, potentially to the point of essentially permanent affordability.

Implementation tools: The City of Kerrville would be the lead agency for a basic rental property rehab incentive program. Applying tax abatements takes no up-front funding, though it would require designation of a “reinvestment zone” to cover the area where abatements could be offered. Getting cooperation from Kerr County would allow a greater incentive than if the City was the only property taxing jurisdiction to offer them.

Grants or loans to the property owners can be funded by federal HOME or CDBG funds, though these will come with stricter limits on renter income (below 80% median income) and considerable administrative authorization and compliance effort. However, local funds can also be used. San Angelo applies 4B sales tax funds to its program, as affordable housing (within certain definitions) is an eligible use of such funds per State of Texas law. The City may choose to require some level of matching investment on the part of the property owner to ensure they also have “skin in the game.” Grants could be awarded on a reimbursement basis, with the property owner fully funding rehab costs up front.

A revolving loan program could be set up to provide ongoing loan funding; as the debtor property owner pays back their loan, the proceeds are used to loan out to other property owners. It should be noted that loans will need to offer below-market interest rates to set up the incentive.

Another potential source of funding would be a Housing Finance Corporation (HFC), which is a local government corporation set up to provide capital to affordable housing investments in a given geographic area. HFCs often issue tax-exempt bonds to capitalize their programs. The Alamo Area HFC covers Kerr County and a number of other counties in the greater San Antonio area covered by the Alamo Area Council of Governments (AACOG); however, it has been dormant for a number of years, because the spread between rates for taxable and tax-exempt financing has not been wide enough to create a sensible financial benefit and incentive.

For the types of investment that would lead to more permanent workforce housing preservation, nonprofits and philanthropic organizations with interests in workforce and affordable housing would need to work with the City and County to set up an impact fund and/or a Land Trust. Austin, for example, has created the Austin Housing Conservancy to acquire and preserve workforce rental housing. It is likely that any such effort would extend beyond Kerr County to cover the increasing number of areas in the Hill Country with workforce housing availability and affordability issues. Capitalization would likely come from private equity investors seeking low-risk income streams, in addition to whatever public and philanthropic funds are mustered.

4. Support Additional Low-Income Rental Housing Development through the Federal LIHTC Program and a Public Facilities Corporation

Demand / Supply Issue: Limited supply of rental housing affordable to workers in low and middle wage jobs, often in retail and hospitality industries.

Challenges / barriers:

- Development and construction costs render new multifamily rental housing for low and moderate-income workers financially infeasible without external subsidies
- Competition for federal Low-Income Housing Tax Credit (LIHTC) awards with other Hill Country locations (awards decided by Texas Department of Housing and Community Affairs)

Opportunities / strengths:

- The LIHTC program has a positive track record in Kerrville and local professional developers who could do more projects
- Public Facilities Corporations (PFCs) to create affordable housing have a strong track record in the greater San Antonio region

Strategy to address issue:

1. Issue a clear statement from City government and respected organizations that quality LIHTC projects are welcomed
2. Create a PFC to acquire sites and partner with multifamily developers to create tax-exempt mixed-income housing

Given the way the LIHTC program operates at the federal and state levels, Kerrville has limited means to ensure that additional projects will be built. However, given that demonstration of community support is required by the TDHCA to be considered for tax credit awards, the City and community organizations' best approach is to ensure that letters of support are included with LIHTC applications, as long as the proposed projects meet expected quality standards.

Using a PFC, the PFC owns both the land and the vertical housing improvements, and executes a long term (75 years for example) master lease with the developer to build and operate the housing and be entitled to the income stream generated. The leaseholder may also sell the leasehold interest much as if it was a conventionally owned multifamily property. As long as at least 50% of the units are restricted in rent levels for tenants of 80% AMI and below, the entire property can be made tax-exempt, which has a substantially beneficial impact on operating expenses and thus net operating income.

To offset the loss of property tax revenue to the city, deals can require an up-front lease payment equivalent to the site acquisition cost (so the PFC / city is paid back for that expense). Upon occupancy, a portion (15% in deals of which CDS is aware) of the net operating income stream available after payments to preferred investors returns to the City. The question of whether the value of the payments to the city in the PFC deal fully offset the lost tax revenue depends upon how much tax was already being generated by the site and if there was an alternate use available that would have generated a higher level of tax. However, if the primary objective is to create affordable rental housing rather than economic development, any loss in revenue may be considered a cost worth bearing.

The economics of PFC deals may allow additional restrictions on rent— for example, it might still work financially for the developer even if non-below-80%-AMI units were restricted to middle income tenants (110% AMI, for example). So perhaps such projects could also be used to generate moderate-rent housing similar to the function Kerrville’s older apartment complexes have today.

While apparently the majority of these projects have been in bigger cities, a new PFC project is being built in Cibolo and one in Garland. While a suburban / garden-style complex with surface parking is going to have the lowest construction costs, if high rents for the market-rate units are achievable, they can have a more vertical, dense structure. One built near the Alamodome in San Antonio called The Baldwin is a high-rise with structured parking – it was possible because the non-80%-AMI units rent for Class A downtown market rents.

Implementation tools: Issue a City of Kerrville policy to encourage strong LIHTC applicants with quality projects and issue letters of support for project proposals meeting such quality expectations. Also, create a PFC authorized under Chapter 303 of the Texas Local Government Code.

5. Create an Official Incentive Policy for Workforce Housing Development

Demand / Supply Issue: Limited supply of new entry-level for-sale housing and tight market for rental housing at all levels

Challenges / barriers:

- Cost of reasonably developable sites
- Costs of public infrastructure access and common internal distribution lines (water / sewer / drainage)

Opportunities / strengths:

- Recent precedent for City participation in mitigating private developer infrastructure costs
- EIC revenue stream (4B) and other City revenue sources

Strategy to address issue: Create a defined City policy for financially assisting developers with public infrastructure costs in return for housing developments that priced to local workers earning 120% of median income and below and meet reasonable quality design standards

If developers have no other way to offset the costs of up-front public infrastructure installation for a residential project, then they must recapture it through higher lot sales and / or home prices, which raises the cost of housing to the consumer. A best practice strategy for municipalities is to provide a reimbursement to the developer for part or all of the public infrastructure expenditures once constructed, and often only after incremental property tax revenue from the project is being generated through vertical improvements (such as new home sales). This still requires developers to front the infrastructure costs, but because they will be reimbursed, they do not have to pass it on to consumers to maintain financial feasibility, allowing lot and home prices (or lease rates, if applicable) to be kept lower.

In a market such as Kerrville’s, a development requiring absorption of hundreds of lots and single family homes in a relatively short period of time, as would be typical in larger Texas metro markets, does not appear to be feasible. It is possible that development agreements for public infrastructure or amenities

might be able to be structured in a way that allows for less risky phasing of development to deal with potentially low absorption levels for larger scale developments.

Implementation tools: Development agreements to detail reimbursement terms can be created through the State of Texas Local Government Tax Code Chapter 380, probably the most efficient method. If the City wants to proactively designate a particular area within its boundaries for future workforce housing development and infrastructure reimbursement agreements, it could also create a Tax Increment Reinvestment Zone (TIRZ) to do the same thing. However, TIRZs are more administratively onerous and less flexible in some ways than Chapter 380 agreements. Furthermore, TIRZs would not be able to utilize EIC funds unless set up as a sale tax zone rather than a property tax zone, which would not be compatible with expectation of primarily residential future land use.

A Neighborhood Empowerment Zone (NEZ) designation would also allow single family developers to be eligible for permitting fee reductions and homeowners to receive tax abatements. This could be combined with a TIRZ for fee reductions, but not for tax abatements (which reduce TIRZ increment).

The development agreements associated with the chosen financing tool could specify housing types and prices, including the requirement to price for middle income workforce housing. An agreement can also specify design elements or even require that a share of homes be two story, which would encourage greater housing density and occupancy from a workforce-based population.

6. Utilize Land Owned by Public Agencies, Institutions, and Philanthropic Organizations for Workforce Housing Development and Preservation

Demand / Supply Issue: Easily developable sites for larger-scaled non-upscale housing development and with utility infrastructure access have limited availability in the market. Also, sale prices for existing homes have been increasing, removing needed entry-level supply from the market.

Challenges / barriers:

- Lack of easily developable land availability with infrastructure access
- Market dynamics (retirees and investors) pushing single family home prices up

Opportunities / strengths:

- Significant tracts of land in areas with infrastructure access under control of public agencies or nonprofit organizations

Strategy to address issue:

3. Work with the public agencies and nonprofit organizations (including educational institutions and philanthropic organizations) who own the properties to devote them to housing development for low to middle income workforce households.
4. Put measures in place to assure long term affordability of the new housing created on these sites.

Unlike private for-profit landowners, public agencies and nonprofit organizations have more leeway to both provide land at lower prices, thereby enabling lower developed housing prices, plus demand restrictions on housing prices in return as a public benefit. Steering the use of these properties in this

way will likely require political and community leadership and support, as housing may not be the only use option being considered.

Implementation tools:

- Below-market land sales or even free land to housing developers / builders
- Ground leases at below-market rates to rental housing developers
- Development agreements between the current landowners and the designated housing developers / builders as to the types and prices of housing to be constructed; current landowners can seek out developers who specialize in below-market-rate housing
- Potential accompanying measures such as creation of a community land trust, where a nonprofit organization keeps ownership of the land and requires limitations on home price appreciation while still allowing for some equity to accrue to the owner of the improvements. An agreement can be made so that the Kerr Central Appraisal District values the improvements according to the trust's appreciation schedule, not at the unrestricted market value. Community land trusts have been launched around the country, including Texas cities such as Austin and Houston.

7. Initiate an effort to accommodate specialized renter populations

Demand / Supply Issue: Inadequate housing supply and quality for workers that are recent graduates of area rehab / recovery centers

Challenges / barriers:

- Local regulations regarding unrelated adults sharing homes
- Inability of recovering renters to meet standard rental qualifications for income, credit history, etc.
- Prejudicial attitudes of local community

Opportunities / strengths:

- Local philanthropic / faith-based organizations with mission interest
- Other citizens sensitive to needs of rehab / recovery graduates
- Growing tourism economy with employment pipeline

Strategy to address issue:

1. Examine development and land use regulations to ensure rehab / recovery graduates can be provided safe and livable "sober houses"
2. Enlist the participation of philanthropic and nonprofit groups to assist in provision and servicing of "sober houses" and transitioning of graduates to standard rental housing

While CDS was not able to quantify their presence in the Kerrville community or their role in the local workforce, interviewees were clear on the significance of their presence, and informed CDS that they comprise a substantial number of the lower wage employees at local dining and hospitality businesses. To the extent that Kerrville seeks to grow its tourism economy, this population could be an important source of labor. However, it was also made clear to CDS that these renters have limited options for residences and their transitional "sober houses" are often poorly located and in very bad condition. To maximize the productivity of this potential labor force, their housing pathway needs to be improved.

Implementation tools:

- Specific provisions in the development code for “sober houses” to ensure livability and legality
- Create an assistance delivery system via partnerships with local nonprofits, philanthropic organizations, and faith-based groups
 - Creation of a Community Development Corporation (CDC) with the mission to create livable transitional housing for rehab / recovery graduates; meeting the federal Department of Housing and Urban Development (HUD) requirements for Community Housing Development Organization (CHDO) would enable the CDC to receive Home Investment Partnership funds (HOME funds) from HUD
 - Development of supportive services and counseling programs for those in transitional living and targeted to the mainstreaming of rehab / recovery graduates, including assistance with applications for independent rental units

8. Examine other regulatory elements that affect development costs

Demand / Supply Issue: Local development regulations may be increasing the costs of developing otherwise moderately-priced housing

Challenges / barriers:

- Minimum lot sizes
- On-site parking requirements
- Zoning variances for potential redevelopment of commercial sites into housing or single family lots into denser housing
- Excessive street width requirements
- Park / open space requirements or fees

Opportunities / strengths:

- New development code

Strategy to address issue: Examine proposed development code to see if restrictive, cost-raising requirements can be changed to lower costs or otherwise mitigated as part of an incentive policy for attainable workforce housing

Implementation tools: Modifications to: zoning and subdivision ordinances, infrastructure design standards, permitting fees

9. Create a Cooperative Housing Navigation and Financial Education Program

Demand / Supply Issue: Kerrville workers needing attainable housing having difficulty finding available supply due to very tight market

Challenges / barriers:

- Few livable vacant affordable rental units
- Tight market for for-sale entry-level and moderately priced single family in good condition
- Potential difficulties for first-time buyers to compete with cash buyers and investors

Opportunities / strengths:

Potential cooperation from local government, realtors, mortgage finance professionals, banks and other local financial institutions, employers and the Chamber of Commerce, nonprofits, landlords, and developers / builders

Strategy to address issue: Through a set of broad-based community partnerships, create a nonprofit Housing Navigation and Financial Education Program to help workers find appropriate and attainable housing and to prepare first-time buyers for home purchase and ownership

Employers will have an incentive to help workers find options within Kerrville's limited supply of affordable rental housing and entry-level for-sale housing. A centralized point of contact could aggregate listings with the cooperation of local landlords and realtors. Potential residents would be directed to the program through their employers. Nonprofits and philanthropic organizations could help lower-wage workers find potential rental units.

A second area of emphasis would be educational programming for potential first-time home buyers. Mortgage counselors would help buyers qualify and have paper work and finances in order so that when a house is available, they will be ready to close. This will help buyers compete with cash buyers and investors. Counselors will also navigate buyers' eligibility for special assistance such as VA down payment assistance.

Lastly, if new developments or properties receive some sort of City of Kerrville incentive, a requirement could be to coordinate with the program so that qualified buyers or renters gain awareness or even preferential access. Builders of new homes would likely appreciate having "vetted" first time buyers who are pre-qualified for a mortgage, less likely to fall out of qualification, and have cash available for down payment and closing costs.

Implementation tools: The program would likely need to be a 501(c)(3) that would be independent of the City of Kerrville, though the City could contribute funding for its operation. Other funds should be raised through private sector businesses and employers and through philanthropic grants. While the program will likely need to maintain a physical office, it could hold counseling sessions at major funding partner employers on a recurring basis.

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Accessory Dwelling Units Add Housing, Reduce Cost

Accessory dwelling units consist of separate housing units within a single-family home, or more commonly within a separate detached structure on the same lot with the main residence.

Examples are cottages, carriage houses in historic neighborhoods, alley houses, mother-in-law quarters, casitas, a small rental unit within a single-family home, or above-the-garage apartments in either attached or detached garages.



In many cases, a second story, portion of the garage, basement, or great room with a wet bar could form the nucleus of a small apartment. In other places, giant backyards are quite conducive to constructing a small house in the rear of the main house, even with a somewhat private yard area.

