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Fort Hood
 Greater Killeen Chamber of Commerce
 Heart of Texas Defense Alliance
 Hill Country Transit District
 Killeen-Temple Metropolitan Planning Organization

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ORDINANCE NO. 10-066

AN ORDINANCE ADOPTING A COMPREHENSIVE PLAN AND DOWNTOWN PLAN FOR THE CITY OF KILLEEN, TEXAS, PURSUANT TO CHAPTER 213 OF THE TEXAS LOCAL GOVERNMENT CODE; ESTABLISHING THE RELATIONSHIP OF THE LAND USE PLAN AND THE DEVELOPMENT REGULATIONS; PROVIDING FOR THE AMENDMENT OF ANY EXISTING LAND USE PLANS; PROVIDING FOR THE REPEAL OF CONFLICTING PROVISIONS; PROVIDING A SEVERABILITY CLAUSE; PROVIDING FOR A SAVINGS CLAUSE; PROVIDING FOR PUBLICATION AND EFFECTIVE DATE.

WHEREAS, Chapter 213 of the Texas Local Government Code (“Chapter 213”) provides that municipalities may adopt comprehensive plans for the purposes of promoting the sound development of the municipality and promoting public health, safety, and welfare; and

WHEREAS, Chapter 213 further provides that the municipality may define the content and design of a comprehensive plan, and define the relationship between the comprehensive plan and the city’s land use and development regulations; and

WHEREAS, it is the intent of the City Council to achieve orderly growth, redevelopment, and revitalization in downtown Killeen;

WHEREAS, the City Council engaged the Planning and Zoning Commission, in association with City staff and paid consultants, to undertake a series of studies, public meetings and public workshops in the development of the components of the comprehensive plan and the downtown plan;

WHEREAS, the City’s Planning and Zoning Commission reviewed and approved the City of Killeen’s Comprehensive Plan and Killeen’s Downtown Plan at their meeting held on July 26, 2010; and

WHEREAS, the Killeen Comprehensive Plan and the Killeen Downtown Plan contain general policies that are proposed to be used by the City in the preparation of land use and development ordinances, in decisions regarding the provisions of City services and capital improvements, and in other policy considerations by City Council and its various boards, commissions and committees; and

WHEREAS, the City Council finds that a public hearing was held on the Ordinance as required by law, and the Council has heard and considered all comments made at said hearing or in writing;

NOW THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF KILLEEN, BELL COUNTY, TEXAS:

SECTION 1. That the City Council of the City of Killeen, Texas (“City Council”), hereby adopts the documents entitled the *Killeen Comprehensive Plan* and the *Killeen Downtown Plan*, (“the Plans”) as attached hereto and incorporated herein for all purposes, as the City’s Comprehensive Plan and Downtown Plan.

SECTION 2. The Comprehensive Plan and the Downtown Plan are hereby declared to be plans for the development of this community, and will be used as guides and companion documents to the land use and development regulations of the City. Notwithstanding the foregoing, the City recognizes that circumstances may change in ways not anticipated by the elements of the Comprehensive Plan and the Downtown Plan, and the City Council reserves the right to legislatively determine that the Plans need amendment, for example, by allowing for different land use classifications than shown on the Future Land Use Map, or alterations of roadways shown on the Killeen Thoroughfare Plan Map. Any such amendment shall not be granted without careful

study and consideration, but must be made only on a showing of substantially changed circumstances. City Council may refer any requested change to the Plans and their elements back to City staff and such committees as may be appropriate, including the Planning and Zoning Commission, for further study and recommendations.

SECTION 3. City Council reserves the right to amend the Killeen Comprehensive Plan and the Killeen Downtown Plan at any time by adding or removing elements or by amending in part or in whole the elements listed in the Plans.

SECTION 4. The provisions of this Ordinance are to be cumulative of all other ordinances or parts of ordinances governing or regulating the same subject matter as that covered herein; provided, however, that all other prior ordinances or parts of ordinances inconsistent with or in conflict with any of the provisions of the Ordinance are hereby expressly repealed to the extent of any such inconsistency or conflict including without limitation Ordinance 05-51 and Ordinance 05-61.

SECTION 5. That should any section or part of any section, paragraph or clause of this ordinance be declared invalid or unconstitutional for any reason, it shall not invalidate or impair the validity, force or effect of any other section or sections or part of a section or paragraph of this ordinance.

SECTION 6. That the Code of Ordinances of the City of Killeen, Texas, as amended, shall remain in full force and effect, save and except as amended by this ordinance.

SECTION 7. That this ordinance shall be effective after its passage and publication according to law.

PASSED AND APPROVED at a regular meeting of the City Council of the City of Killeen, Texas, this 9th day of November, 2010, at which meeting a quorum was present, held in accordance with the provisions of V.T.C.A., Government Code, §551.001 *et seq.*

APPROVED

Timothy L. Hancock
Timothy L. Hancock, MAYOR

ATTEST:

Paula A. Miller
Paula A. Miller, CITY SECRETARY



APPROVED AS TO FORM

Kathryn H. Davis
Kathryn H. Davis, CITY ATTORNEY



CHAPTER 1

INTRODUCTION



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

In geographic terms, this Comprehensive Plan addresses the 54 square miles within the City limits of Killeen, as well as areas anticipated for growth and development in coming years within Killeen's five-mile extraterritorial jurisdiction (ETJ). It is a principal city in the Killeen-Temple-Fort Hood Metropolitan Statistical Area within Bell County in Central Texas. Killeen is home to soldiers (and their families) stationed at Fort Hood, which is the largest employer in the area.

While change in the community is inevitable in coming years, there are fundamental decisions that must be addressed in a rational, holistic manner:

- ★ What type of growth do we want and where should it occur?
- ★ How do we achieve our economic objectives?
- ★ What improvements and enhancements will be needed?
- ★ How do we want our community to appear?
- ★ What are our priorities for achieving our intended future?

The comprehensive planning process is intended not only to celebrate accomplishments of the past, but also as an opportunity to anticipate and address challenges of the future. Land use and transportation changes in the area require attention to ensure that current development efforts are true to the traditions of Killeen. There are many policy and infrastructure decisions



being made on a regular basis that relate to this plan. In some cases the Comprehensive Plan will offer guidance to decision-makers for challenges only now emerging while other sections reinforce established policies that should be carried forward as a sure and sound basis for future development and redevelopment.

Whether an issue is a challenge or an opportunity, the utmost importance should be placed upon this plan as a mechanism for thoughtful public discussion of the issues and choices facing Killeen. As the community looks ahead to its near- and longer-term future, the desires of residents are woven through all aspects of this plan. From parks to neighborhoods to downtown, there are many community assets that this plan strives to strengthen to Killeen's fullest advantage. Local residents have demonstrated their ability to manage and improve an appealing community for more than a century, and this plan seeks to continue that tradition.

PURPOSE OF THE COMPREHENSIVE PLAN

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

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

Through a comprehensive plan, a community determines how best to accommodate and manage its projected growth, as well as the redevelopment of older neighborhoods and commercial and industrial areas. Like most similar plans, this Comprehensive Plan is aimed at ensuring that ongoing development and redevelopment will proceed in an orderly, well-planned manner so that public facilities and services can keep pace and residents' quality of life will be enhanced. Significantly, by clarifying and stating the City's intentions regarding the area's physical development and infrastructure investment, the plan also creates a greater level of predictability for residents, land owners, developers, and potential investors.

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



Use of this Plan

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

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

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

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

Local Government Planning

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



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

Planning Authority

State Support for Community Planning – Section 213 of the Texas Local Government Code

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

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

The Comprehensive Plan will serve as a guide for the ongoing development and redevelopment of the community with respect to land use, thoroughfares and streets, and other matters affecting development within the City.

Why Plan?

Local planning allows the City of Killeen to have a greater measure of control over its destiny rather than simply reacting to change. Planning enables the City to manage future growth and development actively as opposed to reacting to development



proposals on a case-by-case basis without adequate and necessary consideration of community-wide issues.

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

Long-range planning also provides an opportunity for the City's elected and appointed officials to step back from pressing, day-to-day issues and clarify their ideas on the kind of community they are trying to create and maintain. Through the plan development process, they can look broadly at programs for neighborhoods, housing, economic development, and provision of public infrastructure and facilities and how these efforts may relate to one another. The Killeen Comprehensive Plan represents a "big picture" of the city, one that can be related to the trends and interests of the broader region as well as the State of Texas.

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

- ★ To provide a balance of land uses and services throughout the community to meet the needs and desires of the City's population.
- ★ To ensure adequate public facilities to meet the demands of future development and redevelopment.
- ★ To achieve an efficient development pattern that reflects the values of the community.
- ★ To ensure the long-term protection and enhancement of the image and visual appearance of the community.
- ★ To involve local citizens in the decision-making process and reach consensus on the future vision for Killeen and its ongoing development.
- ★ To guide annual work programs and prioritize improvements consistent with the Comprehensive Plan.

Choices and Priorities

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

Getting to Action

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



CITIZEN INVOLVEMENT ... “EARLY AND OFTEN”

Local planning is often the most direct and efficient way to involve residents and other stakeholders in determining the vision for their community. The process of plan preparation provides a rare opportunity for two-way communication between citizens and local government officials as to their aspirations for the community and the details of how their shared vision is to be achieved.

The plan results in a series of guiding principles and policies that, ideally, will guide the City in administering development regulations; determining the location, financing, and sequencing of public improvements; and guiding reinvestment and redevelopment efforts. The plan also provides a means of coordinating the actions of many different departments and divisions within and outside the City.

Insights from Killeen Residents

Through the course of small-group interviews conducted at the start of the comprehensive planning process, various comments summarized broader planning issues facing Killeen. For example:

What are some considerations related to land use and community character in Killeen?

- ★ “We are a bedroom community to Fort Hood. But the real estate market should cater not just to the soldiers but also to other population of the city.”
- ★ “Need neighborhood centers for easy-access shopping.”
- ★ “Develop a tree ordinance. Need more trees in subdivisions and along corridors.”

What changes are necessary for a viable Downtown?

- ★ “We need a downtown with more businesses and activities. There needs to be options for dining, shopping, and entertainment for all ages.”
- ★ “Need to focus on Downtown beautification.”
- ★ “Need to design a main corridor leading to Downtown.”
- ★ “Need enhanced wayfinding for Downtown and the entire city.”

How should Killeen’s growth—and capacity for growth—be managed?

- ★ “We need to avoid patchwork developments. Instead focus on well thought out, mixed-use developments.”
- ★ “Need to perform a cost/benefit analysis to compare infill opportunities versus development on the fringes and the cost to extend infrastructure.”
- ★ “The water/sewer master development plan needs to be implemented timely.”
- ★ “Need sustainable growth and green technology.”
- ★ “Developers should be held accountable for storm water management.”

What improvements are needed for better mobility?

- ★ “Develop more north-south corridors.”
- ★ “Need transportation alternatives.”
- ★ “Need better connectivity. Some roads in town are under-utilized due to poor connectivity.”
- ★ “Need more sidewalks and trails, improve the connectivity of sidewalks and trails.”
- ★ “Need more neighborhood centers to relieve some traffic along Lowe’s Boulevard.”



Insights from Killeen Residents

What changes are necessary for better parks and recreation?

- ★ “Need more pocket parks.”
- ★ “Need to design trails along drainage ditches, improving the look of these ditches.”
- ★ “We need to work with the school district to share park space.”

How to address existing and future housing needs and neighborhood quality?

- ★ “Need more quality housing for retirees.”
- ★ “Provide incentives to develop infill lots.”
- ★ “Need to address inappropriate uses in close proximity, which could destroy existing stable communities.”

Specific community outreach and leadership involvement activities conducted in support of this Comprehensive Plan included:

- ★ 6 small-group interview sessions conducted with a cross section of Killeen residents, business owners, public officials, and representatives of community organizations.
- ★ A city-wide Community Symposium event held at the Killeen Civic & Conference Center.
- ★ 7 working sessions with the City’s Planning and Zoning Commission, with time for public comment and questions on each agenda.
- ★ A “maps and markers” community workshop event at Palo Alto Middle School to provide for “hands-on” discussion of land use, transportation, and other physical planning issues.
- ★ Periodic briefings to the City Council.
- ★ Special coordination meetings with representatives of Fort Hood, the Greater Killeen Chamber of Commerce, the Downtown Partnership Committee, the Heart of Texas Defense Alliance, Hill Country Transit District, and other groups active in community planning and enhancement efforts.
- ★ Periodic updates and posting of plan-related information on the City’s website.
- ★ Associated media coverage of the planning process, particularly through the *Killeen Daily Herald* and area television stations.
- ★ Final public hearings prior to City Council consideration of Comprehensive Plan adoption.



KILLEEN HISTORICAL TIMELINE



1942

Establishment of Camp Hood, a military post that initially served as a tank destroyer center.

1884

Population 350



1950

Population 7,045

Booming construction resulting in approximately 100 new commercial buildings in a two-year period.

Camp Hood transitioned to Fort Hood, a permanent U.S. Army installation.

1990

Population 63,535

Images

- (1882) Santa Fe Depot, Source: Fort Hood Sentinel website (1963 photograph)
- (1942) Fort Hood, Source: Fort Hood website
- (1950) Fort Hood, Source: Fort Hood website
- (1965) Darnell Army Medical Center, Source: Texas A&M Health Science Center website
- (1981) Killeen Mall, Source: Panoramio website
- (1999) Texas A&M University - Central Texas and Central Texas College, Source: Texas A&M Health Science Center website

Early Years

Killeen served as a shipping point for agricultural products, including cotton, grain, wool, and other farming and ranching goods and services.

Military Establishment

Infrastructure was put in place to support the military community, including Belton Lake and Stillhouse Water Reservoir; the construction of better highways to meet military transportation needs; and major construction projects to produce homes for the community.

1882

The Community was platted as a 70 block town by the Gulf, Colorado & Santa Fe Railway and named for one of its officials, Frank P. Killeen.



1900

Population 780

1949

Adoption of the City Charter established the Council-Manager form of government.

1965

Opening of Central Texas College, a junior college serving the region.

Opening of the Darnell Army Medical Center, which eventually became the largest U.S. Army hospital.



1981

Opening of Killeen Mall, located on a 63-acre site.





KILLEEN HISTORICAL TIMELINE

Images

- (2001) Fort Hood, Source: Military News Network website
- (2004) Killeen-Fort Hood Regional Airport, Source: Greater Killeen Chamber of Commerce website
- (2008) Killeen Senior Center and Family Recreation Center, Source: City of Killeen website
- (2009) Killeen Family Aquatic Center, Source: Killeen Daily Herald website

2000

Population
86,911



2002

Opening of the
\$10 million Civic
and Conference
Center.



2004

Opening of the Killeen-
Fort Hood Regional
Airport.



2008

Municipal Services Plan.

Opening of the Killeen
Senior Center and Family
Recreation Center.

Population 116,934.

Recent History in the Last 10 Years

The City has been experiencing tremendous growth, resulting in a wave of residential development and retail and dining establishments, in addition to expanding City facilities.

1999

A branch of Tarleton State University - Central Texas opened, which later transitioned into the Texas A&M University System.



2003

Water and Wastewater
Master Plan.

2001

Privatization of all housing at Ft. Hood through the Actus Lend Lease, operating as Fort Hood Family Housing under a \$4 billion, 50-year contract.



2005

Comprehensive Land Use
Plan for development of
property along S.H. 195 and
S.H. 201.

2009

Parks Master Plan.

Tarleton State University - Central Texas changes name to Texas A&M University - Central Texas, with plans for construction of a general-purpose building by 2011.

Opening of the Lions Club
Park Family Aquatic Center.





COMMUNITY OVERVIEW

This section highlights four overarching themes that are fundamental considerations for this Comprehensive Plan—and the future of Killeen—and as validated by community and leadership discussions:

1. Rapid Growth.
2. Military Town.
3. Affordable Housing Focus.
4. Retention/Attraction of Young Talent.

These themes are illustrated here with relevant indicator data and then elaborated upon in later chapters of the plan. Context is also provided through comparison data from Texas and the nation, Bell County, and several other Texas cities in a similar size range to Killeen that the City has previously looked to as “peer” cities (Abilene, Temple, Waco, and Wichita Falls).

Rapid Growth

In July 2009, Killeen was recognized by the U.S. Census Bureau as the ninth fastest growing large City in the nation between 2007 and 2008. With Killeen adding just over 70,000 residents since 1980, when the population was approximately 46,300, “growth” has been a common word in the community for several decades now.

- ★ During the period from 1980 to 2008, the City’s population grew at an average annual rate of 3.4 percent. As a result, Killeen has continued to add more than a 30 percent growth increment each decade, as shown in **Table 1.1**. This translates into bigger and bigger numbers over time as the overall “pie” of total population keeps expanding.

TABLE 1.1
Population History of Killeen and Bell County

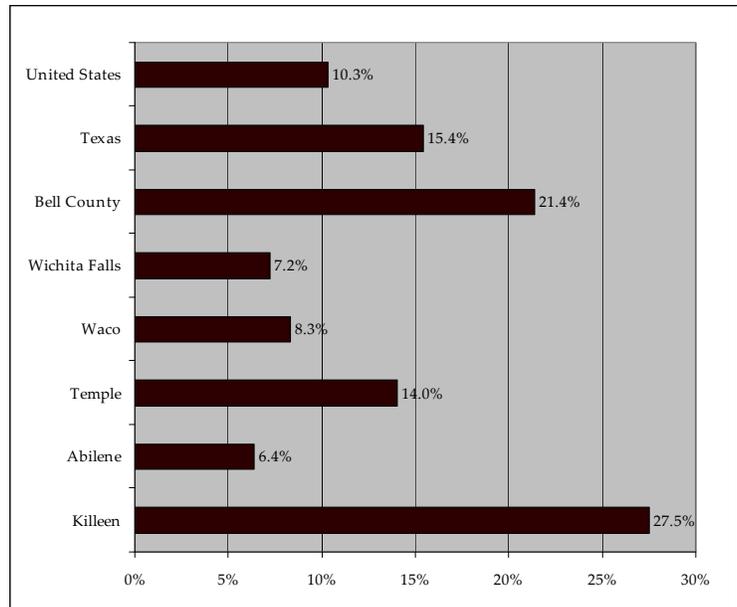
Year	Population	Percent Change	City Share of County Population	Bell County	% Change
1940	1,263	--	2.82%	44,863	--
1950	7,045	457.79%	9.54%	73,824	64.55%
1960	23,377	231.8%	24.84%	94,097	27.46%
1970	35,507	51.9%	28.52%	124,483	32.29%
1980	46,296	30.4%	29.32%	157,889	26.84%
1990	63,535	37.2%	33.25%	191,088	21.03%
2000	86,911	36.8%	36.52%	237,974	24.54%
2008	116,934	34.5%	43.92%	266,218	11.86%

SOURCE: U.S. Census Bureau



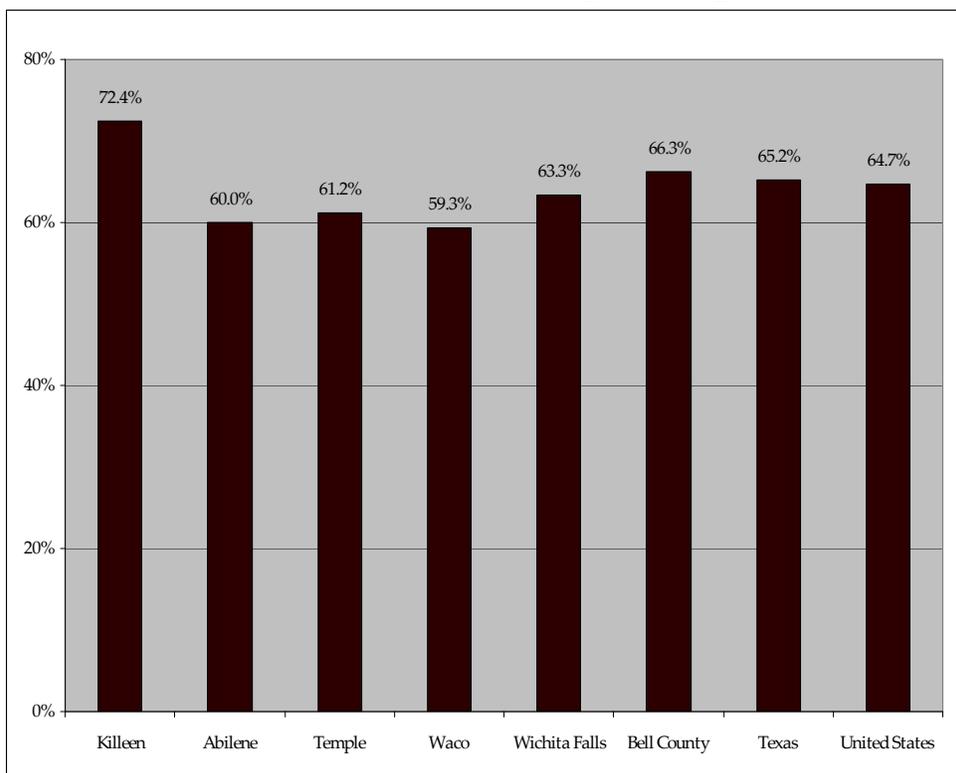
- ★ With the community’s growth, Killeen continues to account for an ever-increasing share of Bell County’s overall population, approaching 44 percent in 2008.
- ★ Approximately 28 percent of Killeen’s entire housing stock has been built since 2000, which reflects a phenomenal rate of housing construction as indicated in **Figure 1.1**.
- ★ A high-growth environment is a place where people come—and stay—to work. **Figure 1.2** confirms that a relatively high percentage of Killeen’s working-age population (72.4 percent) is active in the area labor force.

FIGURE 1.1
Housing Stock Built Since 2000



SOURCE: U.S. Census Bureau

FIGURE 1.2
Population Age 16+ in Labor Force



SOURCE: U.S. Census Bureau

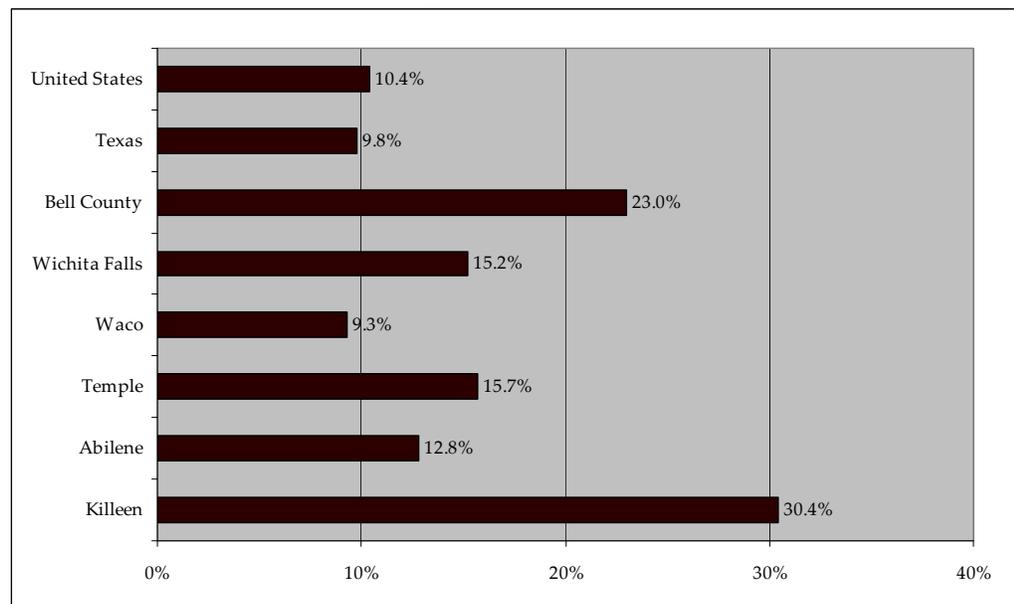


Military Town

Killeen's role as the host community to Fort Hood looms large over so many aspects of life in the community. The following indicators confirm the extent to which this military presence influences the community:

- ★ Among Killeen's working-age population (16 years and older), 17.1 percent are employed in the armed forces. This compares to 0.5 percent statewide and 0.4 percent nationally. The next closest percentage among the comparison cities is 7.4 percent in Wichita Falls. The rate for all of Bell County is 10.6 percent, and it is only 0.5 percent in nearby Temple.
- ★ As illustrated in **Figure 1.3**, a significant share of Killeen's civilian population age 18 and older is comprised of veterans (30.4 percent).
- ★ The U.S. Census Bureau tracks the percentage of individuals who lived in the same home one year ago or elsewhere in the same county, state, the U.S., or abroad. With 33.6 percent of its population residing elsewhere one year earlier, Killeen is clearly a community with a highly transient population. Texas has a relatively mobile economy in general, with the percentages for all the comparison cities falling in the mid-20 percent range (except for Temple at 17.5 percent). The national rate was only 16.6, and Texas was 19.8 percent.

FIGURE 1.3
Veterans in Civilian Population Age 18+



SOURCE: U.S. Census Bureau

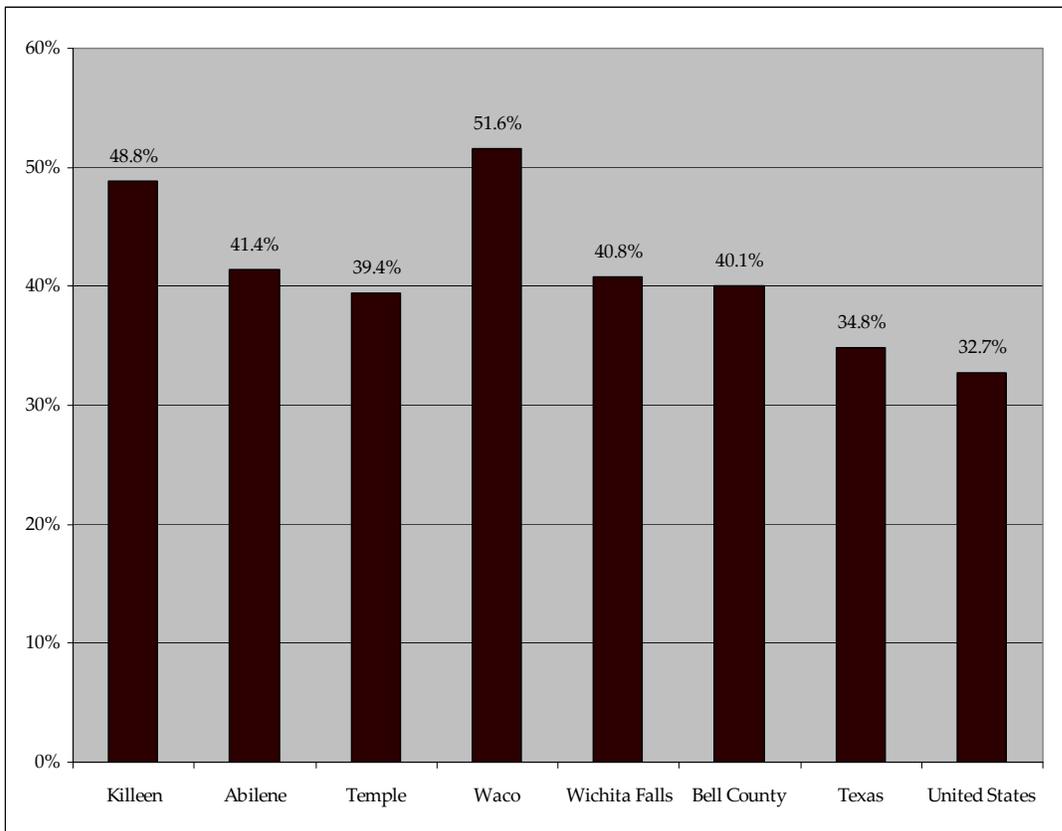


Affordable Housing Focus

As is evident from the local market, and validated by input from many residents, Killeen is a relatively low-price housing environment. This is due, in part, to the needs of soldiers and military families that are not housed at Fort Hood. Other indicators also illustrate this situation:

- ★ **Figure 1.4** confirms that Killeen has a high proportion of rental housing, which is another reflection of a relatively transient population, as well as a significant number of individuals and families who may not have the financial ability to buy a home.
- ★ Only 8.5 percent of households in Killeen have annual incomes above \$100,000 compared to 17.5 percent across Texas and 19 percent nationally. This partly explains why custom housing at higher price points is relatively rare in Killeen. Texas is a relatively lower-cost and lower-income environment in general compared to the entire U.S. However, among the comparison cities, Killeen has the lowest percentage, with the others ranging from Waco at 8.6 percent to Temple at 12.4 percent. Additionally, for all of Bell County, the

FIGURE 1.4
Renter-Occupied Housing Units



SOURCE: U.S. Census Bureau



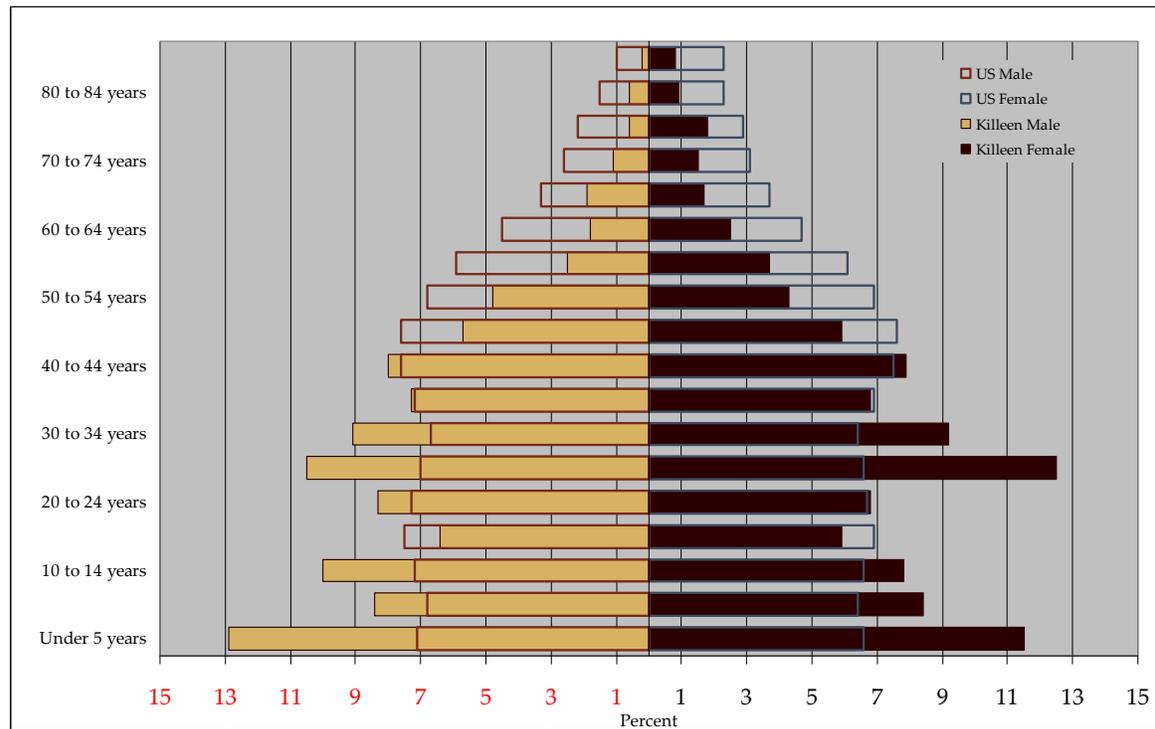
percentage above \$100,000 is 12.5 percent, which is in line with anecdotal discussion that higher-end housing is generally sought elsewhere in the County outside of Killeen.

Retention/Attraction of Young Talent

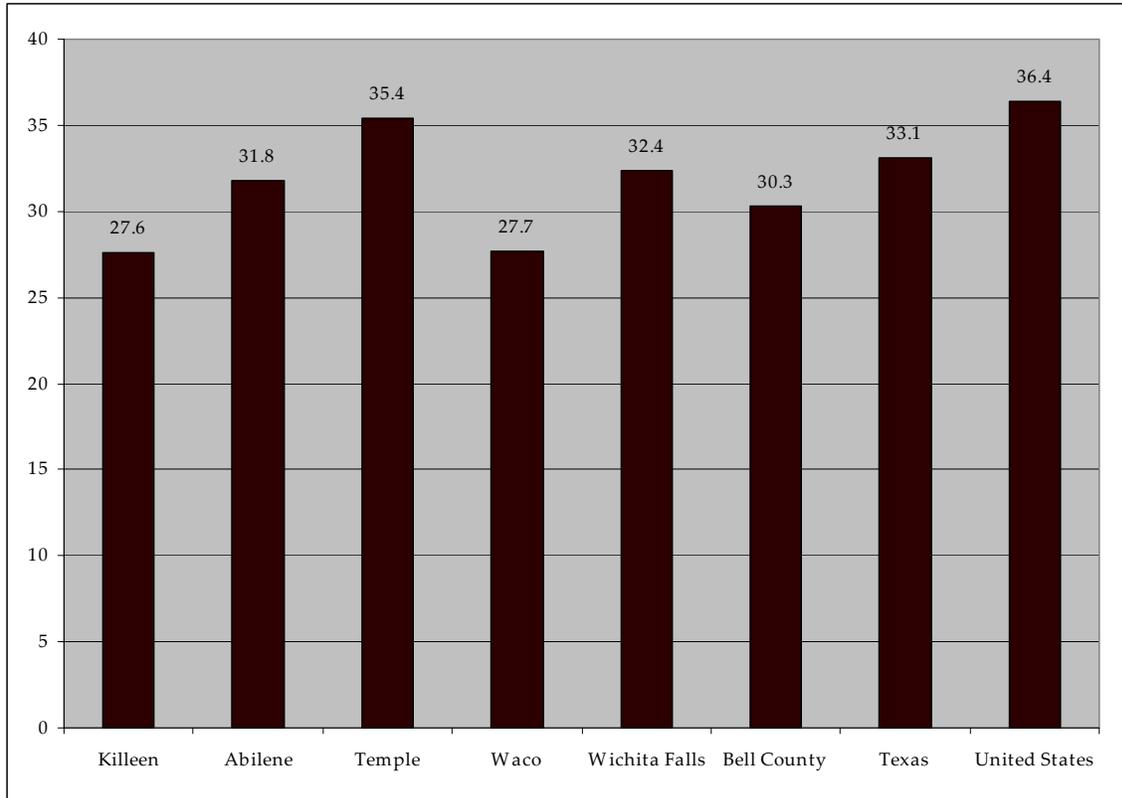
Another “front burner” topic in Killeen, and across the entire metropolitan area to Temple, is the need to provide more quality job opportunities, housing options, and amenities to draw more young professionals and their families to the region—and to retain those who grew up in the area or end their military service here.