Once in disfavor with urban planners, accessory dwelling units, sometimes written as ADU's, now are touted as a solution to affordable housing, particularly in expensive housing markets. This reason for widening the zoning acceptability of ADU's is growing quickly in popularity within expensive housing markets in the U.S.

Secondly, accessory dwelling units also may resolve the need for extra income for an older homeowner who no longer needs so much space.

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elderly homeowners, and sometimes to those who are a bit too young to qualify for state exemptions for seniors. Allowing an accessory unit brings in income that can be used to maintain the main dwelling and pay taxes and insurance.

A third advantage may be that adult children, older parents, or in-laws or other relatives may be able to stay close to family, providing real social benefits. Even if not related, young adults or couples, as well as college students, may appreciate being able to live in a real neighborhood rather than an apartment complex or student housing.

Fourth, city planners like the addition of these smaller units because they can help to increase residential density, making certain shops, services, and transit more feasible economically.

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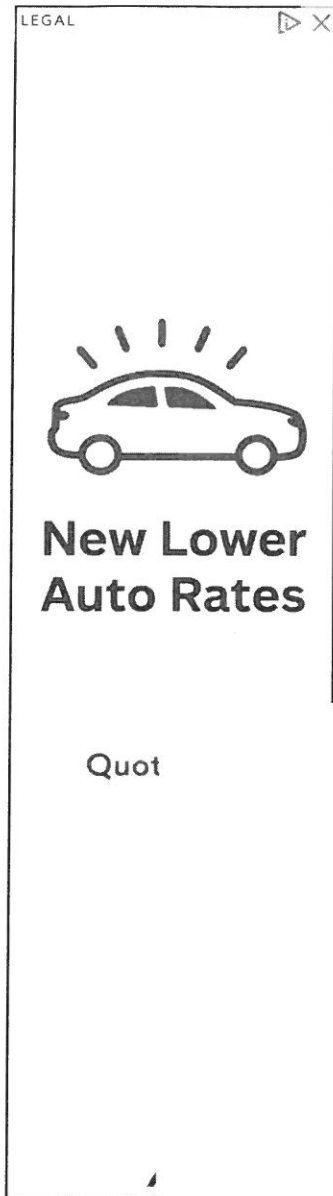
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Despite these and other advantages, the tradition surrounding zoning is so strong that in many cities and towns, the accessory dwelling units are not permitted at all, permitted only with a conditional use permit, or so tightly

regulated that they become impractical for all but the most determined homeowner.

There is a small movement among state and local governments to reverse this trend. In late 2009, Seattle paved the way by approving an **ordinance allowing backyard cottages** in single family zoning districts throughout the city. Now Washington state law, for example, requires cities with more than 20,000 residents to allow accessory dwelling units. California has basically required all cities to permit ADUs as long as the lot is large enough. California also went further, by exempting ADUs from parking requirements if the accessory dwelling unit is within half a mile of a transit stop.



We hope and suspect that the recent popularity of the "tiny houses" will expedite the acceptance of accessory dwelling units, although there is little evidence of that to date. The interest of some young people in simple living is a hopeful sign.

Accessory Dwelling Units as a Boost to Economic Recovery

Although the movement to support the concept of modifying **zoning regulations** to allow accessory units in single-family districts has been gaining momentum since at least the late 1980s, the recent economic crisis in the U.S. gave the idea a boost.

The potential to create an ADU may enhance **housing affordability** for a financially struggling household and stave off short sales or even foreclosure. Equally desirable, such a policy may allow twenty-somethings and even those thirty-something couples that have had to move in with mom and dad to restore what feels more natural in the U.S. by re-establishing a separate household.

Permitting accessory units may be helpful in one more respect. Large recently constructed homes that are no longer affordable to buyers facing stricter lending standards or practices may be more marketable if a prospective buyer can cover part of the mortgage through renting out the extra unit. This could prevent these starter mansions from lying vacant for years in overbuilt markets.

Additional Income for Homeowners Supports Historic Preservation

Relaxing zoning regulations to allow accessory dwelling units under specified conditions and in well-considered geographic boundaries can also enhance the likelihood of restoration of a **local historic district**. Historic restoration projects are financially and logistically daunting, and a municipality can help make them more feasible if there is a prospect of an income stream to help support acquisition of the property.

In some older neighborhoods, **alleys**, alley garages, and old carriage

accessory dwelling unit without inconveniencing the homeowner in significant ways for months at a time. These arrangements also permit the tenant a greater measure of privacy as they enter and leave their abode.

Other Benefits of Loosening Zoning Regulations

Accommodating population growth and formation of new but small households through alley or carriage houses also has the advantage of supporting programs that discourage **sprawl** and promote compact development patterns. Where there are alleys, the addition of a small home in the rear of large yards is an especially easy proposition.

Accessory dwelling units benefit a municipality by keeping down the cost of extending utilities while still increasing population. Since household size has been declining steadily in the U.S., population growth within the existing footprint of the town will be very welcome in some situations.

Yet a third advantage is the additional safety that seniors may feel with someone else on the premises. Even a caregiver unit might result from a more lenient set of regulations.

What Are the Barriers to More Guest Houses and Such?

Since granny flats offer such an array of advantages, you might rightfully ask why their construction is not more widespread. The answer probably lies in tradition, inertia, and general resistance to change. Many folks fiercely defend a strict one-family, one-lot policy, which is well entrenched in **zoning regulations** in the last 90 years.

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However, the good news is that when the reasons are compelling enough, municipal zoning codes really can change. This treatment is especially appropriate where both a large older population and a large younger population are willing and able to co-mingle.

Another winning recipe is a somewhat affluent (or once affluent) crowd in the same space where a number of service workers or college students need to be.

Let's install some safeguards, permit accessory housing through the zoning ordinance, and then launch a campaign to explain the advantages and build awareness among construction professionals of the potential in this market.

If you want to limit the right to add these units or just provide some safeguards against undesirable applications of a good idea, here are some possible provisions that I've seen added successfully to the zoning ordinance:

1. Limit the number to one accessory dwelling per main dwelling lot.
2. Require site plan review and approval by the planning commission and/or city council if any new structures are built.
3. Require the building commissioner to review the actual capacity of each of the proposed accessory dwelling units to provide the basic activities of living: living, sleeping, eating, preparing food, and sanitation.
4. Allow the accessory dwelling units only on lots of a certain minimum square footage.
5. Limit the occupancy of the accessory unit, based on its square footage. While this is covered in the zoning ordinance or another code already, in all likelihood, you may want to review this in light of particular examples that you might concoct.
6. Specify a maximum percentage of an existing building that can be altered.
7. Allow only relatives to occupy the accessory units.
8. Regulate whether the property owner must continue to live in the main unit.
9. Limit the ability to add accessory dwelling units to homes of a certain vintage.
10. Require a separate lawn and/or separate garage or driveway for the accessory unit. Or conversely, if more suitable for your

11. If you have any municipal capacity for architectural review, definitely add this layer to the ordinary review process.
12. If you like the idea but don't want too many accessory units, specify by law the maximum number of units on a block, within a district, or within a radius of another accessory unit.
13. Lastly, definitely preserve the notion of a main unit and an accessory unit. One should be appreciably larger than the other to assure medium-term viability for the units.

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Confronting the Causes of Urban Sprawl

Causes of urban sprawl include:

1. Consumer and real estate industry preference for large houses and large lawns
2. Dislike of housing "density" by a vocal and often uninformed minority that equates density with public housing, undesirable apartment complexes and rental tenants, and traffic and noise
3. Lack of understanding of, or ignoring the consequences of, unplanned growth of metropolitan areas, smaller cities, and towns, or sometimes lack of an effective structure of **regional governance** to deal with these questions and to prevent individual little suburbs from competing to build redundant shopping opportunities
4. Allowing commercial strip development along major roads, instead of requiring concentration of retail uses in centers at intersections
5. Over-dependence on the automobile as a means of transportation, sometimes necessitated by street layout
6. Giving developers too much freedom to do as they please, underpaying for the public cost of infrastructure as they go.



Visitors Say:

In some cities, a shortage of moderate- and low-cost housing encourages buyers to look further and further out into suburbs and rural areas. Some places have such high real estate taxes and housing

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prices toward the center of the city that lower-cost alternatives in suburban areas are needed to match income capabilities. Sometimes building, zoning, and historic regulations become so burdensome that many consumers with a more libertarian streak will look outside the city limits. In still other cases, the reality or the perception of high crime rates and a high incidence of nuisance properties and behaviors drive individuals and households to seek peace and quiet in what they perceive to be a more idyllic location.

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▶ A key point is that the square footage in a typical new home has grown enormously since World War II. The recent round of really big new homes reflect the wish for luxurious master bedroom suites, large closets, "get away" space

for the man of the house, extra bathrooms, home theaters or exercise rooms, and a great room adjacent to the kitchen in addition to the formal living room. There's also the desire for three- and four-car garages.

This demand for a large quantity of very big houses led to new developments, often on the periphery of the urbanized area. New subdivisions often aggravate the causes of urban sprawl further by inspiring a similar project from competitors.

Our unwillingness to put up with the decision-making and trade-offs required for **housing renovation** to current tastes, coupled with the lack of patience to wait a few months while this rehabilitation occurs, has made new housing feel essential to many families.

It's as if we want to substitute more privacy from each other in the family, and more privacy from neighbors, for the hard work of relating to and getting along with other people in a community.



Maybe one of the causes of urban sprawl is that we aren't mastering interpersonal communication and tolerance for diversity. We say this only partly in jest.

How Individual Actions Undermine Smart Growth

We meet many people who just don't seem to understand (or care?) that the new housing they want means a real blow to their old neighborhood. Or if their old neighborhood still experiences good demand, there's another neighborhood nearby that people are leaving because of the construction of the new house. That's providing that overall demand in the metropolitan area remains stagnant.

On this website, we're willing to admit that the urbanized area could expand proportionately in the event of population growth. So in areas that actually are attracting new residents, new housing can be built. Care should be taken to assure that the inner core and inner suburbs are in terrific repair and current for today's market before allowing growth at the periphery.

Developers create housing because that's what they do, and it's easiest to make a predictable profit when starting with a blank slate. Of course another part of the puzzle is that often neighbor opposition makes development at a profitable density nearly impossible in the already-built-up parts of the city. So without venturing over too much into a discussion of the solutions to urban sprawl right here, let's say that a YIMBY (yes, in my back yard) movement equal in strength of the various NIMBY (not in my back yard) movements is important.

So a cause of sprawl is a government too that's too spineless to say, "We don't need any more new housing right now. What we need is for the building trades to embrace housing rehabilitation, recycling older buildings to meet the demands and needs of today's families."

That's easier said than done in most metropolitan areas, simply because of governmental fragmentation. If there are many suburbs with separate governments, plus a central city with no power over its suburbs' **land use planning** decisions, the negatively affected governments can't regulate the area where the problem lies!

Find
more than
a vacation
home

Brows

So this is why we say the causes of urban sprawl are a **regional governance** issue, and one to be tackled by both governments and activists at the regional level.

Inefficient Regional Shopping and Employment Centers

A severe regional problem aggravating the causes of urban sprawl is the lack of coordination in many cities about where major shopping districts and employment centers may be placed. Shopping malls tend to compete to be the newest and therefore the one with the most buzz, without regard to whether the next closest center will be forced into a major slump.

The formula is to request public subsidy in the form of **tax increment financing** or whatever is popular in your area, remodel, bring in a few stores that haven't been seen in the area before, make some stores more glamorous and outrageously pro-consumption, sponsor a huge media blitz, and try to dominate for a few years.

Then let things run on auto-pilot until it begins to look dowdy again, or until someone does the same thing to you that you did to the adjacent mall.

The fact is that very few metropolitan regions and states exert any control over this **shopping center redevelopment** process whatsoever, and in fact the state highway departments usually fall all over themselves trying to accommodate the extra traffic, providing the new mall subsidizes those improvements.

The same thing happens on a less glitzy basis in terms of employment centers. **Office towers** and complexes too are in fierce competition with one another, and try to outdo one another in glass frontage, park-like setting, and proximity to appropriate restaurants.

But there is no provision for whether the construction of a new complex will steal enough tenants from the older one nearby to make the older office buildings start to become a community problem and eventually face excess vacancy.

Builders argue this is democracy. about 98% of the citizens think this is

heads and ask why this kind of thing is allowed to go on.

Just as with residential development, we think it isn't a substantial inhibition of a developer's freedom to suggest that he has to rehabilitate older office buildings rather than build new ones.

Merely because rehab is more of a challenge, there is no reason to think it's somehow inferior to new construction.

The argument frequently is made that new construction is actually less costly than rehabilitation. That depends widely on conditions, of course, but let's just say that it's true in a particular situation.

The problem with this logic is that it isn't taking into account the public sector and utility costs, as well as the private transportation costs over the life cycle of the building. If those items were accounted for, we would see that it's way too expensive to build new buildings on the edge of the urban area!

Or to say it another way, one of the causes of urban sprawl is that we don't really want to look at the effects of urban sprawl.

When We Don't Want to Live in Community

It's time to be a bit serious about the fact that some of us just want to bowl alone, as the Robert Bellah book title would have it. We really want to live like we're in the country, where we can do what we please, but we want to have all the amenities an urban salary can bring us.

So if you're really a country person wanting to earn an urban income, what you do is find yourself a single-family home on as large a lot as you can afford, fence that three-acre lot off from everyone, and come home every night, park the SUV in the garage, and refuse to be neighborly. That's one of the sociological causes of urban sprawl, don't you think?

A similar related factor may be simple racism. Where I live, it's alive and well. We want to get the heck as far away from where there are very many people of a different color.

Since race still is associated with **poverty** in the U.S., part of it just may be anti-poverty prejudice as well. Nevertheless, white flight has been among the causes of urban sprawl. I'm afraid

Why Can't We Have Smart Growth?

This summary of the causes of urban sprawl should be short and sweet, because just a few reasons account for the apparent popularity of sprawl:

1. Changing tastes in housing, shopping areas, and employment centers lead people to the erroneous simplistic conclusion that building new will be less expensive than **recycling existing buildings** to meet current needs.



2. In most urban areas, no single governmental entity, public interest private group, or coalition is strong enough to stand up to real estate developers to tell them that they are not allowed to make a new housing development, shopping center, or employment center until all of the existing stock has been refurbished to meet today's needs and is occupied.

3. We don't want to be around people who are different, ethnically, sociologically, or economically.

We can't address these causes of urban sprawl successfully until we have a great public educational campaign and outstanding coalition building, as detailed in **urban sprawl solutions** page.