- ★ The age distribution pyramid in **Figure 1.5** shows that Killeen actually has an overwhelmingly young population, which is also confirmed by the median age comparison in **Figure 1.6**. This is primarily due to the presence of a substantial young soldier population in Killeen, as well as military families with small children.

FIGURE 1.5
Age and Gender Distribution



SOURCE: U.S. Census Bureau

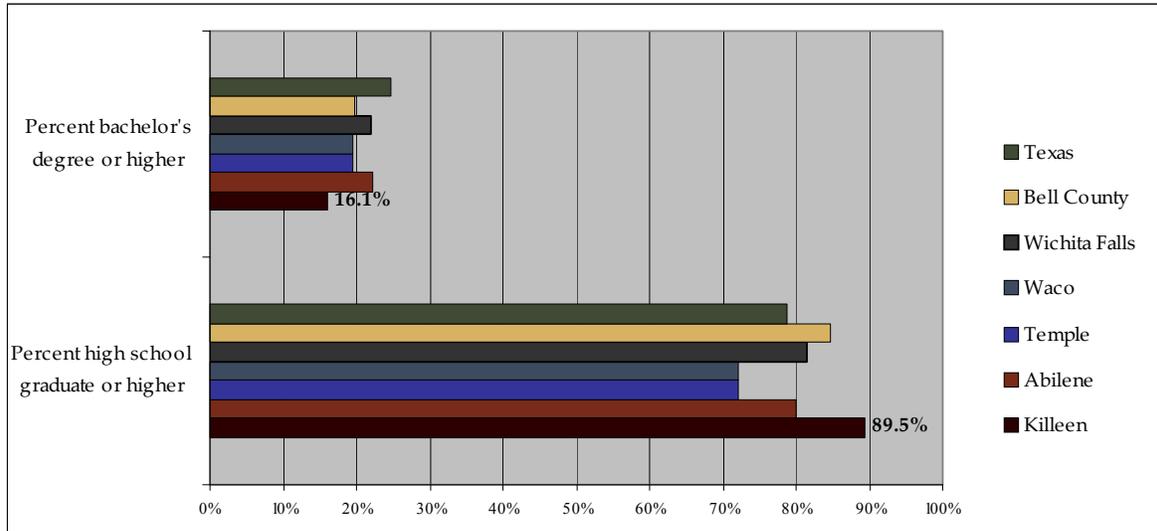

FIGURE 1.6
Median Age


SOURCE: U.S. Census Bureau

- ★ **Figure 1.7**, regarding educational attainment, shows that a very high percentage of Killeen’s population age 25 and older completed high school (89.5 percent). On the other hand, only 16.1 percent of adults over 25 hold a bachelor’s or higher degree.
- ★ Among all the comparison levels (U.S., Texas, Bell County, and four comparison cities), Killeen also has the lowest percentage of its working-age civilian population employed in professional and management occupations—only 25.8 percent compared to 34.1 percent nationally, 32.6 percent in all of Texas, 32.2 percent across Bell County, and between 28.8 percent (Waco) and 36.4 percent (Temple) in the other Texas cities.



FIGURE 1.7
Educational Attainment Comparison



SOURCE: U.S. Census Bureau

NOTE: All data cited in the Community Overview section, unless otherwise noted, is from the American Community Survey estimates prepared by the U.S. Census Bureau. The estimates represent the average characteristics of population and housing over a three-year period between January 2005 and December 2007 and, therefore, do not represent a single point in time. However, the estimates provide an indication of more recent trends since Census 2000.

FUTURE POPULATION OUTLOOK

Population projections are an important component of the long-range planning process. They help determine and quantify the demands that will be placed on public facilities and services based on the potential pace and scale of the community's physical growth. Projections reflect local, regional, and even national and international trends and offer a basis to prepare for the future. However, it should be noted that preparing population projections is challenging, particularly for the long term and for small geographic areas like individual cities, because it is often difficult to account for all circumstances that may arise. In Killeen, Fort Hood has a major impact on the economic and population growth of the community and therefore poses an additional challenge in projecting long-term trends for the area. It will therefore be important for the City to monitor population and economic growth continually to account for both short- and longer-term shifts that can influence development activity and trends in the City and larger region.

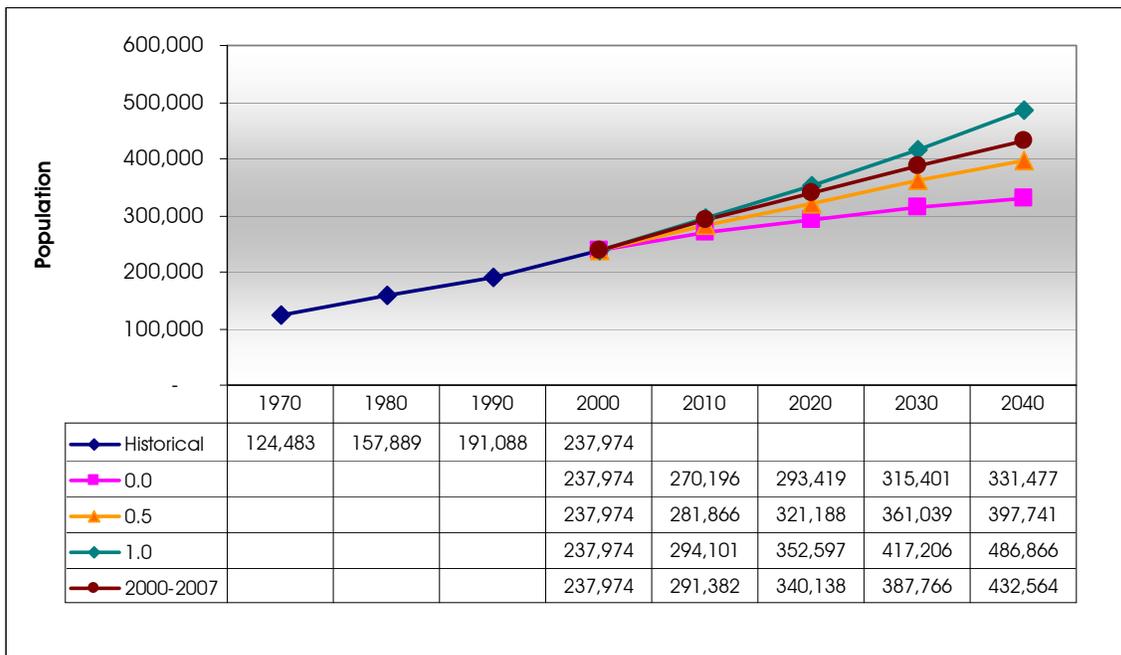


Bell County Projections

The Texas State Data Center (TSDC) prepares four population scenarios for the State of Texas and all counties in the State that use the same set of birth and death rate (fertility and mortality) assumptions but differ in their assumptions regarding net migration (incoming versus outgoing population). The net migration assumptions for three scenarios are derived from 1990 to 2000 patterns, which have been altered relative to expected future population trends. The TSDC scenarios are referred to as the Zero Migration (0.0) Scenario, the One-Half 1990-2000 (0.5) Scenario, and the 1990-2000 (1.0) Scenario. A fourth scenario, 2000 to 2007, takes into account post-2000 population trends.

The TSDC scenarios vary widely in the forecasted future population for Bell County as illustrated in **Figure 1.8, Bell County Population Projections**. The range of variation is from 331,477 persons in 2040 under the 0.0 Scenario to 486,866 persons under the 1.0 Scenario, starting from a base of 237,974 persons in 2000. The relatively modest 0.0 projection represents a 40 percent population increase over the 40-year period, while the 1.0 projection results in a 105 percent population increase for Bell County through 2040. The intermediate scenarios involve growth of 67 percent (0.5 = 397,741) and 82 percent (2000-07 = 432,564).

FIGURE 1.8
Bell County Population Projections



SOURCE: Texas State Data Center



The State Data Center recommends the One-Half (0.5) Scenario as the most appropriate scenario for most counties in Texas. For Bell County, this means the county-wide population would increase by 67 percent by 2040, to roughly 398,000 residents.

City of Killeen Projections

Population forecasting methods that model births, deaths, and migration are more appropriately used at the county and regional levels where records of these statistics are kept. Sub-county population growth is strongly influenced by less predictable nuances such as housing prices, availability of vacant land to develop, and annexation of additional territory (and, in some cases, additional residents) by cities. Therefore, to project future population at the city level, there are several techniques that can be used including linear regression, exponential (or “geometric”) growth, and step-down methods.

The exponential/geometric growth technique assumes a constant rate of growth over time. Depending on the rate used, this can result in significant population increase, similar to how an initial dollar investment can increase dramatically through the power of compounding interest. Any projection that assumes indefinite continuation of Killeen’s recent growth experience (3.36 percent average annual growth rate between 1980 and 2008) would lead to the City population exceeding 300,000 by 2040, which is much higher growth than any comparative scenario.

The step-down method simply assumes that Killeen’s population will remain a set proportion of that of Bell County. This method uses the State Data Center’s scenarios as the basis for the County projections as displayed in Figure 1.8. For purposes of stepping down the County projections to the City level, it is assumed that Killeen will maintain the same percentage of the County population as it was in the base year of 2008, which was 43.9 percent as shown in Table 1.1 (116,934 persons in Killeen relative to 266,218 county-wide). The step-down method yields 2040 projections for Killeen of 174,704 (0.5 Scenario) to 213,852 (1.0 Scenario). This reflects an average annual growth rate of 1.26 percent to 1.90 percent between 2008 and 2040. Naturally, Killeen’s share of the Bell County population could increase beyond 43.9 percent in future years if its growth continues at a faster pace than that of other area cities and the entire county. Ongoing annexation activity that brings more territory into Killeen’s incorporated area is another way this could occur.

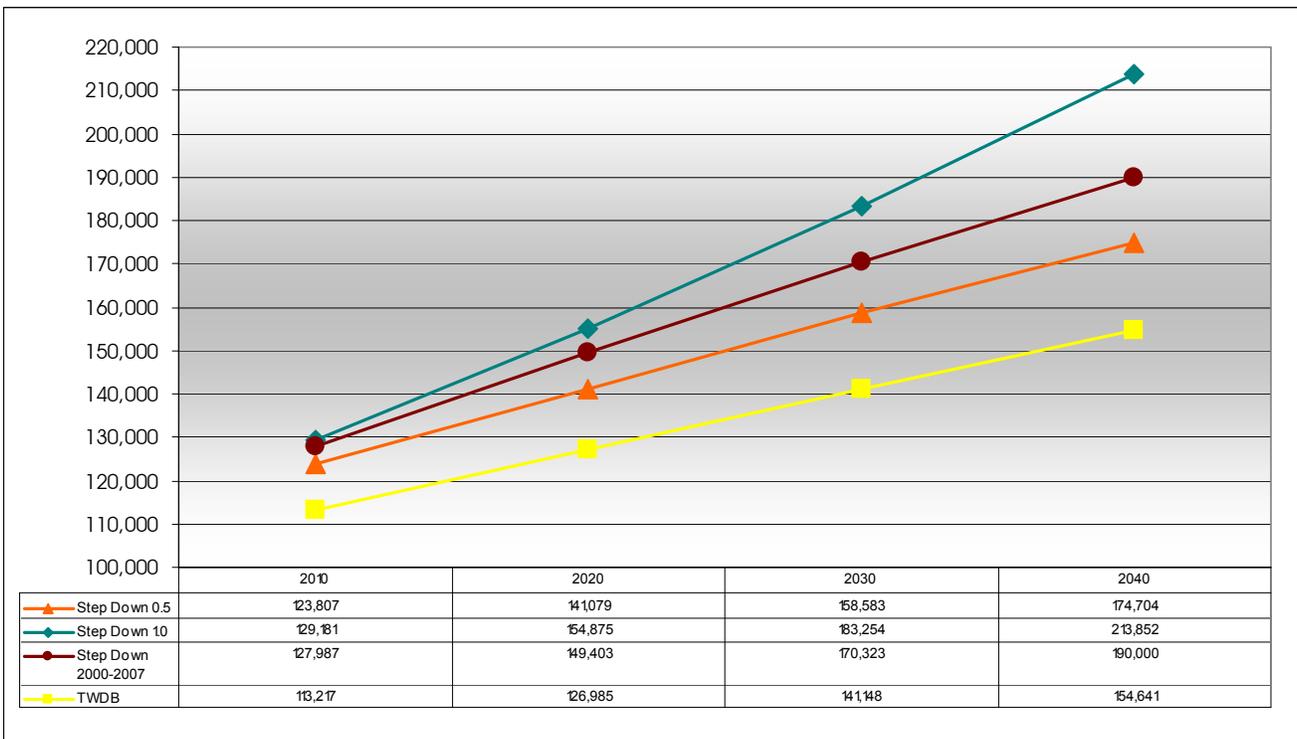
Projections prepared by the Texas Water Development Board (TWDB) can also be referenced for comparison. TWDB uses the cohort-component procedure for the projection of county populations. However, projections for



cities are based on a share of the county’s population growth between 1990 and 2000. TWDB projects that Killeen’s population will be 154,641 in 2040. This would mean an average annual growth rate of 1.04 percent between 2010 and 2040, which is clearly lower than the City’s recent growth experience and lower than the projections yielded by other methods.

Figure 1.9 displays various population projections for the City of Killeen, including those based on the State Data Center scenarios plus the Texas Water Development Board projection. It is wise for cities to think in terms of a range of potential growth rather than absolute numbers given the uncertainty of any small-area forecast that extends beyond a few years. **It is assumed for this Comprehensive Plan that Killeen’s 2040 population will fall within a forecast range of 175,000 to 225,000 persons** (from a population of 117,039, which is midway between the 2009 Texas State Data Center estimate and the 2008 U.S. Census Bureau estimate). These figures represent a potential average annual growth rate ranging from 1.26 percent to 2.06 percent through 2040. By increasing the high end of the projection range to 225,000, this provides some additional cushion beyond the Scenario 1.0 projection (213,852) in case Killeen does maintain an average annual growth rate above

FIGURE 1.9
City of Killeen Population Projections



SOURCE: U.S. Census Bureau, Texas State Data Center, Kendig Keast Collaborative

NOTE: The base-year population estimate for 2008 was adjusted to 117,039 – the midpoint between the 2008 Census Bureau estimate of 116,934 and the 2009 State Data Center estimate of 117,143.



the two percent mark over the next several decades. The midpoint of the forecast range is a round number of 200,000 persons in 2040 (compared to a midpoint of 194,278 between the Scenario 0.5 and 1.0 projections for 2040).

Beyond the comprehensive planning process, it will be essential for Killeen to monitor its actual growth from year to year to determine if the longer-term trend line is still remaining within the expected range—and whether on the high or low end of this range. Any sign of eventual significant variance outside this range, higher or lower, would indicate the need for rethinking of the assumptions and strategies reflected in the Comprehensive Plan.

PAST PLANNING EFFORTS

Drainage Master Plan (2005)

The Drainage Master Plan represents the second phase of the City of Killeen's ongoing planning activities related to drainage and flooding risk. It followed the Drainage Master Plan Scoping Study and uses the information provided in that report to develop a short list of high-priority capital projects, update existing hydrology and hydraulic models for the community, assist the City to enhance its floodplain and storm water management practices, and provide preliminary information for drainage utility rates. The final report was presented to the City's Water/Sewer/Drainage Committee.

Water and Wastewater Master Plan (2007)

This plan addresses water and wastewater system issues and needs within a service area that includes Killeen's existing City limits and the extraterritorial jurisdiction (ETJ). Through this plan computer models of the water and wastewater systems were developed. The plan and associated modeling led to preparation of a Capital Improvement Plan to address projected water demands and wastewater flows through 2031. The 2007 plan will be updated in 2010.

Killeen Downtown Action Agenda (2007)

This document includes the community's vision for Downtown as well as the findings of a comprehensive analysis of the area's commercial markets. The vision and market analysis findings were used to define a specific economic enhancement strategy for the Downtown project area.

Killeen, Texas BrandPrint (2007)

The Community BrandPrint process established a positioning philosophy that generates a brand identity for Killeen in the minds of residents, visitors, and economic development entities. Then brand-building ideas and effective



communication methods were recommended, all of which are aimed at reinforcing the positioning and ensuring brand equity and growth.

Façade Improvement Program (2009)

The City prepared this manual to provide a clear understanding of the Façade Improvement Program for Killeen's Downtown Historic District. This program is one element of the Downtown revitalization strategy intended to encourage preservation, rehabilitation, and restoration of the original township's commercial resources by complementing private sector investment and financing.

Historic District Design Guidelines (2009)

The design guidelines are intended to provide encouragement and direction for the improvement of building fronts along streets and sidewalks in the Downtown Historic District. They offer a written, illustrated, and graphic aid for determining acceptable alterations to properties within the District. The guidelines were prepared in accordance with federal standards that provide further technical advice about historic preservation activities and methods.

Parks Master Plan (2009)

Building on citizen input, the Parks Master Plan provides direction to the City regarding annual investments to the public parks and recreation system and timelines for implementation of various projects. The plan was intended to create a blueprint for the public parks and recreation system that would result in a finished product over a period of 10 years. The plan also identifies the need for periodic revisions to the blueprint and a timeline for these revisions.

PLAN DEVELOPMENT

To facilitate the process of preparing Killeen's Comprehensive Plan, the City engaged Kendig Keast Collaborative, community planning consultants to work with City officials and staff, the Planning and Zoning Commission, residents, and other area stakeholders. Over the course of a 15-month period, public outreach and leadership involvement activities were conducted, background studies were completed, and individual elements of the plan were drafted, reviewed, and refined to produce a document for public and official consideration. The plan contains and is organized in the following manner:

Chapter 1, Introduction

This chapter explains the purpose of long-range and strategic community planning and emphasizes the value that will accrue from undertaking this



comprehensive planning process in Killeen. The chapter also focuses on compiling and summarizing meaningful information on key community indicators, trends, and context, and it references similar data compilations already available through other area entities and websites. The chapter also documents the public participation activities that served as the foundation of the planning process.

Chapter 2, Future Land Use & Character

The purpose of this chapter is to assess the community's long-range development outlook and establish the necessary policy guidance that will be used in making decisions about the compatibility and appropriateness of individual developments within the context of the larger community. The land use plan will also serve as the City's policy for directing ongoing development and managing future growth, preserving valued areas and lands, and protecting the integrity of neighborhoods, while also safeguarding and enhancing community image and aesthetics. This chapter also includes an assessment of conditions in the City's extraterritorial jurisdiction and recommends appropriate land uses based on natural and topographical features, the City's thoroughfare plan, and the existing pattern of land use.

Additionally, a complimentary satellite document to the Comprehensive Plan focuses on specific action strategies and related institutional arrangements for implementing the Downtown Action Agenda of 2007.

Chapter 3, Growth Management & Capacity

The focus of this chapter is the City's intent and policy regarding how growth and new development will be accommodated consistent with other fiscal and community considerations. A prime consideration is efficient use of land, along with existing and planned investments in transportation and utility infrastructure, to achieve and maintain a desired community form and character. Current and projected infrastructure capacities and "planning level" improvement needs are also evaluated through this chapter.

Chapter 4, Mobility

The purpose of this chapter is to ensure orderly development of the transportation system, considering not only facilities for automobiles but other modes of transportation as well, such as pedestrian and bicycle circulation (and safety), freight movement facilities, public transportation, local and regional airports, and associated needs. Recommendations in this chapter utilize "context-sensitive design" principles that address mobility improvement while also simultaneously taking into account safety, neighborhood integrity, urban design, community appearance, and historical



and environmental considerations, all of which are essential to establishing and maintaining a particular community character within an area.

Chapter 5, Parks & Recreation

The purpose of this chapter is to incorporate into the Comprehensive Plan summary information on the status of and outlook for the community's parks and recreation system based on the City's recently updated Parks Master Plan. This information is also linked to community growth expectations and other physical planning elements addressed in the Comprehensive Plan. The chapter also promotes opportunities to preserve natural features and open space in the community, particularly along corridors, adjacent to natural and man-made water features, at community gateways, and in other key areas.

Chapter 6, Housing & Neighborhoods

The underlying premise of this chapter is to ensure that there is an adequate supply of housing within varying price ranges and dwelling types so as to accommodate persons desiring to relocate within or to the community. Another key focus is to create and maintain livable neighborhood environments, so design and compatibility issues are also highlighted. This includes considerations such as how to deal with infill development in older, revitalizing neighborhoods, and how to ensure quality and sustainable outcomes in new residential development.

Chapter 7, Implementation

The Implementation chapter utilizes the recommendations of the individual plan elements to consolidate an overall strategy for executing the Comprehensive Plan, particularly for the highest-priority initiatives that will be first on the community's action agenda following plan adoption.

ADDITIONAL INFORMATION

Additional indicator data and background information on Killeen is available from the following sources:

- ★ City of Killeen
<http://www.ci.killeen.tx.us/>
- ★ Greater Killeen Chamber of Commerce
<http://killeenchamber.com/>
- ★ Killeen Civic & Conference Center and Visitors Bureau
<http://www.killeen-cvb.com/>

Data Availability

This Comprehensive Plan was prepared toward the end of a decade. This is when one-of-a-kind data from the last decennial U.S. Census is growing increasingly out of date, and data from the next census is still several years away. In the meantime, results from the last census are still, in many cases, the best source of data about socioeconomic conditions at the local community level, along with interim estimates prepared by the U.S. Census Bureau and other sources.



- ★ Bell County
<http://www.bellcountytexas.com/>
- ★ Central Texas Council of Governments
<http://www.ctcog.org/>
- ★ Killeen-Temple Metropolitan Planning Organization (KTMPPO)
<http://www.ktmpo.org/>
- ★ The Handbook of Texas Online
<http://www.tshaonline.org/handbook/online/articles/KK/hdk1.html>
- ★ Texas State Data Center
<http://www.txcdc.utsa.edu/>
- ★ Texas Workforce Commission, Labor Market Information
<http://www.tracer2.com/>
- ★ U.S. Bureau of the Census, American FactFinder
<http://factfinder.census.gov/home/saff/main.html?lang=en>

CHAPTER 2

FUTURE LAND USE & CHARACTER

Land use considerations and guidance are at the core of any comprehensive city plan. Effective land use planning provides a framework for successful economic development efforts, for quality and sustainable residential development, for timely investment in new and upgraded infrastructure, and for coordinated extension of the public park system and a range of other municipal services, especially critical public safety services.

The purpose of this chapter is to establish the necessary policy direction to enable the City of Killeen to manage future land development and redevelopment more effectively. Specific action strategies address anticipated opportunities and challenges related to future land use. Of prime importance is the City's ability to ensure compatibility between varying land uses while preserving and enhancing community character.

PLANNING CONTEXT

Key factors for Killeen's land use planning include:

- ★ **Definite Edges.** Killeen's incorporated area is hemmed in by the Fort Hood Military Reservation on the north and west and the adjoining City of Harker Heights on the east. With the City's oldest residential and commercial areas closest to Fort Hood, and with most opportunities for new development found at Killeen's southern fringe, it is clear where planning for both redevelopment and "greenfield" development will be focused.
- ★ **Aviation Anchor.** Killeen-Fort Hood Regional Airport is an economic lynchpin for the community's ongoing growth and success. Fortunately, the facility has limited noise and flyover impact on most of the City's current and future developed area given the alignments of its existing runway and a planned second, parallel runway in far southwest Killeen. However, it will still be essential to protect the



function and future improvement of this key economic asset by planning for an appropriate land development pattern in the airport vicinity.

- ★ **New University Campus.** The realization of a new university campus in Killeen, as part of the Texas A&M University System, ensures yet another growth driver for the community. The planned south side location of the Texas A&M University-Central Texas campus will also cement the crucial importance of the State Highway 195-State Highway 201 intersection for Killeen’s future. On the one hand, the gradual emergence of a full-fledged campus southwest of this intersection will spur complementary development all around. Additionally, Killeen’s increasing prominence as a Central Texas destination, and the eventual enhancement of the entire SH 195 corridor between Interstate 35 and Killeen, will make the 195-201 intersection a high-profile gateway into the community.
- ★ **Commercial Lag.** Killeen has witnessed a tremendous surge in commercial development in recent years, especially the concentration of national and regional retailers and restaurant chains that has emerged along the U.S. 190 corridor. Killeen’s rapid population growth yielded the necessary “rooftops” to spur this trend. However, commercial investment continues to lag in the community’s southern growth areas, leading to an imbalanced land use pattern in the meantime, and to traffic congestion in the Lowe’s Boulevard area.

COMMUNITY CHARACTER

As its title signifies, this chapter emphasizes the concept of community character as a way to enhance Killeen’s approach to land use planning and growth guidance. A character-based approach looks beyond the basic use of land (residential, commercial, industrial, public) to consider the placement and design of buildings and the associated planning of sites, as well as of entire neighborhoods and districts. Whether new development or redevelopment, and whether private or public construction, the pattern of land use—including its intensity, appearance, and physical arrangement on the landscape—determines the character and contributes to the image of the entire community over the long term.

Therefore, examined in this chapter is the generalized use of land in Killeen, along with the character of its neighborhoods, commercial areas and corridors, and undeveloped and rural lands. This approach allows the formulation of standards within the City’s development regulations to achieve the desired character in newly developing areas, redevelopment and



infill areas, and areas where a more rural atmosphere is more appropriate for the long term.

Existing Community Character in Killeen

There are three main character types: Urban, Suburban, and Rural. These are common terms that should bring immediate images to mind as one thinks of traveling from the city center to the outskirts of a typical community. Over the years, and particularly since the advent of widespread automobile ownership, much of Killeen developed in an Auto Urban pattern, which falls in the range between Urban and Suburban. On the next several pages, images from Killeen and associated text help to clarify the key features of and differences between the primary categories along the community character spectrum.

Character: RURAL



The southern fringe of Killeen, such as this area around Chaparral Road, exemplifies a Rural development character:

- Wide open landscapes, with no sense of enclosure, and views to the horizon unbroken by buildings.
- Very high open space ratios and very low building coverage.
- Very low-density development, providing privacy and detachment from other dwellings in the area.
- Much greater reliance on natural drainage systems, except where altered significantly by agricultural operations.

Community Character

A character focus highlights the range of settings in which land uses can occur within communities, from the most rural to the most urban. Community character accounts for the physical traits one can see in an area which contribute to its “look and feel.”

A character-based approach focuses on development intensity, which encompasses the density and layout of residential development; the scale and form of non-residential development; and the amount of building and pavement coverage (impervious cover) relative to the extent of open space and natural vegetation or landscaping. How the automobile is accommodated is a key factor in distinguishing character types, including street design, parking, and the resulting arrangement of buildings on sites.

It is this combination of basic land use and the characteristics of the use that more accurately determines the real compatibility and quality of development, as opposed to land use alone. Aesthetic enhancements such as the design of buildings, landscaping and screening, sign control, and site amenities also contribute to enhanced community character.



Character: **SUBURBAN**



This residential neighborhood along Cunningham Road near Stagecoach Road typifies a Suburban development character:

- A more open feeling than Auto Urban due to greater separation between dwellings.
- Lower lot coverage and a correspondingly higher open space ratio.
- Buildings secondary to green areas and open space.
- More opportunity for natural drainage and storm water absorption versus concentrated storm water runoff and conveyance.
- Alley access and rear parking sometimes incorporated for aesthetic reasons more than the space limitations found in Urban character areas.

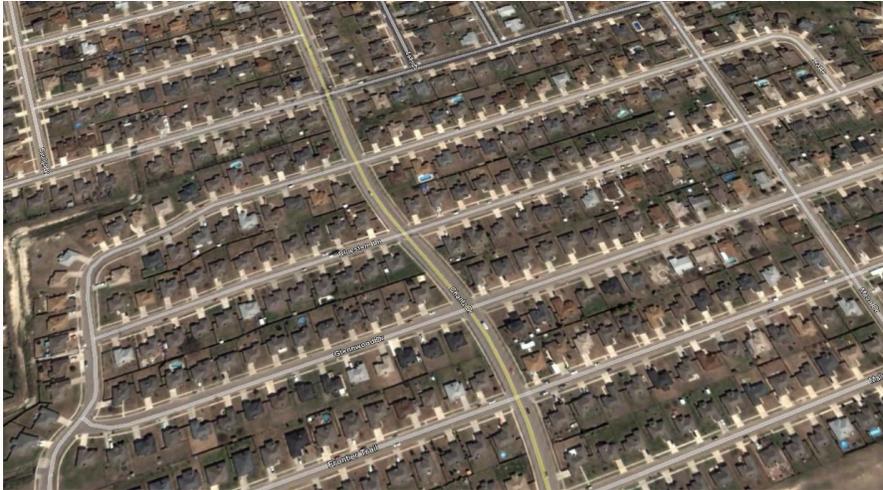


This business site in Killeen Industrial Park also exhibits a Suburban character with:

- Emphasis on horizontal development, often even more spread out than in Auto Urban.
- Even larger building setbacks from streets than in Auto Urban, but usually providing for more green and open space versus surface parking along street frontages.
- More extensive landscaping than in Urban and Auto Urban settings.



Character: AUTO URBAN

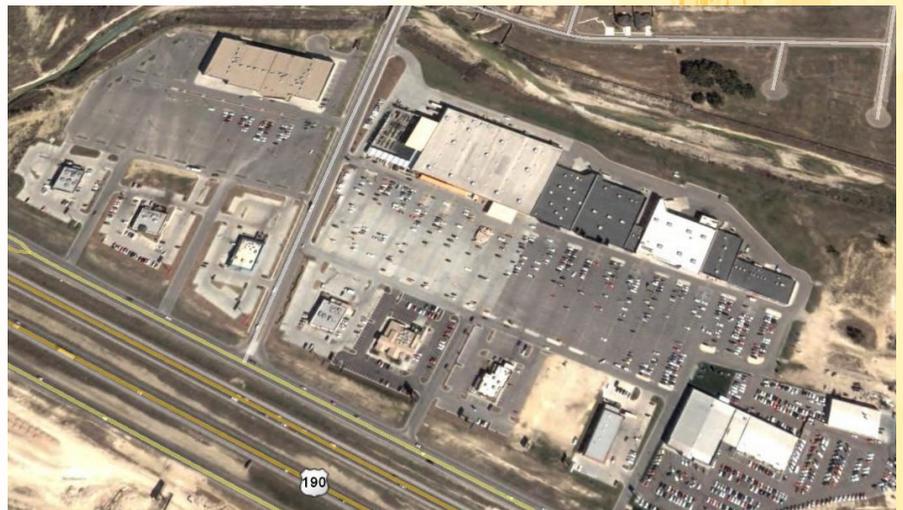


This neighborhood around Chantz Drive follows a classic Auto Urban pattern:

- A more horizontal development pattern compared to Urban areas.
- Relatively small and narrow single-family lots dominated by driveways, reducing yard and landscaping areas (and the homes often have front-loading garages).
- Extent of impervious surface and reduced open space ratio leads to increased storm water runoff.

The large retail center along U.S. 190 near Illinois Avenue also has many common elements of an Auto Urban non-residential character:

- Buildings set well back from streets, usually to make room for surface parking at the front.
- A very open environment, but mainly to accommodate extensive surface parking versus the green spaces found in Suburban areas.
- Significant portions of commercial and industrial development sites devoted to vehicular access drives, circulation routes, surface parking, and loading/delivery areas, making pavement the most prominent visual feature.
- Often not conducive for access or on-site circulation by pedestrians or cyclists.





Character: URBAN



Downtown is the only area of Killeen with an Urban character:

- More vertical development, with at least some multi-story structures.
- Zero or minimal front setbacks (building entries and storefronts at the sidewalk).
- Streets and other public spaces framed by buildings, creating “architectural enclosure” versus the progressively more open feel in other character districts.
- Mostly on-street parking and minimal surface parking (until the Urban character begins to give way to Auto Urban elements).
- Most conducive for pedestrian activity and interaction.
- The only place where structured parking may make sense.

KEY PLANNING THEMES

The City of Killeen has a unique planning role to play as host community to Fort Hood (a 340 square mile U.S. military installation), administrator of one of the fastest-growing cities in the nation, and chief provider of public services to a changing population with increasing expectations. A long-range planning process provides opportunity to ponder and address some fundamental questions about the future development pattern and livability of Killeen. Based on the concerns and hopes expressed by residents, public and private leaders, and key community stakeholders and investors—from Fort Hood representatives to small business owners—Killeen must act, through this new Comprehensive Plan, on the following basic principles:

- ★ **Economic Success.** For Killeen to achieve its strategic economic development objectives, it must address more directly development



quality and community image and appearance along its major roadways and in other high-profile locations. Where the quality standard will be set for future development and redevelopment is a fundamental task for this Comprehensive Plan.

- ★ **Balance.** While Killeen works to catch up with the rapid growth of recent years, it must also progress toward becoming a “complete” city with more varied housing options, shopping and services in close proximity to neighborhoods, a broader array of quality job opportunities, and diverse recreational, entertainment, and cultural offerings.
- ★ **Compatibility.** Based on the land use guidance in this new Comprehensive Plan, Killeen must consider ways to address development compatibility issues more directly, through its approach to both development regulation and infrastructure provision. This is the best way to ensure that community and neighborhood character are protected—and development value is maintained—over the long term. Reliance on traditional, rudimentary zoning approaches that strictly separate land uses within the community can ultimately be counter-productive, especially if physical design is not a central part of the process.

Creation and protection of development character will be particularly critical as Killeen continues to grow into more attractive terrain to the south. An expansive “tract housing” development approach along Killeen’s southern fringe would likely yield undesirable outcomes and work against prime economic development objectives, particularly talent recruitment/retention and the creation of a high-quality development environment around the emerging Texas A&M University-Central Texas campus.