To Understand More About This Issue



Effects of Urban Sprawl



Definition of Urban Sprawl



Driverless Cars and Sprawl



Transit and Sprawl

Community Development > Suburban Sprawl > Causes of

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Agenda Packet Page 82



CITY COUNCIL MEMO

DATE: February 5, 2020

TO: Mayor and City Council, Planning and Zoning Commission and Historic Review Board

FROM: Kent Myers, City Manager

SUBJECT: Entry Corridor Design Guidelines

Summary:

At the February 11 special meeting we plan on providing an update on our Entry Corridor Design Guidelines including how these Guidelines are impacted by new State legislation.

Recommendation:

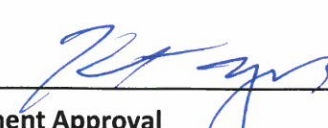
This is a staff report only and no action is recommended on these Guidelines at this time.

Background / Analysis:

Our Comprehensive Plan identified the need for design guidelines outside of the Historic District that would help ensure quality development along our major entryways. Several years ago, the City approved the attached Entry Corridor Design Guidelines. These Guidelines have been very effective over the past several years in helping to create a positive visual appearance for new major projects located along major roadways. This includes projects such as Whataburger, Starbucks and First United Bank.

The purpose of this staff report is to share with you some of our successes in implementing these relatively new Guidelines. We also want to present information on new State legislation and describe how this legislation will impact our Guidelines.

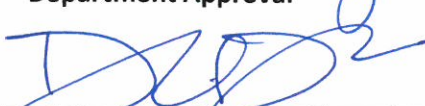
Attachments:



Department Approval



City Manager Approval



City Attorney Approval

DESIGN STANDARDS

OVERVIEW

EXISTING CONDITIONS ANALYSIS

DESIGN STANDARDS

IMPLEMENTATION

The purpose of this chapter is to **create a set of Design Standards for new development** in the entry corridors of Fredericksburg. These guidelines will ensure that new development in Fredericksburg protects and enhances the experience of entering the City and keeps it **consistent, attractive and responsive to the unique Hill County character.**



Lady Bird
Johnson
Municipal Park



OVERVIEW

Design standards are the standards to which development should be held that protect and enhance the overall appearance and 'brand' of a community. The guidelines set the expectations for developers as to how new buildings should look and interact with their surroundings. Cities adopt design guidelines for many reasons, including the protection of historic districts and to create visually appealing thoroughfares and neighborhoods. Fredericksburg has had design guidelines for many years in the Historic District. These guidelines have created a beautiful destination, protecting the existing historic buildings and ensuring new development complements the existing historic character.

The Comprehensive Plan identified the goal of expanding design guidelines outside of the Historic District to address development along the major entries into Fredericksburg. The purpose for doing this is to enhance the visual appearance of these areas, create gateway features to introduce visitors to Fredericksburg, and to support the unique identity and character of the community. Because the existing character of each of these entries is different, the recommendations for guidelines will vary accordingly.

Related Plans

Historic District Design Guidelines

Fredericksburg has a unique identity created by the collection of historic homes and businesses in its downtown core. This area developed over many years in a unique German Hill Country style based on stone building material. This unique character has been preserved through the creation of a nationally registered Historic District and design guidelines to ensure preservation of the appearance of this area.

The City adopted design guidelines in 1997 to provide direction on appropriate development standards within the Historic District. These guidelines define the expectations for what new development will look like, as well as what alterations can be made to existing buildings. The guidelines are administered by the Historic Review Board, which reviews applications for new construction and alterations to buildings within the district and grants certificates of appropriateness for projects that meet the guidelines.



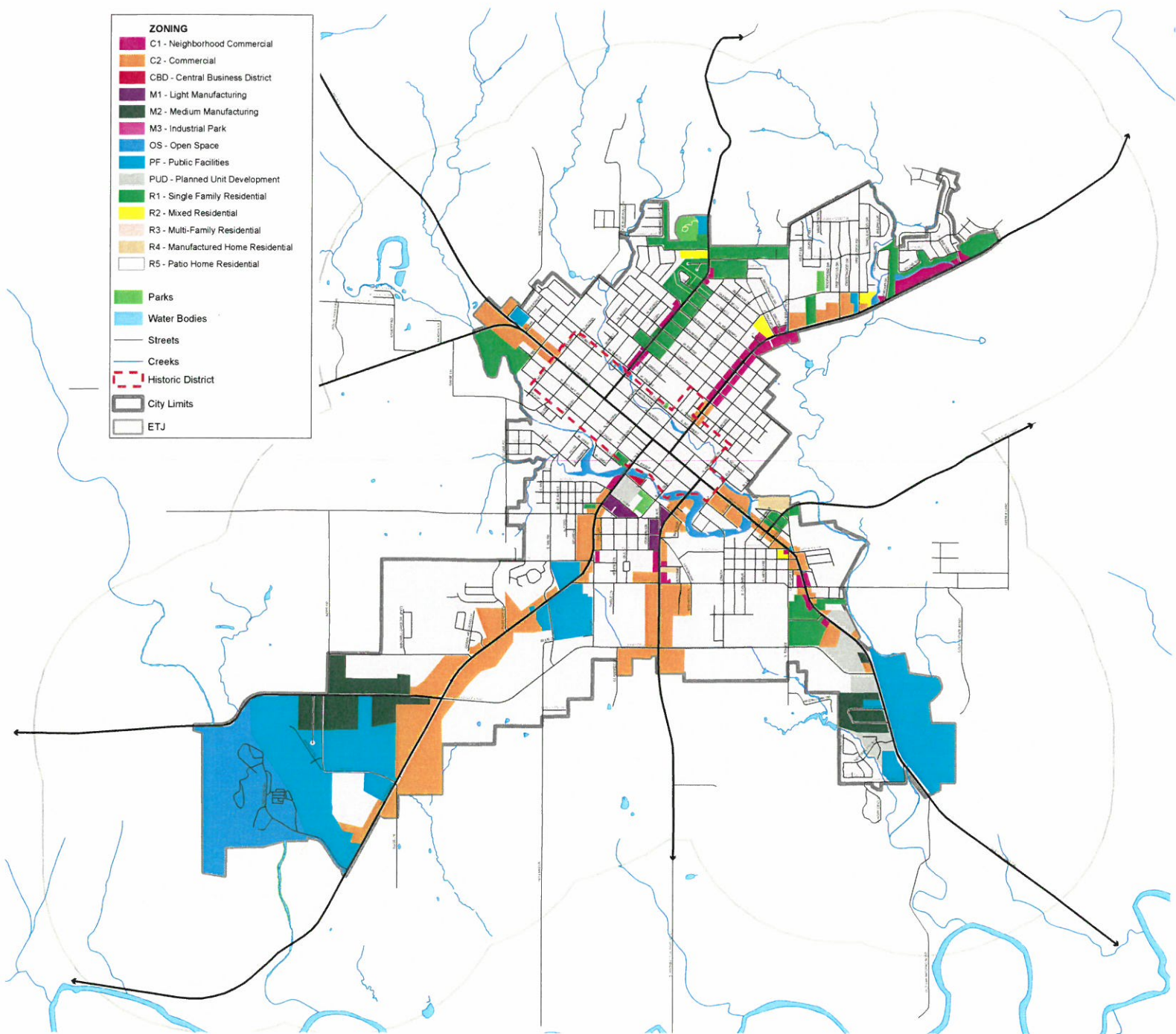


Figure 20: Entry Corridor Properties Governed by Design Standards

2,000 1,000 0 2,000 Feet

EXISTING CONDITIONS ANALYSIS

Design Standards

Design standards are intended to guide development to ensure it contributes to, or enhances, the existing character of an area. The areas defined in this plan currently do not have design standards, meaning there are not guidelines for the appearance of new construction or how it relates to existing development in the area. The recommendations in this plan address the concerns identified through the public engagement process and provide for design standards that reflect community goals, enhance the character of Fredericksburg, and allow for orderly development. To implement the Issues Update including the Design Standards, the City will have to adopt an Ordinance that defines the Design Standards and provides the process to apply them.

Design standards go beyond simply what is built, they also provide direction on how buildings relate to each other and other elements on or near the site. For this plan, the following will be addressed in the design guideline recommendations:

Building Design

1. Architectural Style
2. Architectural Materials
3. Architectural Color
4. Architectural Features
5. Massing & Scale
6. Signage
7. Building Height
8. Setbacks & Frontage

Site Design

9. Landscaping
10. Lighting
11. Service Areas
12. Parking & Access
13. Drainage and Stormwater
14. Streetscape

By addressing development in a comprehensive fashion, the Design Standards will serve as a tool to implement community goals, enhance the entries into Fredericksburg and provide a clear direction for builders on community expectations and standards.



EXISTING HISTORIC DISTRICT GUIDELINES

RELATED PLANS

Historic District Guidelines

Fredericksburg's identity is created by the collection of historic homes and businesses in its downtown core. This area developed over many years in a variety of styles based on the influence of immigrants and available building materials. This character has been preserved through the creation of a Nationally Registered Historic District and attending design guidelines to ensure preservation of the appearance of this area.

The City created design guidelines in 1997 to provide direction on appropriate development standards within the Historic District. These guidelines define the expectations for what new development will look like, as well as what alterations can be made to existing buildings. The guidelines are administered by the Historic Review Board, which reviews applications for new construction and alterations to buildings within the district and grants certificates of appropriateness for projects that meet the standards.

The Design Guidelines identify six distinct styles found in the Historic District. These include:

- Pioneer – split logs, rock facades, wide chinking, limestone additions, Sunday houses
- Gothic Revival – steeply pitched roofs, arches, towers
- Italianate – wide overhanging eaves, low pitched roof, grouped supports
- Folk Victorian – symmetrical façade, spindle work on supports and railings, centered bable, one story
- Bungalow – decorative beams, partial width, deep porches, exposed roof rafters, gabled roofs
- Commercial – one story, three bay façade, recessed entrance, transom windows, decorative cornice

Buildings in these styles can be found intermixed throughout the Historic District and this eclecticism contributes greatly to the attractiveness of Fredericksburg.

The Design Standards provide clear direction on planning and implementing restoration projects on existing buildings. Guidelines provide direction on proper ways to clean and repair historic structures to protect their existing materials. It also outlines options for making improvements that will complement existing materials and not cause further harm. Signage is also included to ensure signage contributes to the appearance and character of the area. Design Standards for the entry corridors will not likely need to be as exhaustive as those within the Historic District because the current character of the area and most existing construction is not historic and deserving of such consideration.

DESIGN STANDARDS RECOMMENDATIONS

Organization of Chapter

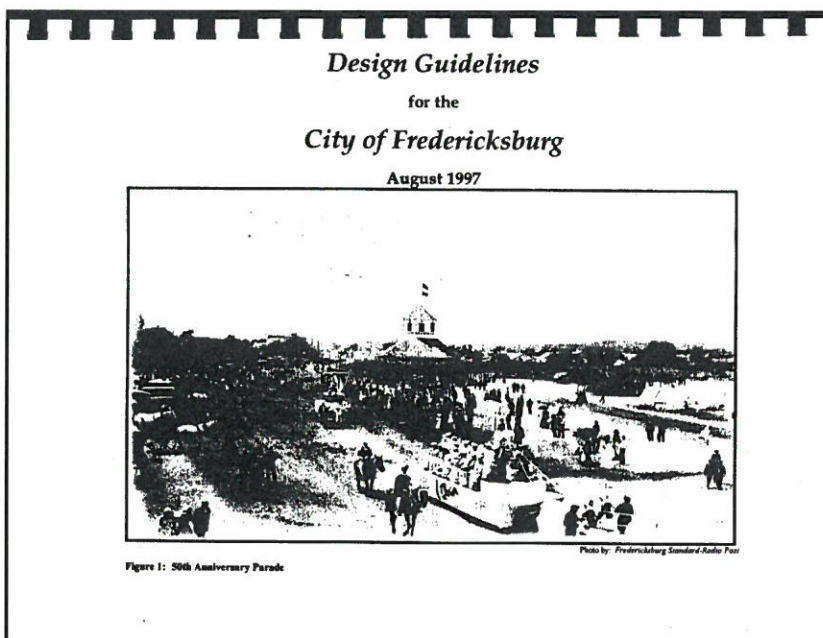
Each element of the Design Standards is organized in the same manner to provide consistency and flexibility. The following outline describes this organization and the purpose of each sub-section.

Topic- The key issue to be addressed. Examples include landscaping, materials, or signage.

Intent- This describes the primary design or functional objective for the stated Topic. Innovation and historic sensitivity is encouraged in Fredericksburg and as such carefully understanding the Intent is critical for meeting the spirit of this document while bringing forward new solutions.

Design Standards- These are requirements of the City of Fredericksburg, overseen by the Planning Commission. In order to receive approval from the Planning Commission, these standards must be met. Standards use the terms "shall" and "must" to indicate that compliance is required.

Design Guidelines- Guidelines are design strategies, features, or techniques that the Design Review Board is encouraging and that support the goals of the Comprehensive Plan. Guidelines use terms such as "may," "encouraged," "should," and "to be considered." In cases where the guidelines may be difficult to achieve, or an innovative solution may provide a better answer, the topic intent may be used to satisfy the requirements.



APPLICABILITY

WHEN DO THESE STANDARDS APPLY?

How Standards and Guidelines are Used

The Design Standards provide direction to property owners and developers when they plan improvements to properties in the entry corridors ("Figure 20: Entry Corridor Properties Governed by Design Standards" on page 68). They ensure that such alterations, repairs and new construction will help to achieve the design objectives for the area. The Design Standards also provide a basis for the City to determine the appropriateness of such improvements when they are proposed.

Use by Owners

A land owner, developer, tenant, architect or land planner should refer to these Design Standards before initiating any project.

Use by City

The City will also use the Design Standards for formal review of proposed projects. In this review, it is important to recognize that each case, a unique combination of design variable is at play and, as a result, the degree to which each relevant Design Standard is applicable may vary.

Applicability

The Design Standards shall apply to all properties directly adjacent to the entry corridors. These properties are identified on "Figure 20: Entry Corridor Properties Governed by Design Standards" on page 68. A land owner or developer must follow the Standards and Guidelines concurrent with a zone change, a use category change or issuance of one of the following permits:

1. Building Permit
2. Sign Permit
3. Street and Sidewalk Construction Permit
4. Conditional Use Permit
5. Site Plan Review
6. Platting
7. Placement in the Public R.O.W Permit
8. Temporary Use Permit

DESIGN STANDARDS

DESIGN STANDARDS AND GUIDELINES APPLICABILITY MATRIX									
Design Standard Category	Zoning/ Use Change	Building Permit	Sign Permit	Street and Sidewalk Construction Permit	Conditional Use Permit	Site Plan Review	Platting	Placement in the Public R.O.W. Permit	Temporary Use Permit
Architectural Style	X	O	O	X	O	O	X	X	O
Architectural Materials	X	O	O	X	O	O	X	O	O
Architectural Color	O	O	O	X	O	O	X	O	O
Architectural Features	X	O	O	X	O	O	X	O	O
Massing and Scale	X	O	X	X	O	O	X	X	O
Signage	X	O	O	O	O	O	X	O	O
Building Height	X	O	X	X	O	O	X	X	O
Setbacks	X	O	X	X	O	O	O	O	O
Landscaping	X	O	O	O	O	O	O	O	O
Lighting	O	O	O	O	O	O	X	O	O
Service Areas	X	O	O	O	O	O	O	O	O
Parking & Access	X	X	O	O	O	O	O	O	O
Drainage and Stormwater	X	X	X	X	O	O	O	O	O
Streetscape	X	X	X	X	O	O	O	O	O

O = Standards and Guidelines apply when relevant.*

X = Standards and Guidelines do not apply.

*The Standards and/or Guidelines shall apply to only the extent of construction or development under the purview of the permit, site plan, or zoning application.



DESIGN STANDARDS- BUILDING DESIGN

1. ARCHITECTURAL STYLE

Intent

Architectural style is the overall character or design of a building that makes it identifiable. The style is typically determined by the period when a building was built, and the culture that built it. The architecture in the Historic District can be defined as eclectic, with multiple techniques and styles throughout the area.

Historically, the settlers to the hills of central Texas brought their carpentry and stone mason skills to their buildings. The locally available white limestone and later brown sandstone were used with the local cedar to construct the well-crafted buildings throughout the region. The more rustic simple nature of Texas Hill Country style is also due to the lean times when the area was being settled, resulting in a simple style. The Hill Country style has a modern elegance because of its simplicity, materials and craftsmanship in construction.

The intent of the Architectural Style Standards are to:

- Create a uniform and cohesive corridor of development;
- Preserve the City's historic and cultural resources, so that they contribute to the special character and quality of Fredericksburg;
- Encourage adaptive reuse, rehabilitation, and retrofitting of historic buildings in which the original use is no longer feasible;
- Maintain high quality design and craftsmanship of all architecture along the entry corridor; and
- Extend the authentic character of Fredericksburg beyond the Historic District.

Applicability

1.0 – Architectural Styles Design Standards apply to all redevelopment in the entry corridors.



Standards

1.1 – Adhere to the Historic District Guidelines when rehabilitating designated historic landmark buildings or potential historic buildings.

1.2 – The architectural style of the entry corridor should be reflective of the Texas Hill Country aesthetic.

Guideline

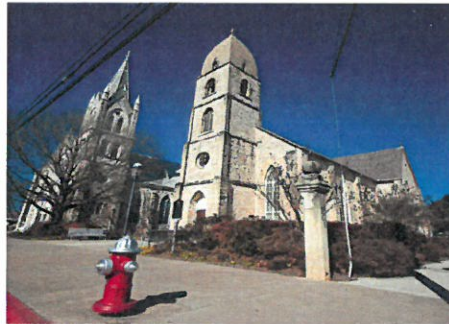
1.3 – New designs should be compatible with the design traditions of the established neighborhoods and regional Texas Hill Country aesthetic. It is not the intent of these guidelines to require that new buildings copy older building styles. Therefore, use traditional building forms and broader similarities of design in order to be compatible with existing buildings in the area that reflect the traditional context.

1.4 – The use of standardized "corporate" architectural designs associated with chain or franchise buildings (prevalent with restaurants, service stations and retail stores) is strongly discouraged and alternative designs consistent with this design manual may be required.

DESIGN STANDARDS- BUILDING DESIGN



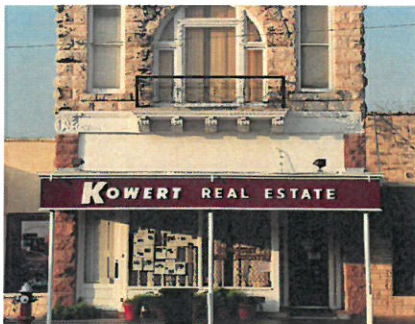
- **Pioneer** - Split logs, rock facades, wide chinking, limestone additions, Sunday houses



- **Gothic Revival** - Steeply pitched roofs, arches, towers



- **Texas Regional (Not in Historic Guidelines)** - sophisticated, modern, local materials, regional design techniques, metal brackets with awnings



- **Commercial** - One to three story, three bay façade, recessed entrance, transom windows, decorative cornice



- **Italianate** - wide overhanging eaves, low pitched roof, grouped supports



- **Bungalow** - decorative beams, partial width, deep porches, exposed roof rafters, gabled roofs



- **Folk Victorian** - symmetrical façade, spindle work on supports and railings, one story



DESIGN STANDARDS- BUILDING DESIGN

2. ARCHITECTURAL MATERIALS

Intent

The materials used in construction are a primary element in the appearance of the building. Much of the newer construction along the entry corridors utilizes modern materials, including metal facades, tilt wall concrete, etc. These materials allow for more efficient and cost effective construction; however, they do not contribute to the overall character and appearance. Design guidelines for materials will address this to ensure new construction utilizes appropriate materials to enhance entryway appearance.

The intent of the Architectural Materials Standards are to:

- Adhere to the Historic District Guidelines when rehabilitating historic buildings;
- Ensure materials are fitting with the Texas Hill Country style prevalent in Fredericksburg;
- Utilize materials that have minimum environmental impacts (glare, SRI, excessive heat, etc.);
- Use materials that contribute to the visual interest of the structures; and
- Use efficient and cost effective construction.

Applicability

2.0 – Architectural Materials Design Standards apply to all redevelopment in the entry corridors.



Standards

2.1 – Buildings shall employ authentic, textured materials, compatible with the traditional Hill Country aesthetic. Highly reflective materials are unacceptable, because of their tendency to create uncomfortable glare conditions,

2.2 – Abide by Historic District Guidelines for preserving historic buildings.

2.3 – Use original materials, retain and preserve significant architectural features, ensure the maintenance of the building's historical character. (per Historic Design Guidelines).

2.4 – Do not create a false sense of era or appearance with replacement of metal details or features that are not based upon any historical evidence (per Historic Design Guidelines).

Guidelines

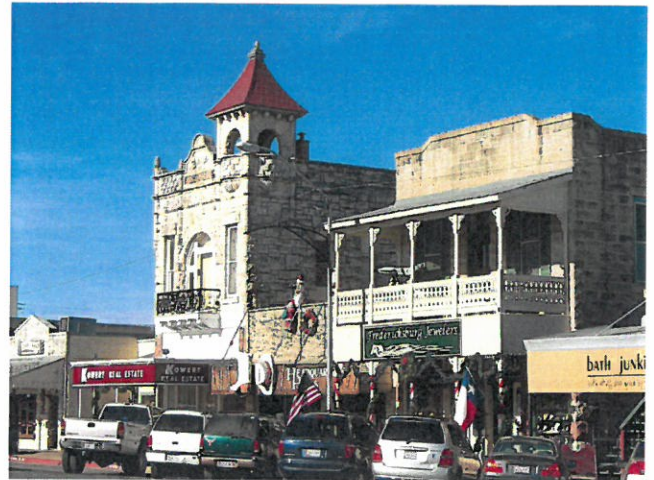
2.5 – Select materials native to the Hill Country, such as cedar, limestone and brown sandstone.

2.6 – New developments should choose materials that offer texture and avoid monotonous faces to add visual interest and reduce its apparent scale.

DESIGN STANDARDS- BUILDING DESIGN



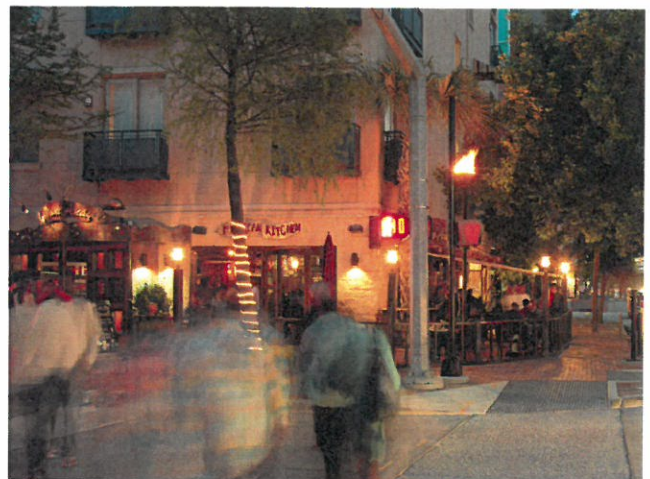
- Building materials of stone and wood are well preserved which maintain the historic character of the city.



- Common materials create the sense of a district and identity.
- Stone is a good example of material that is prevalent in Fredericksburg.



- The outdoor covered pavilion at 4.0 Cellars is made of wood and steel and balances the harmony of the architecture with the surrounding landscape.
- Modern materials such as steel creatively used with wood creates a contemporary Texas Hill County feel.



- The use of different materials on a building can break up the visual scale of the building, allowing for a more relaxed and comfortable pedestrian experience.

DESIGN STANDARDS- BUILDING DESIGN

3. ARCHITECTURAL COLOR

Intent

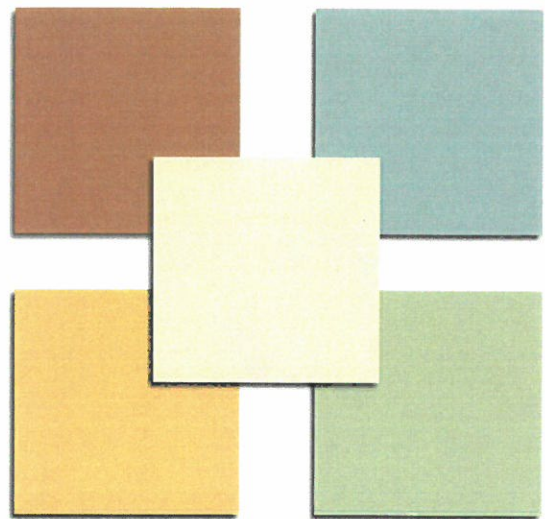
Color may seem a small element in overall community design, but it plays a significant role in appearance. Colors that would be perfectly appropriate in one community, such as the pastels found on homes and businesses in Port Aransas, would look wildly out of place in Fredericksburg. This section shouldn't limit landowners to four shades of beige; however, there should be consideration of what colors coordinate with existing development and the overall character of the community.

The intent of the Architectural Color Standards are to:

- Create a pleasing color scheme that preserves and highlights the heritage of Fredericksburg; and
- Create a robust color palette which allows enough variation to not seem repetitive, but still restrictive enough to keep outlandish color schemes from occurring.

Applicability

3.0 – Architectural Colors Design Standards apply to all redevelopment in the entry corridors.



Standards

3.1 – Choose colors used traditionally in Fredericksburg such as muted shades of greens, blues, and tans (Historic Design Guidelines).

3.2 – Use color to coordinate façade elements in an overall composition and tie all of the building elements together.

3.3 – Reserve bright colors for accents only. Limit the use of bright colors to no more than 15 percent of the overall exterior building façade.

Guidelines

3.4 – Predominate building colors should be of earth tones, but may be accented with brighter colors to provide color variation, punctuation, and eclecticism unique to Fredericksburg.

DESIGN STANDARDS- BUILDING DESIGN



- Architectural colors of light purple/gray are muted and fit nicely in the Hill Country.



- Bright, architectural colors are used with restraint and sophistication.



- The use of traditional colors against the historic limestone rock creates a visually appealing and eye-catching structure.



- The red roof is color coordinated with the signage font and provides visual interest to the building.
- Color is limited to four different colors- red, black, tan, and white, with the majority of the color coming from the natural limestone material.

DESIGN STANDARDS- BUILDING DESIGN

4. ARCHITECTURAL FEATURES

Intent

Architectural features are the specific elements that create the appearance of the building. These include the windows, canopies and awnings, roof, parapets, etc. To create a consistent look throughout an area, buildings should share common features and elements. It is not that they need to be uniform on every building, rather that there is a consistency to them.

The intent of the Architectural Features Standards are to:

- Use features on buildings to help promote not only historical aesthetic value, but also create strong social settings when applicable;
- Create retail and commercial spaces that feel open with use of large windows, and architectural features which promote a "human scale;"
- Maintain a feeling of historical character in architecture throughout the city;
- Provide detailed façade treatments on any elevation that is visible from streets/corridors or from any primary elevations of adjoining buildings; and
- Avoid use of unadorned blank walls on elevations facing entry corridors and side streets.

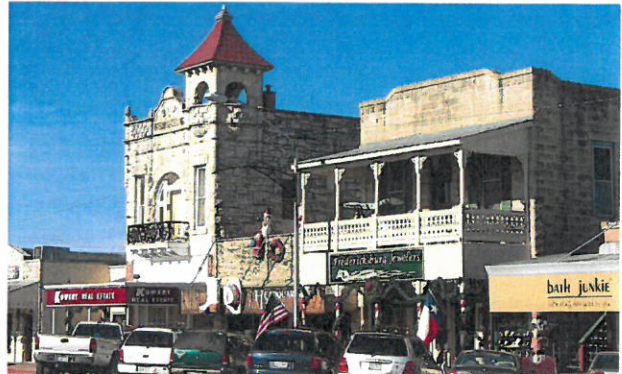
Applicability

4.0 – Architectural Features Design Standards apply to all redevelopment in the entry corridors.

Standards

4.1 – Blank or featureless walls will not be approved along parks, plazas, entry corridors or side streets.

4.2 – Design buildings with a "human scale" by using architectural enhancements. The building facade facing the parks, plazas, entry corridors or side streets shall have visible, clearly defined customer entrances that include at least three of the following elements: canopies or porticos, overhangs, recesses or projections, arcades, raised



cornice parapets over the entrance door, distinctive roof forms, arches, outdoor patios or plazas, display windows, or integral planters.

4.3 – Use original materials, retain and preserve significant architectural features, ensure the maintenance of the building's historical character. (Historic Design Guidelines)

4.4 – Windows and doors shall be equally spaced and provide rhythm along the façade of the building.

4.5 – With exception of historic or potential historic landmarks, at least 40 percent of the ground floor façade facing parks, plazas, entry corridors or side streets shall be constructed of clear and non-tinted windows.

4.6 – For any multi-tenant commercial development, a covered arcade/structural canopy shall be provided along the front facade of the building. Arcades are covered walkways connected to the principal building. They should be a minimum of five feet in width and designed to provide covered areas for relief from the weather. Different arcade/structural canopy designs may be used for each individual tenant/business within a multi-tenant commercial development provided that they blend aesthetically with the front facade of the building.