- ★ **Predictability.** Finally, everyone from large-scale commercial and industrial investors to the individual homeowner seeks a level of comfort that comes from knowing the type and nature of development that is likely to occur nearby. An often noted concern in the early community outreach for this long-range planning effort was the tendency for zoning in Killeen to be adjusted in reaction to development proposals rather than the zoning ordinance and map setting a broad framework and tone in advance, based on a consensus plan for the community’s orderly growth and enhancement. Greater predictability, through sound planning and careful implementation, will be beneficial to both private land owners and to public officials faced with decisions about the appropriate location, timing and design of streets, infrastructure, recreation facilities, fire stations, and various other municipal services.



Four-plexes are a unique aspect of Killeen’s development mix that have proliferated over the years in various areas of the community. Where they are concentrated on entire blocks, they contribute to a decidedly Auto Urban character given the typical site plan that has been allowed, with minimal building separation and front yards devoted almost entirely to parking, leaving little room for landscaping or screening.



In some cases four-plexes have been constructed immediately adjacent to single-family detached homes, with minimal side separation to offset the building height differential, no landscape buffering or other screening between the dissimilar housing types, and with the stark contrast of a largely paved front yard right next to a more typical turf yard—which also brings four-plex parking within a few feet of the single-family detached home.

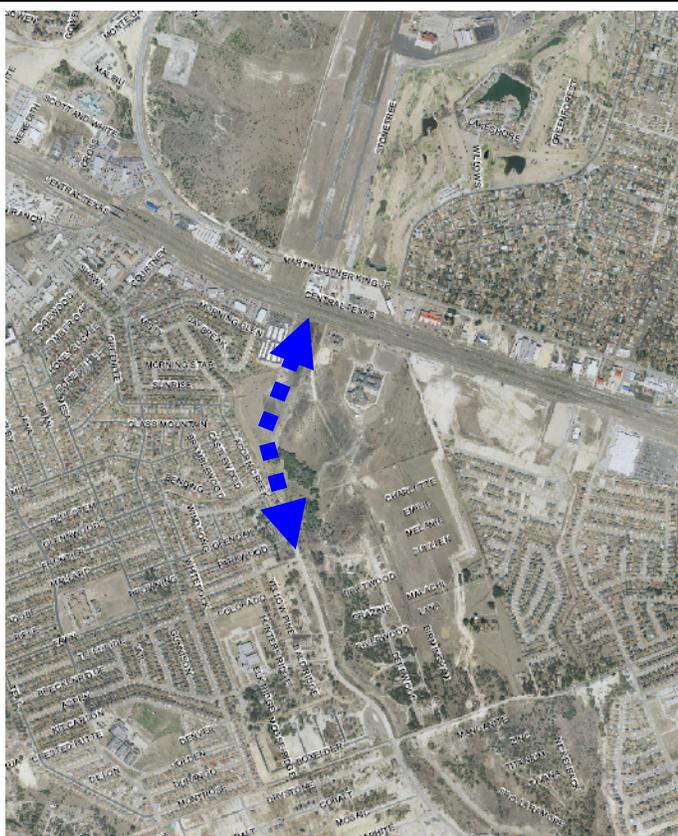




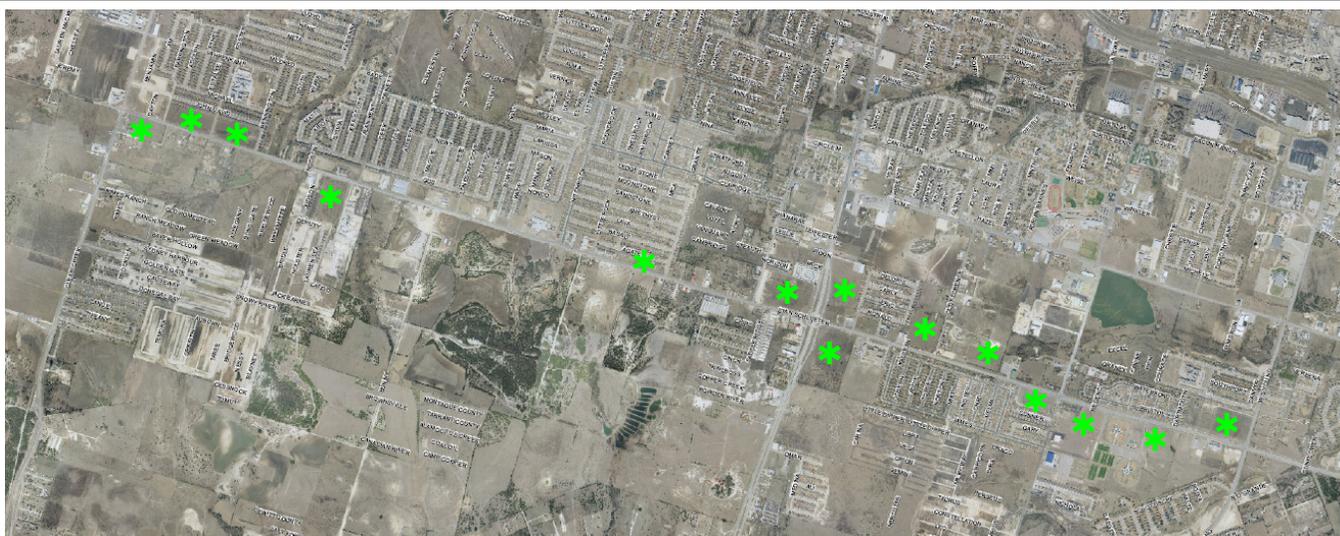
Vibrancy in the City's historic downtown should always be a planning and economic development goal. As the seat of municipal government and an important community focal point near Fort Hood, downtown Killeen should draw people for a variety of reasons—and offer a true Urban experience and atmosphere.



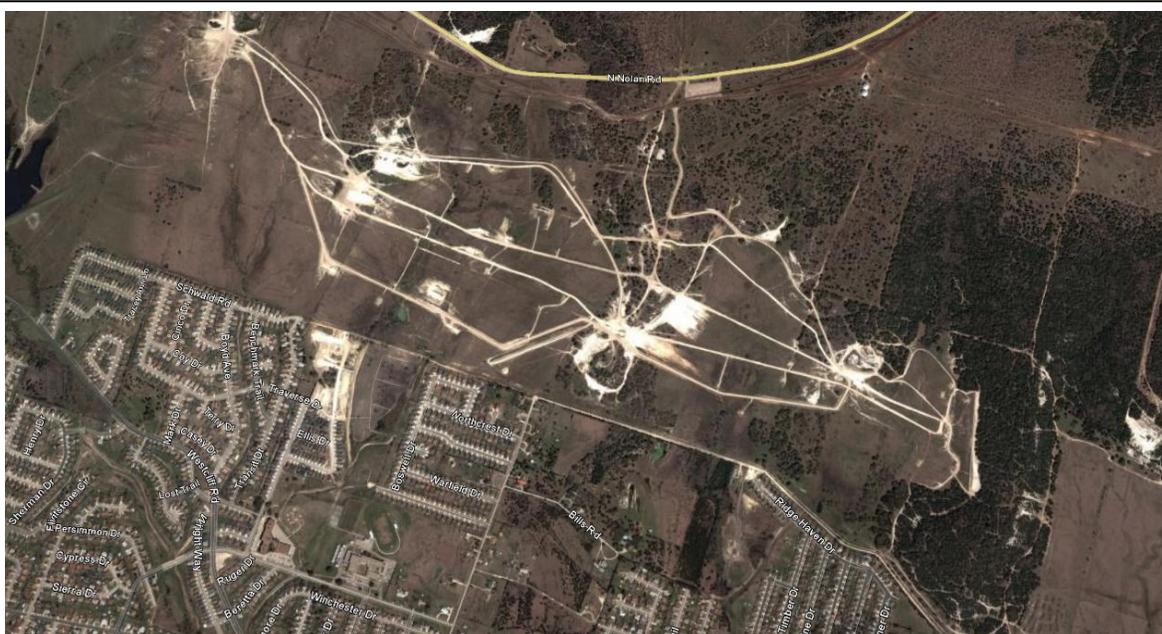
As Killeen justifiably focuses on the planning opportunities and challenges on its rapidly growing south side, the continued integrity and appeal of the community's oldest neighborhoods must also be a priority. A neighborhood conservation approach preserves the traditional development pattern while allowing for needed reinvestment and compatible infill activity.



The planned northward extension of Rosewood Drive to link to U.S. 190 in the vicinity of Skylark Field will improve connectivity for southeast Killeen residents and bolster commercial development potential in the vicinity, including for the large infill opportunity site between Skylark and FM 2410-MLK Jr. Boulevard.



This aerial view of Stan Schlueter Loop shows numerous commercial reserves and logical retail corners, amid areas of concentrated residential rooftops, which have only recently begun to draw development, consisting mostly of smaller strip centers. Going forward, it will be critical that sites of adequate size and depth are set aside along arterials, and especially at major intersections, to attract investment on a scale that will yield grocery-anchored retail centers and other desired shopping and services in Killeen’s growth areas.



Potential encroachment of urban development along the perimeter of the Fort Hood Military Reservation is a prime concern of garrison leadership and planners, and one of many reasons that ongoing City-Garrison coordination is essential.



Revitalization of Killeen's older commercial corridors, such as this Auto Urban stretch of Business 190-Veterans Memorial Boulevard between W.S. Young Drive and 10th Street, is necessary to address vacant structures, prevent further deterioration and blighted conditions, and improve the overall aesthetics of these major travel routes from which visitors and potential investors form their impressions about the community.



FUTURE LAND USE AND CHARACTER

The following designations, which correspond with the categories depicted on **Map 2.1, Future Land Use & Character**, are designed to guide the pattern and relative intensity of future residential and non-residential development and redevelopment in and around Killeen. The descriptions indicate the development types anticipated in each category, as well as the intended character of the areas in which these land uses occur and, in some cases, intermingle or are near one another.

Specific dimensional requirements and design standards associated with each category are articulated through the City's implementing regulations as they currently exist and may be amended based on this plan. Any amendments pursued should be preceded by further community dialogue to ensure consensus on the most appropriate and practical strategies for achieving the desired development outcomes.

Category	Development Types	Characteristics
<i>Most Intensive Categories</i>		
URBAN CENTER (UC)		
	<ul style="list-style-type: none"> ▪ Mixed use (on single sites and within individual structures) ▪ Attached residential ▪ Live/work units ▪ Commercial retail ▪ Office ▪ Public/institutional ▪ Entertainment ▪ Parking structures ▪ Parks and public spaces 	<ul style="list-style-type: none"> ▪ Most intensive development character in City. ▪ Streets framed by buildings with zero/minimal front setbacks. ▪ Greatest site coverage. ▪ Multi-story structures encouraged. ▪ Minimal off-street surface parking (reliance on on-street parking, public parking areas, and garages). ▪ Public/institutional uses designed to match Urban character. ▪ Most pedestrian-oriented setting in City.
URBAN (U)		
	<ul style="list-style-type: none"> ▪ Mixed use (on single sites and within individual structures) ▪ Attached residential ▪ Detached residential on small lots ▪ Live/work units ▪ Commercial retail ▪ Office ▪ Public/institutional ▪ Entertainment ▪ Parking structures ▪ Parks and public spaces 	<ul style="list-style-type: none"> ▪ Transition area between Urban Center and more auto-oriented character areas. ▪ Still Urban character (building forms, pedestrian emphasis, site coverage, on-street parking, etc.), but somewhat less intensive than Urban Center. ▪ May exclude some auto-oriented uses that, by their very nature, cannot achieve an Urban character. ▪ Public/institutional uses should be designed to match Urban character. ▪ Alleys and rear-access garages can reinforce Urban character of blocks with detached residential dwellings.



Category	Development Types	Characteristics
<p>UNIVERSITY VILLAGE (UV)</p> 	<ul style="list-style-type: none"> ▪ Mixed use (retail, office) ▪ Hospitality focus (lodging, restaurants, visitor services) ▪ Student-oriented residential ▪ Entertainment ▪ Open-air seating, and public spaces as focal points 	<ul style="list-style-type: none"> ▪ Urban character, especially in interior (possibly with greater auto orientation along highway frontage). ▪ Pedestrian-scale development, and bike friendly. ▪ Complementary architectural style and design quality to Texas A&M University-Central Texas campus. ▪ Conducive for transit shuttle service between Village area and on-campus destinations.
<p>PLANNED DEVELOPMENT (PD)</p> 	<ul style="list-style-type: none"> ▪ Mixed use (retail, office, residential, public) ▪ Variety of housing types ▪ Parks and public spaces 	<ul style="list-style-type: none"> ▪ Potential for distinct character areas, from Urban to Suburban, within an overall development design. ▪ Site design and development quality should be superior given strategic location and high profile. ▪ Should be designed to be transit supportive. ▪ Should provide for safe and convenient bicycle and pedestrian circulation options, both within and beyond the planned development area.
<p>MULTI-FAMILY RESIDENTIAL (MFR)</p> 	<ul style="list-style-type: none"> ▪ Multi-unit attached residential in concentrated developments (5 or more units per building), whether for rent (apartments) or ownership (condominiums) ▪ Parks and public spaces 	<ul style="list-style-type: none"> ▪ Auto-oriented character typically, but can be softened by perimeter and on-site landscaping, minimum spacing between buildings, site coverage limits, and on-site recreation or open space criteria. ▪ May be limited to 2 or 3 stories outside of Urban character areas. ▪ Height and/or setback regulated near less intensive residential uses for compatibility. ▪ Encouraged near transit routes.
<p>INDUSTRIAL (I)</p> 	<ul style="list-style-type: none"> ▪ Heavy and light industrial activities ▪ Heavy commercial ▪ Office uses accessory to a primary industrial use ▪ Public/institutional 	<ul style="list-style-type: none"> ▪ Typically auto-oriented character, although industrial park developments may feature more open space and landscaping, regulated signage, screening, etc. ▪ Outdoor activity and storage, which should be screened where visible from public ways and residential areas. ▪ Certain publicly-owned uses (e.g., public works facilities, fleet maintenance, treatment plants) are best sited within Industrial areas.



Category	Development Types	Characteristics
<i>Medium Intensity Categories</i>		
NEIGHBORHOOD CONSERVATION (NC)		
	<ul style="list-style-type: none"> ▪ Detached residential dwellings ▪ Public/institutional ▪ Parks and public spaces 	<ul style="list-style-type: none"> ▪ Integrity of older, intact neighborhoods protected through customized Neighborhood Conservation zoning with standards that ensure no significant change in the development type or pattern and reinforce existing physical conditions (e.g., prevailing lot sizes, building setbacks, etc.). ▪ Designed to preserve existing housing stock (and avoid excessive nonconformities and variance requests), and also to govern periodic infill and/or redevelopment activity within a neighborhood to ensure compatibility. ▪ Depending on particular neighborhood, the customized zoning may provide for small-scale office or retail uses on vacant sites at the edge of the neighborhood or other appropriate locations.
GENERAL RESIDENTIAL (GR)		
	<ul style="list-style-type: none"> ▪ Detached residential dwellings the primary focus ▪ Attached housing types subject to compatibility and open space standards (e.g., duplexes, townhomes, patio homes) ▪ Planned developments, potentially with a mix of housing types and varying densities, subject to compatibility and open space standards ▪ Public/institutional ▪ Parks and public spaces 	<ul style="list-style-type: none"> ▪ Encompasses most existing residential areas within Killeen (and the 6,000 square foot minimum lot size in the predominant R-1 zoning district results in less openness and separation between dwellings compared to Suburban residential areas). ▪ Auto-oriented character (especially where driveways and front-loading garages dominate the front yard and building facades of homes), which can be offset by “anti-monotony” architectural standards, landscaping, and limitations on “cookie cutter” subdivision layouts characterized by straight streets and uniform lot sizes and arrangement. ▪ Neighborhood-scale commercial uses are expected to emerge over time and should be encouraged on sites and in locations within (or near the edge of) GR areas that are best suited to accommodate such uses while ensuring compatibility with nearby residential uses.



Category	Development Types	Characteristics
RESIDENTIAL MIX (R-MIX)		
	<ul style="list-style-type: none"> ▪ Mix of residential types and densities ▪ Public/institutional ▪ Parks and public spaces 	<ul style="list-style-type: none"> ▪ Areas that were allowed to develop in the past with various housing types and densities intermixed, both on the same block and across streets, often with minimal screening and/or buffering between differing residential intensities. ▪ Auto-oriented character. ▪ Address compatibility and screening/buffering, where possible, as redevelopment occurs.
FOUR-PLEX RESIDENTIAL (RO)		
	<ul style="list-style-type: none"> ▪ Clusters of this unique housing type, with four units typically in two-story buildings ▪ Parks and public spaces 	<ul style="list-style-type: none"> ▪ Auto-oriented character (although recent zoning ordinance amendments that address the placement of off-street parking, building design, landscaping, etc., will help to offset the auto-oriented nature of future construction).
RESIDENTIAL-COMMERCIAL MIX (RC-MIX)		
	<ul style="list-style-type: none"> ▪ Mix of residential types and densities ▪ Variety of commercial and light industrial activities 	<ul style="list-style-type: none"> ▪ Areas that were allowed to develop in the past with non-residential uses (including uses with a heavy commercial and/or industrial intensity) intermixed amid a variety of residential uses, often with minimal screening and/or buffering. ▪ Auto-oriented character. ▪ Address compatibility and screening/buffering, where possible, as redevelopment occurs.
GENERAL COMMERCIAL (GC)		
	<ul style="list-style-type: none"> ▪ Wide range of commercial retail and service uses, at varying scales and intensities depending on the site ▪ Office (both large and/or multi-story buildings and small-scale office uses depending on the site) ▪ Public/institutional ▪ Parks and public spaces 	<ul style="list-style-type: none"> ▪ Auto-oriented character, which can be offset by enhanced building design, landscaping, reduced site coverage, well-designed signage, etc.



Category	Development Types	Characteristics
<i>Least Intensive Categories</i>		
SUBURBAN RESIDENTIAL (SR)		
	<ul style="list-style-type: none"> ▪ Detached residential dwellings ▪ Planned developments to provide for other housing types (e.g., townhouse, patio) in a Suburban character setting ▪ Public/institutional ▪ Parks and public spaces 	<ul style="list-style-type: none"> ▪ Suburban character from balance between buildings and other site improvements relative to degree of open space maintained on the site (compared to predominance of site coverage over undeveloped space in auto-oriented areas). ▪ Larger baseline minimum lot size allows for larger front yards and building setbacks and greater side separation between homes. ▪ Also results in less noticeable accommodation of the automobile on sites compared to more intensive residential areas, especially where driveways are on the side of homes rather than occupying a portion of the front yard space, and where garages are situated to the side or rear of the main dwelling. ▪ Can establish development options which allow for lot sizes smaller than the baseline in exchange for greater open space set-aside, with the additional open space devoted to maintaining the overall Suburban character and buffering adjacent properties. ▪ Can also provide a cluster development option that further concentrates the overall development footprint while providing the developer the same lot yield—or even a density bonus to incent conservation designs with a higher open space ratio and discourage “cookie cutter” subdivision designs. ▪ More opportunity for natural and/or swale drainage (and storm water retention/absorption) versus concentrated storm water runoff and conveyance in auto-oriented areas.



Category	Development Types	Characteristics
<p>SUBURBAN COMMERCIAL (SC)</p> 	<ul style="list-style-type: none"> ▪ Range of commercial retail and service uses, at varying scales and intensities depending on the site ▪ Office (both large and/or multi-story buildings and small-scale office uses depending on the site) ▪ Planned development to accommodate custom site designs or mixing of uses in a Suburban character setting ▪ Public/institutional ▪ Parks and public spaces 	<ul style="list-style-type: none"> ▪ Suburban character primarily from reduced site coverage relative to most commercial development. ▪ Especially at key community entries and along high-profile corridors, may also involve other criteria to yield less intensive and more attractive development outcomes relative to auto-oriented areas, including higher standards for landscaping (along street frontages and within parking areas), signs, and building design. ▪ May exclude some auto-oriented uses that, by their very nature, cannot achieve a Suburban character. ▪ Near residential properties and areas, the permitted scale and intensity of non-residential uses should be limited to ensure compatibility (including adequate buffering/screening, criteria for placement and orientation of buildings and parking areas, height limits, and residential-in-appearance architectural standards). ▪ More opportunity for natural and/or swale drainage (and storm water retention/absorption) versus concentrated storm water runoff and conveyance in auto-oriented areas.
<p>BUSINESS PARK (BP)</p> 	<ul style="list-style-type: none"> ▪ Primarily office uses ▪ Possibility of light industrial uses (including warehousing/distribution), but well screened and in buildings with enhanced architectural design ▪ Research and technology ▪ Commercial retail uses (secondary to primary office focus, to serve local workers and visitors) ▪ Public/institutional ▪ Parks and public spaces 	<ul style="list-style-type: none"> ▪ Suburban character, typically in a campus-style setting featuring reduced site coverage and increased open space, together with enhanced building design. ▪ Typically a minimum open space ratio of 30%, which still allows for a sizable cumulative building footprint since most such developments involve large sites. ▪ Extensive landscaping of business park perimeter, and special streetscaping and design treatments at entries, key intersections, and internal focal points. ▪ Development outcomes often controlled by private covenants and restrictions that exceed City ordinances and development standards. ▪ Intended to create a highly attractive business investment environment.



Category	Development Types	Characteristics
<p>ESTATE (E)</p> 	<ul style="list-style-type: none"> ▪ Detached residential dwellings ▪ Public/institutional ▪ Parks and public spaces 	<ul style="list-style-type: none"> ▪ Transition between Suburban and Rural character areas, with further progression along the character spectrum toward environments where the landscape is visually dominant over structures. ▪ Still in Suburban portion of character spectrum, but with larger lots (typically 1 acre minimum), especially where required by public health regulations to allow for both individual water wells and on-site septic systems on properties where centralized water and/or wastewater service is not available or feasible. ▪ One-acre lots are usually adequate in wooded areas to achieve visual screening of homes (from streets and adjacent dwellings). Three- to 5-acre lots may be needed to achieve and maintain Estate character in areas with more open land.
<p>PARKS-RECREATION (P-R)</p> 	<ul style="list-style-type: none"> ▪ Public parks and open space ▪ Public trails ▪ Joint City-school park areas ▪ Public recreation areas (e.g., public golf courses) 	<ul style="list-style-type: none"> ▪ Public parkland theoretically will remain so in perpetuity compared to other public property and buildings that can transition to private ownership at some point. ▪ Park design, intensity of development, and planned uses/activities should match area character (e.g., public squares/plazas in Urban downtowns; nature parks for passive recreation in Suburban, Estate and Rural areas).
<p>RURAL (R)</p> 	<ul style="list-style-type: none"> ▪ Residential homesteads ▪ Planned development to accommodate conservation and cluster residential designs ▪ Agricultural uses ▪ Agriculture-focused commercial retail ▪ Public/institutional ▪ Parks and public spaces ▪ Natural and protected floodplain areas 	<ul style="list-style-type: none"> ▪ Rural character from wide open landscapes, with minimal sense of enclosure and views to the horizon unbroken by buildings in most places. ▪ Scattered residential development on relatively large acreages, resulting in very high open space ratios and very low site coverage. ▪ Very large parcel sizes, providing greater detachment from neighboring dwellings than in Estate areas. ▪ Typically no centralized water or sanitary sewer service available. ▪ Much greater reliance on natural drainage systems, except where altered significantly by agricultural operations.



Category	Development Types	Characteristics
RURAL (R) – <i>continued</i>		<ul style="list-style-type: none"> ▪ Potential for conservation developments that further concentrate the overall development footprint through cluster designs, with increased open space set-aside to maintain the overall Rural character and buffer adjacent properties. (May also make alternative community wastewater treatment methods feasible to eliminate the need for individual on-site septic systems.)

ACTION STRATEGIES

This section outlines a series of potential action strategies considered by the Planning and Zoning Commission in response to the key planning themes identified for land use and community character:

1. Economic Success
2. Land Use Balance
3. Compatibility
4. Predictability

Also indicated for each option is the type of action(s) it involves based on five categories which represent the main ways that comprehensive plans are implemented (as elaborated upon in Chapter 7-Implementation):

- ★ Capital investments
- ★ Programs/initiatives
- ★ Regulations and standards
- ★ Partnerships/coordination
- ★ Ongoing study/planning (especially as required to qualify for external funding opportunities)

The Implementation chapter in this plan also identifies certain action items as immediate priorities to be pursued in the near term. Other action possibilities in this section may remain just that—only concepts and considerations that the City and/or community may not be ready to pursue until later in the 20-year horizon of this Comprehensive Plan, if even then. They represent action options that are available to Killeen as a Texas municipality and as acted on by other communities. However, it is recognized that they may not be feasible in Killeen for various reasons such as potential cost, complexity,



and/or degree of community support, as well as the capacity of City government to carry out certain initiatives given available staffing and other resources. With these realities in mind, the actions were grouped into three categories—basic, intermediate, and advanced—to give some initial indication of the implementation outlook. More definitive determinations will ultimately be made through City Council priority-setting, ongoing public input, and the City’s annual budget process.

More background on some action options is provided in the appendix to this chapter.

Basic Actions

1. Add Zoning Purpose Statements

- ★ Add an overall purpose statement, and purpose statements for each zoning district, to the zoning ordinance.

●	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination		Further Study / Planning
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2. Prepare Targeted Plans in Follow-up to City-Wide Comprehensive Plan

- ★ Pursue more detailed and area-specific planning for particular districts and corridors within Killeen as was done through the 2005 *Future Land Use Plan* study for the SH 195 and SH 201 corridors, which led to creation of the University (UOD) and Cemetery (COD) zoning overlay districts.
- ★ Candidate areas for such plans include: the Central Texas Expressway (US 190) corridor, Stan Schlueter Loop corridor, Clear Creek Road corridor, Lowe’s Boulevard and/or Killeen Mall vicinity, the northwest education/medical area (near Fort Hood West Gate at US 190 and Clear Creek Road), and Veterans Memorial Boulevard (Business 190) and Rancier Avenue (redevelopment corridors).

	Regulation		Capital Improvement		Program / Initiative	●	Partnership / Coordination	●	Further Study / Planning
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3. Continue Design Quality and Green Building for City Facilities

- ★ Continue to use City facility projects and building renovations as opportunities to provide leadership and display the positive attributes of green building practices.
- ★ This can include aesthetically pleasing architecture and site design as well as practical benefits in terms of energy savings, reduced waste generation and water use, and water conservation through greater on-site retention and re-use.



	Regulation	●	Capital Improvement	●	Program / Initiative		Partnership / Coordination		Further Study / Planning
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Intermediate Actions

4. Add Neighborhood Conservation Zoning Districts

- ★ Create customized Neighborhood Conservation zoning districts for older, established neighborhoods that are largely built out and stable, and where no significant change in development type or pattern is desired.

●	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination		Further Study / Planning
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5. Establish Broader Lot Size Spectrum

- ★ Create additional residential zoning districts between A-R1 and R-1 to accommodate other interim lot sizes for single-family detached housing versus the current situation in which the minimum lot size jumps from 6,000 square feet in R-1 to one acre in A-R1.

●	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination		Further Study / Planning
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6. Add Lot Coverage Limits to Zoning

- ★ Add maximum lot coverage standards to the commercial and industrial districts, as well as the special University and Cemetery overlay districts.
- ★ The lack of coverage regulation is a fundamental factor contributing to the Auto Urban character of many non-residential developments in Killeen.

●	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination		Further Study / Planning
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7. Improve Development Compatibility Near Residential Uses

- ★ As already done to some extent in the B-1 Professional Business district, incorporate more aspects of a character-based zoning approach in other districts that govern non-residential uses to limit their intensity when adjacent to residential uses.
- ★ Rather than simply restricting allowable uses, directly regulate certain site and building design features that determine the true compatibility of non-residential development near residences.

●	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination		Further Study / Planning
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8. Create a Downtown Zoning District

- ★ Create a downtown-specific zoning district versus the current situation where much of Killeen’s downtown area is in B-5 Business District zoning.
- ★ A targeted zoning district would reinforce the development pattern and architectural elements that create an Urban character and set apart a traditional downtown from more contemporary development.

●	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination		Further Study / Planning
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Advanced Actions

9. Explore Potential Zoning District Consolidation

- ★ Consider combining certain districts in the current array of residential zoning districts into one or more flex districts that allow for various housing types to intermix subject to development standards that ensure compatibility and a consistent character.
- ★ This would provide more development options *within* a district versus the need for zone changes to enable certain options.

	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination	●	Further Study / Planning
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10. Adopt a Flexible Bufferyard Approach

- ★ Consider an approach to screening/buffering between land uses of different types and/or intensities that ensures development compatibility while providing applicants more flexibility for achieving compliance.
- ★ A flexible bufferyard approach ties the extent and method of buffering more directly to the character of the subject and abutting properties versus more rigid, “one size fits all” regulatory standards that must be followed in all situations.

	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination	●	Further Study / Planning
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11. Consider “Menu” and Point System Approaches to Design and Development Standards

- ★ This approach involves identifying certain of the City’s standards as base standards that all developments must meet. Then various other supplemental design features and site enhancements are itemized from which the applicant must choose and implement a certain number. In some cases points are assigned to the various options, and



the applicant must accrue a specified point total to receive site plan approval.

- ★ Another way to provide more flexibility within Killeen's development regulations. In effect, this approach can provide applicants a range of ways to achieve compliance with various potential standards.

	Regulation	Capital Improvement	Program / Initiative	Partnership / Coordination	● Further Study / Planning
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APPENDIX

In this appendix are more details and observations on certain action options discussed within the chapter.

1. Add Zoning Purpose Statements

In the absence of such public policy statements, and with the City of Killeen having operated without a definitive Future Land Use Plan map for some years, it is not immediately clear what ends the City aims to accomplish through its regulations. This is especially important when regulating private property, as well as to clarify the types of development outcomes the ordinance is intended to achieve.

2. Prepare Targeted Plans in Follow-up to City-Wide Comprehensive Plan

More focused planning efforts of this sort also provide an opportunity to coordinate more closely with key partners and entities.

4. Add Neighborhood Conservation Zoning Districts

The standards for each district should reinforce the existing physical conditions (e.g., lot sizes, setbacks, etc.). This effectively customizes zoning by neighborhood area rather than applying “one size fits all” or more contemporary standards for newer residential development, which can lead to excessive nonconformities and variance requests in older areas. This approach also ensures that existing neighborhood character is maintained in case of any redevelopment or infill activity.

5. Establish Broader Lot Size Spectrum

Other lot size possibilities include ½ acre; 15,000 square feet; 10,000 square feet; 8,000 square feet; etc. Alternatively, to avoid proliferation of zoning districts within the ordinance, consider creating flexible districts that allow for a series of development options and lot sizes, with various development and compatibility standards (e.g., maximum lot coverage, buffering) on a sliding scale and tied to the proposed development intensity. This approach also has the benefit of fewer zone change requests.

6. Add Lot Coverage Limits to Zoning

Lot coverage is a key mechanism for maintaining a certain amount of green and open space on development sites, particularly in areas where a more Suburban character is desired (i.e., lower development intensity, higher aesthetics). It also helps to limit the extent of impervious surface in urbanized areas, which is a basic factor in the volume and rate of storm



water runoff, as well as the extent of pollutants carried by that runoff, particularly on commercial sites with substantial paved surfaces.

7. Improve Development Compatibility Near Residential Uses

Rather than simply restricting allowable uses (which is only one compatibility factor), the B-1 district standards limit the amount of building floor area that may be devoted to incidental uses, require that public access to the incidental uses occur within the interior of the building, allow no visible merchandise from the exterior (i.e., no storefronts or display windows) and no outside storage, and requires screening where a residentially zoned property abuts. B-1 businesses must also provide a generous front yard area (minimum 25 feet), which is consistent with a more residential look, although allowing automobile parking within this front yard area and within the 10-foot side yard area that is required adjacent to any residential zoning district detracts from this site design element.

Other ways to boost the compatibility of small office and convenience commercial uses near neighborhoods include: setting a maximum lot size for such uses, limiting the overall floor area within buildings, limiting site coverage, and applying residential-appearance architecture and design standards (roof slope and material, façade materials, window design and orientation, landscaping, lighting, etc.). Such standards automatically limit the possible development intensity on a site in terms of building scale, needed parking, overall impervious surface, etc. In this way development intensity and design are directly linked to the character of nearby development, especially residential areas. Location criteria can also help to direct such uses to appropriate sites (e.g., only on collector and arterial roadways).

8. Create a Downtown Zoning District

Much of Killeen’s downtown area is in B-5 Business District zoning, which is also widely applied to other commercial areas and corridors, including large retail sites with the most definite Auto Urban character in the community. Starting just with permitted uses, the B-5 district encompasses the entire range of commercial activity in the city as the five “B” districts are set up to be cumulative (permitted B-1 uses carry over to B-2, then B-2 uses to B-3, etc.). A downtown-focused zoning district typically limits uses not compatible with an Urban, less auto-oriented setting (e.g., gas stations, “big box” retail, and typical horizontal uses such as auto dealerships—even mobile home sales are currently permitted by right in B-5), and also provides for cultural and entertainment activities. Similarly, most of the B-5 development standards are drawn from other districts, mainly B-2.



A downtown district should establish Urban development standards (e.g., minimum rather than just maximum building height, zero-setback building placement, architectural design criteria that ensure that building fronts have entrances and ground-floor windows that are oriented toward and complementary to the public street and a pedestrian-oriented environment, etc.). A downtown-specific zoning district should also address the type of residential uses to be permitted within the downtown area. This should include attached housing types, as well as the potential for multi-story residential structures (potentially with first-floor retail, service, or office uses). Provisions should also be established—and potential zoning incentives incorporated (e.g., density/intensity bonuses)—for mixed-use projects, including vertical mixed used within buildings, especially if the only other path to such outcomes is the Planned Development process. Finally, many cities, particularly in support of downtown development and revitalization objectives, eliminate off-street parking requirements entirely where there is adequate on-street parking and/or public parking areas to serve overall downtown parking needs.

9. Explore Potential Zoning District Consolidation

The current ordinance provides unique zoning districts for a progression of housing types on increasingly smaller minimum lot sizes. This includes districts specifically for duplexes (R-2, 7000 square feet), garden homes (R1-A, 3600 square feet), and townhouses (RT-1, 2000 square feet). Each of these districts also overlaps with R-1 by allowing the same set of uses as permitted by right in R-1.