Guidelines

4.7 – Choose features that fit the scale of the building and its surroundings.

4.8 – If a shed roof or flat roof design is used, add a parapet wall to screen the roof.

DESIGN STANDARDS- BUILDING DESIGN



- Window awnings and roof overhangs are not only visually appealing but also provide cover from the weather and give spaces definition and character.



- The covered arcade is provided along the front facade of the building and provides a comfortable space for relaxation.

DESIGN STANDARDS- BUILDING DESIGN

5. MASSING AND SCALE

Intent

The massing and scale of buildings helps preserve the historic and “small town” feel of the region. Residents and property owners identify with this character and would like to see it maintained, thus it is important for new development to be consistent.

The mass and scale of a development relates to the mass of the building and its scale of architectural features related to the structures size. If the mass of the building is too large, it will not properly integrate within the surrounding environment. If the scale is too large, the building will look disproportional and out of touch with standards in place within the community. Therefore the mass and scale of buildings built within the Historic District and entry corridors should encompass the ideas of size and location on lots relating to the architectural style already in place within the built environment.

The intent of the Massing and Scale Standards are to:

- Fit the mass and scale of the broader context of the landscape and surrounding development; and
- Break up larger building mass by varied façade treatments and articulated roof treatments to keep scale accurate.

Applicability

5.0 – Massing and Scale Design Standards apply to all redevelopment in the entry corridors except for single family residential.



Standards

- 5.1 – Break up the front of large retail buildings by dividing it into individual bays 25 to 40 feet wide.
- 5.2 – Use variation in materials, textures, patterns, colors, and details to break down the mass and scale of a building
- 5.3 – Building mass shall be used that is appropriate to the site. Buildings of the greatest footprint shall be located towards the center of a development where the impact on adjacent uses is the least.
- 5.4 – Each building shall have sufficient facade relief and interruption every 30 feet so as to provide visual architectural interest.

Guidelines

- 5.5 – When making transitions to lower density areas, modulate the mass of the building to relate to smaller buildings.
- 5.6 – Faux windows and similar details are not appropriate articulation.
- 5.7 – Buildings are encouraged to be contiguously arranged along the street face, and large breaks between buildings in identified development sites should be avoided.

DESIGN STANDARDS- BUILDING DESIGN



- Neighboring buildings are similar in mass and scale to maintain a visual flow along the street.
- The building scale maintains a pedestrian feel.



- By placing a setback between first and second floors, streets seem more approachable and open from the pedestrian level.



- Variation in architectural materials, textures, and patterns break down the mass and scale of the building.
- Buildings have facade relief and interruption every 30 feet to reduce monotony.



- By adding different textures and materials to different parts of the building, what is a large and expansive building to the eye looks properly sized and approachable.



DESIGN STANDARDS- BUILDING DESIGN

6. SIGNAGE

Intent

Signage is one issue that can create significant conflict between developers, business owners, and the City. This is because owners want to maximize their visibility to passersby, while the City wants to protect overall safety and appearance and not have a profusion of signs. Appropriate sign regulations balance the concerns of business owners with the public welfare concerns. Signs are effective in garnering attention, while not detracting from overall appearance. Signs should also be scaled to their environment. Signs along a highway will be different from those in a primarily pedestrian area.

The intent of the Signage Standards are to:

- Ensure preservation of historic heritage and atmosphere; and
- Improve aesthetic appeal around signage.

Applicability

6.0 – Signage Design Standards apply to all redevelopment in the entry corridors.



Standards

6.1 – A landscaped base area shall be provided for monument or ground signs appropriate to the mass and height of the sign. All areas within 5 feet of the base of any sign shall be landscaped. The landscaped area may include trees, shrubs, flowering perennials, ornamental tall grass, fountains, water features, decorative stonework, planters, sculpture and decorative paving.

Guidelines

6.2 – A minimal number of colors should be used per sign where possible. Bright colors should be reserved for accent only.

6.3 – Integrate signs into building and site design so they do not appear as an afterthought.

6.4 – Attached signs should be located above the building entrance, storefront opening, or at other locations that are compatible with the architectural features of the building

DESIGN STANDARDS- BUILDING DESIGN



- Signage is low to the ground and made of local materials such as stone.
- Signage fits within the landscape and doesn't detract from the surrounding environment.



- Signage is incorporated into building design.
- Fonts and text styles are incorporated into the color scheme and design of the building.

DESIGN STANDARDS- BUILDING DESIGN

7. BUILDING HEIGHT

Intent

Building height is important to maintain character of a place and to improve the general quality of the building environment, pedestrian spaces and pedestrian relationships to buildings. The goal is not uniformity, rather heights should be within a range that work well together. When buildings are too tall, they can create a canyon effect, making an area feel enclosed and unpleasant. Buildings that are too short lose definition and do not contribute to the character of an area. The key is to work with the existing streetscape and define heights that are appropriate to create a welcoming environment and consistency. The image shows how different heights can work together, with two story buildings (occasionally higher buildings are present at key intersections).

The intent of the Building Height Standards are to:

- Create a unique corridor and downtown feeling with consistent building heights which correspond to the historic streetscape feeling of central Fredericksburg;
- Ensure adherence to maximum building height so that the character is not lost or damaged; and
- Step roof down towards front of building to keep streetscape from becoming overbuilt and to form pedestrian gathering places.

Applicability

7.0 – Building Height Design Standards apply to all redevelopment in the entry corridors.



Standards

7.1 – Use existing height standards from the Zoning Ordinance.

Guidelines

7.2 – Work with the existing streetscape and define heights that are appropriate to create a welcoming environment and consistency.

7.3 – Use building height to define neighborhood and district edges, and to provide a “human scale.”

7.4 – Floor to floor heights of a building can have an impact on the mass of the building. Typical ceilings in a residence are 8-9 feet. First floors of office buildings or retail shops can range from 10-15 feet. Upper floors that include residential or office are generally 8-12 feet in height. Actual or implied floor-to-floor heights above 15-20 feet on the exterior should be avoided, as a building may begin to lose its “human scale” appearance.

DESIGN STANDARDS- BUILDING DESIGN



- By using different materials and heights, large sized buildings can appear to be separate and smaller in scale.



- With proper setbacks and landscaping, buildings of different but similar height can easily blend together and create a lively and varied streetscape.



- By using different building heights, downtown areas can add character and sense of place.



- An example of how one, two and three story buildings can mesh well in areas that have proper landscaping, setbacks, and material use.

DESIGN STANDARDS- SITE DESIGN

8. SETBACKS & FRONTAGE

Intent

Setbacks define the relationship of a building to the street frontage, and how far the building is from the ROW or sidewalk. Along highways, it may be appropriate for buildings to be set farther back away from the roadway; while in pedestrian areas, it is preferable to have buildings up to the sidewalk. In conventional development, buildings are setback from the road behind parking lots. This ensures adequate parking and high visibility for the business; however, it does not contribute to the aesthetics of an area. Much of the development within the entryways to Fredericksburg follows this pattern.

The intent of the Setbacks and Frontage Standards are to:

- Preserve characteristics of Fredericksburg's small town downtown heritage through the use of building setback.

Applicability

8.0 – Setback Design Standards apply to all redevelopment in the entry corridors except for single family residential.



Standards

8.1 – Doors and entryways shall be constructed facing the entry corridor and any side streets. Secondary entrances may be constructed to allow convenient access from secondary streets, adjacent buildings, sidewalks or parking.

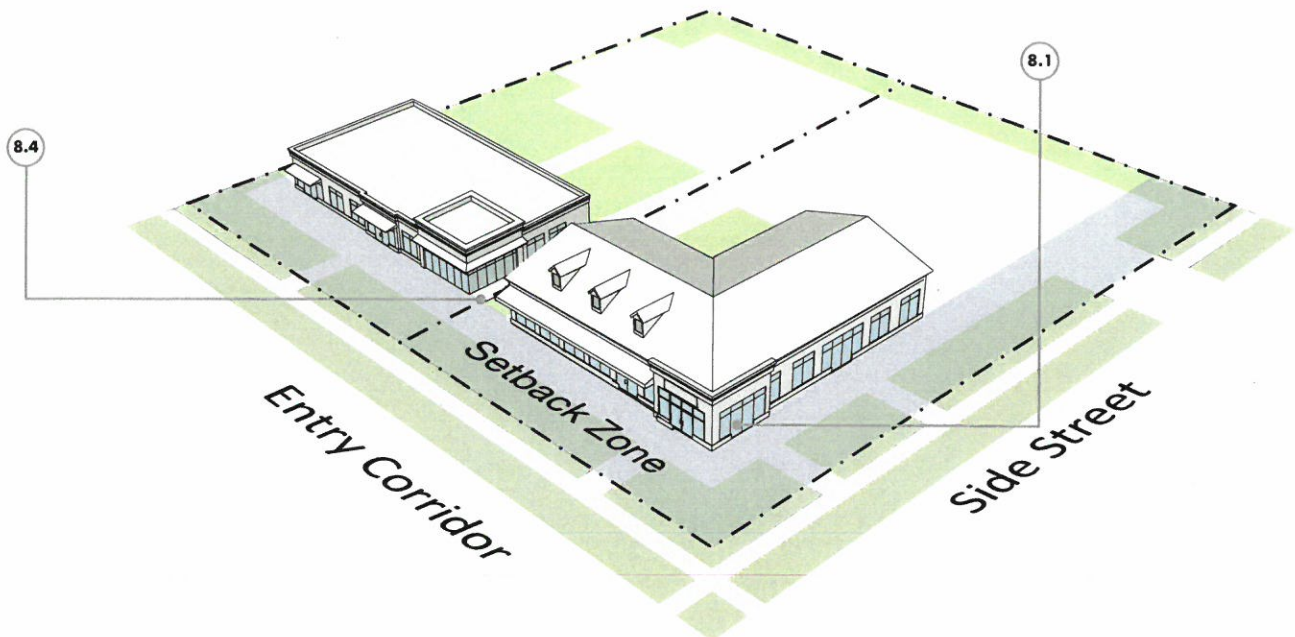
Guidelines

8.2 – The front door should connect to the sidewalk along the entry corridor.

8.3 – In areas adjacent to or near the Historic District, new buildings should match adjacent building setback in order to preserve the Historic District character and to encourage walkability.

8.4 – A contiguous building arrangement without large breaks between buildings along the street face is encouraged.

DESIGN STANDARDS- SITE DESIGN



- By encouraging building set back along entry corridors, the city will have room to provide not only landscaping but also areas of public social space along pathways and pedestrian walkways.



- Parking is not located between the building and creek
- Buildings should take advantage of adjacencies to Town Creek and Barons Creek by providing amenities between the building and the creek



DESIGN STANDARDS- SITE DESIGN

9. LANDSCAPING

Intent

Appropriate landscaping plays a significant role in the character and appearance of an area. Landscaping can be used as a buffer to disguise unappealing features, like utilities and parking. Landscaping can also enhance pedestrian areas, offering shade and a visual break from the built environment and serving as a buffer to the street. The challenge of landscaping is the on-going maintenance required to keep it attractive, as well as water usage. Low water landscaping should be utilized to ensure minimal water use and lower maintenance for landscape features. The City can work with property owners and civic organizations, such as the Garden Club, to adopt landscape features to provide on-going maintenance and care for them.

The intent of the Landscaping Standards are to:

- Create street-to-building buffering landscapes with native and drought resistant plant species for more pleasurable vehicular and pedestrian experience;
- Create a cohesive and consistent tree canopy along pedestrian pathways to create a pleasing and comfortable environment for non-vehicular traffic;
- Restore existing natural areas where possible; and
- Create public spaces and common areas that invite residents and tourists to visit with appealing and beautiful landscaping.

Applicability

9.0 – Landscaping Design Standards apply to all redevelopment in the entry corridors.

Standards

9.1 – Landscaping, including planting and trees, shall be provided as a buffer between the street and parking area.



Guidelines

9.2 – To create a cohesive tree canopy that provides for consistent shade, street trees should be planted a minimum of every 50 feet on center (centered between the curb and sidewalk). The same amount of trees may also be clustered in groups.

9.3 – Native, drought tolerant and adapted landscape species should be used to the greatest extent possible.

9.4 – A minimum of 50 percent of the plant species should be selected from the approved plant list.

9.5 – Minimize impervious coverage to reduce the need for energy and water consumption.

9.6 – Utilize parks, open spaces and natural areas as buffers between incompatible uses or as a means of maintaining natural viewsheds.

9.7 – Planting is preferable to turf within the right-of-way, including spaces between sidewalks and the street. Landscaping between the curb and sidewalk should be no taller than 24 inches tall and trees should be limbed up 7.5 feet above the sidewalk in the sight distance triangle.

9.8 – Every effort should be made to protect underground utilities such as water, sewer, phone and cable from tree or plant roots.

9.9 – Restoration of natural areas is strongly encouraged during new development and, to the extent possible, redevelopment.

9.10 – Wherever possible, parks should take advantage of existing mature vegetation by preserving it and

DESIGN STANDARDS- SITE DESIGN

incorporating it as a feature of the park to maximize use of shaded areas.

9.11 – Minimize grading and preserve existing vegetation whenever possible.

9.12 – Landscapes should be irrigated to establish planting and provide the correct water levels to support the long term growth of landscape. Irrigation systems should use efficient water methods, group planting by similar watering needs, and use moisture sensors to control the use of water.

9.13 – Root barriers should be used in planting areas between the sidewalk and street which are less than 10 feet in width.



- Native and drought tolerant plantings are encouraged.
- Planting is provided as a buffer between the sidewalk and street.



- Agaves, grasses, and cacti are appropriate plant materials that have low water requirements.



- Seasonal planting is provided between the street and the sidewalk, creating a buffer between automobile and pedestrian sidewalk, while keeping within the maximum height of 2 feet.



DESIGN STANDARDS- SITE DESIGN

Table 1: Recommended Street Trees (Planting Areas >10')

STREET TREES	
Common Name	Scientific Name
Shumard Oak	Quercus shumardii
Chinquapin Oak	Quercus muehlenbergii
Montezuma Cypress	Taxodium mucronatum
Lacey Oak	Quercus laceyi
River Birch	Betula nigra
Mexican Sycamore	Platanus mexicana

Table 2: Recommended Street Trees

SCREENING	
Common Name	Scientific Name
Red Maple	Acer rubrum
Sweetgum	Liquidambar styraciflua
Southern Magnolia	Magnolia grandiflora
American Sycamore	Platanus occidentalis
Mexican Sycamore	Platanus mexicana
Texas Red Oak	Quercus buckleyi
Shumard Oak	Quercus shumardii
Live Oak	Quercus virginiana
Bald Cypress	Taxodium Distichum

Table 3: Recommended Trees for Screening

SCREENING	
Common Name	Scientific Name
River Birch	Betula nigra
Bottlebrush	Callistemon sp.
Texas Redbud	Cercis canadensis 'Texensis'
Possumhaw Holly	Ilex decidua
American Holly	Ilex opaca
Yaupon Holly	Ilex vomitoria
Little Gem Magnolia	Magnolia grandiflora 'Little Gem'

Table 4: Recommended Trees for General Landscaping

TREES	
Common Name	Scientific Name
Florida Maple	Acer barbatum
Red Maple	Acer rubrum
River Birch	Betula nigra
Bottlebrush	Callistemon
Pecan	Carya illinoensis
Texas Redbud	Cercis canadensis 'Texensis'
Texas Persimmon	Diospyros texana
Possumhaw Holly	Ilex decidua
American Holly	Ilex opaca
Yaupon Holly	Ilex vomitoria
Savannah Holly	Ilex x 'Savannah'
Sweetgum	Liquidambar styraciflua
Southern Magnolia	Magnolia grandiflora
Little Gem Magnolia	Magnolia grandiflora 'Little Gem'
Sweetbay Magnolia	Magnolia virginiana
Slash Pine	Pinus elliotii
Loblolly Pine	Pinus taeda
Texas Pistache	Pistacia texensis
American Sycamore	Platanus occidentalis
Mexican Sycamore	Platanus mexicana
Mexican Plum	Prunus Mexicana
Sawtooth Oak	Quercus acutissima
Bur Oak	Quercus macrocarpa
Cow Oak	Quercus michauxii
Nuttall Oak	Quercus nuttallii
Live Oak	Quercus virginiana
Eve's Necklace	Sophora affinis
Bald Cypress	Taxodium Distichum
American Elm	Ulmus Americana

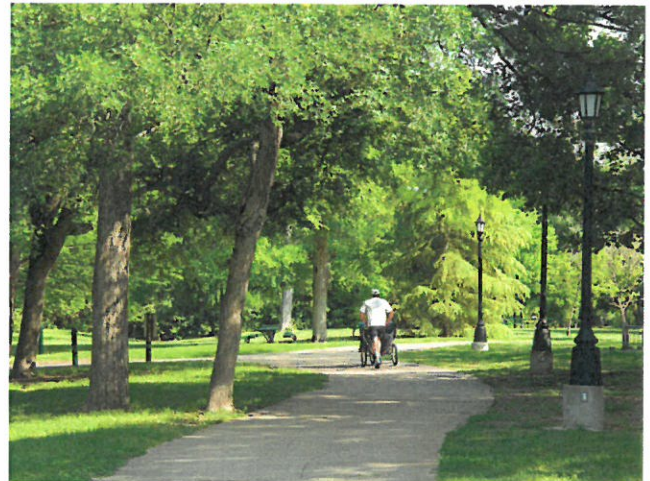
Table 5: Recommended Plants for General Landscaping

GROUND COVERS	
Common Name	Scientific Name
Ajuga	Ajuga sp.
Centipedegrass	Eremochloa ophiuriodes
Homestead Verbena	Glandularia canadensis
Daylily	Hemerocallis sp.
Red Yucca	Hesperaloe parvifolia
Trailing Juniper	Juniperus sp.
Trailing Lantana	Lantana sp.
Liriope	Liriope sp.
Dwarf Nandina	Nandina sp.
Katie Ruellia	Ruellia elegans
Yucca	Yucca sp.
Rain Lily	Zephyranthes sp.
ORNAMENTAL GRASSES	
Common Name	Scientific Name
Bluestem	Andropogon sp.
Sideoats Gamma	Bouteloua curtipendula
Weeping Lovegrass	Eragrostis curvula
Purple Lovegrass	Eragrostis spectabilis
Sand Lovegrass	Eragrostis trichocolea
Fiber Optic Grass	Isolepis cernua
Purple Autumn	Miscanthus sinensis
Zebra	Miscanthus sinensis 'Zebra'
Muhly	Muehlenbergia sp.
Little Bunny Fountain	Pennisetum alopecuroides
Fountain	Pennisetum rupepelli
Mexican Feather	Stipa tenuissima
VINES	
Common Name	Scientific Name
Crossvine	Bignonia capriolata
Trumpet Creeper	Campsis radicans
Coral Honeysuckle	Lonicera sempervirens
Evergreen Wisteria	Melletia reticulata
Virginia Creeper	Parthenocissus quinquefolia
Lady Banks Rose	Rosa banksia
PLANTING BEDS	
Common Name	Scientific Name
Abelia	Abelia sp.
Agave	Agave sp.
Yarrow	Achillea sp.
Butterfly Bush	Buddleia davidii
Beautyberry	Callicarpa americana
Coreopsis	Coreopsis sp.
Coneflower	Echinacea sp.
Indian Blanket	Gaillardia sp.
Hummingbird Bush	Hamelia patens
Burford Holly	Ilex cornuta
Yaupon Holly	Ilex vomitoria
Dwarf Yaupon Holly	Ilex vomitoria 'nana'
Juniper	Juniperus sp.
Lantana	Lantana sp.
Texas Sage	Leucophyllum sp.
Gayfeather	Liatris sp.
Turk's Cap	Malvaviscus arboreus
Blackfoot Daisy	Melampodium leucanthum
Wax Myrtle	Myrica cerifera
Blue Plumbago	Plumbago auriculata
Pomegranate	Punica granatum
Rosemary	Rosmarinus officinalis
Black-eyed Susan	Rudbeckia sp.
Dwarf Palmetto	Sabal minor
Mealy Blue Sage	Salvia farinacea
Autumn Sage	Salvia greggii
Mexican Sage	Salvia leucantha
TX Mountain Laurel	Sophora secundiflora
Bridal Wreath Spirea	Spirea cantoniensis
Yellow Bells	Tecoma stans
Viburnum	Viburnum sp.

DESIGN STANDARDS- SITE DESIGN



- Seasonal color is thoughtfully incorporated into planting design.



- The park takes advantage of maintaining existing trees on site.
- The park maximizes the use of shaded areas by aligning paths underneath dense tree canopy.



- The use of a low stone seat wall is creatively incorporated into the landscape to preserve an existing stand of oak trees.
- Cactus and native plants fit the planting scheme of the larger context of central Texas.



- An allee of street trees planted 50 feet on center frames the sidewalk and provides comfort to pedestrians.
- A mix of tree species offers seasonal interest along the street.



DESIGN STANDARDS- SITE DESIGN

10. LIGHTING

Intent

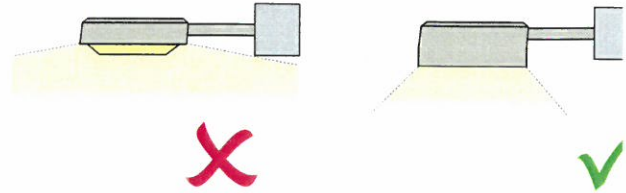
Lighting is necessary to make a building visible to passersby and for safety and security on site. However, lighting can also become a nuisance, as light spills onto adjacent property, distracts drivers and detracts from community appearance. Well-designed lighting focuses light where it is needed, with minimal glare and excess. Shielding and proper aiming can provide appropriate safety and security while having minimal impact on adjacent properties. Pole location, height, and design all affect how lighting will be seen, so thought should be given to all of these variables when designing a lighting system for a property.

The intent of the Lighting Standards are to:

- Provide continuity and high aesthetic value through the creation of a cohesive lighting strategy; and
- Create, safe, secure places with lighting strategies while protecting the night sky and nearby residential properties.

Applicability

10.0 – Architectural Lighting Design Standards apply to all redevelopment in the entry corridors. Please also refer to ordinance 24-014.



Standards

10.1 – Lighting fixtures should be selected from the International Dark-Sky Association Approved Fixtures.

Guidelines

10.2 – Lighting should be used to provide illumination for the security and safety of on-site areas such as parking, loading/unloading, pedestrian pathways and working areas. Excessive use of lighting fixtures is prohibited.

10.3 – Fixture style and location should be compatible with the building's architecture, site design and landscape design. Decorative fixtures are highly recommended and where warranted, may be required. Light fixture style should be consistent throughout the project.

10.4 – Light fixtures should be located facing away from adjacent sites (particularly residential parcels) so that the light does not spill-over onto abutting properties. Parking and building light fixtures should be cut-off luminaries that have less than 90 degree cut-off so that the light is not emitted horizontally or upward.

10.5 – Projects located near residential or open space areas should use low intensity/wattage lights and all lighting is to be extinguished or reduced in intensity 30 minutes after the close of business.

10.6 – Off-site street lighting may be required over driveways to provide safe entrances and exits.

10.7 – Decorative seasonal lighting encouraged.

LIGHTING SELECTION MATRIX	
Location	Fixture
Streetscape Pedestrian Lighting	Sternberg Lighting Omega Series or Approved Equal
Site Lighting	Sternberg Lighting Medterra BB or Approved Equal
Public Space Lighting	Sternberg Lighting Medterra BB or Approved Equal

DESIGN STANDARDS- SITE DESIGN



- The Sternberg Lighting Omega Series, Dark Sky light fixture is an example of an approved light fixture for Fredericksburg.



- Lighting can include planters and decorative features to fit within the context of Fredericksburg



- The Selux Beta Lantern, Dark Sky light fixture is an example of an approved light fixture for Fredericksburg.



- Lighting can be erected within the entry corridors and along paths and sidewalks.



DESIGN STANDARDS- SITE DESIGN

11. SERVICE AREAS

Intent

Every site plan needs to account for building facilities like HVAC systems, dumpsters, drainage, etc. These are necessary features that have to be located; however, they can present a challenge to balance needed access with aesthetics. It is appropriate to place these facilities in the back of the property, shielded by the building if possible. If that is not available, due to access issues, service areas should be shielded with fencing and landscaping to maintain the overall site appearance. Good site planning will ensure that needed facilities are incorporated on site, with minimal visibility from roadways and adjacent properties.

The intent of the Service Areas Standards are to:

- Use visually screened service areas to hide unsightly private space areas; and
- Use appropriate landscaping, fencing, and/or green screens around service areas for buffering.

Applicability

11.0 – Service Areas Design Standards apply to all redevelopment in the entry corridors.



Standards

11.1 – Loading/unloading areas shall be clearly identified by installing no parking signs and/ or striping of the space. The areas must be located in the rear or the sides of the building and shielded so that they are not visible from the street. The size and number of the loading/ unloading areas must be consistent with the requirements of the Zoning Ordinance.

Guidelines

11.2 – All trash, recycling and utilities facilities should be visually and acoustically screened from pedestrian rights of way.

11.3 – Screening should be achieved through the installation of a wall or fence six foot in height or a height sufficient to obscure the area or equipment, whichever is less.

11.4 – Screening may be provided by using a semi-opaque fence, solid vegetative surface or combination of both.

11.5 – The height of screening plants should be based on typical plant size within five growing seasons.

11.6 – All roof-top equipment should be screened from entry corridors, side streets, plazas and parks.

11.7 – It is encouraged to provide a separate waste and recycling unit to encourage environmental sustainability and support efforts to reduce, reuse, and recycle in Fredericksburg. The City of Fredericksburg Recycling Center provides recycling and safe disposal options. Fredericksburg Shines has compiled a list of items that can be recycled along with the location where that recycling occurs.

DESIGN STANDARDS- SITE DESIGN



- The use of wood softens the visual effect of the waste receptacle.
- The waste receptacle visually blends into the surrounding public space, and the wood material matches the adjacent bench.



- Waste receptacles are screened with vegetation.
- Waste is separated into trash and recycling units.



- Service areas are located to the rear of the site.
- Trees and landscaping screen views to dumpsters and service areas.



- Compost areas are hidden from view and designed in an esthetically pleasing manner.



DESIGN STANDARDS- SITE DESIGN

12. PARKING & ACCESS

Intent

Parking uses a significant portion of most conventional development. Developers typically have to provide sufficient parking for infrequent, high volume days like the day after Thanksgiving. This, combined with a desire for visibility and access, means most parking lots are put in front of the building. Adequate landscaping and buffering can improve the appearance of parking lots; however, having parking to the front detracts from pedestrian connectivity and appeal. Having parking to the rear of the property would allow the building to front onto the roadway. It would also allow for consolidation of driveways and access points. This can be a tremendous benefit for traffic flow, to reduce curb cuts and points of conflict along roadways.

The intent of the Parking and Access Standards are to:

- Conceal and beautify parking areas, such as parking located in the rear or side of buildings;
- Create parking spaces that flow smoothly and create logical connections between parking spot and destination; and
- Use landscaping to buffer parking lots from adjacent uses.

Applicability

12.0 – Parking Design Standards apply to all new development in the entry corridors.

Standards

12.1 – When a property abuts a creek, a 10 foot landscaped buffer shall be provided between the parking lot and the creek, where applicable. Utilize rain gardens and/or plant species that filter toxins between the parking lot and the creek.

12.2 – All parking shall comply with the most current American with Disabilities Act (ADA) standards and regulations.



12.3 – Whenever parking areas/drive aisles are connected to adjacent sites, the circulation must provide for similar direction of travel (both vehicular and pedestrian) and parking stalls to reduce conflict at points of connection.

12.4 – Pedestrian walkways connecting to adjacent development shall be provided.

12.5 – A minimum of a 4" diameter tree per 8 parking spaces shall be planted in planting beds located in the corners of parking lots and 'islands.'

12.6 – Continuous, 5' sidewalks must be provided along the full length of the building featuring customer entrances and along any façade facing public parking areas.