10. Adopt a Flexible Bufferyard Approach

Zoning ordinance sections 31-250 and 31-280 currently specify the use of a structural barrier of a particular height for this purpose. Then Section 8-512(a) of the City's landscaping regulations provides an alternative route of using vegetation plantings (and/or berms) to comply with the screening requirement. However, a specific buffer width (5 feet or more) is required, and the use of this option, and certain variations, must be approved case by case by the building official. Under a full-fledged bufferyard approach, a combination of buffer width, landscape material selection and density, earthen berms, and fences or walls may be used in various arrangements, each enabling the applicant to achieve compliance. In this way, either a wide bufferyard with limited plant density or a narrow bufferyard with or without a fence and increased plant density may each meet the requirement. The standard may also be altered due to the size of the parcel, site constraints, or individual preference.



11. Consider “Menu” and Point System Approaches to Design and Development Standards

As another way to provide more flexibility within its development regulations, Killeen could move toward a “menu” approach as used in some cities in Texas and elsewhere for applying minimum site development standards. This would be especially useful should the community choose to elevate development quality and aesthetics in more locations (e.g., key gateways and corridors) as is currently done through the University (UOD) and Cemetery (COD) overlay districts. If a point system is used, then certain supplemental items the community considers highly desirable can be assigned a relatively high number of points, meaning the applicant can quickly achieve compliance through one or a few key enhancements. Otherwise, the applicant may have to implement a series of other items, with fewer points assigned to each, to reach the necessary point total.

By comparison, the UOD and COD districts currently include very specific standards for building materials and signs. Other provisions could involve building design features, landscaping, screening, lighting, parking area placement, and/or on-site pedestrian/ bicycle circulation features and amenities. This approach has the added benefit of establishing a “level playing field” among all developments, as opposed to more subjective, case-by-case design review/approval methods. Applicants should also be encouraged to exceed such minimum requirements for the long-term benefit of their site investment and the community.



CHAPTER 3

GROWTH MANAGEMENT & CAPACITY



When a community is poised for ongoing growth, as is Killeen, a long-range planning process provides an opportunity to assess the City's readiness to accommodate this new population and economic development—and to do so in a way that is fiscally responsible and will bolster community character. This requires pro-active efforts by municipal government to plan the timely extension of adequate infrastructure, provision of quality public services, and a logical sequencing of future development in line with the City's capacity to serve this growth.

The purpose of this chapter is to clarify and establish City policy regarding how growth and new development will be accommodated and should occur in an orderly and beneficial manner in and around Killeen consistent with other fiscal and community considerations. Chief among these are utility infrastructure and public service capacities, as well as efficient land and roadway network utilization to maintain and achieve a desired urban form and character. With regard to critical public safety services, the paramount concern is the City's ability to serve its current geographic area and residents while also preparing for the service demands that will come with ongoing development and added population.

PLANNING CONTEXT

Key factors for Killeen's growth planning include:

- ★ **Southward Trend.** Unlike some communities that are dealing with growth and stretching of City services in numerous directions, Killeen will be able to focus on its primary growth area to the south in coming years. Considering the potential scope of this growth, this will be like building an entirely new City to the south of Stan Schlueter Loop. Necessary elements will include a well-planned street network, new neighborhoods and associated schools and parks, convenience commercial plus larger-scale retail centers, public

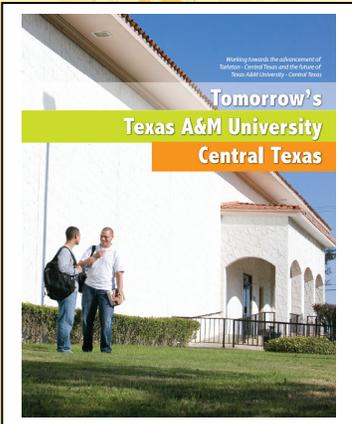


Through a special “maps and markers” workshop held at Palo Alto Middle School, Killeen residents took part in hands-on consideration of how best their community might grow in the years ahead.



facilities and institutional uses, and accommodation of industrial, office, and other job-creating uses in appropriate locations.

- ★ **South Killeen Anchor.** The gradual emergence of the Texas A&M-Central Texas university campus will provide a new focal point in the City and further solidify Killeen’s southward growth trend. The utility infrastructure and street cross sections needed to serve this scale of land use will also provide the capacity for extensive non-residential and residential development in the vicinity. It will be essential to manage this entire evolution from raw land to high-level development, centered around the State Highway 195-State Highway 201 intersection, to ensure safe and efficient traffic circulation and attractive development outcomes and public streetscapes in the university area as called for in the City’s 2005 *Future Land Use Plan* study.



Riparian areas are the area of transition between waterway edges and adjacent land. A well vegetated riparian area provides wildlife habitat, prevents erosion by stabilizing soils, filters pollutants, and provides shade to cool water temperatures.

- ★ **Working with the Land.** Given the clear direction of growth, and the progression of this growth into more varied and interesting terrain in southwest Bell County, Killeen has an opportunity to establish a “green” framework for future development. This would involve such strategies as protecting natural drainage ways and their associated *riparian areas*, and identifying unique natural landmarks and asset areas that are worthy of early public acquisition (and/or private conservation methods). Such steps would reap both environmental and very practical benefits over the long term. This includes preservation of *ecological services* that reduce the need for costly “hard” infrastructure while protecting public water supplies and other health and safety factors (e.g., storm water absorption and flooding attenuation, aquifer recharge, water quality protection, erosion control, reduced “heat island” effect of urbanization, etc.). These areas can also provide strategic park sites and valuable open space for passive recreation,

Ecological services are provided to society by natural systems, such as storing and cycling essential nutrients, absorbing and detoxifying pollutants, maintaining the hydrologic cycle, moderating the local climate, and providing areas for recreation and tourism.



ensuring that natural relief will be available amid the more intensive urban environment likely to emerge over time. Additionally, preserved open space is a prime amenity for nearby residential and non-residential development, reinforcing suburban or rural character and boosting community aesthetics and image.

KEY PLANNING THEMES

There is no doubt Killeen will continue to grow, likely still at a brisk pace, in the coming years. It is not the intent of this chapter to stop or slow the City’s growth. Rather, this Comprehensive Plan should provide a policy framework for ensuring that the anticipated growth is accommodated and managed in a way that is in the best interests of the community and its residents and taxpayers. This will require a commitment to the following principles:

- ★ **Coordinated Growth.** A new future land use map for fringe growth areas in the City limits and into the ETJ will provide a basis for coordinating a range of other community-building investments by municipal government (and others), particularly through the City’s multi-year capital improvements planning and programming. This will help to ensure that the thoroughfare network and other infrastructure and public facilities are extended and located consistent with anticipated directions, types, and intensities of new development. Additionally, coordination with Killeen ISD on future school siting is essential as it can provide opportunities for joint City parkland acquisition and development in conjunction with new campuses, as well as advance planning for area trail linkages as residential and commercial development plans take shape.



It is ironic, and ultimately unfortunate, that people who move to more remote locations just outside cities to get away from denser, in-City living can end up part of a trend that gradually erodes rural character through piecemeal, barely regulated development. This dispersed development activity can begin to impact daily quality of life as traffic increases and raises safety issues on minimally improved county roads and at intersections. Eventually, the City—and its existing taxpayers—may have to bear the burden of bringing substandard infrastructure and public facilities up to municipal

Purpose of Extraterritorial Jurisdiction

As a Home Rule municipality (greater than 5,000 population and with its own City Charter), Killeen has some authority over a larger unincorporated planning area, beyond its current City limits, which is known in Texas as the “Extraterritorial Jurisdiction,” or ETJ. In Chapter 42 of the Texas Local Government Code, the Texas Legislature declares it to be State policy that ETJs be created around cities so that municipal governments can “promote and protect the general health, safety, and welfare of persons residing in and adjacent to” the City limits. For all cities like Killeen which exceed 100,000 population, the ETJ is defined as the area contiguous to the corporate boundaries of the municipality and within five miles of those boundaries.



standards when previously developed land is annexed and such standards were not met originally.

- ★ **Fiscally Responsible Growth.** Orderly growth of a City, within the current corporate limits and ultimately into strategic portions of its ETJ, is critical to its long-term viability. A municipality has a responsibility to its residents and taxpayers to ensure a growth pattern that makes good fiscal sense, particularly in terms of the infrastructure investments needed to keep pace with growth. The integrity of public safety services must also be maintained as the service areas for police, fire, and emergency medical response are stretched by a City's geographic growth.

Killeen's recent development activity has generally been contiguous to existing developed areas of the community. Going forward, it will be essential to apply appropriate zoning in fringe areas and to use the City's annexation capabilities to ensure that Killeen continues to avoid a more scattered and "leapfrog" development pattern that can outstrip the City's ability to finance and provide necessary infrastructure and public facilities and services. Besides straining local government resources, a sprawl trend can also undermine community character and individual quality of life as traffic congestion appears in more locations (and particularly on rural roadways and at four-way-stop intersections not designed to accommodate such traffic volumes), if provision of parks and other public facilities lags behind new growth, and if older neighborhoods and commercial areas in the City lose their vitality. Also, as discussed in the Future Land Use & Character chapter, if an unbalanced development pattern takes hold at the edge of the community, with a predominance of residential rooftops and minimal commercial development, then annexation will prove increasingly difficult for the City. This is because of the general rule that large-scale incorporation of residential development areas will rarely make fiscal sense when the cost of serving them is weighed against projected new revenue to the City. This scenario would become even more problematic if primarily lower-cost housing is involved.

The challenge—and opportunity—for Killeen is how best to absorb and sustain ongoing economic development and quality new residential development while ensuring a sound financial footing for municipal government, among other community values (housing affordability, natural resource protection, downtown vitality, aesthetics and image).

- ★ **Environmentally Sensible Growth.** Killeen's urban "footprint" is expanding southward into more varied and scenic terrain that is





marked by notable high and low elevation points; a natural drainage pattern that ultimately feeds into one of the City’s primary drinking water supplies, Stillhouse Hollow Lake, and its upstream tributaries (Lampasas River and other creeks and streams); and areas with existing mature tree cover and other natural features. This trend carries with it certain environmental stewardship responsibilities. More importantly, based on the expressed desires of numerous residents, retirees, business leaders, and major employers—and with the coming of a major university campus to Killeen—there is a clear and growing market opportunity for more creative design of both residential and non-residential projects in the community’s new growth areas. This should include conservation design approaches that preserve permanent open space, capitalize on scenic vistas, and incorporate environmental features on sites as development amenities, which is happening to some extent in some newer south side projects. This is very much in line with the current green building movement across Texas and nationwide, especially through the leadership of the National Association of Home Builders (and state and local affiliates) and its National Green Building Program.

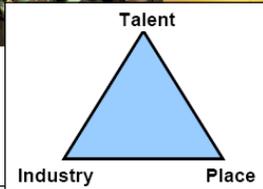
“A look at the most successful projects in any region will reveal that open space has not been wasted. Projects that feature open space are projects that sell and, at the same time, provide environmental amenities and opportunities for recreation.”

Land Development magazine
National Association
of Home Builders

Killeen’s economic development strategies highlight the need for a quality community with amenities:

**OPERATION
ECONOMIC TRANSFORMATION**

A BLUEPRINT FOR ADVANCING ECONOMIC OPPORTUNITIES IN THE FORT HOOD REGION



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

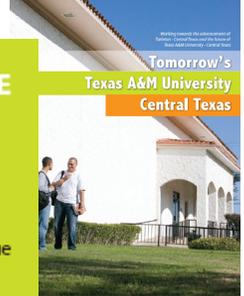
Further, the next generation workforce prioritizes differently than previous generations. For many, where they live is as important as where they work. Often, educated young professionals first choose a place to live, and then look for work.

If the next generation can work and live in multiple cities all over the world, why should they choose Central Texas?

To compete in an innovation-based, knowledge-driven economy, leaders and citizens in Central Texas must engage in a strategic discussion to ensure that their community has the quality of place amenities that attract and retain the next generation workforce.

TALENT AND PLACE

In the 21st Century information-technology economy, highly mobile and relatively affluent Americans will move to communities that fit their lifestyles and companies will follow the people. The growing number of people who place a value on technology, information and education will see college towns as communities filled with like-minded people. Smart businesses will follow the people creating a business boom in the nation’s college towns.

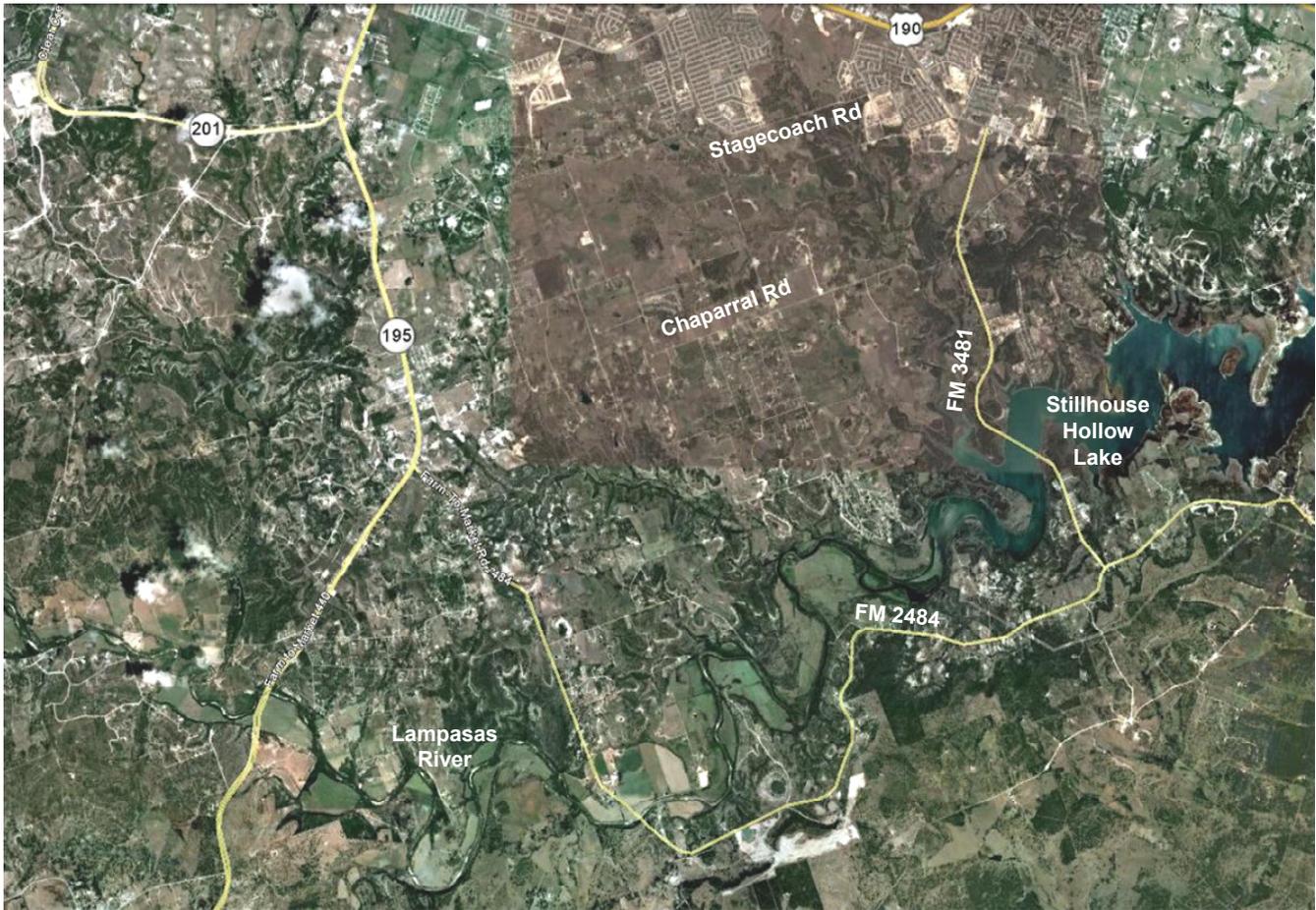


Talent 2030

How Central Texas Can Retain and Attract Its Future Workforce

June 2009

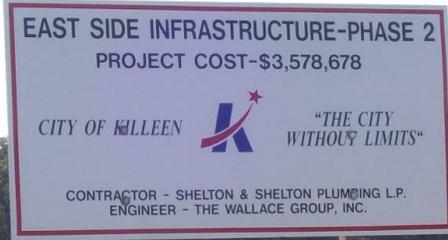




Killeen's prime southern growth area is centered roughly between Stagecoach Road on the north, Stillhouse Hollow Road (FM 3481) on the east, FM 2484 (and the Lampasas River corridor) on the south, and SH 195 on the west, as well as the SH 195 corridor itself.



New City facilities, such as this fire station on Trimmer Road between Stagecoach and Chaparral, are already setting a tone for the building quality and environmentally sensitive site design that could emerge on a larger scale in south Killeen.



The City of Killeen is investing in basic infrastructure and road improvements in preparation for the community's next several decades of growth.



Areas in the path of Killeen's southward growth are currently rural in character, and high points, areas of mature vegetation, and other natural features are prominent on the landscape.



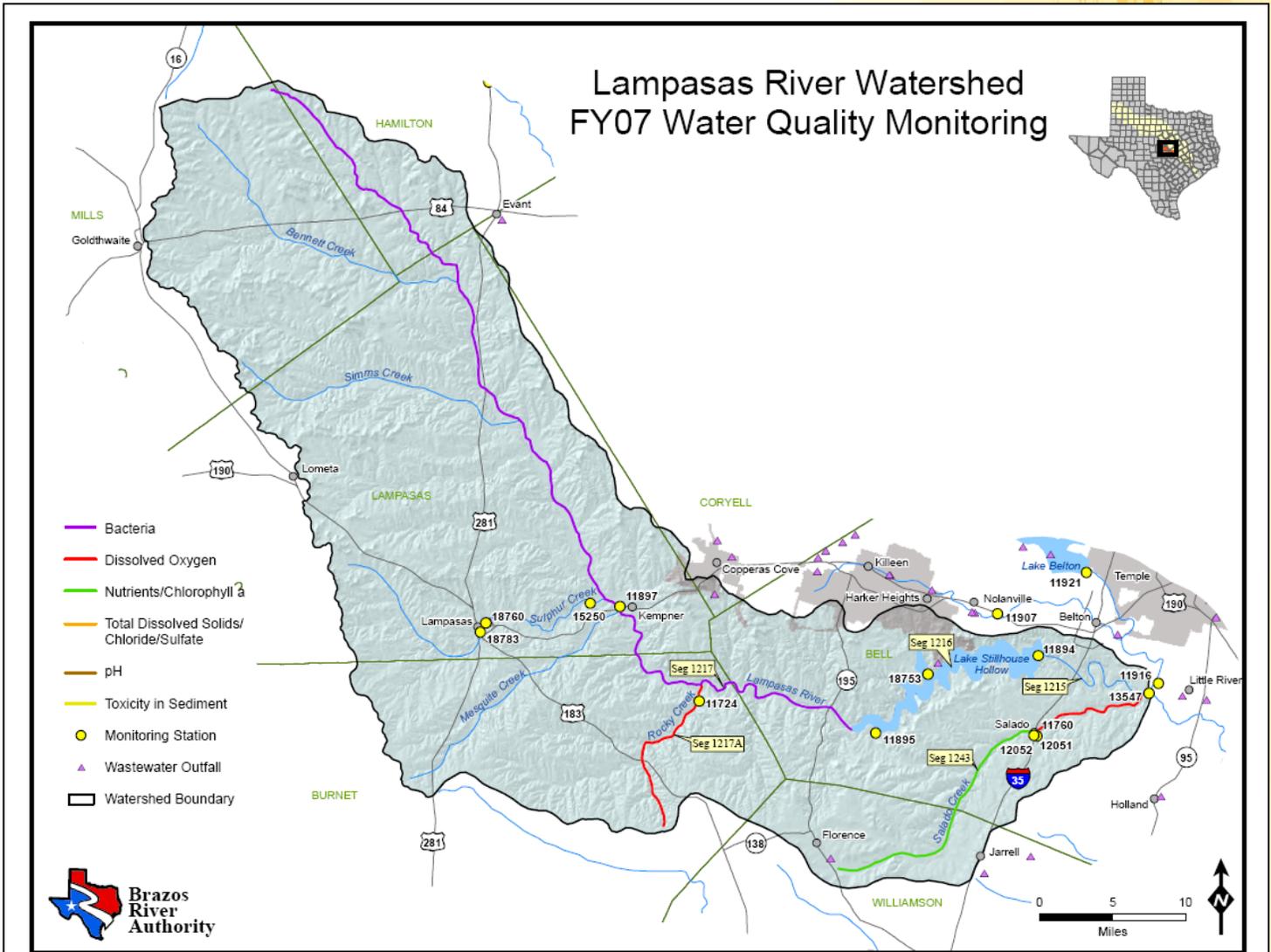
It was frequently mentioned in public discussions for this Comprehensive Plan how Harker Heights has had the advantage of more attractive terrain for its residential development, such as in this example along Stillhouse Hollow Road (above). Now that Killeen is expanding into similar landscapes on its southern fringe, good examples are emerging, such as the Spanish Oaks subdivision below, where preservation of mature trees on home lots is a hallmark of the development.





New construction in south Killeen offers examples of how natural features can be blended into residential development design or treated more as a constraint to development.





Recent water quality assessments of the Lampasas River have shown elevated bacteria levels in the segment just above Stillhouse Hollow Lake, which is an issue in various urban and rural waterways across Texas. The challenge for the future is to manage this and other water quality impairments that can result from increasing urbanization within watersheds (such as reduced oxygen and increasing nutrient levels). This will be especially critical for Killeen, not only to protect the downstream public water supply in Stillhouse Hollow Lake (which is currently in good condition), but also as the City responds to federal and state mandates related to pollutant levels in urban storm water.

MAP SOURCE: Brazos River Authority, Basin Summary Report 2007, Texas Clean Rivers Program.



To the extent that new developments at the edge of the City look no different from in-City subdivisions, despite the more rural setting in which they are located, then a great opportunity will have been lost, both for maintaining rural character over time and offering a distinctive housing option in areas that will be more challenging to serve if developed at relatively high densities.



WATER AND WASTEWATER SYSTEM GUIDANCE

Implementation of guidance procedures to ensure that Killeen provides fundamental water and wastewater infrastructure needs, maintains federal and state regulatory compliance, strategically plans for future water supply demands, and budgets for these activities must be considered a basic priority.

- ★ **Adequate Systems to Serve 2030 Population.** As citizen and business populations expand in the Killeen service area, the City should fund and complete phased improvements to the water and wastewater systems, as outlined in its Water and Wastewater Master Plan. The long-term goal is to provide utility service that is capable of serving the 2030 population projections as shown in Figure 1.9, City of Killeen Population Projections (in Chapter 1, Introduction), or as revised during the updated system planning process.



- ★ **Improvements for Ultimate Needs.** The City should plan, size, finance, and where physically appropriate install utility improvements (water and sewer lines, pump stations, etc.) to meet a service area's projected ultimate population build out rather than making periodic upgrades that result in higher service cost.
- ★ **Dynamic Master Planning.** The City's Water and Wastewater Master Plan should be re-evaluated and updated as needed (as should the Drainage Master Plan). Typically, the Master Plan should be revised every three years for moderate population growth. The Master Plan update will be required more frequently during times of major population change, differing land uses, or other demographic shifts in the community. The City should continually examine the Master Plan to determine if scheduled phased improvements and funding requirements mirror transitions in the community profile.
- ★ **Evolving Service Demands.** The City should monitor the cumulative impacts of population expansion and the development of commercial, industrial, and educational facilities on treated water demands and return wastewater flows. Findings should be correlated within the Master Plan to ensure that utility system improvements and funding requirements are focused in terms of constraints being placed upon the system from the community.

WATER SYSTEM OVERVIEW

The City is a participating member of the regional water treatment facility and contracts with Bell County Water Control and Improvement District #1 (BCWCID #1) for treatment and delivery of its water supply. The source of water for this supply is Lake Belton. The City has a contracted allocation of 39,964 acre-feet per year of raw water supply and a contracted maximum day treatment capacity of 32 million gallons per day (MGD). BCWCID #1 transmits treated water to five City take points. Daily water usage varies seasonally. The current per capita water usage is approximately 130 gallons per day (gpd). It is estimated that per capita usage will increase to 140 gpd by 2031. The City is responsible for pumping, distribution, metering facilities, regulatory compliance, and customer billing.

Action Strategies for Water System

1. **Water Treatment Capacity.** Coordinate and authorize the necessary action steps to initiate the planning, design, and construction of a 10 MGD treatment plant expansion as this process will require approximately five to eight years to complete. This action is necessary because the projected maximum day treated water demand of



32 MGD is expected to reach the City's current contract limit with BCWCID #1 in the 2015-2016 timeframe.

2. **Water Loss.** Implement an "unaccounted for and loss water" control program. The program should include, but not be limited to: leak detection activity; adoption of construction specifications and standards to reduce potential for future water losses; an aggressive water meter change-out program; upgraded pump station flow measuring equipment; a properly calibrated Supervisory Control and Data Acquisition (SCADA) system; and coordination of billing cycles from the City's water provider and internal water accounting practices.
3. **System Expansion.** Plan for additional water transmission, storage, and pumping facilities in the southern and western reaches of the current City limits given population growth patterns in these areas.
4. **Pre-Annexation Due Diligence.** Examine existing Certificate of Convenience and Necessity (CCN) constraints and the capacity and quality of the utility infrastructure of adjacent water supply systems prior to annexation of additional land and movement into new service areas.
5. **Older Water Infrastructure.** Make renovation of aging infrastructure, including phased replacement planning and funding, an integral part of the master planning process.
6. **Water Use Projections.** Pursue an update to water use projections upon any sign of significant variation from previous population trend analyses that are the basis for the area's long-range water supply planning. Killeen has contracts in place with BCWCID #1 that are projected to provide adequate raw water supply until approximately 2056, assuming that analyses of historical and expected future population trends remain on target.
7. **Long-Range Water Supply.** Seek opportunities to acquire additional water supply from BCWCID #1 and/or the Brazos River Authority through purchase of unused water rights allocations from other entities and participation in the development of new sources. This action is necessary because the Texas Water Development Board-Region G Water Planning Group has indicated, through its studies and reports, that the Central Texas area is "water short".
8. **Existing Supply.** Extend the City's raw and treated water supply through the use of conservation education training, drought contingency plans, plumbing and construction ordinances, and other mechanisms. Also actively pursue the reuse/recycling of treated effluent for application by federal, state, and municipal agencies.



WASTEWATER SYSTEM OVERVIEW

The City contracts with BCWCID #1 for treatment of return wastewater flows. The City has 21.17 MGD of contracted capacity in the BCWCID #1 Plant #3 (near Chaparral Road) and the South Nolan wastewater reclamation facilities. BCWCID #1 operates and maintains both sites and holds the Texas Commission on Environmental Quality (TCEQ) discharge permits for these operations. The BCWCID #1 2009 Water and Wastewater Master Plan indicates that the South Nolan plant has adequate capacity until approximately 2060 and that Plant #3 (near Chaparral Road) will need additional capacity on-line by approximately 2039. The City of Killeen is responsible for the operation and maintenance cost and repayment of debt service. Additionally, Killeen operates the City's wastewater collection system within the City limits. The collection system includes sewer collection and trunk mains, manholes, pump stations, and SCADA control. Various studies indicate that the daily per capita return wastewater flow ranges from 92-110 gallons per capita per day (gpcd).

Action Strategies for Wastewater System

1. **Water Inflow and Infiltration into System.** Develop and continue programs and studies to aggressively reduce inflow and infiltration (I/I) of ground and surface waters into the sewer collection system. Programs should include, but not be limited to: I/I studies; smoke testing of sewer collection pipelines; continuous flow measurements; review, upgrade, and adoption of construction specifications and standards; pressure testing of new manhole and sewer line construction; and programmed sewer collection system maintenance.
2. **System Expansion.** Plan for additional sewer interceptors and pumping facilities in the southern and western reaches of the current City limits given population growth patterns in these areas. Also consider the construction of an additional wastewater treatment facility in the southern ETJ area with permitted discharge into the Lampasas River watershed.
3. **Pre-Annexation Due Diligence.** Examine existing CCN constraints and the capacity and quality of the utility infrastructure of adjacent wastewater collection systems prior to annexation of additional land and movement into new service areas.
4. **Older Wastewater Infrastructure.** Make renovation of aging infrastructure, including phased replacement planning and funding, an integral part of the master planning process.



5. **Local Ordinance Compliance.** Ensure that sewer use ordinances are updated as required by the U.S. Environmental Protection Agency (EPA) and TCEQ and for the operation and protection of the collection system. Provide necessary compliance monitoring.
6. **Problem Discharges into System.** Continue efforts to reduce fats, oils, and grease (FOG) from being discharged into the wastewater collection system. This problem is best addressed at the source through ordinances, enforcement, and education.
7. **Coordinated Treatment Capacity Expansion.** Coordinate plans for needed treatment capacity expansion accordingly with BCWCID #1 and in conformance with the Killeen Water and Wastewater Master Plan.

ACTION STRATEGIES

This section outlines a series of potential action strategies considered by the Planning and Zoning Commission in response to the key planning themes identified for growth management and capacity:

1. Coordinated Growth
2. Fiscally Responsible Growth
3. Environmentally Sensible Growth

Also indicated for each option is the type of action(s) it involves based on five categories which represent the main ways that comprehensive plans are implemented (as elaborated upon in Chapter 7-Implementation):

- ★ Capital investments
- ★ Programs/initiatives
- ★ Regulations and standards
- ★ Partnerships/coordination
- ★ Ongoing study/planning (especially as required to qualify for external funding opportunities)

The Implementation chapter in this plan also identifies certain action items as immediate priorities to be pursued in the near term. Other action possibilities in this section may remain just that—only concepts and considerations that the City and/or community may not be ready to pursue until later in the 20-year horizon of this Comprehensive Plan, if even then. They represent action options that are available to Killeen as a Texas municipality and as acted on by other communities. However, it is recognized that they may not



be feasible in Killeen for various reasons such as potential cost, complexity, and/or degree of community support, as well as the capacity of City government to carry out certain initiatives given available staffing and other resources. With these realities in mind, the actions were grouped into three categories—basic, intermediate, and advanced—to give some initial indication of the implementation outlook. More definitive determinations will ultimately be made through City Council priority-setting, ongoing public input, and the City’s annual budget process.

More background on some action options is provided in the appendix to this chapter.

Basic Actions

1. Maintain a Growth Planning Map

- ★ Prepare and maintain a long-range Growth Planning Map for coordination across City departments and with other governments and entities.

	Regulation		Capital Improvement	●	Program / Initiative		Partnership / Coordination	●	Further Study / Planning
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2. Provide for Lot Size Averaging

- ★ To provide greater flexibility and promote resource protection and more creative design, Chapter 26 (in conjunction with the zoning ordinance) should allow proposed subdivisions to use an average lot size (by phase in the case of multi-phase projects).
- ★ This approach allows some lots to be smaller and others larger than a minimum area standard normally required of all lots, which often leads to “cookie cutter” subdivision layouts that do not work around or buffer natural features.
- ★ Besides resource protection and open space preservation, varied lot sizes can also enable a developer to incorporate a mix of housing types in a single project.

●	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination		Further Study / Planning
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3. Ensure Coordinated Planning and Public Investments

- ★ Ensure that the policy direction of this Comprehensive Plan carries through to other master planning efforts across City government, including plans for utility infrastructure, highways and streets, sidewalks and trails, bike routes, parks and recreation facilities, housing, public safety facilities, and other City facilities and projects.



- ★ Also coordinate with the Killeen Independent School District on demographic projections and campus/facility planning (and monitor the need for special area planning if KISD decides to proceed with plans for a fifth high school campus).
- ★ Also monitor actual population and development trends and various community indicators (e.g., traffic counts and collision frequency, roadway and intersection capacities, police and fire call volumes and response times, storm drainage volumes and rates in key locations, floodplain changes, water quality parameters, etc.) to detect any growth-related impacts of concern.

Regulation	Capital Improvement	●	Program / Initiative	●	Partnership / Coordination	Further Study / Planning
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4. Ensure Coordination with Key Growth Drivers

- ★ Continue routine coordination with Fort Hood and Texas A&M University-Central Texas concerning their projected population/enrollment trends and other planning initiatives and/or physical improvements that have implications for housing demand within Killeen and associated municipal service provision.
- ★ Also continue close coordination with A&M representatives and consultants regarding infrastructure and traffic planning for the new campus.

Regulation	Capital Improvement		Program / Initiative	●	Partnership / Coordination	●	Further Study / Planning
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5. Promote Green Building and Management Practices

- ★ Continue to monitor trends and practices in the building code, land development, and public facilities arenas related to “green” building and operational standards (including for energy efficiency; water conservation, capture, and re-use; waste reduction and recycling, etc.) to ensure that the City’s codes and policies promote and do not discourage such activity in Killeen.
- ★ The National Green Building Program sponsored by the National Association of Home Builders is an important resource, along with other governmental and non-profit resources.
- ★ Also continue the City’s active role and leadership in the Cen-Tex Sustainable Communities Partnership to ensure better practices and coordination across the region.

●	Regulation	Capital Improvement	●	Program / Initiative	●	Partnership / Coordination	Further Study / Planning
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Intermediate Actions

6. Continue to Pursue Advance Annexation

- ★ Continue to identify ETJ areas that are priorities for annexation into the City limits based on immediate and near-term development pressures (generally over the next 5-10 years).
- ★ These areas should be feasible for the City to serve within statutory timeframes and also make fiscal sense (projected revenue relative to costs of service extension).
- ★ ETJ areas where City utilities have already been extended should also be high priorities.

Regulation		Capital Improvement	●	Program / Initiative		Partnership / Coordination	●	Further Study / Planning
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7. Consider Financial and Strategic Reasons for Annexation

- ★ Use reliable, sophisticated cost/benefit analysis methods to evaluate the anticipated revenues and up-front and ongoing costs to the City of all proposed annexations (employing the fiscal impact model developed in conjunction with this Comprehensive Plan).
- ★ However, recognize that, in some cases, other strategic, non-financial considerations must guide annexation decisions, such as the need to exert early control over future critical growth areas or corridors, protect water supply resources or other public assets, etc.