Guidelines

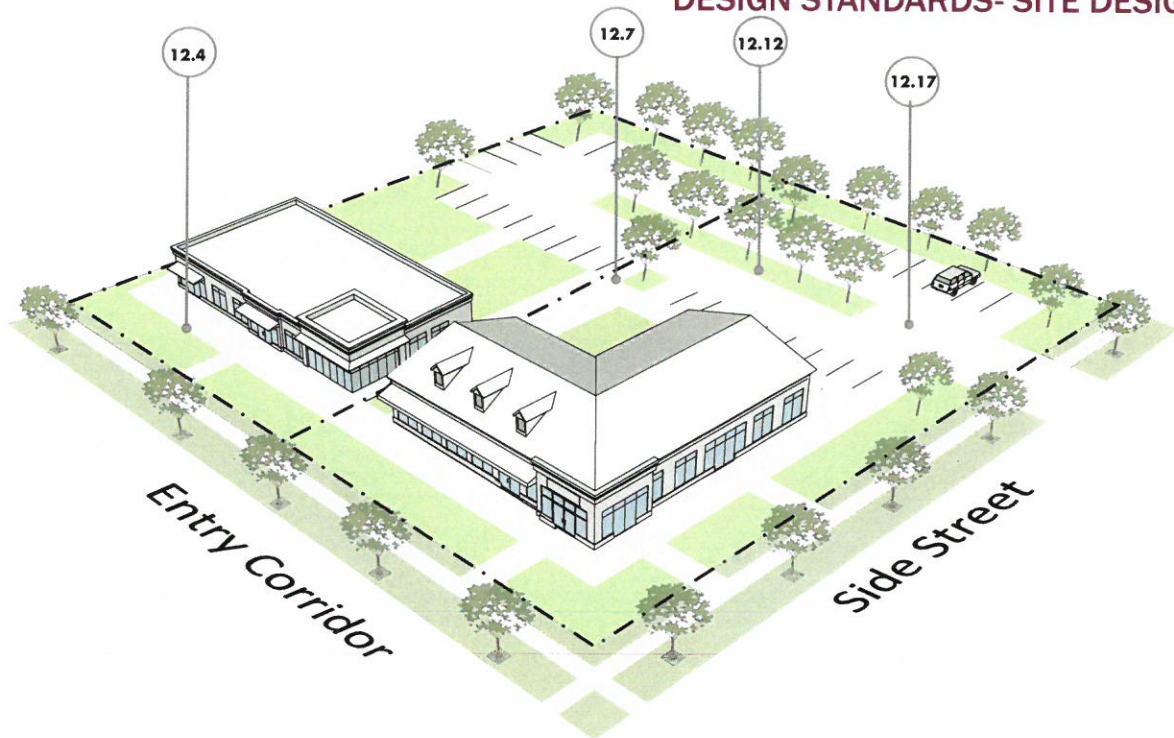
12.7 – Parking should be located behind buildings or on the side.

12.8 – Bicycle parking facilities should be provided at all new development that occurs on any street intersection. The design, color, and materials must coordinate with other site elements and must be well-lit for night time uses.

12.9 – Parking areas abutting properties residentially used or designated should be separated by a landscape buffer a minimum of 10 feet in width. In addition to landscaping, perimeter earth berms are recommended as an effective way to reduce the visual impact of surface parking lots.

12.10 – At least one drive aisle should be designed to provide sufficient emergency vehicle access and maneuverability.

DESIGN STANDARDS- SITE DESIGN



12.11 – Establishments that typically require or generate frequent passenger loading and unloading should provide specifically designated loading/unloading stopping bays. Direct ingress and egress should be provided so that vehicles are not directed into the on-site drive aisles.

12.12 – Parking lots should be located and designed with stormwater Best Management Practices to capture, treat and infiltrate storm water.

12.13 – The on-site circulation should be logical and provide convenient, safe and direct flow of pedestrians and vehicles.

12.14 – New surface parking areas are discouraged within view of US 290, US 87, SH 16, and FM 965. New parking areas should be situated behind buildings and screened from street views.

12.15 – Parking aisles should be arranged to direct pedestrians parallel to moving cars thereby minimizing the need for pedestrians to cross parking aisles and landscape areas. As an alternative, separated pedestrian walkways should be incorporated in the parking lot design.

12.16 – Detached parking structures should be architecturally compatible with their setting or be screened by other buildings or by landscaping. If a detached parking structure abuts a street or major pedestrian path, ground floor design should incorporate a façade with storefronts, display windows, bay divisions, and other pedestrian oriented features.

12.17 – Shared driveways are encouraged.



- Planting buffer is placed around parking.



DESIGN STANDARDS- SITE DESIGN

13. DRAINAGE AND STORMWATER

Intent

Development leads to increased stormwater runoff. Some communities manage drainage for larger areas, so developers put in facilities to convey water off the property to these larger drainage utilities. Other times, each property has to create on site facilities to manage stormwater. A fairly new direction in stormwater management is called low impact design. This utilizes natural features, such as rain gardens and swales, along with technology fixes like rainwater harvesting and pervious pavement, to manage stormwater. This type of development can be a lower maintenance and more aesthetic option for future development. It is important for stormwater to be managed in such a way to protect public health and safety.

The intent of the Drainage and Stormwater Standards are to:

- Create aesthetically pleasing detention and stormwater infrastructure;
- Use Best Management Practices to mitigate flooding and runoff backup;
- Capitalize upon the use of detention features to double as recreational elements where feasible;
- Use Low Impact Development (LID) techniques when possible; and
- Buffer detention ponds with native landscaping.

Applicability

13.0 – Drainage and Stormwater Design Standards apply to all redevelopment in the entry corridors. All designs should be compliant with current standards and requirements for stormwater detention, Code of Ordinances, Article XIII.



Standards

Not applicable.

Guidelines

13.1 – LID techniques such as rain barrels, cisterns, rain gardens, naturalized landscaping, porous pavement and roof gardens are encouraged.

13.2 – When possible, site stormwater management facilities in parks and open space if there is a benefit to the surrounding area and/or water quality is demonstrated.

13.3 – Existing drainage patterns and flows on site should be preserved to the greatest extent possible.

13.4 – Decorative or aesthetically pleasing stormwater mechanisms should be incorporated into stormwater designs to the greatest extent possible.

DESIGN STANDARDS- SITE DESIGN



- Bio-filtration areas slow stormwater runoff and absorb pollutants to encourage increased water quality.



- Decorative storm grates provide visual interest to otherwise unappealing design features.



- A rain water cistern captures water for re-use in the landscape.
- The materials on the rain water cistern match the architecture of the building and double as signage for the park.



- LID techniques such as rain gardens are aesthetically pleasing and contribute to an increase in water quality and reduce peak flows of stormwater runoff.
- Rain gardens are valuable Best Management Practices that mitigate flooding and stormwater runoff.

DESIGN STANDARDS- SITE DESIGN

14. STREETScape

Intent

Most of the streets being included for the entryways are state highways. This means that TxDOT has jurisdiction over the design of the streetscape and any elements to be included in them. The City has a productive relationship with TxDOT staff and can work with them to incorporate improvements to the streetscape over time as projects and upgrades are made to roads in the entryways.

The intent of the Streetscape Standards are to:

- Create a connected sidewalk system throughout the city to ensure safety and connectivity between destinations;
- Increase the mobility to persons walking throughout the city into all areas;
- Create a continuous street tree canopy and landscaping along roadways to create more visually pleasing thoroughfares and pedestrian pathways;
- Use ADA compliant ramp and pedestrian facilities throughout the network to ensure ease of movement; and
- Ensure that the ground floor creates comfort and interest for pedestrian use.

Applicability

14.0 – Streetscape Design Standards apply to all redevelopment in the entry corridors.

Standards

14.1 – Sidewalks along the street right of way must be a minimum of 5 feet wide.



Guidelines

14.2 – Sidewalks and pedestrian pathways should safely connect from the street to commercial buildings, surrounding residential areas, and parks and open spaces.

14.3 – Seating is encouraged in front of businesses, in public spaces and other instances where appropriate.

14.4 – All pedestrian areas should comply with the most current American with Disabilities Act (ADA) standards and regulations. Particular attention should be given to ramps, accessible paths of travel, level landings and handrails.

14.5 – Create a quality built environment with the inclusion of amenities such as street furnishing, plantings, art works, and water features to enhance the places that people will walk, gather, or recreate.

14.6 – Developments adjacent to multi-use trails should provide a direct connection from the trail to the development's internal pedestrian circulation system.

14.7 – Streetscape furnishing should be made of high quality materials and be coordinated with the architecture of the building.

14.8 – To create a cohesive tree canopy for consistent shade, street trees should be planted a minimum of every 50 feet on center (centered between the curb and sidewalk). The same amount of trees may also be clustered in groups.

DESIGN STANDARDS- SITE DESIGN



- A continuous canopy of street trees at 30 feet on center provides visual interest along the road.



- Benches, landscaping, street trees and seating provide a comfortable pedestrian environment.



- Street trees are provided every 30 feet on center along the street.
- Ample shade and seating are provided for a comfortable pedestrian environment.



- Streetscape furnishings are made of high quality materials and create a brand and identity.



IMPLEMENTATION

IMPLEMENTATION

Responsibility for the Design Standards will be with the Planning Commission. They will be tasked with incorporating the plan recommendations into the City's zoning ordinance. They will also serve as the design review board, once the new standards are adopted. In this role, they will be responsible for ensuring the standards are being met as new development and renovations occur in the entry corridors.

2014 Crawfish Festival, City of Fredericksburg



ACKNOWLEDGEMENTS

ACKNOWLEDGEMENTS

The Comprehensive Plan Issues Update process is a reflection of the care and love that this community has for the City of Fredericksburg. The following individuals provided important and significant involvement in the planning process.

A. City Council

Linda Langerhans, Mayor
Jerry Luckenbach
Gary Neffendorf
Graham Pearson
Bobbie Watson
Chief of Police Steve Wetz

B. Planning and Zoning Commission

Janice Menking, Chairman
Brenda Segner, Vice-Chairman
Todd Willingham
Chris Kaiser
Charlie Kiehne
Bill Pipkin
Daryl Whitworth
Steve Thomas

C. Technical Advisory Committee

Kent Myers, City Manager
Clinton Bailey, Director of Public Works and Utilities
Jimmy Alexander, Director of Parks and Recreation
Brian Jordan, Director of Development Services
Howard Lyons, TxDOT
Doyle Moellering, TxDOT
Donnie Schuch, Gillespie County Commissioner

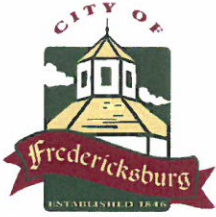
D. Citizen Advisory Committee

Donnie Finn
Kathy Sanford
Ernie Loeffler
Gary Neffendorf
Lisa Nye-Salladin
Daryl Whitworth
Dawn Bourgeois

E. Consultant Team

Rebecca Leonard, Principal, Design Workshop
Claire Hempel, Project Manager, Design Workshop
Mary Martinich, Design Workshop
Rachel Tepper, Design Workshop
Mike Piano, Design Workshop
Luke Cowsar, Design Workshop
David Kneuper, River City Engineering
Chris Holtkamp, Holtkamp Planning





CITY COUNCIL MEMO

DATE: February 5, 2020

TO: Mayor and City Council, Historic Review Board, and Planning and Zoning Commission

FROM: Kent Myers, City Manager

SUBJECT: Status of STR Permitting, Inspection and Enforcement Program

Summary:

A staff report will be provided at the special meeting on February 11 on the status of our current program for the permitting and inspection of STRs as well as the enforcement of our STR regulations.

Recommendation:

This is a status report only and no action is recommended at this time.

Background / Analysis:

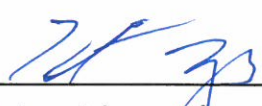
Our current STR regulations were approved in 2018 which requires that all STRs be permitted and inspected by the City (see attached ordinance). This ordinance has served as a model for other cities that have been impacted by an increase in STRs over the past several years.

When the regulations were approved, the City retained new software to manage the permitting process. We also hired a code enforcement officer to help with the inspections of the STRs and the enforcement of the regulations. In addition to the STR ordinance, the City also adopted new noise regulations. The combination of these two ordinances has resulted in a significant decrease in the number of STR complaints that the City receives on a monthly basis.

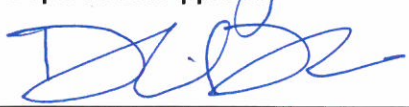
At the special meeting on February 11 we will provide an update on how the permitting, inspection and enforcement process is working. This includes plans to enforce the regulations on the weekends. We will also provide information on the new software that has recently been approved and several amendments to the ordinance that are currently being considered.

Attachments:

STR Ordinance



Department Approval



City Attorney Approval



City Manager Approval

ORDINANCE NO. _____

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF FREDERICKSBURG, TEXAS, CREATING ARTICLE V. - SHORT TERM RENTALS, OF CHAPTER 23 - PLANNING - OF THE CODE OF ORDINANCES, ESTABLISHING REGULATIONS AND A PERMITTING REQUIREMENT FOR OPERATION OF A SHORT TERM RENTAL, AND PROVIDING A PENALTY CLAUSE FOR VIOLATIONS.

BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF FREDERICKSBURG, TEXAS:

Section 1. That, ARTICLE V. - SHORT TERM RENTALS, of Chapter 23 - PLANNING, of the Code of Ordinances, **is hereby created and adopted as follows:**

Chapter 23 – Planning
Article V. SHORT TERM RENTALS

Sec. 23-100. Purpose.

The purpose of this Article is to establish regulations for the use of privately owned dwellings as Short Term Rentals, to minimize negative ancillary impact on surrounding properties, and to ensure the collection and payment of Hotel Occupancy Tax.

Sec. 23-101. Definitions.

As used in this Article, the following terms shall have the following meanings:

- A. City - The City of Fredericksburg, Texas.
- B. Guest - The overnight occupants renting a Short Term Rental Unit for a specified period and the daytime visitors of the overnight occupants.
- C. Local Contact Person - The Owner, Operator, or person designated by the Owner or the Operator, who shall be available twenty-four (24) hours per day for the purpose of responding to concerns or requests for assistance related to the Owner's Short Term Rental.
- D. Operator - The Owner or the Owner's authorized representative who is responsible for compliance with this Article while advertising and/or operating a Short Term Rental.
- E. Owner - The person or entity that holds legal or equitable title to the Short Term Rental property.
- F. Short Term Rental - A privately owned dwelling, including but not limited to, a single family dwelling, multiple family attached dwelling, apartment house, condominium,

duplex, mobile home, or any portion of such dwellings, rented by the public for consideration, and used for dwelling, lodging or sleeping purposes for any period less than thirty (30) consecutive days.

The following are exempt from the regulations under this Article: hotel, motel, dormitory, public or private club, recreational vehicle park, hospital and medical clinic, nursing home or convalescent home, foster home, halfway house, transitional housing facility, any housing operated or used exclusively for religious, charitable or educational purposes, and any housing owned by a governmental agency and used to house its employees or for governmental purposes.

- G. Short Term Rental Permit - A permit issued by the City authorizing the use of a privately owned dwelling as a Short Term Rental.
- H. Short Term Rental Unit - One or more habitable rooms forming a single habitable division within a Short Term Rental, or an entire undivided Short Term Rental, which is advertised to be occupied, is occupied, or is intended to be occupied by a single party of Guests under a single reservation and/or single rental payment.

Sec. 23-102. Short Term Rental Permit required.

It shall be unlawful for any person or entity to rent, or offer to rent, any Short Term Rental without a valid Short Term Rental Permit issued under this Article.

Sec. 23-103. Short Term Rental Permit registration fee and application.

- A. An applicant shall submit an application for a Short Term Rental Permit using a format and method promulgated by the City Manager or his/her designee. The application form shall require, at a minimum, the following information from applicants:
 - 1. The name, address, email and telephone number of the Owner of the Short Term Rental.
 - 2. The name, address, email and telephone number of the Operator of the Short Term Rental.
 - 3. The name, address, email and twenty-four (24) hour telephone number of the Local Contact Person.
 - 4. The name and address of the Short Term Rental.
 - 5. The number of bedrooms and the proposed overnight and daytime occupancy limit of the Short Term Rental.
 - 6. A diagram showing the proposed layout of the property use and any on-site parking available for the Short Term Rental.

7. A general description of any food service to be offered to Guests of the Short Term Rental.
- B. An applicant for a Short Term Rental Permit shall pay to the City a permit fee of one hundred fifty dollars (\$150.00).
- C. A separate Short Term Rental Permit application and permit fee must be submitted for each individual Short Term Rental Unit. Each individual Short Term Rental Unit shall be assigned a unique permit number upon permit issuance by the City.
- D. Prior to issuance of a Short Term Rental Permit, the Operator shall allow an on-site inspection of the Short Term Rental Unit by a City Code Enforcement officer, to ensure compliance with the following:
 1. The requirements set forth in Section 23-104(A) of this Article; and
 2. The requirements set forth in Sections 23-104(B)1 through 23-104(B)3 of this Article.
- E. A Short Term Rental Permit issued under this Article shall be valid for a period of one calendar year from the date of issuance. The Short Term Rental Permit shall expire immediately upon any change in Owner of the Short Term Rental Unit.
- F. The Owner has a duty to notify the City within twenty (20) calendar days, in writing, of any changes to information submitted as part of a Short Term Rental Permit application under this Article.
- G. An application for Short Term Rental Permit may be denied if the Owner has had a Short Term Rental Permit suspended or revoked during the previous 365 calendar days.

Sec. 23-104. Short Term Rental operational requirements.

- A. The Operator shall post the following information in a prominent location within the Short Term Rental Unit, using a form promulgated by the City:
 1. The unique Short Term Rental Permit number assigned to the Short Term Rental Unit;
 2. Operator name and number;
 3. Local Contact Person name and number;
 4. The location of any on-site and off-site parking spaces available for Guests;
 5. The overnight and daytime occupancy limits;
 6. Instructions to Guests concerning disposal of garbage and handling of garbage containers;
 7. Notification that the Guests are responsible for compliance with all applicable laws, rules and regulations pertaining to the use and occupancy of the Short Term Rental, and that Guests may be fined by the City for violations of this Article; and

8. Notification that all functions such as weddings, parties or other gatherings are prohibited at the Short Term Rental, excepting Short Term Rentals located in the Commercial Zoning District.
- B. The Operator shall operate a Short Term Rental in compliance with the following:
1. Zoning regulations prescribed for the zoning district in which such Short Term Rental is located, set forth in Appendix B of the Code of Ordinances.
 2. City of Fredericksburg Sign Ordinance, as applicable, set forth in Chapter 29 of the Code of Ordinances.
 3. Maximum occupancy limits prescribed by the City Fire Marshall, pursuant to the International Fire Code as adopted in Chapter 17 of this Code of Ordinances.
 4. City of Fredericksburg Hotel Occupancy Tax Ordinance, set forth in Chapter 41 of this Code of Ordinances.
 5. City of Fredericksburg Noise and Sound Level Regulation Ordinance, set forth in Chapter 20 of this Code of Ordinances.
 6. City of Fredericksburg Garbage Collection Ordinance, set forth in Chapter 32 of this Code of Ordinances.
 7. During any period when a Short Term Rental is occupied or intended to be occupied by Guests, the Local Contact Person shall be available twenty-four (24) hours per day for the purpose of responding to concerns or requests for assistance related to the condition, operation, or conduct of Guests of the Short Term Rental. The Local Contact Person shall respond within sixty (60) minutes of being notified of concerns or requests for assistance regarding the condition, operation, or conduct of Guests of the Short Term Rental, and shall take immediate remedial action as needed to resolve such concerns or requests for assistance.
- C. Any advertisement that promotes the availability of a Short Term Rental, listed in any medium, including but not limited to newspaper, magazine, brochure, website, or mobile application, shall include the current Short Term Rental Permit number assigned by the City.

Sec. 23-105. Notification of complaints.

Complaints related to the operation of a Short Term Rental, including but not limited to complaints concerning noise, garbage, parking, and disorderly conduct by Guests, shall be reported to the City Code Enforcement office.

Sec. 23-106. Compliance with other law.

The Owner, Operator, Local Contact Person, and Guests shall comply with all applicable laws, rules and regulations pertaining to the operation, use, and occupancy of a Short Term Rental. The Owner shall not be relieved from any civil or criminal liability for a violation of this Article, regardless of whether such violation is committed by the Owner, Operator, Local Contact Person, or Guest of the Owner's Short Term Rental.

Nothing in this Article shall be construed to relieve any person or Owner of any other applicable requirements of federal, state, or local law, rules, or regulations. Nothing in this Article shall be construed to provide any property owner with the right or privilege to violate any private conditions, covenants, and restrictions applicable to the Owner's property that may prohibit the use of such Owner's property as a Short Term Rental as defined in this Article.

Sec. 23-107. Compliance and Penalty provision.

- A. It shall be unlawful for any person or entity to violate any provision of this Article. Proof that a violation of this Article occurred at a Short Term Rental shall create a rebuttable presumption that the Owner of said Short Term Rental committed the violation.
- B. Any violation of this Article is a Class C misdemeanor offense, and upon conviction, shall be punished by a fine as set forth in Section 1-6 of this Code of Ordinances.
- C. Prosecution under this Article shall not require the pleading or proving of any culpable mental state.
- D. Penalties provided for in this Article are in addition to any other criminal or civil remedies that the City may pursue under federal, state, or local law.

Sec. 23-108. Permit suspension or revocation; Appeal.

Upon conviction for a violation of this Article, the City Manager may suspend or revoke any Short Term Rental Permit issued for the same Short Term Rental where the violation occurred. The City Manager shall notify an Owner of a suspension or revocation under this Section in writing, delivered by Certified Mail, Return Receipt Requested, and mailed to the address of the Owner as set forth on the most recent Short Term Rental Permit application submitted to the City.

An Owner may appeal a notice of suspension or revocation under this Section by filing a written appeal with the City Manager within ten (10) business days following the date said notice was deposited in the U.S. Mail. Following a timely filing of an appeal hereunder, the Owner may present evidence to the City Manager related to the suspension or revocation under this Section. Following the City Manager's final decision on appeal, the Owner may appeal an adverse decision of the City Manager by filing a written appeal with the City Council within five (5) business days following the date of the City Manager's final decision.

{End of code text}

Section 2. That, Section 5.402. Bed and breakfast compliance use permit - of Appendix B, ZONING ORDINANCE, of the Code of Ordinances, **is hereby repealed and deleted in its entirety.**

Section 3. Severability or Invalidity. If any provision of this ordinance or the application hereof to any person or circumstance is held invalid, such invalidity shall not affect other provisions or applications of the ordinance which can be given effect without defeating the purpose or objective of the provisions, and to this end, the provisions of this ordinance are declared to be severable.

Section 4. Repealer. All ordinances and parts of ordinances in conflict with the provisions of this ordinance are hereby repealed.

Section 5. Penalty. That any person, firm, or corporation violating any of the provisions of this ordinance shall be deemed guilty of a misdemeanor, and upon conviction thereof, shall be punished by a fine as provided in Section 1-6 of the Code of Ordinances.

Section 6. Effective Date. This ordinance shall be effective on and after April 1, 2018.

PASSED AND APPROVED on this the ____ day of _____, 20____.

Linda Langerhans, Mayor
City of Fredericksburg, Texas

ATTEST:

Shelley Britton, City Secretary

APPROVED AS TO FORM:

Daniel Jones, City Attorney



CITY COUNCIL MEMO

DATE: February 11, 2020

TO: Mayor and City Council

FROM: Brian Jordan, AICP

SUBJECT: Institute Annexation Proceedings on the Voluntary annexation of approximately 13.395 acres proposed as Stone Ridge Unit 10 located near the intersection of Lower Crabapple Road and Ellebracht Drive

Summary:

The annexation consists of approximately 13.4 acres of land situated in Gillespie County, Texas along the south side Lower Crabapple Road and Ellebracht Drive, in the Stone Ridge development. As you can see from the overall plan of Stone Ridge, there will be one remaining phase to complete the project. There are currently 345 lots within Stone Ridge, and this phase will bring the total to 372 lots. The required public hearings are scheduled for January 6 and January 21, 2020. The Institution of Annexation Proceedings is scheduled for the weeks of February 10, 2020 (see attached annexation schedule).

On January 8, 2020, the Planning and Zoning Commission is scheduled to consider establishing R-1, Single Family Residential zoning on the property. This will be consistent with the previous phases of Stone Ridge. The City Council is scheduled to hold a public hearing on the zoning on January 21, 2020.

Recommendation:

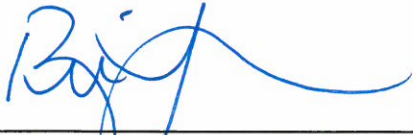
Take action to Institute Annexation Proceedings (this action will start the 90-day time frame allowed to adopt an ordinance annexing this property). We will bring an ordinance forward at a future meeting.

Background / Analysis:

Over the years, Stone Ridge has annexed and zoned the individual phases as they are developed. All public improvements, including utilities, drainage and streets will be the responsibility of the developer.

Attachments:

Overall Map of Stone Ridge, schedule



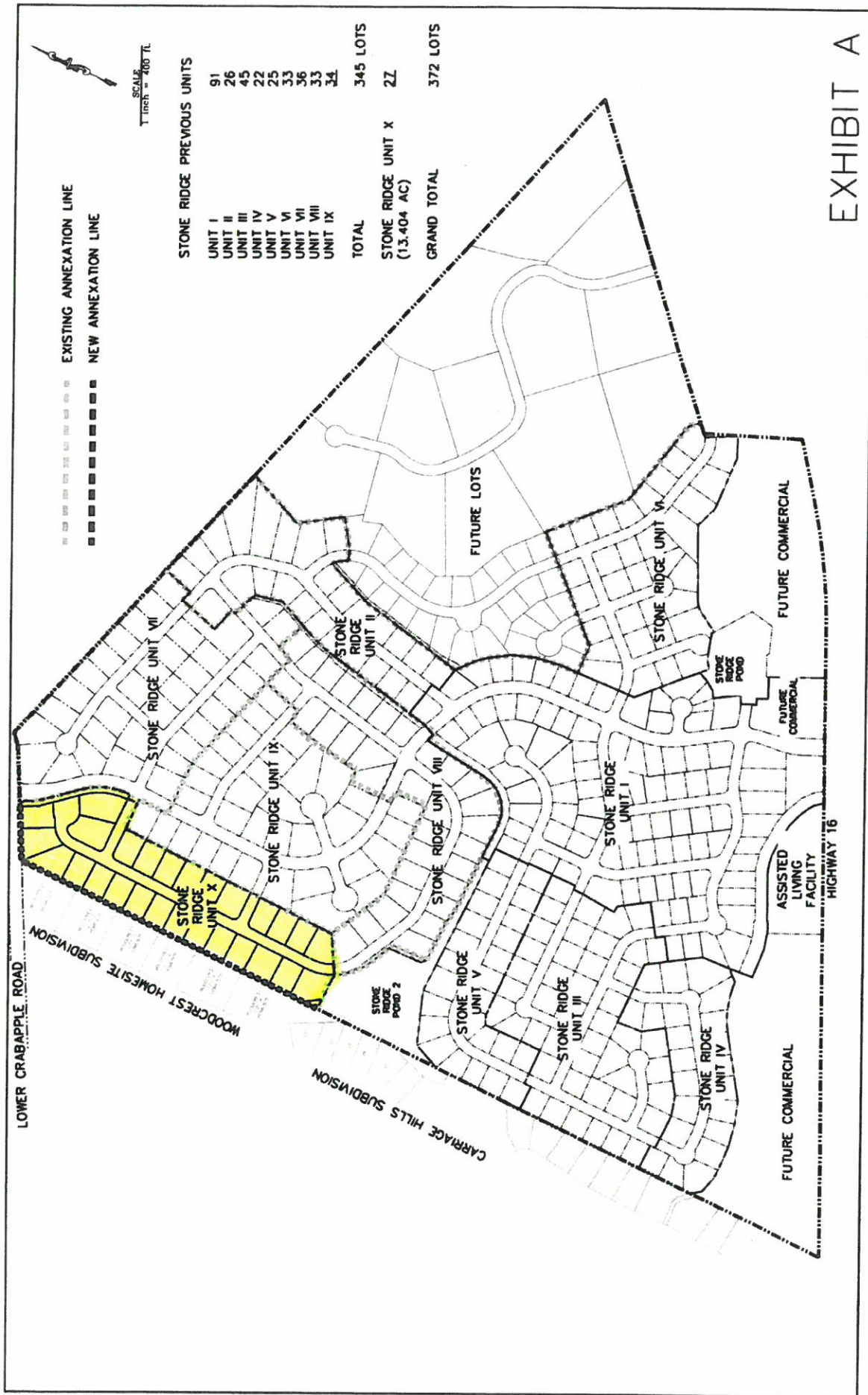
Department Approval



City Attorney Approval



City Manager Approval



EXISTING ANNEXATION LINE
NEW ANNEXATION LINE

SCALE
1 INCH = 400 FT.

STONE RIDGE PREVIOUS UNITS	
UNIT I	91
UNIT II	26
UNIT III	45
UNIT IV	22
UNIT V	25
UNIT VI	33
UNIT VII	36
UNIT VIII	33
UNIT IX	34
TOTAL	345 LOTS
STONE RIDGE UNIT X (13.404 AC)	22
GRAND TOTAL	372 LOTS

EXHIBIT A

Stone Ridge Unit 10 Annexation Schedule

December 18, 2019	Public Hearing Add for January 6, 2020 Meeting, Post on Website
January 6, 2020	1 st Public Hearing (City Council)
January 8, 2020	Public Hearing Add for January 20, 2020 Meeting, Post on Website
	Planning and Zoning Commission Meeting on Zoning
January 21, 2020	2 nd Public Hearing (City Council)
	City Council Meeting on Zoning
February 10-14, 2020	Meeting to Institute Annexation Proceedings (City Council)
May 10, 2020	90 day limitation on taking action