Regulation		Capital Improvement	●	Program / Initiative		Partnership / Coordination		Further Study / Planning
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8. Protect Annexation Areas Not Targeted for Near-Term Growth

- ★ Employ growth management measures in areas the City annexes for strategic reasons or resource protection purposes to prevent premature and/or inappropriate development (e.g., agricultural zoning, no infrastructure extension, etc.).

Regulation		Capital Improvement	●	Program / Initiative	●	Partnership / Coordination		Further Study / Planning
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9. Evaluate Voluntary Annexations and ETJ Extension

- ★ Pursue opportunities to incorporate strategic areas via voluntary petition by area landowners.
- ★ Also consider voluntary requests by landowners outside the current ETJ to have the ETJ extended to their property where it suits the long-term interests of both parties.



	Regulation		Capital Improvement	●	Program / Initiative	●	Partnership / Coordination		Further Study / Planning
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10. Employ Development Agreements

- ★ Pursue development agreements in the ETJ (as authorized by Section 26-85 of the City’s subdivision and property development regulations) to influence development activity and patterns to the extent possible, especially in targeted long-range growth areas.
- ★ When and where appropriate, the City could allow a certain amount of desirable development to occur by way of utility extensions (or other interim service arrangements), but it should negotiate potential cost-sharing (per Section 26-114) and also push for voluntary compliance with development regulations and standards that apply within the City limits.
- ★ The City also can offer a guarantee not to annex the property for a stated period of time, providing leverage for other negotiable items.

	Regulation	●	Capital Improvement	●	Program / Initiative	●	Partnership / Coordination		Further Study / Planning
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11. Zone for Rural Character

- ★ Maintain the current three-acre minimum lot size in the “A” Agricultural zoning district to limit premature urbanization in incorporated areas that cannot be served by current public utility infrastructure or adequate roads for increased traffic volumes—and also to maintain a true rural character, at least for the time being, as the district name implies.
- ★ Also avoid isolated zoning map amendments that would permit by right development types and intensities that are not consistent with the predominant rural or suburban character in a broader area.

●	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination		Further Study / Planning
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12. Complete Timely Zoning of Newly Annexed Areas

- ★ Consider amending zoning ordinance Section 31-124, Newly Annexed Areas, to require that permanent zoning for such areas be recommended by the Planning and Zoning Commission to the City Council sooner than the current 12 month provision from date of annexation (e.g., 6 months maximum to accommodate instances where more detailed study is needed).



- ★ This will expedite the planning and zoning process and clarify City policy much sooner for both public and private decision-makers and property owners.

●	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination		Further Study / Planning
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13. Promote Conservation through Public (or Non-Profit) Acquisition

- ★ Use Section 26-92 of the subdivision and property development regulations more extensively to negotiate land dedications and donations that could preserve key natural features and asset areas in perpetuity.
- ★ This would also add to the City’s inventory of limited-development parkland for passive recreation uses while also maintaining “ecological services” that benefit the entire community (e.g., flooding attenuation, pollutant absorption and water quality protection, reduced “heat island” effect, intact wildlife habitat, etc.).
- ★ Alternatively, the City can recruit land trusts and conservation organizations to consider acquisition and preservation of targeted lands in the area.
- ★ Another option, for either the City or other organizations, is to negotiate a conservation easement rather than outright purchase of property.

	Regulation	●	Capital Improvement	●	Program / Initiative	●	Partnership / Coordination		Further Study / Planning
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14. Provide for Cluster and Conservation Development Approaches

- ★ Add provisions to the subdivision and property development regulations to allow for cluster development approaches.
- ★ Cluster designs provide developers and land planners flexibility to reduce lot sizes below typical minimum standards and thereby focus the proposed development footprint on only a portion of the site.
- ★ This approach may be necessary due to certain constraints on the site, or it may be intentional to bring a conservation design to market, which is increasingly popular in Texas and across the country for both retirees and in fringe development areas.
- ★ Additionally, clustering can be an important tool for preserving agricultural activity despite development pressures (and rising land prices and property tax appraisals) by allowing a rural property owner to gain greater return on his or her land by devoting a portion to housing or other non-agricultural development while keeping



much of the property in agricultural use (with appropriate buffering standards to protect both land uses).

●	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination		Further Study / Planning
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15. Consider Use of Public Improvement Districts

- ★ As a potential alternative to impact fees, consider the use of public improvement districts (PIDs) since they allow for funding of a broader range of public improvements (including streets, sidewalks, water and wastewater infrastructure, drainage facilities, and parks, as well as associated land acquisition for such improvements).
- ★ They also may be established within the ETJ, just as in the City limits, after completing statutory service planning and public hearing procedures.
- ★ Improvements are then funded through a special assessment against the property owners who principally benefit from them, in fair proportion to the level of their benefit.

	Regulation		Capital Improvement		Program / Initiative	●	Partnership / Coordination	●	Further Study / Planning
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16. Add “Dark Sky” Protections

- ★ In conjunction with the Section 26-107 requirement for street lighting plans in ETJ subdivisions, consider incorporating “dark skies” standards, as adopted by various U.S. cities, which are aimed at reducing glare and lighting spillover that detracts from a rural character in less developed areas away from the core city.
- ★ Light pollution concerns were also noted by Fort Hood personnel, especially where garrison training areas may be impacted.
- ★ Such provisions should apply to residential lighting, as well as to non-residential site design, in sparsely populated areas of the ETJ.
- ★ The City should apply the same standards in its own lighting practices for capital projects and at public facilities, and also coordinate with the Texas Department of Transportation, Bell County, and others to do the same.

●	Regulation	●	Capital Improvement		Program / Initiative	●	Partnership / Coordination		Further Study / Planning
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Advanced Actions

17. Consider Broader Use of Development Platting

- ★ Consider extending to the ETJ—or designated portions of the immediate ETJ—the development plat requirement in Section 26-9 which currently applies only within the City limits (assuming there are sufficient site development standards that would apply in the ETJ and make development platting a productive and beneficial procedural requirement).

●	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination		Further Study / Planning
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18. Promote Natural Resource Conservation

- ★ Incorporate explicit resource protection standards into the City's development regulations, and especially in the subdivision and property development regulations in Chapter 26 as the City may apply these requirements throughout its ETJ in addition to the City limits.
- ★ Applicants and City staff should then plan accordingly for subdivision layouts and development approaches that reserve natural asset areas both to preserve them and capitalize on them as development amenities.

●	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination		Further Study / Planning
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19. Consider Traffic Impact Analysis Requirements

- ★ Protect roadway capacity and safety, especially in fringe and rural areas with limited existing road infrastructure (and no near-term improvement plans), by requiring Traffic Impact Analyses (TIAs) and potential mitigation measures when proposed developments exceed a threshold size (by number of lots/units, non-residential square footage, etc.) or projected trip generation.

●	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination		Further Study / Planning
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20. Explore Impact Fee Feasibility

- ★ Investigate the feasibility of implementing development impact fees in Killeen (for water, wastewater, and/or road improvement needs).
- ★ Impact fee programs are designed to isolate, through technical analysis, infrastructure improvements or upgrades that are directly necessitated by new development, and then provide earmarked funding for completing specified capital projects (separate from the



City's overall Capital Improvements Plan that benefits existing developed plus newly developing areas).

- ★ Impact fees provide certainty by identifying specific improvements to be completed in a specified timeframe—otherwise the fees must be refunded.
- ★ Also consider other mechanisms (special utility/user fees, municipal debt options) for equitable financing of improvements necessitated by ongoing growth, along with maintenance and upgrades to existing infrastructure.

	Regulation		Capital Improvement	●	Program / Initiative		Partnership / Coordination	●	Further Study / Planning
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21. Explore Extension of Sign Regulation to ETJ

- ★ Killeen should take advantage of the opportunity afforded under Texas Local Government Code Section 216.902 to extend and enforce its sign regulations within the ETJ.
- ★ This is a critical tool for preserving the suburban and especially rural character of fringe areas around the City, as well as to protect the visual quality of various entry corridors into the community.

●	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination		Further Study / Planning
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APPENDIX

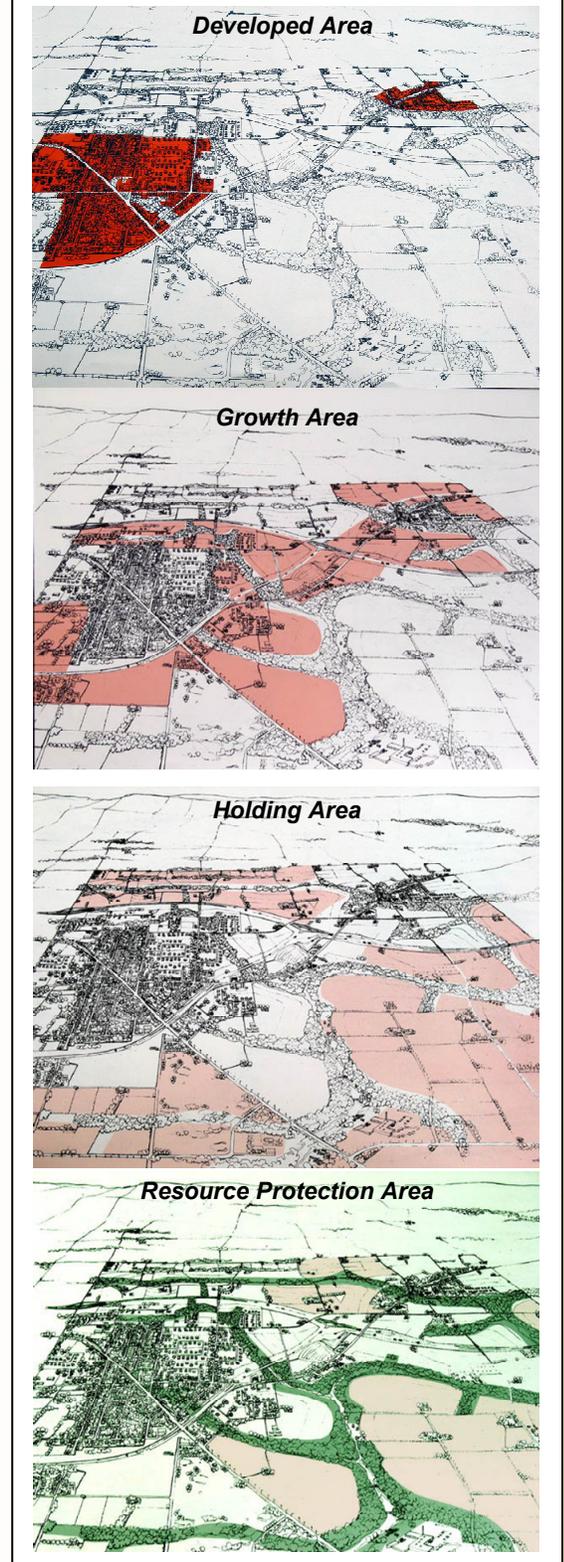
In this appendix are more details and observations on certain action options discussed within the chapter.

1. Maintain a Growth Planning Map

Beyond the core, largely contiguous developed area of the existing community (where infill opportunities are available, along with existing infrastructure and public services), the map should generally delineate: (1) Protection Areas (e.g., airport runway protection zones, Fort Hood buffer areas, streams and drainage ways and their associated 100- and 500-year floodplains, wetland areas, designated surface/ground water protection areas, steep slope and ridgeline areas, and other natural features and areas that warrant permanent protection); (2) Growth Areas, where the next 20 years of projected population growth and associated land development activity can best be accommodated and served (e.g., developable and contiguous areas south of Stagecoach Road and in proximity to arterial corridors); and (3) Holding Areas, which encompass the remainder of the ETJ and are not intended or well suited to absorb any significant growth or intensive development over the 20-year planning horizon. Examples of these categories are shown in **Figure 3.1, Growth Planning Areas**.

The Growth Planning Map is not intended as a rigid regulatory mechanism but rather as a tool for general long-range planning purposes. It is very likely that some development outside Growth Areas may make sense and cause no difficulties from a public service or fiscal impact standpoint within the 20-year timeframe. Likewise, some locations included within the Growth Areas may turn out not to be conducive for near-term development, at least with the support of City utilities and services. However, the Growth Planning Map should directly influence periodic updates to the Future Land Use & Character map in this Comprehensive Plan. Additionally, to ensure that the growth timing aspect of municipal zoning is employed effectively, a direct link should be established between character areas indicated on the Future Land Use & Character map (e.g., Urban, Suburban, Rural) and the development intensities permitted in these areas through the City's zoning ordinance and map. On a more routine basis,

FIGURE 3.1:
Growth Planning Areas





the City must also guard against zoning map amendments that, cumulatively, can lead to extensive residential development in growth areas without adequate land reserves for a balance of commercial, public, and recreational uses.

For this mapping tool to be effective as part of the City's ongoing growth management efforts, the various designated areas must be reviewed at least annually and updated, as appropriate, based on changed market (or other) conditions, economic development opportunities, ongoing capital improvements and their timing/location/capacity, annexation activity by the City, etc.

2. Provide for Lot Size Averaging

With the ability to reduce lot sizes on some areas of the site, land planners can lay out larger lots in more sensitive or scenic areas, such as along a water feature or wetland fringe, steep-slope location, or where floodplain covers a portion of the property (and also to buffer homes from a highway or railroad corridor, pipeline easement, abutting incompatible land use, etc.). The average-lot design would have the same total number of lots as a conventional layout to ensure no density increase and, therefore, no increased traffic generation or utility demands. However, density bonuses (with offsetting open space requirements) could also be offered as an incentive since lot size averaging, like clustering, can help to achieve expressed community objectives.

6. Continue to Pursue Advance Annexation

By statute, a three-year planning and "waiting" period will be required for some areas, but other areas may be exempted and eligible for much quicker annexation.

8. Protect Annexation Areas Not Targeted for Near-Term Growth

Also coordinate with individual property owners in targeted ETJ areas to promote the benefits of special non-annexation development agreements the City must offer, prior to annexation proceedings, to those owners who maintain a Texas Tax Code exemption on their property for agriculture, wildlife, and/or timber land management (per Texas Local Government Code Chapter 43, Section 43.035). Owners who accept the agreement must commit to forego any development activity (other than maintaining an existing single-family residence on the property). In turn, the City can put off annexation for the term of the agreement (up to 15 years) and, significantly, is also able to enforce its planning and development regulations so long as they do not interfere with the tax-exempted use of the property. If an owner does not accept the agreement, then the City can proceed with annexation as appropriate.



12. Complete Timely Zoning of Newly Annexed Areas

Where it is the City’s intent not to encourage significant or intensive development in the near term, such as in Protected or Holding Areas as indicated on the Growth Planning Map, then the interim agricultural (“A”) zoning should be validated and established by ordinance expeditiously versus waiting up to one year after annexation.

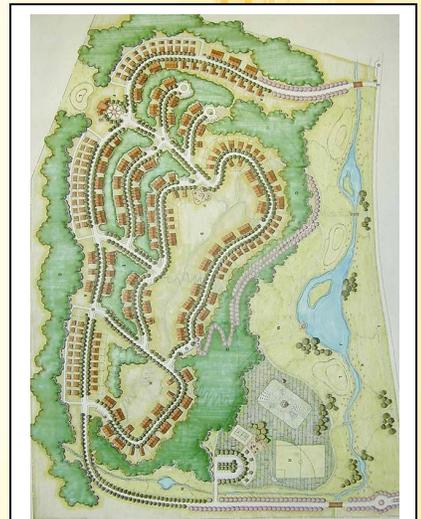
13. Promote Conservation through Public (or Non-Profit) Acquisition

As described by the Texas Parks & Wildlife Department in a related guidebook, a conservation easement “is a restriction landowners voluntarily place on specified uses of their property to protect natural, productive or cultural features. A conservation easement is recorded as a written legal agreement between the landowner and the ‘holder’ of the easement, which may be either a nonprofit conservation organization or government agency.” Such easements can help to reassure prospective owners of new homes—and nearby rural land owners—that large, contiguous areas of undeveloped land will be preserved for a specified time to maintain a particular character as further growth is absorbed in the vicinity.

14. Provide for Cluster and Conservation Development Approaches

Clustering results in better land utilization by preserving natural assets while still allowing some degree of development on constrained sites, which provides return on investment to property owners and addresses area housing needs (including incorporation of townhomes, patio homes, and other housing options in a well-planned setting). In the best designs, natural features are preserved and incorporated as development focal points and amenities, thereby adding value for both the developer and home owners over time, especially when homes and/or other uses are arranged and oriented to take advantage of open space views. By setting aside natural areas and open space, cluster designs are also effective at reducing both storm water runoff and water quality impairment. Better drainage practices can reduce site infrastructure costs, and more compact development generally requires less linear feet of street, water and sewer lines, sidewalks, other utilities, etc.

Given the diversity of terrain in Killeen’s growth areas and ETJ, several levels of alternative subdivision design should be outlined: “cluster,” “conservation,” and “preservation” options. The operating principle is to trade density for open space—with “open space” meaning all the non-built, non-paved/pervious portions of a site. The increased concentration of units/buildings allowed through each successive category would be offset by a higher open space requirement for the overall site. Particularly for suburban and rural character areas, this is meant to ensure



Example of conservation design in a subdivision layout.



compatibility of the development with area character, with more space on the site automatically set aside for buffering purposes. As with lot size averaging, various incentive provisions can be incorporated directly into the standards to promote use of clustering on sites where a conventional layout would work against community character and resource preservation objectives. Incentive possibilities include density bonuses, reduced building setbacks, narrower streets, and greater reliance on natural infiltration and drainage versus “hard” infrastructure to handle storm drainage. Cluster development methods should be promoted with applicants at the concept plan stage and through educational seminars for area land planners and developers.

15. Consider Use of Public Improvement Districts

Public Improvement Districts (PIDs) may prove feasible as a means for meeting infrastructure needs within designated growth areas where the City is not yet prepared to commit capital resources to extend services— or where City/PID cost-sharing arrangements can expedite such extensions and/or make more improvements possible. Governing statutes also provide for annual budgeting and review of the assessment plan, as well as ongoing service plan updates and associated capital improvements planning.

16. Add “Dark Sky” Protections

Resource information is available through the International Dark-Sky Association (IDA) and the Illuminating Engineering Society (IES), which has produced a model lighting ordinance (also to promote energy conservation).

17. Consider Broader Use of Development Platting

Section 26-8 provides broad authority to adopt “general plans, rules, or ordinances governing development plats of land within the limits and in the extraterritorial jurisdiction” of the City. Given the lack of zoning authority in ETJ areas in Texas for either cities or counties, this makes municipal subdivision regulations even more crucial for establishing appropriate development standards in the City’s long-term growth areas (recognizing that Section 212.003 of the Texas Local Government Code prohibits cities from applying typical zoning provisions in the ETJ through subdivision regulations, including regulation of land use, building bulk and scale, and residential density). This would also provide a vehicle, through Section 26-11, for ensuring effective implementation of potential rural development standards in the ETJ versus in-City standards (e.g., narrower street sections, different or waived sidewalk requirements, drainage via swales, etc.).



18. Promote Natural Resource Conservation

Incorporate explicit resource protection standards into the City's development regulations, and especially in the subdivision and property development regulations in Chapter 26 as the City may apply these requirements throughout its ETJ in addition to the City limits. This should include a broader purpose statement in Section 26-3 to include natural resource considerations (beyond generic language on "general welfare" and "safe, orderly, and healthful development of the city"). Specific criteria should also be added that address ecological factors in a holistic manner, in accord with Low Impact Development principles. This should include decision-making guidance for assessing potential development impacts and mitigation options during the early stages of subdivision design and site planning and associated City reviews. More explicit criteria can build upon relevant language already found in Sections 26-91 regarding lot, block and street layout and 26-101 regarding the location and design of street networks.

In sum, Chapter 26 should do more than just spell out the mechanics of preparing land for development and transfer of ownership. It should also emphasize that the subdivision and development platting process is the time to consider the natural conditions and ecological assets and functions existing on a site and determine its basic development capacity and suitability. Applicants and City staff should then plan accordingly for subdivision layouts and development approaches that reserve asset areas both to preserve them and capitalize on them as development amenities.

20. Explore Impact Fee Feasibility

Impact fees are similar to special assessments except that they are charged to new development as it is approved rather than to all property owners within a particular area. In this way, impact fees can be particularly appropriate in portions of the City's defined growth area for which there are no other definitive capital improvement plans, thereby helping to ensure that new development does not exhaust existing available infrastructure capacities. This also enables development to occur consistent with the City's growth plan, but without committing the City to construct infrastructure prematurely before actual development emerges. Governing statutes also prevent fee revenue from being spent on operation and maintenance of existing facilities and other activities not related to serving new development.

Impact fees are not a cure-all for infrastructure financing because cities often set their impact fees below the maximum allowable level, and the resulting fee revenue only supplements other City expenditures that are usually necessary to fully fund needed capital improvements. But impact fees do help to internalize into land development and real estate



transactions more of the true costs of bringing new residential units or non-residential space to the market, for more direct payment by those actually creating the market demand.



CHAPTER 4 MOBILITY



Successful community building depends upon a well-planned transportation system, whether done this way consistently in the past or brought up to par through ongoing retrofitting and improvements as the community grows. The system must address basic mobility needs at all levels, from the cross-town traveler needing a direct and uncongested route to the neighborhood resident focused on safe streets and convenient access to nearby, routine destinations. Options are essential, both in terms of ways to move around the city (driving, via transit, and by bike or on foot) and multiple, alternative paths to get places.

The purpose of this chapter is to ensure orderly development, extension, and improvement of Killeen’s transportation system, both in the City’s corporate limits and in current and future growth areas in the extraterritorial jurisdiction (ETJ). The approach is “multi-modal” by considering not only facilities for automobiles but other modes of transportation as well, such as pedestrian and bicycle circulation, public transit, and freight movement. As noted above, the geographic scope runs the gamut from local neighborhood streets to major arterial roadways, plus linkages to the rest of Texas and the world through regional expressways, airport facilities, and the potential for high-speed passenger rail connections in the future.

This chapter also works hand in hand with the Future Land Use & Character chapter by highlighting the need to establish and protect the distinct character of particular districts, neighborhoods, and corridors. From the transportation perspective, this is accomplished through roadway design that is sensitive to its natural and built surroundings, as well as through a commitment to “complete streets” and related improvements in areas where walking, biking, and/or transit use are as much or more important than getting places by car. Certain targeted improvements, such as landscaped esplanades along busy corridors, not only boost traffic safety but also enhance the community’s appearance and image.



Thoroughfare Plan

The City of Killeen maintains a previously adopted Thoroughfare Plan map (as last revised on June 22, 2010). The plan indicates the existing and proposed alignments of, and associated dimensional standards for, five street classifications:

- Principal Arterials (110 feet of right of way)
- Minor Arterials (90 ft of ROW)
- Collectors (70 ft of ROW)
- Marginal Access (50 ft of ROW)
- Local (50 ft of ROW)

It is important to note that the actual alignments of extended and planned new roadways will likely vary somewhat from the plan map and will be determined through the subdivision development process and the preliminary engineering phase of design. Slight modifications to facility locations, such as a shift of an alignment several hundred feet one way or another or changes in roadway curvature, are warranted and accepted as long as the intent of the Thoroughfare Plan to provide system connectivity and appropriate types of facilities is not compromised. The map is mainly a planning tool to enable the City to preserve future corridors for transportation system development as the need arises.

PLANNING CONTEXT

Key factors for mobility planning in Killeen include:

- ★ **Growth Impacts.** Killeen’s phenomenal population growth of recent years has put more and more people on the City’s street system each day to get to and from work, school, shopping, and countless other destinations. Some of this traffic growth has occurred in areas with roads and infrastructure that were not always ready to accommodate it. The City has responded with capital improvements aimed at increasing roadway capacity. At the same time, streets and sidewalks in older areas of the community will continue to need attention as their useful life winds down. As noted in the Future Land Use & Character chapter, traffic patterns and congestion “hot spots” in Killeen are also influenced by the limited commercial development that has emerged to date in new growth areas, causing residents there to travel especially to the U.S. 190 vicinity for their shopping and service needs. The geographic expansion of the City’s developed area also stretches the service areas for police and fire response and highlights the importance of a well-connected street network to maintain emergency circulation and access.
- ★ **Ongoing Improvements.** Key corridors such as Stagecoach Road, West Elms Road, and Rosewood Drive are the focus of City improvement projects to keep up with area development and eliminate gaps in the major street network. Residents generally welcomed this progress in public discussions for this Comprehensive Plan. However, some also noted their concerns about safety, especially of schoolchildren and others, where roadway widening and improvements help with traffic flow but do not necessarily contribute to safer crossing or pedestrian or bike activity. The potential for off-street trail links, both for mobility and recreation purposes, was mentioned often in this context, along with more attention to well-marked crosswalks in key locations.
- ★ **Fiscal Pressures.** Though confronted with so many legitimate needs to enhance mobility and safety in new and older areas of their communities, cities in Texas and across the nation are under increasing pressure to fund such “big ticket” improvements locally. Federal and state resources—and transportation financing mechanisms in general—are stretched to the limit. And in a state growing as rapidly as is Texas, competing demands for external funding are substantial, and ever increasing, statewide.
- ★ **Significant New Traffic Generators.** As Killeen works to upgrade and better connect its thoroughfare system, important new anchor



uses will be added to the mix that will alter traffic patterns in key areas and create new demands. Perhaps the most significant of these, though it will emerge gradually over time, is the new campus for Texas A&M University-Central Texas at the southwest corner of State Highways 195 and 201. The challenge here will be to accommodate new vehicular circulation patterns while also planning for safe and effective pedestrian and bicycle circulation plus transit activity that is the hallmark of a well-planned campus environment. The SH 201 corridor is also expected to draw further economic development driven by airport growth and Fort Hood spin-off activities. Funding was recently allocated for a grade-separated interchange at the 195-201 intersection, which will improve both traffic flow and safety. Additionally, adding to the daily traffic flows in Killeen associated with Fort Hood will be a recently announced new military hospital that is expected to serve the garrison's 55,000 soldiers and nearly as many military retirees, along with 67,000 military families.

- ★ **Airport Expansion.** With the successful transition to a joint-use commercial/military facility in Killeen-Fort Hood Regional Airport, Killeen is poised to gain further significance as an air travel destination and feeder point for the State's major hub airports. This trend, together with ongoing planning for an eventual second runway, has implications for traffic growth in the airport vicinity, especially in terms of hoped for economic development. Express and/or circulator transit services could also play a larger role in the airport's future mobility picture.
- ★ **Central Texas Passenger Rail Potential.** High-speed rail in Central Texas and beyond still has major financing and practical hurdles to overcome. However, there does appear to be a gradual shift in thinking and support for greater U.S. capital investment, both public and private, in upgraded rail infrastructure for both economic development reasons and given an uncertain energy future. Such investments would address the efficiency and capacity of the freight rail system and could also make it possible to expand the reach—and the potential operating speeds—of even conventional passenger rail service. Killeen would seem to be a logical passenger rail hub, with strong institutional partners (military, university) in its corner.
- ★ **I-35 Corridor Links.** It is anticipated that better highway connections between a growing Killeen and the Austin metropolitan area will emerge in the years ahead, which should also provide some relief for the Central Texas Expressway. The entire stretch of State Highway 195 southward toward Interstate 35 will eventually be improved to a complete four-lane, divided cross section. Options for



extending State Highway 201 eastward for a new I-35 connection also remain under consideration, although terrain and jurisdictional issues add difficulty in this direction.



Lack of continuity and connectivity in the street network is an inherited problem in some areas of Killeen that will need to be overcome through better thoroughfare planning and implementation in newer growth areas—while also opening links in older areas, where feasible.



Homes fronting directly onto busy streets are a concern in various areas of Killeen, both for roadway capacity and safety reasons, as well as for the longer-term value and appeal of these properties for residential use.



Capital improvements are proceeding to upgrade roadway corridors that have substandard cross sections and designs to accommodate the traffic demands generated by Killeen's recent growth. As in the situation above, roadway capacity and driving safety are enhanced through more and wider lanes, curb and gutter versus an undefined road edge, and better surfacing and provision for drainage.



As Killeen grows toward the 200,000 population mark in coming decades, a more extensive and carefully-routed public transit system will be vital to reduce peak-hour congestion around key traffic-generator locations and to offer more mobility options, especially for residents who do not own automobiles.



In this aerial view of newly developing residential areas in southwest Killeen, the street system layout puts significant traffic pressure on a single roadway, Golden Gate Drive (highlighted in blue), as the primary access route to numerous homes in the vicinity. Additionally, homes front directly on this busy street, creating numerous potential conflict points between through traffic and vehicles entering and exiting driveways that line the street on both sides—not to mention with neighborhood pedestrians and bicyclists. Furthermore, Golden Gate is a perfectly straight street for its three-quarter mile length from Clear Creek Road (SH 201) until its “T” intersection with Bridgewood Drive, which can lead to speeding issues and eventual calls for after-the-fact traffic calming measures to overcome this undesirable street design.





Good sidewalk connections and crosswalk locations are critical elements in the vicinity of schools to ensure the safety of kids and others on foot, as illustrated in the contrasting situations above (without sidewalks) and below (with sidewalks). The availability of such safe routes can also encourage more walking and biking and reduce local vehicle trips on neighborhood streets.





True coordination of land use and transportation infrastructure requires that street cross sections and design relate to the context of the surrounding area, particularly the development character. The downtown street scene above is distinguished by zero-setback buildings framing the street, extensive on-street parking (angle spaces in this case), and a pedestrian orientation through wider sidewalks and other streetscape amenities (landscaping, pedestrian-level lighting, awnings, benches and other street furniture, etc.).



The street above, in the Killeen Business Park area, has a cross section and surface design geared toward heavy vehicle traffic and the needs of the businesses and industrial land uses to which it provides access and circulation. While serving this primary function, the street also includes sidewalks, separated from the vehicle lanes by a parkway strip, and street trees planted within this buffer strip. On the other end of the spectrum, the street below is narrower, less formal (no striping), and framed by vegetation versus buildings to set the tone for a quieter, residential character area.





KEY PLANNING THEMES

Mobility issues will continue to be a challenge for Killeen, especially as the City expands southward and commercial development gradually emerges in areas that are almost purely residential, or sparsely settled, today. Based on the concerns and hopes expressed by residents, public and private leaders, and key community stakeholders and investors—from Fort Hood representatives to small business owners—Killeen must act, through this new Comprehensive Plan, on the following basic principles:

- ★ **Connectivity and Options.** Killeen must learn from the lessons of past growth and development patterns and ensure a future roadway network with continuity of major streets, avoidance of thoroughfare offsets (e.g., from W.S. Young to Featherline at Stagecoach), and multiple, complementary options for north-south and east-west circulation. The associated sidewalk and bikeway/trail systems must also be well-connected to offer a viable alternative to vehicular travel, especially for shorter-distance and convenience trips. For the older, developed areas of the City, enhanced access to downtown is frequently mentioned as a priority. As Killeen grows southward over the longer term, circulation across and in the vicinity of the Lampasas River will be a particular planning challenge.
- ★ **Capacity.** Especially on the south side, as Killeen proceeds to develop an almost entirely new street network that will support many decades of future growth, it will be essential to protect the traffic-carrying capacity of this system. In addition to careful implementation of access management policies and regulations, this can also include coordination of future school locations relative to primary roadways and appropriate planning and zoning for property that could be impacted someday by eventual road widening and/or interchange construction. Increasingly important in all large cities is phased investment in Intelligent Transportation System (ITS) technologies to better manage available capacity without costly and potentially disruptive physical changes. Remedial measures are needed along established corridors such as W.S. Young, as well as constrained intersections along the U.S. 190 corridor and elsewhere in the community.
- ★ **Safety.** This is a fundamental concern of Killeen residents and must be addressed on a variety of levels:
 - Safe crossing of major streets.
 - School-area safety.
 - Neighborhood traffic issues and calming strategies.
 - Street and trail system lighting.



- Emergency response times and accessibility.
 - The safety (versus capacity) aspect of access management policies, which aim to reduce conflict points and accident potential along busy corridors.
 - Rail corridor/crossing safety.
- ★ **Compatibility.** In conjunction with policies and strategies in the Future Land Use & Character chapter, Killeen must ensure that its mobility system reinforces community, corridor, and neighborhood character rather than turning a blind eye to or undermining it. This is not only about aesthetics. It is mostly about the quality and sensitivity of engineering design so that other objectives besides traffic capacity and flow are addressed. This is especially important in “greenfield” growth areas where the thoroughfare system, together with zoning strategy and utility infrastructure provision, can set a tone for the area’s long-term development pattern and character. Significantly, some residents in newer growth areas wish to see “neighborhood centers” that would bring shopping and services closer to home and reduce the need for longer trips. Meanwhile, other residents wish to maintain the more semi-rural atmosphere of their area and are willing to drive longer distances to avoid any commercial activity nearby.
- ★ **Coordination and Sustainability.** Given the funding realities and fiscal pressures noted earlier in this chapter, partnerships are more important than ever in mobility planning and project implementation. Fortunately, Killeen has potential partners all around, starting locally with Fort Hood, Texas A&M University-Central Texas, Killeen Independent School District, and other business, non-profit, and advocacy groups, and then working outward to encompass other area cities, Bell County, Killeen-Temple Metropolitan Planning Organization, Hill Country Transit, and ultimately the Texas Department of Transportation. Looking inward, Killeen must also be ready to explore alternative financing strategies that are available for fast-tracking mobility improvements and reducing the impact on existing residents and taxpayers. Finally, as emerging needs and new projects are contemplated and evaluated, ongoing operation and maintenance costs must always be factored in to ensure that the City’s capital investments can be sustained over the long term.



Trails Plan Map

In conjunction with the Comprehensive Plan process, City of Killeen staff refined a proposed **Hike and Bike Trails Map** which depicts a planned city-wide trail network for the community to work toward over time. The Trails Map will:

- Support identification and prioritization of specific trail projects for inclusion in the City's Capital Improvements Program and other implementation mechanisms.
- Promote coordination between street and utility infrastructure projects and potential trail improvements, as well as with ongoing park system planning and enhancements.
- Provide the basis for grant applications and pursuit of other external funding and partnership opportunities.

The proposed Hike and Bike Trails Map is considered a part of this Comprehensive Plan, by reference, and will be adopted in conjunction with this plan. Future review and map amendments should occur in conjunction with periodic Comprehensive Plan amendments, or be presented to City Council for interim approval just as occurs with the City's Thoroughfare Plan map.

ACTION STRATEGIES

This section outlines a series of potential action strategies considered by the Planning and Zoning Commission in response to the key planning themes identified for mobility:

1. Connectivity and Options
2. Capacity
3. Safety
4. Compatibility
5. Coordination and Sustainability

Also indicated for each option is the type of action(s) it involves based on five categories which represent the main ways that comprehensive plans are implemented (as elaborated upon in Chapter 7-Implementation):

- ★ Capital investments
- ★ Programs/initiatives
- ★ Regulations and standards
- ★ Partnerships/coordination
- ★ Ongoing study/planning (especially as required to qualify for external funding opportunities)

The Implementation chapter in this plan also identifies certain action items as immediate priorities to be pursued in the near term. Other action possibilities in this section may remain just that—only concepts and considerations that the City and/or community may not be ready to pursue until later in the 20-year horizon of this Comprehensive Plan, if even then. They represent action options that are available to Killeen as a Texas municipality and as acted on by other communities. However, it is recognized that they may not be feasible in Killeen for various reasons such as potential cost, complexity, and/or degree of community support, as well as the capacity of City government to carry out certain initiatives given available staffing and other resources. With these realities in mind, the actions were grouped into three categories—basic, intermediate, and advanced—to give some initial indication of the implementation outlook. More definitive determinations will ultimately be made through City Council priority-setting, ongoing public input, and the City's annual budget process.

More background on some action options is provided in the appendix to this chapter.



Basic Actions

1. Continue Ongoing Planning

- ★ Refine the Thoroughfare Plan for particular areas as more detailed corridor and/or special area studies and plans are prepared in follow-up to this Comprehensive Plan.
- ★ Also prepare a comprehensive Transportation Master Plan, similar to the regional KTMPO plan, which assesses all aspects of the City's multi-modal mobility systems, infrastructure, and management practices.

	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination	●	Further Study / Planning
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2. Utilize Transportation System Management

- ★ Continue to conduct targeted studies and invest in technology, equipment upgrades, and other solutions aimed at maximizing the efficiency of the existing transportation system (such as the recent grant award that enabled the City to recalibrate and better synchronize traffic signals to improve traffic flow along certain corridors).
- ★ As the region continues to add population and overall vehicle miles traveled (VMT) rise, various travel demand management measures can also be implemented in conjunction with KTMPO, TxDOT, and other public and private partners to mitigate peak traffic periods and congestion problems (e.g., real-time traffic information and incident alerts, ride-sharing programs, flexible work schedules, etc.).

	Regulation	●	Capital Improvement	●	Program / Initiative	●	Partnership / Coordination	●	Further Study / Planning
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3. Require Development Screening without Eliminating Local Circulation

- ★ Screening devices required in various sections of the zoning ordinance (e.g., Section 31-250, 31-280, etc.), especially to screen new non-residential development from nearby residential development, should include provisions for gaps where the screening device is a permanent wall or fence barrier. Otherwise, the mandated screening device, while serving a legitimate purpose to increase land use compatibility, can also eliminate completely the ability for residents to travel directly and safely between neighborhoods and nearby commercial areas by means other than vehicles.
- ★ This effective barrier to bicycle and pedestrian circulation is built into Killeen's current screening provisions since Section 31-280(b) advises that, "Insofar as it is practical, such screening device shall be erected



along the entire length of the common line between such business property and the abutting residentially zoned property.” The screening requirements should allow for gaps in a screening barrier at certain maximum intervals, typically with some horizontal overlap of wall/fence segments where the gap is provided so the visual screening function is preserved. Where screening and buffering is allowed to be accomplished with vegetation versus walls/fences (as provided for in Section 8-512 of the City’s Building and Construction Regulations), pedestrian/bicycle circulation through the landscaped area can also be addressed in the buffer design. The key point is to avoid total separation of uses on either side, thereby eliminating any direct, non-vehicular access.

●	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination		Further Study / Planning
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4. Promote School Area Safety

- ★ Continue coordination with KISD and private schools to manage bus traffic and vehicle queuing associated with peak-hour drop-off and pick-up activity, ensure the safety of students and parents on foot and on bikes, and to control on-street and overflow parking in campus areas.
- ★ Also monitor and prepare for future TxDOT Calls for Projects for the Texas Safe Routes to Schools (SR2S) program to secure external funding support for safety-related improvements.

	Regulation		Capital Improvement	●	Program / Initiative	●	Partnership / Coordination		Further Study / Planning
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5. Continue Leadership and Coordination on Mobility Needs

- ★ Continue to take an active leadership and advocacy role in KTMPO, with TxDOT and other agencies, and through other economic development and mobility alliances and initiatives focused on securing funding and strategic improvements for the region and Central Texas.
- ★ Also maintain active involvement in early conceptual planning and/or evolving designs for key corridors including U.S. 190-Central Texas Expressway (further widening and improvements through Killeen), SH 195 (widening and improvements in Williamson County), and any potential new linkage to IH-35 via an extension of SH 201.
- ★ Also continue to nurture special relationships with Fort Hood, the Texas A&M University System, Hill County Transit District (The HOP), Central Texas Trails Network, and other partners that can lead



to further investment in key highway interchanges, airport facilities and amenities, transit service and facility upgrades, regional trail connections within Bell County, and bicycle/pedestrian projects (including through periodic funding rounds of the transportation enhancement and Safe Routes to Schools programs), as well as potential future passenger rail initiatives benefitting Central Texas.

- ★ Close coordination with Texas A&M University-Central Texas will be especially crucial in coming years to ensure sound access and circulation plans for the new campus, effective transit linkages between the campus and the broader community (as well as potential shuttle service over time in the immediate campus vicinity), carefully located and well designed bicycle and pedestrian routes, and planning for peak-traffic events as the campus grows in coming years (especially given the anticipated location of all major athletic facilities near SH 195 and the SH 195-SH 201 interchange). Careful coordination of new development patterns in the area will also be essential, to accommodate off-campus housing needs and associated retail and services, emerging hospitality uses (hotels, restaurants, etc.), and possible mixed-use development nodes that will be especially conducive for transit service and a more walkable setting and urban atmosphere near the campus.

	Regulation		Capital Improvement		Program / Initiative	●	Partnership / Coordination	●	Further Study / Planning
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Intermediate Actions

6. Implement Intersection Improvements

- ★ Recognize the significance of intersections in maintaining an efficient and safe transportation system, especially where roadway widening or other capacity enhancements are not practical along the overall corridor.
- ★ Also identify and prioritize those intersections in the community that have the most pedestrian and bicycle activity and determine what safety improvements may be needed (e.g., marked, signed, and/or signaled bike/ped crossings; pedestrian-actuated signal detectors, bikeway signage, retro-fitting of wheelchair ramps).

	Regulation	●	Capital Improvement	●	Program / Initiative		Partnership / Coordination	●	Further Study / Planning
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7. Control Roadway Access

- ★ Determine the need for more stringent access management policies and standards (at the municipal level, as a supplement to TxDOT



requirements on state-maintained roads) for new development and redeveloping sites to maintain traffic capacity, reduce conflict points, and enhance safety along the City’s major thoroughfares.

- ★ Potential priorities are greater use of marginal access (“backage”) roads parallel to primary arterials (as indicated on the Thoroughfare Plan map), and installation of medians in place of continuous center left turn lanes in selected locations to control turning movements and increase safety.
- ★ Esplanades also provide an intermediate refuge area for pedestrians and bicyclists crossing major streets, and they can enhance corridor aesthetics when landscaped or improved with other design treatments.

●	Regulation	●	Capital Improvement		Program / Initiative		Partnership / Coordination		Further Study / Planning
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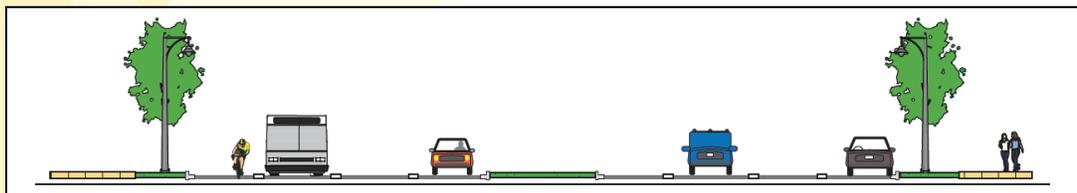
8. Consider a Concept Plan Requirement

- ★ Amend the subdivision and property development regulations to require submittal of an initial concept plan for all anticipated phases of larger-scale subdivision and development projects.
- ★ Without an overall concept, City planning and engineering staff are not able to complete a holistic evaluation of the potential future street network in the wider vicinity in light of the development plan.
- ★ This should include a variety of mobility considerations, including emergency and service vehicle access and circulation, connectivity between neighborhoods, pedestrian and bicycle circulation, transit service potential, school bus routing, etc.

●	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination		Further Study / Planning
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9. Adopt a “Complete Streets” Approach

- ★ Adopt a “Complete Streets” policy for new and reconstructed roadway corridors, where appropriate. Under this philosophy and approach, which is being implemented in jurisdictions nationwide, more effective corridor design and operation—and usually a wider right-of-way—provides for the mobility and safety of users of the transportation system and not just automobile traffic.





- ★ As described by the National Complete Streets Coalition (www.completestreets.org), elements of Complete Streets can include: sidewalks/trails, bike lanes, raised crosswalks, wide shoulders, refuge medians, audible pedestrian signals, sidewalk bulb-outs, pedestrian amenities, special bus lanes, bus pull-outs, shade and shelter, and trees and landscaping.

	Regulation	●	Capital Improvement	●	Program / Initiative	●	Partnership / Coordination	●	Further Study / Planning
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10. Use a Thoroughfare Plan Approach for Implementation of Bicycle/Pedestrian Network

- ★ A map of planned alignments and improvements comprising an eventual community-wide network for pedestrian and bicycle circulation should be formally adopted by the City Council so it can function just as a Thoroughfare Plan does.
- ★ It is then well-established practice by cities in Texas and elsewhere to require linear land dedications during subdivision and/or development platting, as well as construction (on a proportionate basis) of associated trail or bikeway segments in some cases, in accordance with City specifications.
- ★ Compensation and/or cost reimbursement provisions can also be included for cases where the dedication or construction disproportionately affects a particular site.
- ★ The bike/ped system should also be developed similar to a community's thoroughfare network, with primary and secondary alignments established and designed according to their anticipated system role and utilization level—and with principal segments usually built first, followed by secondary linkages.

●	Regulation	●	Capital Improvement	●	Program / Initiative		Partnership / Coordination		Further Study / Planning
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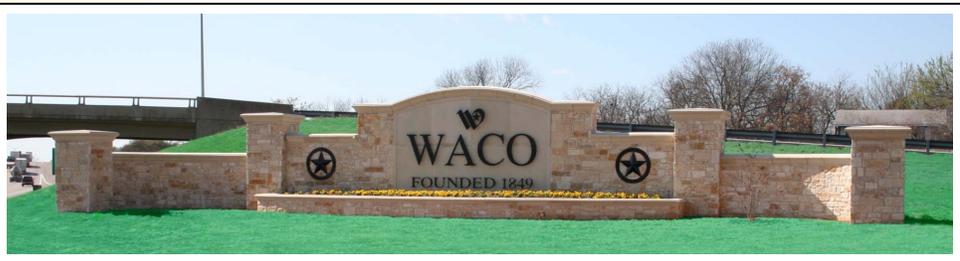
11. Apply Context-Sensitive Corridor Design

- ★ In coordination with the Texas Department of Transportation (TxDOT), insist on Context-Sensitive Design (CSD) approaches in all construction and rehabilitation project involving the community's primary, high-profile corridors. This includes U.S. Highway 190 and Business 190-Veteran's Memorial Boulevard, SH 195, SH 201-Clear Creek Road (especially in the Regional Airport and Texas A&M University-Central Texas vicinities), FM 3470-Stan Schlueter Loop, and FM 439-Rancier Avenue.
- ★ The City should also require a CSD approach for all major roadway projects implemented through the City's Capital Improvements Plan



and/or through economic development incentives or other City programs so that the resulting transportation infrastructure is consistent with—and enhances—area character.

- ★ Enhanced design is particularly critical at all major community entry locations which, in addition to the corridors cited above, include “gateways” into Killeen from the south and east on Stagecoach Road, W.S. Young Drive, and Trimmier Road, as well as the prominent future interchange at SH 195 and SH 201.



- ★ Another prime example is the pending project to make Rosewood Drive a continuous minor arterial on the City’s east side. This offers a unique opportunity to adopt a broader notion of corridor design that could incorporate a multi-modal street cross section to accommodate vehicles, bicyclists, pedestrians, and transit vehicles; recreational amenities via a parallel linear park and/or preserved open space along the creek corridor; innovative storm water retention and management methods; and special landscaping, aesthetic, and wayfinding elements to boost both city-wide and local area recognition and identity.
- ★ In Auto Urban character areas, new or retro-fitted medians are especially valuable to accommodate landscaping and other aesthetic treatments that can soften an otherwise harsh visual environment while also contributing to traffic safety.

● Regulation	● Capital Improvement	● Program / Initiative	● Partnership / Coordination	Further Study / Planning
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12. Address Non-Vehicular Circulation and Safety

- ★ Pursue opportunities to upgrade certain streets in Killeen to special pedestrian and bicycle corridors while still accommodating other transportation modes at reduced volumes and lower speeds. This could occur both through rehabilitation of existing roadways plus new street projects and could feature narrower or fewer traffic lanes, wider sidewalks and/or walking/jogging paths, pedestrian-scaled lighting (versus general roadway illumination), benches, exercise stations, pedestrian shelters, street trees, landscaping, etc.



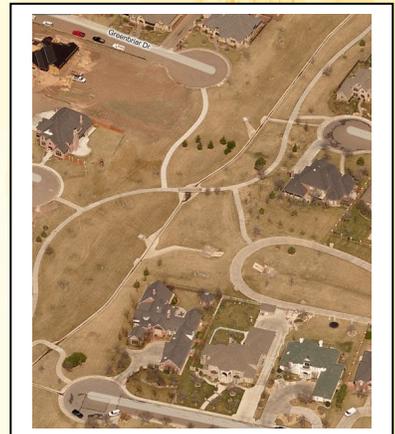
- ★ Such projects could also be coordinated with Safe Routes to Schools improvements to benefit both school kids’ safety as well as provide a general community amenity for all residents in an area.
- ★ More generally, continue to focus on non-vehicular circulation and safety in both older and newly developing areas of the city, especially in areas that clearly have (or potentially could have) higher levels of walking and biking activity, such as around schools, parks, public facilities, neighborhood retail areas, and in and around downtown. Consider increasing the width of sidewalks in such high-use areas from four feet to eight feet or more, as appropriate, along with enhanced crosswalks, signage and/or signalization, reduced speed limits, etc.



	Regulation	● Capital Improvement		Program / Initiative	● Partnership / Coordination		Further Study / Planning
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13. Consider Trail Alternative to Sidewalks

- ★ As a potential alternative to “one-size-fits-all” sidewalk requirements for new residential subdivisions, consider a more flexible approach—without the need for a waiver/exception procedure or Planned Development application—that would allow provision of off-street trails in lieu of sidewalks where appropriate, such as in subdivisions in suburban character areas.
- ★ Off-street trails can actually be safer, more convenient, and provide more direct routes compared to road-side sidewalks, as well as being situated in a more appealing setting than adjacent to roadways.
- ★ Additionally, the total extent of internal trails can be less, in linear feet, than if sidewalks are required along all local neighborhood streets. This can lead to cost savings that could help keep house prices lower or go toward other site amenities.



● Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination	Further Study / Planning
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14. Build in Traffic Calming through Original Development Design

- ★ Through Section 26-101 of the subdivision and property development regulations, related to street layout and design in new development, require—or at least provide voluntary guidelines for—consideration of street design approaches that are demonstrated to reduce vehicle speeds and make drivers more alert and aware of safety issues in residential areas.
- ★ These design techniques can be as simple as avoiding long straight segments on local streets and also employing street curvature, “bulb-outs” and other physical diversions, on-street parking, surface



textures, and street trees (and other features that create street “enclosure”) to influence driver behavior.

- ★ The basic idea is to incorporate traffic calming strategies into initial street system design to avoid having to make costly, disruptive, and potentially ineffective retrofits to existing streets at some future point when residents complain about speeding, cut-through traffic, and/or other unsafe conditions on neighborhood streets.

●	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination		Further Study / Planning
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15. Support Transit Services

- ★ Pursue opportunities, in coordination with the Hill Country Transit District (The HOP) and other public and private partners to expand and enhance transit services within and between activity centers, major employers, and dense residential areas.
- ★ The City can also provide indirect support to local transit service and ridership by adopting guidelines and/or standards for pedestrian access to transit stop locations adjacent to new development or redeveloping sites. This could include provisions relating to sidewalks; curb cuts and handicap-accessible ramps; non-slip surfaces; marked, signed and/or signaled pedestrian crossings; and prevention of obstructions for wheelchair access.

●	Regulation	●	Capital Improvement	●	Program / Initiative	●	Partnership / Coordination		Further Study / Planning
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Advanced Actions

16. Accommodate Pedestrian/Bicycle Circulation on Commercial Sites



- ★ Add development standards to require dedicated pathways and other features within the expansive parking areas of large auto-oriented commercial developments to allow for safer movement of pedestrians and bicyclists on such sites.
- ★ Other possibilities include requiring dedicated bike parking locations near building entrances, and designated pedestrian connections to adjacent developments and/or transit stops. The key point is that these considerations should be a basic feature of commercial site design from the start, especially in close proximity to residential neighborhoods.

●	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination		Further Study / Planning
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17. Allow Flexible Design for Local Residential Streets

- ★ Consider a flexible approach to standards for local residential street design, in appropriate situations, to avoid overbuilt and excessively wide streets not warranted by actual traffic volumes.
- ★ Under this approach, the type of lot access (front driveway versus rear alley), number of dwelling units served, and the average street frontage determine the street right-of-way, pavement width, and other design requirements such as parking lanes, curb width, parkways, and sidewalks. (Note that this approach would apply only to local streets with no potential for future connection or extension.)

●	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination		Further Study / Planning
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18. Promote Bicycle/Pedestrian Circulation within Neighborhoods

- ★ Add provisions to the subdivision and property development regulations to require public access paths and/or easements in mid-block locations where long block lengths—or the particular subdivision layout—will limit bicycle and pedestrian circulation options within a neighborhood (or access to/from portions of the City trail network).
- ★ Motivation to walk or bike to nearby destinations, even within the same subdivision, is undermined when the scale of the street network and associated block design is geared primarily toward automobile circulation and speeds (which help to overcome distance).
- ★ Additionally, similar off-street paths and/or easements should be provided at the end of cul-de-sacs where another cul-de-sac bulb is in close proximity in the subdivision layout, and where a cul-de-sac bulb is near an adjoining street, public sidewalk or trail, or the edge of a neighborhood park or school campus.



●	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination		Further Study / Planning
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19. Consider Traffic Impact Analysis Provisions

- ★ Incorporate provisions into the subdivision and property development regulations and the zoning ordinance that authorize the City to require a traffic impact analysis (TIA) study if projected traffic from a particular development site would exceed a certain established traffic generation threshold or specified development conditions (e.g., square feet of non-residential development, number of residential lots or units, etc.).



- ★ Such situations could require submission of a study as part of the official acceptance of an application for subdivision, site development, a change in zoning classification, or planned development (in some cases, a city may choose to conduct such a study itself or share the study cost with the applicant). The TIA helps to quantify the altered traffic conditions and justify mitigation steps that may be required.
- ★ TIAs are commonplace in many Texas and U.S. communities. They are used to help evaluate if the scale of development is appropriate for a particular site and what mitigation steps may be necessary, on and/or off the site, to ensure safe and efficient access and maintain traffic flow on affected public roadways and at nearby intersections.
- ★ Any TIA provisions should be very clear in spelling out the specific thresholds when such an analysis will be required and the study expectations, including evaluation of potential mitigation measures.

●	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination		Further Study / Planning
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20. Consider Adoption of Road Impact Fees

- ★ Building on the rationale for exploring impact fees in general, as presented in Chapter 3-Growth Management & Capacity, Killeen should specifically consider potential adoption of a road impact fee program.
- ★ Like impact fees that are authorized in Texas for water and wastewater infrastructure, road impact fees provide another funding mechanism to help municipalities finance road improvements that are directly necessitated by growth and ongoing economic development. The fees are assessed at the building permit stage, which also links the revenue directly to development activity.
- ★ Impact fees are particularly applicable in high-growth cities, where sufficient revenue can be generated in a relatively short time to help fund specific projects that will provide direct benefit to new development through expanded road capacity and improved safety.

	Regulation		Capital Improvement	●	Program / Initiative		Partnership / Coordination	●	Further Study / Planning
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APPENDIX

In this appendix are more details and observations on certain action options discussed within the chapter.

1. Continue Ongoing Planning

Based on lessons learned from past street network development in some areas of Killeen, all advance planning efforts should especially aim to ensure continuity of arterial roadways, good connectivity, and provision of multiple circulation options for both motorists and emergency vehicles. Another priority is to establish the long-term arterial street network in future growth areas, both in the City limits and ETJ, via the Thoroughfare Plan (and more detailed studies) to enable dedication and acquisition of adequate rights-of-way as new subdivision and development activity occurs—even if full thoroughfare build-out will not occur for some time. Arterial and collector configurations should also establish well placed and appropriately spaced intersections for potential future signalization needs.

3. Require Development Screening without Eliminating Local Circulation

This effective barrier to bicycle and pedestrian circulation is built into Killeen's current screening provisions since Section 31-280(b) advises that, "Insofar as it is practical, such screening device shall be erected along the entire length of the common line between such business property and the abutting residentially zoned property." The screening requirements should allow for gaps in a screening barrier at certain maximum intervals, typically with some horizontal overlap of wall/fence segments where the gap is provided so the visual screening function is preserved. Where screening and buffering is allowed to be accomplished with vegetation versus walls/fences (as provided for in Section 8-512 of the City's Building and Construction Regulations), pedestrian/bicycle circulation through the landscaped area can also be addressed in the buffer design. The key point is to avoid total separation of uses on either side, thereby eliminating any direct, non-vehicular access.

6. Implement Intersection Improvements

Intersection capacity and performance can be improved by adding left and/or right turning lanes (or multiple turning lanes in some instances), increasing lane length to accommodate vehicle queuing, eliminating and relocating access points that are too close to increasingly busy intersections, and upgrading signal equipment and/or operation. In some cases, complete reconstruction of a problem intersection may be necessary but particularly beneficial to traffic flow along an entire corridor.



7. Control Roadway Access

Access management is particularly important for preserving capacity along minimally-improved rural roadways and other corridors that are not already lined with development. The City can impose standards for development along ETJ roadways consistent with or similar to those recommended by TxDOT. The minimum spacing between property access points should increase as the posted speed limit increases. Minimum required lot widths should also correspond to the access standards to allow adequate access for each property or development. In turn, the wider lots and limited access points help to preserve the traffic-carrying capacity and safety of roadways that may be improved to arterial standards in the future. In some cases a developer may choose to construct a marginal access street parallel to the main roadway to enable more lots and driveways. Public dedication of the access street would trigger City plat review for subdivisions that would otherwise be exempted under Section 26-5 (exempt if dividing into parts greater than 5 acres within the City limits, and greater than 10 acres in the ETJ).

8. Consider a Concept Plan Requirement

Chapter 26 currently does not provide for this “sketch plan” phase explicitly, and Section 26-41 also makes preliminary platting optional and allows applicants to proceed directly to the final plat submittal and review stage.

In addition to supporting better mobility planning, concept plan review would provide early insights into the potential long-term development pattern in an area and implications for other specialized planning (e.g., infrastructure, drainage, parks and recreation, schools, etc.).

9. Adopt a “Complete Streets” Approach

A Complete Streets approach can be difficult to apply to many established thoroughfares unless road reconstruction projects make possible a significant redesign, as well as acquisition of additional right-of-way. Otherwise, existing corridors are often already designed—and widened to their full extent—to provide for maximum movement of vehicular traffic. In such cases, only some Complete Street features, such as wider sidewalks or streetscape enhancements, may be feasible through a redesign and retrofitting process. At the collector street level, narrowing the pavement width in appropriate situations would allow the extra right-of-way area to be used for wider sidewalks, trails, pedestrian-scale street lighting, tree preservation, landscaping, and open space.



10. Use a Thoroughfare Plan Approach for Implementation of Bicycle/Pedestrian Network

In effect, the adopted plan depicts another form of future “public ways” for which rights-of-way must be preserved, either for public or private construction of improvements. Easements are an alternative way to provide for public circulation and improvements but have various shortcomings relative to permanently dedicated land.

Some ordinances require development applicants with property affected by the bike/ped network plan to meet early with City staff to determine potential dedication and/or improvement requirements (including criteria to ensure feasible routes and conditions for construction, public use, and long-term maintenance). Any trails internal to the development should also be designed to link to the city-wide system.

11. Apply Context-Sensitive Corridor Design

Context-Sensitive Design (CSD) is a contemporary approach to transportation project design, operation and maintenance—embraced by TxDOT—that requires more careful consideration of the natural and built settings through which roads and transit projects pass (e.g., rural and scenic areas, commercial and industrial districts, campuses and business parks, downtowns, neighborhoods, etc.). In other words, the project should be responsive to its context and fit the physical setting. So, as described by various sources, this approach “seeks to balance the need to move vehicles efficiently and safely with other desirable outcomes, including historic preservation, environmental sustainability, and vital public spaces.”

In general, CSD considerations can be factored into most all major road design and construction projects by incorporating relevant criteria and procedural steps into the City’s project development process, as well as the thoroughfare standards that govern private street design for eventual public dedication. For example, roads in suburban and especially rural character areas could be designed with: a narrower cross section to leave more open and green space within the available right-of-way; drainage methods that rely more on swales and natural features versus “hard” infrastructure and curb-and-gutter design; wide and winding trails and/or bikeways versus typical sidewalks; preserved existing tree lines and vegetation, sometimes by acquiring extra right-of-way beyond the minimum needed; avoidance of adverse impacts to cultural or historic features, including one-of-a-kind structures; protection of prominent natural vistas and other scenic views; and higher standards for private perimeter fencing along key corridors.



Some cities, through their zoning ordinances and development standards, require “community fencing” for private developments that abut—and especially have rear lot lines along—arterial and/or collector roadways. This involves a higher standard of fencing material and design, sometimes requiring installation of masonry columns at certain intervals to break up expanses of wood fencing and add an aesthetic design element. Some ordinances go further, especially for more intensive development or higher-profile corridors, by ruling out wood fencing entirely in favor of materials such as masonry, wrought iron, tubular steel, or others that require less maintenance and are more resistant to deterioration than wood. Another option is to raise standards for basic wood fencing, such as requiring: finished side facing out toward roadway; use of weather- and decay-resistant materials; fence posts set in concrete footings; installation of horizontal rot/kick boards at bottom



and/or horizontal top boards; placement of ornamental caps on fence posts.

14. Build in Traffic Calming through Original Development Design

Section 26-101(c) authorizes the City Engineer to “increase, decrease or modify street right-of-way and design requirements based on sound engineering practice when safety concerns ... warrant.” Additionally, Section 26-101(h) allows the Planning and Zoning Commission to “require modification ... to the street design to accommodate public health, safety and welfare considerations.” However, traffic calming considerations and/or criteria could be spelled out more explicitly and in more detail than the current ordinance language. Traffic calming is especially a concern given the accepted practice in Killeen of allowing wider streets in some cases for temporary storm water storage and conveyance.

15. Support Transit Services

On busy arterials that are also key transit corridors, a more ambitious but often highly beneficial improvement is to identify potential locations for the installation of bus pull-out bays. These are specially constructed areas separate from the street travel lanes providing for passenger boarding and alighting at stops. In this way stopped buses are removed from the main traffic lanes, reducing disruption of traffic flow and improving safety for both regular traffic and the transit vehicles. The construction of bus pull-out bays may be difficult within constrained environments, but they are particularly applicable for implementation along new roadways and on corridors where transit service is to be focused over the long term.

17. Allow Flexible Design for Local Residential Streets

Under this approach, the required right-of-way and street design is directly tied to development density and locally generated traffic volumes as opposed to a “one-size-fits-all” standard for all local streets. Where appropriate, sidewalks or off-street trails could be required as a trade-off for reduced pavement width.

18. Promote Bicycle/Pedestrian Circulation within Neighborhoods

A typical standard is to require mid-block openings at least every 800 feet where there are continuous rows of homes abutting trails or collector and arterial roads (with a minimum easement width of 15 feet to accommodate a minimum five-foot sidewalk or trail link). Section 26-101(g) specifies that a “street section” should not exceed 1,200 feet, with some allowance for variation beyond this. For perspective, 1,200 feet is the length of four football fields.



19. Consider Traffic Impact Analysis Provisions

One area example of Traffic Impact Analysis (TIA) utilization is the City of Pflugerville, which has TIA provisions in its Unified Development Code for site development (Subchapter 3, Section I(2)(e)) and subdivisions (Subchapter 15, Section M(3)(e)). TIAs are essential for significant new development and redevelopment projects as this information helps to clarify when an adverse impact is isolated to a particular site and its newly-generated traffic. Even if it is City policy to encourage economic development by not placing the entire burden of mitigation on individual private projects (especially significant off-site and intersection improvements), the TIA will highlight impacts that need to be addressed immediately or near term to avoid very localized congestion and/or unsafe traffic conditions.

Cities and county and state governments plan for phased widening and improvement of primary roadways over time to accommodate economic development and increased traffic volume. However, they cannot anticipate how a certain development at a particular location may impact traffic flow and safety along a given roadway segment or at a nearby intersection.

The scope and complexity of TIAs varies depending on the type and size of the proposed development, but most are brief and quickly conducted and submitted. In practice, mitigation measures are often a shared effort between the developer and the public agency.

20. Consider Adoption of Road Impact Fees

Technical analysis and modeling of local traffic conditions will be necessary to pinpoint improvement needs and estimated costs. This study effort can be part of the comprehensive Transportation Master Plan recommended in this chapter.

Unlike water and wastewater impact fees, road fees may only be assessed within the City limits in Texas. However, municipalities typically divide their incorporated areas into a series of traffic analysis zones, which enables the impact fee program to be customized based on differing growth rates and traffic conditions around the community. Then, as particular areas of the community approach build-out, the impact fees gradually decline and are ultimately phased out as the primary roadway network in an area is completed (and impact fees are often minimal or set at zero in older, established areas of a city).



CHAPTER 5 PARKS & RECREATION



Full-service park and recreation systems encourage outdoor exercise, participation in athletic programs, and community gatherings. Beyond leisure activities, these open spaces improve the quality of life for residents, enhance community character, attract economic development, and serve environmental functions such as flood control and habitat protection. As the City of Killeen sustains one of the nation's fastest growth rates and experiences new waves of housing and commercial construction, the enhancement of its parks system and conservation of green spaces will be beneficial to existing residents, as well as those who will make Killeen their home in the decades ahead.

Parks, open space, and recreation facilities are an essential part of a healthy and sustainable community, offering relaxation and exercise outside of the home, after work, and beyond school activities. Much like streets, utilities, and police and fire protection, parks and open spaces are integral parts of any municipality. This includes maintaining and enhancing existing facilities, increasing the quantity of developed recreation areas, and capitalizing on natural features and assets of the Central Texas landscape.

Recently, in 2009, the City of Killeen adopted a Parks Master Plan, a planning guide that provides clear and concise direction for the City's parks and recreation facilities, staffing, programming, and interdepartmental coordination. The plan examines the community's current and future needs for managing, enhancing, and expanding the parks and recreation system. In addition to 18 traditional parks, the Parks & Recreation Department oversees a network of public trails, athletic and recreation programs, two aquatic facilities, two senior centers, a family recreation center, and a public golf course—all on a \$5.2 million annual budget¹.

This chapter, in coordination with the Parks Master Plan and other elements of this Comprehensive Plan, establishes a 20-year planning framework

¹ City of Killeen Parks Master Plan 2009-2019



through 2030. Based on industry standards, consideration is given to the location and appropriate size of recreation sites, as well as the means to acquire land for additional parks, open spaces, building facilities, and trails. These decisions warrant a significant level of attention and commitment of resources so that improvements may be appropriately planned, constructed, operated, and maintained. A list of implementation priorities, located at the end of this chapter, will help to set the policy direction for the City with regard to the timing and scope of park development; facility placement in accordance with new development in the City and extraterritorial jurisdiction (ETJ); and adherence to the principles of open space conservation and stewardship of public lands and natural resources.

PLANNING CONTEXT

Key factors for Killeen's ongoing parks and recreation planning include:

- ★ **Broad Basis and Vision for Parks, Recreation and Open Space.** The City's adopted Parks Master Plan of 2009 states that "premier" parks and recreation venues and programming are "paramount to the quality of life in a community" and help to create a positive image of the City and its citizens. Furthermore, Killeen's City Council "has made a commitment to quality of life via the stated goal of providing outstanding and affordable programs and facilities for young and old alike ..." including "... better park facilities at more diverse sites."
- ★ **Citizen Input.** A survey of 1,500 Killeen residents conducted in support of the 2009 Parks Master Plan (along with citizen input at town hall meetings) found that:
 - Skate facilities, hike and bike trails, and water venues rank highest as public priorities.
 - Adequate fitness facilities do not exist in the community.
 - Killeen's two existing community pools are no longer adequate.
 - Water and miscellaneous exercise amenities consistently show up as community desires.
 - The public's satisfaction level regarding facilities and programming needs to be increased significantly.

Roughly two-thirds of residents said they were either "very satisfied" (28%) or "satisfied" (37%) with the variety of recreation programming in Killeen. But 24% said they were "less than satisfied" and 11% were "very dissatisfied." A notable 69% of respondents reported that at least one member of their household was currently participating in Killeen Parks & Recreation sponsored events/activities. Also, 83%



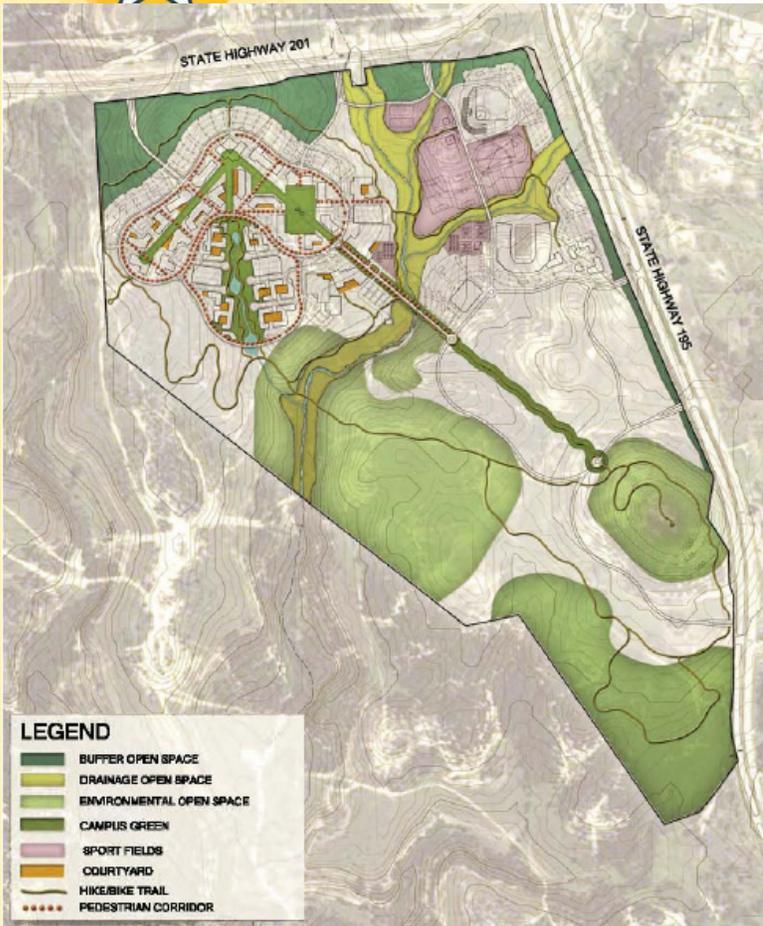
thought up to 5 miles was a reasonable distance to drive to an athletic or recreational facility, with 33% preferring 0-2 miles.

★ **City Vision and Strategy.** The City's 2009 Annual Report includes 12 goals resulting from a Vision 2030 strategic planning process. The following initiatives are relevant to this Comprehensive Plan chapter:

- Enhance cultural, quality of life, and medical services (Goal 2, Preserving, Enhancing, and Leveraging Partnership with Fort Hood).
- Maintain quality public facilities (Goal 6, Preserve and Promote a Positive City Image).
- Expand parks and recreation programs to meet the needs of a growing population (Goal 7, Foster a Sense of Community and Provide an Exceptional Quality of Life).

★ **Economic Imperative.** "To compete in an innovation-based, knowledge-driven economy, leaders and citizens in Central Texas must engage in a strategic discussion to ensure that their community has the quality of place amenities that attract and retain the next generation workforce." This is a bottom-line quotation from the final report of *Talent 2030: How Central Texas Can Retain and Attract its Future Workforce*, which was completed in June 2009 and sponsored, in part, by the Greater Killeen Chamber of Commerce along with other regional partners. The report highlights seven ways in which people rate communities, one of which is Vitality ("I value a vibrant community where people are 'out and about' using public parks, trails and recreation areas, attending farmer's markets and living in a healthy community"). The study's author determined that Central Texas residents place a relatively high priority on Vitality, right behind cost of living, convenient transportation, and job options and earning potential. However, while 88% of survey respondents mentioned Vitality, only 59% thought their region was doing well at offering these amenities. Killeen was found to be below the U.S. average in the Vitality category, in part due to a particularly low score for nature parks. In recommending expansion and connection of parks and green spaces across the region, *Talent 2030* notes their importance in promoting healthy and active lifestyles, increasing property values for nearby home owners, creating public gathering places for all ages—but especially children, and reinforcing Central Texas' "family friendly" image.

★ **Institutionalized Open Space—and New Amenities on A&M Campus.** The combination of Fort Hood, the new Texas A&M University-Central Texas campus, and the Texas Veterans Cemetery has ensured preservation of an amazing amount of green and open



space to the west and southwest of Killeen. This vast acreage also provides many spectacular vistas for residents and visitors to the City. Even with the pending phased development of the new university campus, the Campus Vision aims to “Preserve Site Character and Environmental Quality,” citing a quintessential Central Texas landscape, urging appreciation for the rugged beauty of the site, and approaching the campus master plan with sensitivity to riparian corridors, vegetation, and endangered species. Of the 663 acres available, just over one-third (247.7 acres) will be preserved in habitat, flood plain, and steep slope areas. Another 42 acres is planned for recreation and athletic facilities and areas, including: a 30,000-seat football stadium; a 10,000-seat baseball stadium; an 8,000-seat indoor arena; and 22 acres for outdoor recreation (soccer, track, tennis, softball, etc.); as well as a campus Recreation and Wellness Center.

INVENTORY

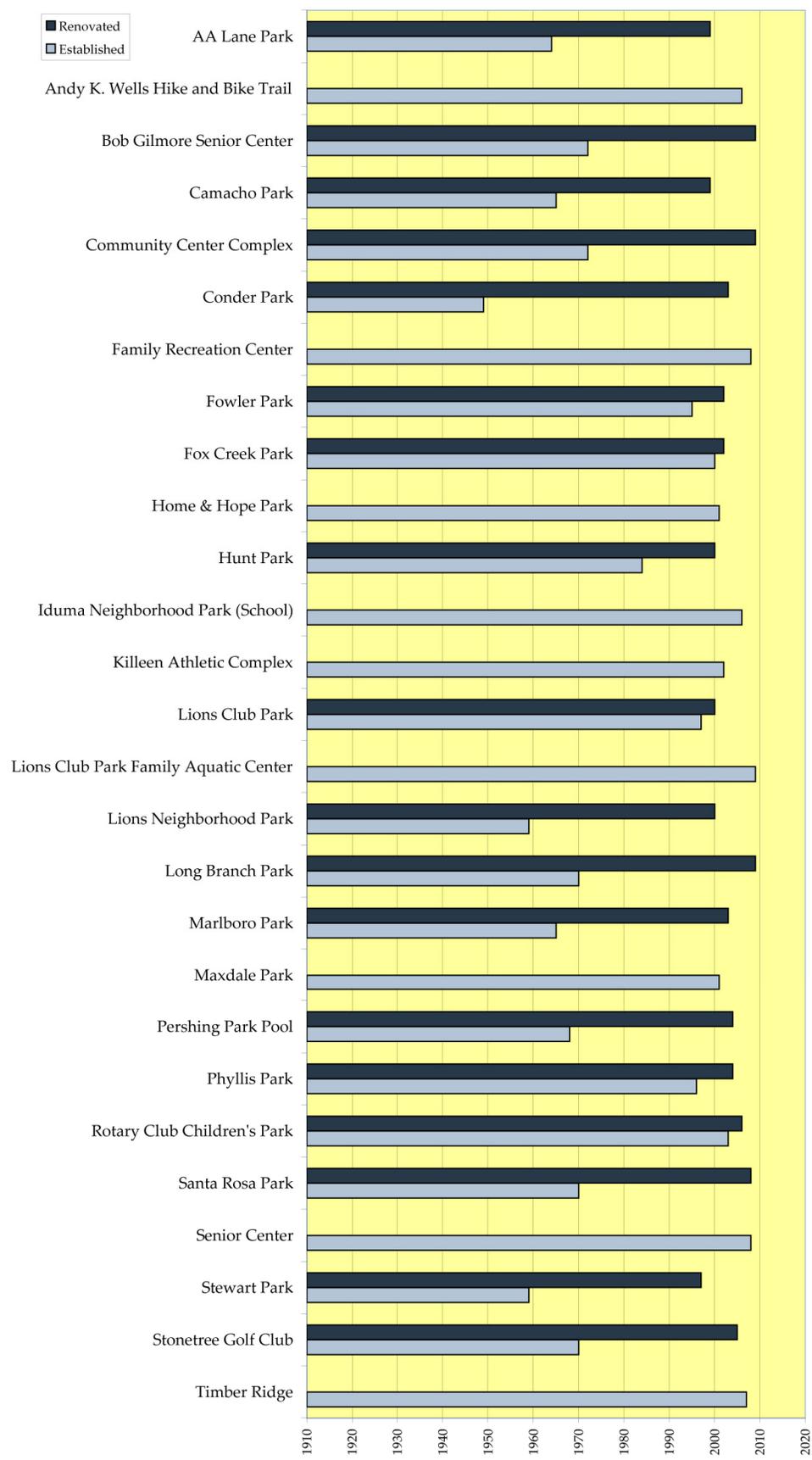
The City’s Parks & Recreation Department maintains 29 parks and special use facilities. The locations of these parks and facilities are displayed on **Map 5.1, Parks and Recreation System with Service Areas**. The system accommodates a range of traditional recreation sports, such as baseball and basketball, as well as trendier activities, such as skateboarding and disc golf.



The City has been actively developing new facilities, like the \$5.7 million Family Aquatic Center², while upgrading older ones, such as the \$500,000 renovation to Long Branch Park. Within the last 10 years, more than 80% of the facilities were either built initially or renovated. The chart in **Figure 5.1, Age of Parks**, illustrates the system’s construction history.

² *Killeen Daily Herald*, “Aquatic center at Lion’s Club Park opening this year,” March 5, 2009.

FIGURE 5.1
Age of Parks



SOURCE: City of Killeen Parks Master Plan 2009-2019



Addressing the needs of a relatively young community is paramount.



Community pride as reflected in community facilities.





Park Classifications

1. Community Parks
2. Neighborhood Parks
3. Pocket Parks
4. Linear Parks
5. Special Use Facilities

PARK CLASSIFICATION

In order to evaluate existing conditions and future needs, the parks and recreation facilities are classified into one of the five listed categories. A well-balanced system offers all types and sizes, ensuring adequate and equal opportunity for all persons, and, ultimately, encouraging use by all population groups. The breakdown of the park system provided in **Table 5.1, Park Classifications and Amenities**, relates park classifications with size and amenities for each facility within the system.

TABLE 5.1
Park Classifications and Amenities

	Acreage	Shelters	Restrooms	Pavilions	Picnic Units	Play Units	Open Play Area	Pond	Grill	Jog Walk	Basketball	Soccer	Softball	Baseball	Tennis	Swimming	Disc Golf
REGIONAL PARKS																	
Use: Serves entire populations of a community or region. Exhibits unique natural amenities or cultural characteristics, as well as a variety of recreational facilities.																	
Service Area: City-wide and surrounding region.																	
Desirable Size: Minimum 150 acres.																	
Density: 10 acres per 1,000 residents.																	
Site Characteristics: Protect and preserve natural amenities, sufficiently buffered from nearby urban development.																	
Northwest Regional Park	407.0	PROPOSED															
Southeast Regional Park	370.0	PROPOSED															
Totals	777.0																
COMMUNITY PARKS																	
Use: Serves the broad community. Includes facilities for active and passive recreation and leisure, including athletic fields, swimming pools, picnic areas, walking/jogging paths, open play areas, exercise stations, and restrooms, among other improvement.																	
Service Area: Primarily for neighborhood residents within a 2-mile radius, but available throughout the City.																	
Desirable Size: Typically 25 to 150 acres.																	
Density: 5 acres per 1,000 residents.																	
Site Characteristics: Located to provide full access to the city.																	
Long Branch Park	77.4		*	*	*	*	*		*	*	*	*			*	*	
Lions Club Park	67.0	*	*	*	*	*	*				*	*	*	*			
Conder Park	24.6		*	*	*	*	*	*	*	*			*		*		*
Totals	169.0																

TABLE 5.1 (continued)

	Acreage	Shelters	Restrooms	Pavilions	Picnic Units	Play Units	Open Play Area	Pond	Grill	Jog Walk	Basketball	Soccer	Softball	Baseball	Tennis	Swimming	Disc Golf
NEIGHBORHOOD PARKS																	
Use: Serves neighborhood residents within walking distance. Facilities are for active use (e.g., sports activities, playgrounds) and passive use (e.g., walking, picnicking).																	
Service Area: Primarily serves neighborhood residents within a ½-mile radius.																	
Desirable Size: Typically 5 to 25 acres.																	
Density: 2.5 acres per 1,000 residents.																	
Site Characteristics: Evenly distributed across the City with convenient and safe access for nearby residents. Joint school/park facilities are highly desirable.																	
AA Lane Park	6.6	*		*	*	*	*				*		*	*	*		
Stewart Park	5.7				*	*	*				*				*		
Iduma Neighbrhd Park (School)	5.0 ^x			*	*	*	*				*						
Marlboro Park	5.2			*	*	*	*				*						
Timber Ridge	4.6			*	*	*											
Maxdale Park	4.6			*	*	*	*				*	*					
Lions Neighbrhd Park	3.6				*	*	*				*				*		
Ira Cross Park (School)	5.4	n/a															
Totals	40.7																
POCKET PARKS																	
Use: Used to address limited, isolated or unique recreational needs.																	
Service Area: Immediate development.																	
Desirable Size: Typically 5 to 10 acres.																	
Density: 0.25 acre per 1,000 residents.																	
Site Characteristics: Close proximity to high-density developments or unique attractions/developments.																	
Phyllis Park	2.4					*	*				*						
Fowler Park	0.9				*	*	*										
Hunt Park	0.7				*	*					*						
Fox Creek Park	0.6				*	*	*				*						
Santa Rosa Park	0.4	*				*	*										
Home & Hope Park	0.3				*	*											
Camacho Park	0.1				*	*											
Totals	5.4																



TABLE 5.1 (continued)

	Acreage	Shelters	Restrooms	Pavilions	Picnic Units	Play Units	Open Play Area	Pond	Grill	Jog Walk	Basketball	Soccer	Softball	Baseball	Tennis	Swimming	Disc Golf
LINEAR PARKS																	
Use: Developed for bicycling, hiking, walking and jogging and commonly used as a linkage between parks.																	
Service area: City-wide.																	
Desirable Size: Sufficient size to accommodate expected use and provide adequate travel distance, typically a minimum of ½ mile.																	
Density: No minimum standard.																	
Characteristics: Typically follows a linear natural feature, such as a stream, or street rights-of-way or easements.																	
Rosewood Linear Park	66.1	PROPOSED															
Andy K. Wells Hike and Bike Trail ^Y	9.1 ^X			*	*												

^X City of Killeen 2009 Parks Master Plan

^Y Includes Rotary Club Children's Park

Joint Use Facilities

In addition to City-owned parks, there are a number of other parks and recreational amenities that help to meet community demand for facilities. Other public agencies plus private developers provide both public and private parks and open space opportunities for residents and visitors to Killeen. Several City parks share facilities with adjoining schools, including Iduma Neighborhood Park with Iduma Elementary School and Ira Cross Park with Ira Cross Elementary School.



The Andy K. Wells Hike & Bike Trail set a new standard for Killeen that is envied in other parts of the City.

A collaborative approach to parks and recreation planning requires communication and ongoing coordination among interested parties. Joint agreements created between public agencies, as well as public-private partnerships, help to maximize facility use while reducing cost. Furthermore,

joint acquisition, construction, and ongoing operation and maintenance ensure more efficient allocation and use of public dollars while requiring that recreational facilities be coordinated and connected.


TABLE 5.1 (continued)

	Acreage	Shelters	Restrooms	Pavilions	Picnic Units	Play Units	Open Play Area	Pond	Grill	Jog Walk	Basketball	Soccer	Softball	Baseball	Tennis	Swimming	Disc Golf
SPECIAL USE FACILITIES																	
Use: Serves the broader community or region for specialized, multi-purpose recreation activities (e.g., performance venue).																	
Service Area: Available to all persons.																	
Desirable Size: No minimum standard.																	
Density: No minimum standard.																	
Site Characteristics: Intended for city-wide or regional use.																	
Stonetree Golf Club	185.7																
Community Center Complex	82.4	*	*	*	*		*			*	*						
Lions Club Park Family Aquatic Center	66.7 ^x	*	*	*	*	*											
Bacon Ranch Park (Special Events and Rodeo)	24.0		*														
Killeen Athletic Complex	10.0	*	*	*	*					*			*				
Pershing Park Pool	1.4						*									*	
Family Rec. Ctr.	41,000 SF	*	*			*					*						
Senior Center	14,000 SF		*														
Bob Gilmore Sr. Center	n/a		*														
Rotary Club Children's Park	n/a					*				*							

SOURCE: City of Killeen GIS Data and Kendig Keast Collaborative

^x City of Killeen 2009 Parks Master Plan

^y Includes Rotary Club Children's Park



NEEDS ASSESSMENT

The purpose of the needs assessment is to identify current and future needs for additional park acreage, new facilities, and other improvements. This need is measured by determining the degree to which the existing parks and recreation facilities are in sufficient supply, from a system-wide and quantity perspective, and whether they provide sufficient geographic coverage, from a locational perspective relative to the City's residential areas.

Killeen's rapid growth rate, combined with an uneven growth pattern, has created some under-served pockets. Currently, two-thirds of the City's facilities are located in the northern part of the community north of U.S. Highway 190. The City needs to evaluate the condition of these existing facilities while adding new facilities to the south of Central Texas Expressway. As highlighted in the Parks Master Plan, revitalization efforts must also take into account the need to diversify facilities and improve their accessibility to the public. The City's two proposed regional parks will be important additions for Killeen's growing southern area, but will also provide new open space amenities for the entire community.

Industry Standards

The standards-based assessment offers a benchmark comparison for evaluating Killeen's present and future park needs, typically expressed in terms of acres of land dedicated per unit of population. The National Recreation and Park Association (NRPA) published the *Recreation, Park and Open Space Standards and Guidelines* to establish nationally applicable criteria for the provision of parks and recreation facilities. To ensure the City's interests are met, national standards were customized based on local characteristics and community input. These considerations included:

- ★ A projected 2030 population of 168,000 persons, based on assumed annual growth of 1.74%, which implies steadily increasing demand for parks and recreation facilities in coming years.
- ★ As Figure 1.5, Age and Gender Population, and Figure 1.6, Median Age, in Chapter 1 indicate, Killeen has a young demographic with a median age of 27.6 years, the lowest among comparison communities. The predominance of younger residents requires more outdoor play structures, such as playgrounds and water features, than in communities where older age groups are more prominent.
- ★ Killeen will continue to be a popular destination for both leisure activities and Baby Boomer retirement living.



Displayed in **Table 5.2, Future Park Needs**, is the acreage of each park type that will be needed to meet future demands. The amount of parkland was calculated by applying acreage standards to the current and projected populations.

According to the NRPA standards, Killeen should already have a total park supply of 2,041.3 acres. The City currently maintains 215.1 acres of parks and recreation areas in the four categories: regional, community, neighborhood, and pocket parks. If proposed parks are included in this total, the City is still only meeting half of the recommended standard. By 2030, the total park acreage target increases to 2,982.0 acres. The major challenge for the City will be to meet the current acreage needs within the park system while obtaining and developing sufficient recreational land to keep pace with anticipated population growth in the community. The City's rigorous construction and renovation schedule, as illustrated in Figure 5.1, Age of Parks, indicates that the City is actively expanding and maintaining the system with consideration for present and future needs.

TABLE 5.2
Future Park Needs

Park Type	Standard	Existing Supply	Proposed Supply	Acres Needed		Deficit	
				Current	2030	Current	2030
Regional	10 acres/ 1,000 residents	0.0	777.0	1,150.0	1,680.0	-1,150.0	-903.0
Community	5 acres/ 1,000 residents	169.0	-	575.0	840.0	-406.0	-671.0
Neighborhood	2.5 acres/ 1,000 residents	40.7	-	287.5	420.0	-246.8	-379.3
Pocket	0.25 acres/ 1,000 residents	5.4	-	28.8	42.0	-23.4	-36.6
Totals		215.1	777.0	2,041.3	2,982.0	-1,826.2*	-1,989.9

* The "current" acreage deficit does not account for the proposed parks since they are not yet part of the system.

NOTE: This table assumes a 2008 population of 115,000 and a 2030 population of 168,000 (1.74% annual growth rate).

Service Areas

The service area assessment evaluates the geographic distribution rather than the total acres of parks across the City. The location of these recreation opportunities plays into the effectiveness of the entire system. A service area buffer is drawn around each park within the following classifications: community, neighborhood, and pocket park. The larger the park, the larger the associated service area. This analysis identifies under-served areas, or



gaps, as depicted on **Map 5.1, Parks and Recreation System with Service Areas**. The following conclusions can be drawn based on this map:

- ★ From a locational standpoint, the analysis indicates that the community is well served by the existing parks system in the older sections of the City but deficient near new development, such as the western and southeastern portions of Killeen.
- ★ Three new parks are proposed, including two regional parks that will help fill the gaps to the west and southeast. In addition, a 66-acre linear park is planned to link the regional park in the southeast to Stonetree Golf Club, connecting at U.S. 190. These parks will boost the total system acreage and address recreation needs in active development areas within the community.
- ★ Community parks have a primary service area of 2 miles, meaning that most people who utilize these area-wide parks generally reside within this radius. The combined service areas of Conder, Long Branch, and Lions Club parks cover the majority of the City. However, areas of newer development along the periphery are significantly lacking in public parkland. Therefore, the City needs to act to eliminate these gaps and/or address parkland needs more directly and promptly in conjunction with land development activity (e.g., parkland dedication requirements or continual negotiation of voluntary dedications).
- ★ Neighborhood parks have a primary service area of one-half mile, with the intention to create evenly spaced neighborhood parks proximate to most residentially developed areas. As displayed, the current array of neighborhood parks provides good coverage in concentrated nodes, but much of the City lacks adequate park sites in this category. While larger-scale parks help to alleviate these deficiencies, such as Long Branch Park in the northeast quadrant, neighborhood parks are intended to be closer to home and more convenient to reach by bike or on foot. They are also some of the easiest to plan given their smaller size and frequent association with master-planned subdivisions.
- ★ Pocket parks have a limited service area of one-quarter mile, and, given their smaller size and modest design, are meant to serve the needs of people living in their immediate vicinity. Killeen maintains seven of these parks, primarily concentrated in older sections of the City. While the national trend in many communities is to focus on larger parks, pocket parks are great supplements to neighborhoods and urban districts. However, pocket parks are usually not of a size that the City should acquire on its own. Instead, they may emerge as part of private



development or as donated sites and may include provision for ongoing maintenance by others besides City employees.

IMPLEMENTATION

The Parks Master Plan established a 10-year strategy for upgrading the parks and recreation system as outlined in **Table 5.3, Implementation Schedule**. Each specific improvement falls within a particular priority level, and the status of each item has been updated to reflect activity since the Parks Master Plan was adopted in early 2009. (During final City Council consideration of this Comprehensive Plan, the need to explore a potential dog park in Killeen was also noted.)

TABLE 5.3
Implementation Schedule

HIGH PRIORITIES (2009-2010)	Status
Construct a skateboard park in Long Branch Park	Planning Stages
Construct hike and bike trail at Lions Club Park	Planning Stages
Construct restroom facility at Conder Park	Funds Allocated
Construct second restroom facility at Andy K. Wells Hike and Bike Trail	Funds Allocated
Construct a special needs athletic facility at the Andy K. Wells Hike and Bike Trail	Funds Allocated
Construct a playground within the Killeen Athletic Complex	No Activity
Develop Westside community park & trail	Land donated
MODERATE PRIORITIES (2011-2015)	Status
Revise Parks Master Plan in 2011	No Activity
Renovate the Killeen Community Center to include a new roof, HVAC system, restroom facilities and flooring	Bond Funds Allocated
Design/Construct a Northside Recreation Center at Long Branch Park in conjunction with Armed Services YMCA	Bond Funds Allocated
Renovate existing pool at Long Branch Park to include construction of new bath house, resurfacing of pool and addition of zero depth area	Bond Funds Allocated
Acquire park land for the construction of a community park on Killeen's eastern perimeter	Property Identified and Negotiated, No Recent Activity
Revise Parks Master Plan in 2013	No Activity
Renovate Conder Community Park to include lighted multi purpose field, playground, basketball court, paved walking trail and water playground	Constructed Disc Golf Course



**TABLE 5.3 (continued)
Implementation Schedule**

MODERATE PRIORITIES (2011-2015)	Status
Lighting and restroom survey research for existing park facilities void of lighting and restrooms	No Activity
Construct restrooms at A.A. Lane Park	Potential Funding Source via Community Block Grant
Install perimeter walking trail at Maxdale Park	No Activity
Revise Parks Master Plan in 2015	No Activity
Construct a pavilion at Fowler Park	No Activity
Construct a basketball court at Lions Neighborhood Park	No Activity
Construct a skate park facility on the city's southern section	No Activity
Review and assess the needs for a Capital Improvements Plan for Parks and Recreation	No Activity
Construct a Regional Park on Killeen's western perimeter	Property Identified and Concept Being Developed, Planning Stages
LONG TERM PLANS (2016-2019)	Status
Fund lighting and restroom projects at existing park facilities	No Activity
Resurface outdoor basketball and tennis courts	No Activity
Revise Parks Master Plan in 2017	No Activity
Acquire park land on Killeen's southernmost boundary for a community park	No Activity
Install a perimeter walking trail at Long Branch Park	No Activity
Relocate Camacho Park	No Activity
Revise Parks Master Plan in 2019	No Activity
Review and assess the connection potential of the Andy K. Wells Hike and Bike Trail to the communities	Grant Application Submitted

SOURCE: City of Killeen Parks Master Plan 2009-2019; Parks & Recreation Department staff

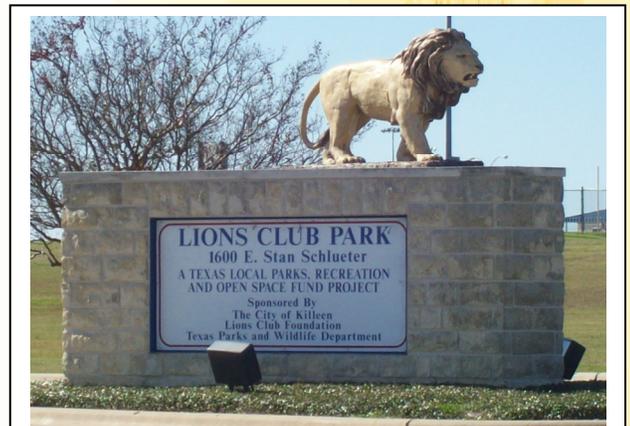




KEY PLANNING THEMES

Given the rapid population growth of Killeen in recent years, plus the larger geographic scale of the City’s developed area, more park sites and recreation facilities are needed in general. However, the recent Parks Master Plan of 2009 also highlighted the need to respond to the varied indoor and outdoor recreation interests of a community that is increasingly diverse and whose population covers the entire spectrum of age groups. There is also a clear need for more non-traditional opportunities, including nature parks and minimally developed sites intended more for passive recreation and relief from City living versus more active recreational pursuits. Based on the 2009 Master Plan, plus the concerns and hopes expressed by residents, public and private leaders, and key community stakeholders and investors—from Fort Hood representatives to small business owners—Killeen must act, through this new Comprehensive Plan, on the following basic principles:

- ★ **Upgrading Past Investments.** Much of Killeen’s current park and facility inventory is north of U.S. 190, in the older areas of the community. Additionally, many of these public sites are important focal points of established neighborhoods or otherwise offer clear quality-of-life benefits to many Killeen residents. With a clear need to address park and recreation demand in newer growth areas, the City’s challenge is to devote adequate resources to revitalization of older park sites, structures, and other physical plant items. By continuing to follow through on the priority initiatives outlined in its 2009 Parks Master Plan, Killeen will be well on its way toward balancing these needs. The Master Plan also documents the extent of community and individual donor support for system improvement efforts. The City should continue to tap into this community-spiritedness and also work toward more formal partnerships with Killeen Independent School District. Also essential will be the interim Master Plan updates scheduled for 2011 and every two years thereafter, especially to maintain all the plan elements required by the Texas Parks & Wildlife Department to ensure Killeen’s continued eligibility for various grant programs administered by the department.



The fruits of community partnerships and external funding support.





- ★ **Addressing Gaps.** The Parks Master Plan underscored the need to fill a void in parks and public recreation facilities in Killeen’s more recent growth areas to the south and southwest. These gaps are highlighted visually on Map 5.1 in this chapter. As pointed out in Chapter 6- Housing & Neighborhoods of this Comprehensive Plan, providing new parks and recreation amenities in these areas—and working toward a complementary network of public trails and bikeways—will help to “finish out” these residential areas, together with the eventual emergence of nearby retail development. It is not surprising for Killeen to be in this position given the housing boom of the last decade. However, so long as Killeen continues to develop without the parkland dedication procedures employed by many other cities its size, then City staff will be under ongoing pressure to track land development activity, anticipate new and emerging park needs, and attempt to arrange for voluntary dedication or other public acquisition of worthwhile and well-situated properties in such areas—and hope to

be able to do so before land prices are bid up even for “leftover” pieces. Establishment of a Parks Board in



Killeen would provide another vehicle for public/private coordination and land acquisition efforts, pursuit of more external funding, and community input and support for overall park system enhancement.



- ★ **Building Nature into the City.** Themes of open space preservation and “green” development are weaved throughout this Comprehensive Plan. Ongoing acquisition of land for public parks and special use facilities affords a particular opportunity to set aside significant acreages and high-value sites for perpetuity, even as the community continues to grow and urbanize near and around them for years to come. Creek corridors and their flood plains, steep slopes and high elevation points, stands of mature trees, and intact habitat



areas should be treated as Killeen’s natural endowment and assets that can add value to nearby residential areas, business parks, and institutional uses. This is certainly a fundamental principle of the Cen-Tex Sustainable Communities Partnership, a recurring bit of wisdom found in various economic development strategy documents for Killeen and the region, and core values espoused by Killeen’s key economic anchors in Fort Hood and now Texas A&M University-Central Texas. Especially as Killeen continues to grow southward, the opportunities to work much more in concert with the landscape are there, and the community benefits can be many (economic, ecological, aesthetic, financial, etc.).





CHAPTER 6 HOUSING & NEIGHBORHOODS



Anticipating and meeting future housing demand is essential to a City's economic development success. This planning focus also enables the community to respond effectively to the needs of a variety of market segments, from young singles and newly marrieds to large families, "empty nesters," and seniors and retirees looking to downsize. In Killeen, the particular needs of special populations, such as military personnel and university students, must also be addressed. Across all these groups, there is a basic desire for affordable, safe, and quality housing located within livable and attractive neighborhood settings. Well-designed and sustainable residential areas support individuals and families who are usually making their largest financial commitment by investing in a home. Having a range of housing options available in both new and older established neighborhoods also benefits the entire community, especially when the integrity of these areas is maintained over time, thereby contributing to the City's character and positive image.

The purpose of this chapter is to consider current and future housing issues and priorities in Killeen based on review of the existing housing stock, activity and trends in the local and regional housing markets, and projected population growth over the next several decades. This chapter also builds on all previous sections of the Comprehensive Plan by highlighting the various elements that contribute to quality and sustainable neighborhoods, both in new construction and in the City's oldest residential areas. Community input for this plan indicated definite concern—across a broad spectrum of residents and local employers—that Killeen needs to offer a wider array of housing options and associated amenities, at a range of price points, to ensure that more people will choose to live in the community versus just working and conducting business in it.

While the development of new residences and rehabilitation of older housing occurs primarily through the private sector, municipal government and other public and non-profit partners have an essential role to play in protecting residential investments over time, as well as the local economy and tax base which strong neighborhoods support. Having a diverse stock of housing—



new and old, big and small, ownership and rental—is instrumental in offering choice and providing for the individual needs of all households, regardless of economic conditions.

PLANNING CONTEXT

Key factors in planning for housing and neighborhoods in Killeen include:

- ★ **Highly Rated Housing Market.** The Killeen-Temple housing market area (HMA) has received accolades in recent years for the relative affordability of its single-family housing. This included being identified as the most affordable HMA in the nation in 2005 among 344 such areas surveyed for the annual Coldwell Bankers Home Price Comparison Index (the Greater Killeen Chamber of Commerce also reported a number-one ranking for 2007, and GKCC currently highlights Killeen-Temple as the ninth-rated metropolitan area for affordable housing). The online service apartmentratings.com also ranked the area as number one for renter livability.
- ★ **Fort Hood Housing Situation.** The Fort Hood Public Affairs Office describes the garrison as the largest single-site employer in Texas, with 45,414 active duty enlisted personnel; 4,929 active duty officers; and 8,909 civilian and other employees (latest published figures as of August 2009). In a 2006 report on the area housing market, the U.S. Department of Housing & Urban Development (HUD) estimated that 23,000 military personnel and their dependents occupied the approximately 6,200 units of family housing that are available on post (and the Public Affairs Office reported that 17,954 family members were living on post as of August 2009). Some 15,000 additional personnel live in barracks on the post designed for single soldiers. New and enlarged barracks space has been provided through recent projects. Fort Hood’s goal is to provide rooms that house two soldiers for specialists and below. All non-commissioned officers are provided private rooms.

HUD estimated in 2006 that approximately 30,000 military personnel lived off post along with their dependents (with the Public Affairs Office reporting that 89,933 family members lived off post as of August 2009). According to the HUD information, most of these off-post military families live within 10 miles of Fort Hood in Killeen, Copperas Cove, and Harker Heights. HUD also estimated that about half of the off-post military households are home owners versus renters.



Living on post is voluntary, except for personnel assigned to “key and essential positions” as designated by the Installation Commander. All soldiers with a family housing requirement are entitled to apply for on-post housing. HUD reported in 2006 that demand for on-post family housing was very high because of the relatively low cost and proximity to work, and waiting periods of one year or longer were common for some of the larger units.

The Fort Hood Housing Office provides assistance to garrison personnel in locating suitable rental housing off the post for everyone from single soldiers to military families, at all grades. The Office maintains rental listings and also provides guidance for choosing a property, entering into rental contracts (and resolving landlord/tenant disputes), and taking advantage of other available relocation services and housing and social service programs (low-income housing; Veterans Administration financing; school options; food stamps; Women, Infants and Children program; etc.). According to the Housing Office’s website, most private leases are for 180 days to one year, with 30- to 90-day leases possible in some cases. A Deposit Waiver Program also helps to ease the financial burden of relocating to or within the Fort Hood area. More than 200 landlords allow newly arriving personnel assigned to Fort Hood to lease property without a security deposit. Additionally, 16 utility companies within a 35-mile radius of Fort Hood accept deposit waivers in lieu of security deposits.

- ★ **Extent of Off-Campus Housing Needs for Texas A&M University-Central Texas.** The Overall Campus Development Program unveiled in early 2010 envisions eventual enrollment of 15,000 students. The Development Program includes on-campus



Figures from the Greater Killeen Chamber of Commerce show 14,576 spaces available in permanent barracks on the post. Additionally, 6,506 units of family housing are available, including 6,206 in privatized housing (through RCI, the Residential Community Initiative) and another 300 lease units in Liberty Village. (The City of Killeen also reported the recent completion of 232 more units.) The family units are dispersed across 13 housing areas, which include both single-family and multi-family structures, with two to five bedrooms.

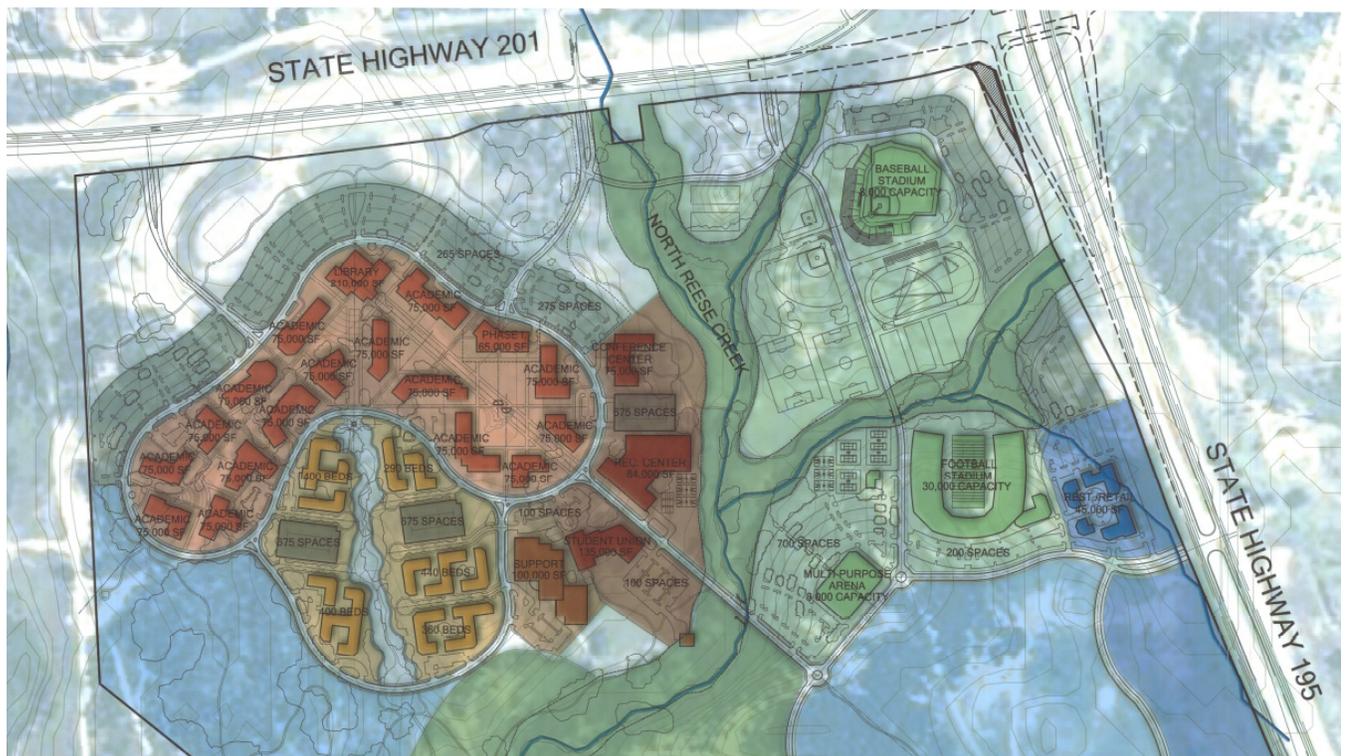


On-post housing at Fort Hood (other than the lease units at Liberty Village) was among the first in the Army to undergo privatization through the Residential Communities Initiative according to the Public Affairs office. Already through this 50-year public/private partnership that began in 2001, Fort Hood housing is now some of the best in the Department of Defense and has been completely revamped over the last five years. In addition to housing improvements, playgrounds, community centers and other common-use areas have been renovated. The Initiative also helped to eliminate the deficit in four- and five-bedroom enlisted housing that previously existed at Fort Hood.





housing, to be developed in five phases, which will accommodate only 1,800 students. So the new university development in Killeen will place additional pressure on the local housing market in the years ahead.



SOURCE: GFF Planning

The campus development plan for Texas A&M University-Central Texas shows a cluster of on-campus housing (in yellow) that is intended to accommodate some 1,800 students from among an overall projected enrollment of 15,000 students.

- ★ **City Vision and Strategy.** The City's 2009 Annual Report includes 12 goals resulting from a Vision 2030 strategic planning process. Goal 1 calls for Quality Community Development and Revitalization. Goal 7 indicates that Killeen should Foster a Sense of Community and Provide an Exceptional Quality of Life. Key initiatives under Goal 1 include:
 - Maintain a balance of affordable and higher-end housing.
 - Complete downtown redevelopment.
 - Revitalize residential neighborhoods.
 - Promote compliance with housing standards and codes.

[More details on City programs focused on housing and neighborhoods may be found on the Community Development Division portion of the City's website, including: Community Development Block Grant (CDBG), Elderly Rental Assistance, Home



Investment Partnerships (HOME), Homebuyer Assistance, and Housing Renewal.]

HOUSING MARKET TRENDS AND CONDITIONS

Demographics

The following indicators provide a picture of the quantity and types of people living in and seeking new or different housing within Killeen. All data, unless otherwise noted, are estimates for 2008 and come from the American Community Survey which the U.S. Census Bureau conducts periodically between decennial census years.

- ★ **Households in Killeen.** The U.S. Census Bureau estimated that Killeen had 38,506 households in 2008. The average household size was 2.76 persons, slightly below the 2.82 household sizes found both statewide and within the Killeen-Temple-Fort Hood metropolitan area. The lower size in Killeen likely reflects the extent of single soldiers living in the area. In owner-occupied housing, the average household size was 2.88 in 2008, compared to 2.63 for renter-occupied housing.
- ★ **Household Characteristics.** The estimated median age in Killeen during 2008 was 27.4 years, making it a younger community relative to the larger metropolitan area (30.4 years) and for all of Texas (33.2 years). This deviation also manifests itself in Killeen's senior population, with only 9.8% of Killeen households having one or more persons age 65 or older compared to 17.8% for the metropolitan area and 20.3% statewide. Killeen also retains many military beyond their separation from service, with 27.3% of the civilian population age 18 and older being military veterans compared to 22% for the metropolitan area and only 9.2% for all of Texas.
- ★ **Occupancy Turnover.** Killeen is obviously a highly transient community. This is reflected in the fact that 28.8% of the City's residents in 2008 had lived in a different house in the U.S. one year earlier (the percentages are 25.6% for the region and 17.5% for Texas, which has been absorbing significant new population, in general, especially as the economic recession impacted other parts of the nation more severely). Among the 28.8% who had changed their residence, 17.1% had still been within Bell County. Then, of the other 11.6% who had lived outside the county, 7.7% resided outside of Texas one year earlier (and this percentage was 6.1% for the metropolitan area).

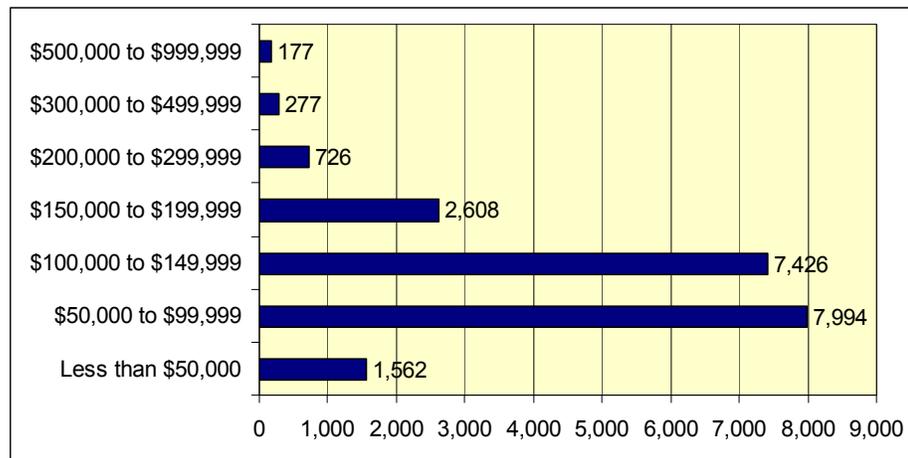


Housing Stock

The following indicators describe various characteristics of the dwellings already on the ground in Killeen. All data, unless otherwise noted, are estimates for 2008 from the U.S. Census Bureau’s American Community Survey.

- ★ **Housing Units.** The U.S. Census Bureau estimated that Killeen had 46,721 total housing units as of 2008. The larger Killeen-Temple-Fort Hood metropolitan area had 150,489 dwellings, meaning that Killeen accounted for nearly one-third (31%) of the area’s housing units. Among the existing units in 2008, it was estimated that 82.4% were occupied and the remaining 17.6% were vacant. Among owner-occupied units, the vacancy rate was only 5.4%, compared to 20.2% for rental units. This difference, along with the fact that the rental vacancy rate for the metropolitan area was lower at 15.5%, illustrates

Value of Existing Homes – City of Killeen, 2008



SOURCE: U.S. Census Bureau

Among the estimated 20,770 owner-occupied units in Killeen during 2008, the median value was \$104,700 compared to \$116,400 for the metropolitan area and \$126,800 statewide. As illustrated in the chart above, the greatest share of these homes (38.5%) was in the \$50,000-\$99,999 range (the largest percentage statewide is also in this range but only at 24.2%, and 31.2% of homes in the metropolitan area are in this same range). With another 35.8% of local homes in the \$100,000-\$149,999 range, this means that nearly three-quarters of owner-occupied units in Killeen (74.3%) are valued within a range from \$50,000 to \$149,999. The percentage in this range for the Killeen-Temple-Fort Hood metropolitan area was much lower at 57.9%, and only 46.9% for all of Texas.

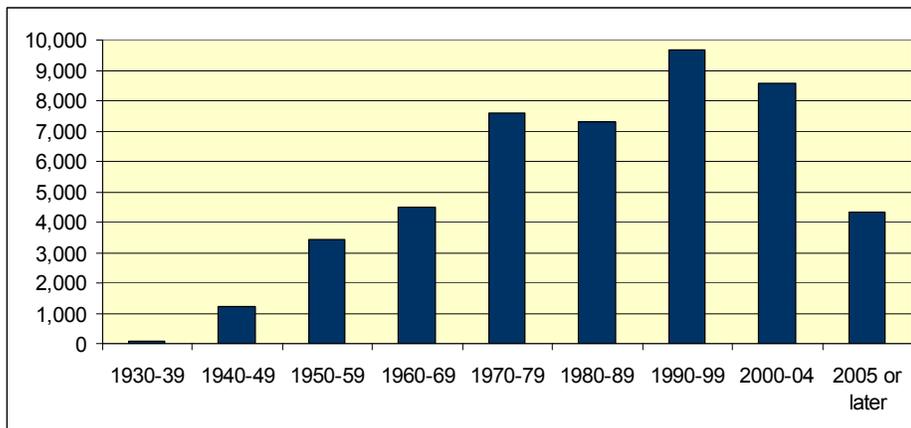
These figures confirm Killeen’s clear advantage in lower-priced homes for its unique housing market. Looking at higher price ranges, 12.6% of Killeen homes in 2008 were valued in the \$150,000 to \$199,999 range (14.8% in the metropolitan area and 16% statewide), and only 5.7% were above the \$200,000 mark compared to 18.2% for the metropolitan area and 24.5% across the state. According to the U.S. Census Bureau data, no homes in Killeen were valued at \$1 million or more (336 homes—0.4% of the total—exceeded \$1 million in the metropolitan area).



the impact of having significant military population in the community.

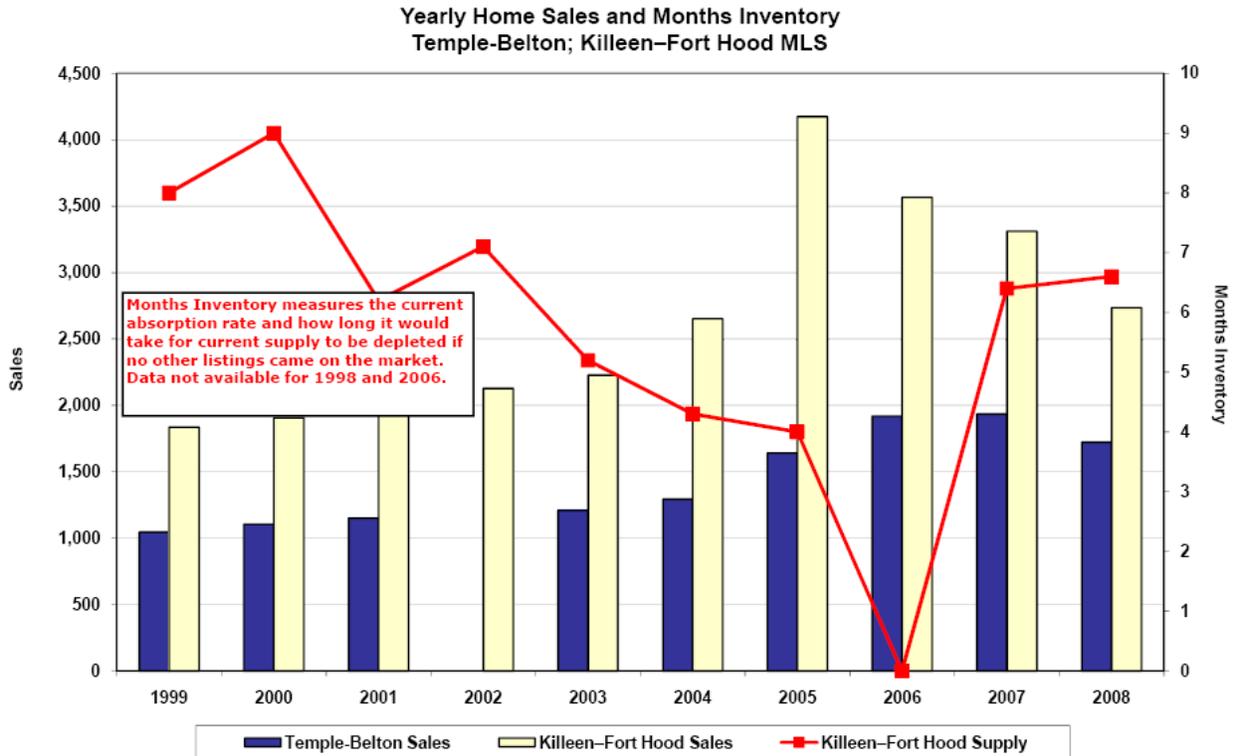
- ★ **Home Ownership.** Among all occupied housing units in Killeen in 2008, 53.9% were owner-occupied and 46.1% were renter-occupied. This is much lower than the statewide home ownership rate of 64.9%, but less of a difference from the metropolitan area rate of 59.6%.
- ★ **Housing Types.** Among all housing in Killeen in 2008, 60.4% were single-family detached units (63.1% for the metropolitan area). Two-unit duplexes accounted for 7.1% of the housing stock. Notably, 11.6% of residential structures had 3 or 4 units (compared to only 6.3% for the metropolitan area), which reflects the prevalence of this type of construction in Killeen. Also, mobile homes accounted for 2.1% of all units.

Age of Housing Stock – City of Killeen, 2008



SOURCE: U.S. Census Bureau

The chart above indicates that nearly half (48.3%) of the owner-occupied housing units in Killeen in 2008 had been built since 1990. The pace of residential construction in Killeen in recent years is also reflected in the comparison of homes built since 2000, which is 27.7% of the overall housing stock in Killeen compared to 23.1% for the metropolitan area and 18.3% for all of Texas. On the other hand, about 36% of Killeen’s housing stock was built before 1980—i.e., more than 30 years ago—which is a common point when maintenance of older homes becomes an increasing burden on their owners and can start to impact the integrity of entire neighborhoods.



SOURCE: Market Report 2009 – Killeen-Temple-Fort Hood, Real Estate Center at Texas A&M University

A significant data set compiled by the Real Estate Center at Texas A&M University is Months of Inventory. This figure indicates the number of months it would take for the entire existing backlog of unsold homes in an area to be sold off, assuming a typical sales pace, if no more units were listed in the meantime. The chart above shows that the Months of Inventory figure for the Killeen-Fort Hood Multiple Listing Service area was in the 6-7 month range during 2008, and has been in the single digits over the last decade. (The Real Estate Center later reported that the inventory figure had risen to 8.1 months in 2009.) The sharp drop to the 4-month level during 2004-05 reflects the housing boom that was spurred by a robust economy combined with significant numbers of Fort Hood personnel returning from overseas deployments. The fact that the Months of Inventory indicator has remained in a good range for so long means that, even with the rapid pace of home construction in the area in recent years, demand for these new homes has been sufficient to ensure a high “absorption” rate (i.e., a “seller’s market”) and avoid a glut of unsold homes (i.e., a “buyer’s market”). On the other hand, if an area’s housing inventory falls too far too fast, too few homes on the market can have cost and choice implications for prospective buyers until the market adjusts.

The bar chart portion of the figure above also illustrates the significantly higher volume of sales activity in the western Killeen-Fort Hood portion of the metropolitan market area compared to the eastern Temple-Belton portion. This gap was at its highest during 2005, when Killeen-Fort Hood had roughly 4,200 home sales compared to about 1,700 in Temple-Belton, but the gap has steadily closed in the several years since.

Because Killeen is a community with a relatively transient population, the overall housing vacancy rate is also relatively high (17.6% in 2008 as estimated by the U.S. Census Bureau). However, among ownership units, the vacancy rate was only 5.4% in 2008.

A rule of thumb often used by economists is that 5% to 8% is a “natural” vacancy level that promotes healthy functioning of the housing market, as well as supporting the community’s economic development. When the vacancy rate is too low, demand for housing will push up rents and prices as consumers vie for scarce units. Conversely, when vacancy rates are higher, new and relocating households can be accommodated by the existing stock of housing, and new units are not necessary.



Future Potential Housing Need – City of Killeen

Potential 2030 Population (2008-09 = 117,000)	Average Annual Growth Rate 2008-2030	Projected Housing Units in 2030	Projected Units Added 2008-2030	Average Units Added Per Year	Potential Owner-Occupied Units	Potential Single-Family Detached Units
154,150	1.26%	60,181	13,460	612	7,255	8,130
165,820	1.60%	64,409	17,688	804	9,534	10,684
177,140	1.90%	68,511	21,790	990	11,745	13,161
183,430	2.06%	70,790	24,069	1,094	12,973	14,538

The table above shows the number of additional housing units that would be needed in Killeen by 2030 under various population projection scenarios, ranging from approximately 13,500 to just over 24,000 units depending on the City's growth rate over the next several decades. The total number of housing units in the City could increase to as much as 70,790 units, building upon the 46,721 existing units as of 2008. These projections assume that the average household size remains around the current estimate of 2.76 persons per household. (These are also gross and not net projections as they do not account for demolition and/or replacement of any existing units.)

The two right-most columns in the table show, respectively, the potential number of owner-occupied and single-family detached units that would be added under the various scenarios, assuming steady trends through 2030 in the home ownership percentage (53.9%) and types of housing construction (60.4% single-family detached).

The Affordability Equation

Along with home prices, income is the other essential factor that determines the "affordability" of housing within a market area. The following indicators capture various aspects of the income picture in Killeen. All data, unless otherwise noted, are estimates for 2008 from the U.S. Census Bureau's American Community Survey.

- ★ **Income Comparison.** The large military presence and generally low cost-of-living environment in Killeen is reflected in area income levels. The estimated 2008 median household income of \$44,461 compares to \$49,769 for the larger Killeen-Temple-Fort Hood metropolitan area and \$50,043 statewide. Additionally, only 19.5% of local households had incomes above \$75,000, while the percentages were 26.2% for the metropolitan area and 38.3% for all of Texas. At the \$100,000 level, only 6.6% of Killeen households were above this point versus 14.8% in the metropolitan area and 24.5% in the state. Finally, less than 1% in Killeen exceeded \$150,000 median income relative to 5.6% for the metropolitan area and 10.5% statewide.



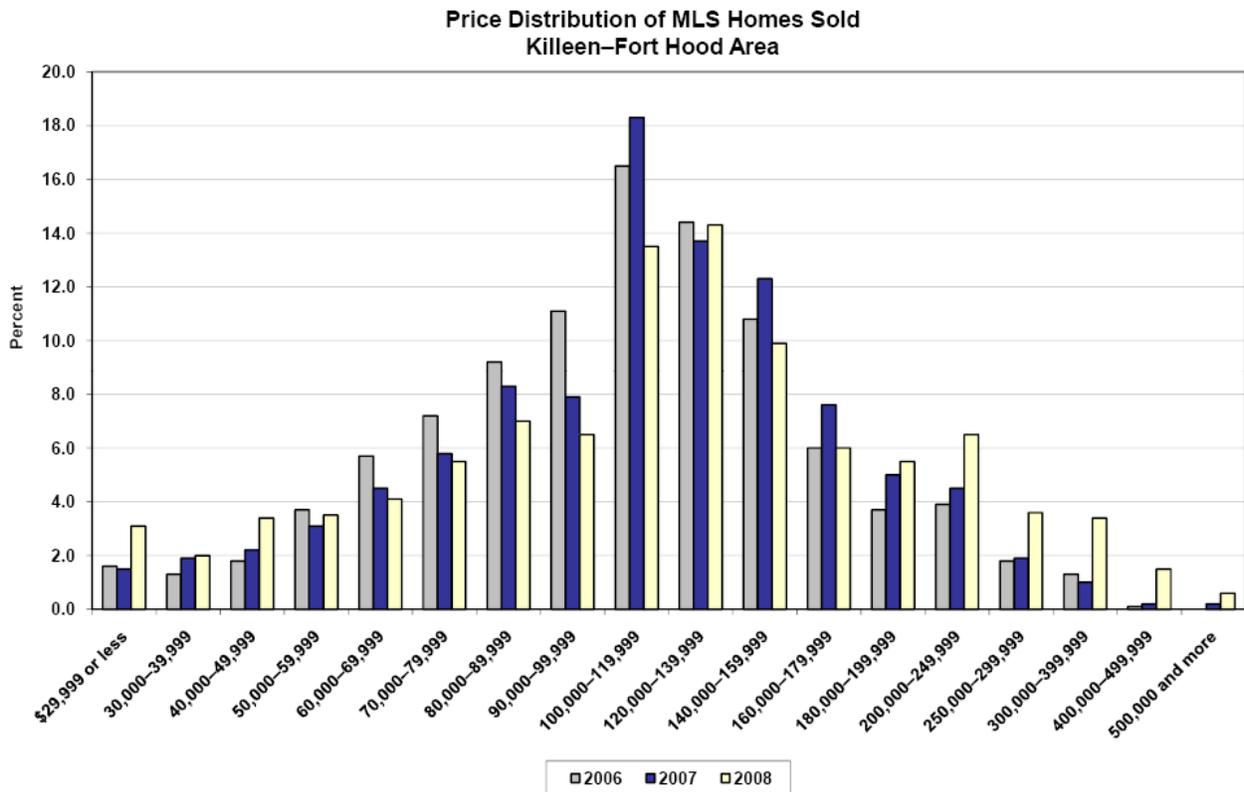
- ★ **Incidence of Poverty.** In Killeen, 15.7% of families and 19% of all individuals had 2008 incomes that put them below the federally-defined poverty level. This is compared to 11.1% and 12.4% of all families, respectively, at the metropolitan and statewide levels (and 13.9% and 15.8% for individuals).

The following charts and data summarize trends in home prices in the Killeen area.

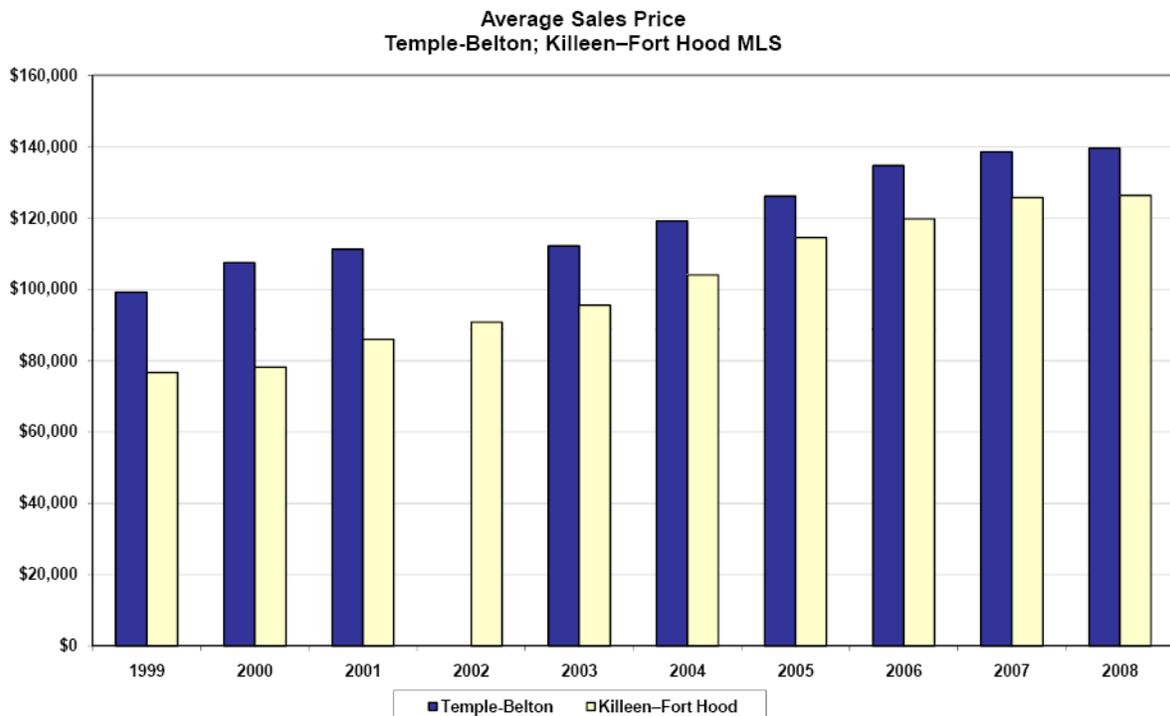
Potential Impediments to Fair Housing Choice

As part of its federally-funded five-year plan for housing and community development programs, the City of Killeen must consider factors that can affect the affordability and accessibility of local housing. Among these factors are the City's development regulations, especially the zoning and subdivision regulations. Four potentially relevant concerns pointed out elsewhere in this Comprehensive Plan are:

- **Lot Size Range.** As highlighted in the action strategies for Chapter 2-Future Land Use & Character, the residential districts in Killeen's zoning ordinance do not include a typical progression of minimum lot sizes for varying sizes and styles of single-family detached dwellings. Instead, the R-1 district has a 6,000 square foot minimum lot size, and then the A-R1 district provides for one-acre minimum lots, with no other lot sizes specified between these extremes.
- **Opposition to Small-Lot Developments.** As a result of the lot size framework described above, along with the lack of adequate standards for compatibility and buffering between different housing types and intensities, there is sometimes community opposition when a land owner/developer proposes a change to R-1 zoning. Dissatisfaction with the location, design, and/or perceived quality of some small-lot housing development in Killeen can motivate this opposition. (The City has had similar experience with its R-1A district, which until recently provided for "garden home" development on even smaller lots down to 3,600 square feet. Newly adopted ordinance amendments have revamped this district to increase the lot size standard, establish a minimum square footage for dwellings, and add façade standards.) To the extent that this situation discourages housing construction at lower price points—or extends the process for gaining approval for such development—then this can act as an impediment.
- **PUD Reliance.** As in many other communities, local development applicants often must turn to the Planned Unit Development (PUD) mechanism in the zoning ordinance to propose more creative projects with atypical street and lot layouts and/or a mix of housing types, including small-lot options. A PUD application is effectively a zone change request and involves both zoning and site plan review and approval, with associated public comment and hearing requirements. As a result, PUD applications sometimes attract the same type of community, as well as official, opposition due to discomfort with the prospect of "high-density" housing on a particular site.
- **Downtown Residential.** As was also highlighted in Chapter 2 of this plan, much of Killeen's downtown area is in B-5 Business District zoning. As a result, there is not a direct path to permitting residential projects in Killeen's core area, which many cities look to as a target area for innovative and potentially affordable housing concepts as part of overall downtown revitalization efforts. Chapter 2 includes a recommendation to create a downtown-specific zoning district in Killeen to eliminate this zoning obstacle and support ongoing redevelopment initiatives.



The chart above shows that, among homes sold during 2008 in the Killeen-Fort Hood Multiple Listing Service (MLS) area, the highest number were in the \$120,000 to \$139,999 range for the first time. The chart below shows the steady increase in average sales price over the last decade, from under \$80,000 in 1999 to the \$125,000 range by 2007-08.



SOURCE: Market Report 2009 - Killeen-Temple-Fort Hood, Real Estate Center at Texas A&M University

Price Distribution of MLS Homes Sold, Killeen–Fort Hood Area
(in percent)

Price Range	2002	2003	2004	2005	2006	2007	2008
\$29,999 or less	3.6	3.5	2.5	1.7	1.6	1.5	1.4
30,000–39,999	3.1	2.8	2.7	1.9	1.3	1.9	1.4
40,000–49,999	4.3	4.4	3.7	2.5	1.8	2.2	1.6
50,000–59,999	8.6	6.6	5.0	4.4	3.7	3.1	2.5
60,000–69,999	11.8	10.5	9.3	6.3	5.7	4.5	4.6
70,000–79,999	15.2	12.7	11.4	8.4	7.2	5.8	5.4
80,000–89,999	15.4	14.0	11.2	9.8	9.2	8.3	7.8
90,000–99,999	7.6	10.0	11.3	11.4	11.1	7.9	8.7
100,000–119,999	10.8	13.3	12.1	15.6	16.5	18.3	18.8
120,000–139,999	8.2	8.3	11.4	13.3	14.4	13.7	15.2
140,000–159,999	5.3	6.0	8.2	9.6	10.8	12.3	11.2
160,000–179,999	2.4	3.4	4.4	5.8	6.0	7.6	8.1
180,000–199,999	1.4	1.5	2.9	3.3	3.7	5.0	5.2
200,000–249,999	1.8	2.0	2.5	3.7	3.9	4.5	5.2
250,000–299,999	0.5	0.7	0.7	1.3	1.8	1.9	1.8
300,000–399,999	0.0	0.4	0.5	0.8	1.3	1.0	0.8
400,000–499,999	0.0	0.0	0.1	0.1	0.1	0.2	0.3
500,000 and more	0.0	0.0	0.0	0.0	0.0	0.2	0.0

"-" represents unreported data or nonparticipation in Real Estate Center's survey.

Source: Real Estate Center at Texas A&M University

The table above documents the steady escalation in home prices in Killeen in recent years. Just under 70% (69.6%) of all local homes sales in 2002 involved a price under \$100,000. Six years later in 2008, the percentages had roughly flip-flopped, with only 33.4% of sales falling below \$100,000. The price ranges within the green box, extending from \$100,000 to \$249,000, have all grown in their share of area home sales year over year, with only a few single-year exceptions. Over the same timeframe since 2002, the price ranges within the red box, between \$50,000 and \$89,999, have all trended downward in their share of local home sales. The biggest drop was in the \$70,000–\$79,999 range, which fell nearly 10 percentage points (from 15.2% of all sales in 2002 to only 5.4% by 2008). In the higher price ranges, the \$100,000–\$109,999 range had the biggest gain in home sales, going from 10.8% to 18.8% of all sales over the 7-year period. Interestingly, the \$90,000–\$99,999 range gained in home sales through the middle of the decade, when the local market was hottest, but then receded as the \$100,000–\$109,999 range took off along with the various price ranges above it.

A gradual increase in home prices over time is to be expected in most markets where land values are rising, and then factoring in the overall rate of inflation in the economy. Considering the apparent impacts of Killeen's housing boom of recent years, maintaining affordability for a large proportion of the local population, and especially for first-time homebuyers, will be an ongoing challenge. Conversely, the higher-end and custom-home markets could be spurred locally if builders see they are able to sell more units at higher price points, particularly if there is adequate and steady demand to support a greater volume of such construction, which also brings efficiencies. (In 2008, 8.1% of all sales were at \$200,000 and above compared to 2.3% in 2002—with no sales above \$300,000 at that time.) A positive note from the latest figures is that 42.7% of all home sales in 2008 were in the range from \$90,000 to \$139,999. This is an enviable situation relative to many other markets that also aim to cater to a individuals and families who are both younger than state and national averages and generally have less income to put toward housing.

The next important consideration is housing-related expenditures. Among owner-occupied housing units in Killeen in 2008, 75.6% of owners were paying off a mortgage compared to 64.7% for the metropolitan area and 64.2% for all of Texas. The relatively low percentage of local home owners without a mortgage (24.4%) reflects the younger population that lives in Killeen, as well as the transient lives of many home-owning military personnel, who do not stay in one location long enough to pay down an entire mortgage.

The Census Bureau estimated that among housing units with a mortgage in Killeen, typical monthly owner costs (including mortgage payment, property taxes, insurance, utilities, association fees, etc.) were at a median of \$1,143 per month. The larger Killeen-Temple-Fort Hood metropolitan area was only slightly higher at \$1,187. But statewide the median monthly housing expenditure was \$1,380.

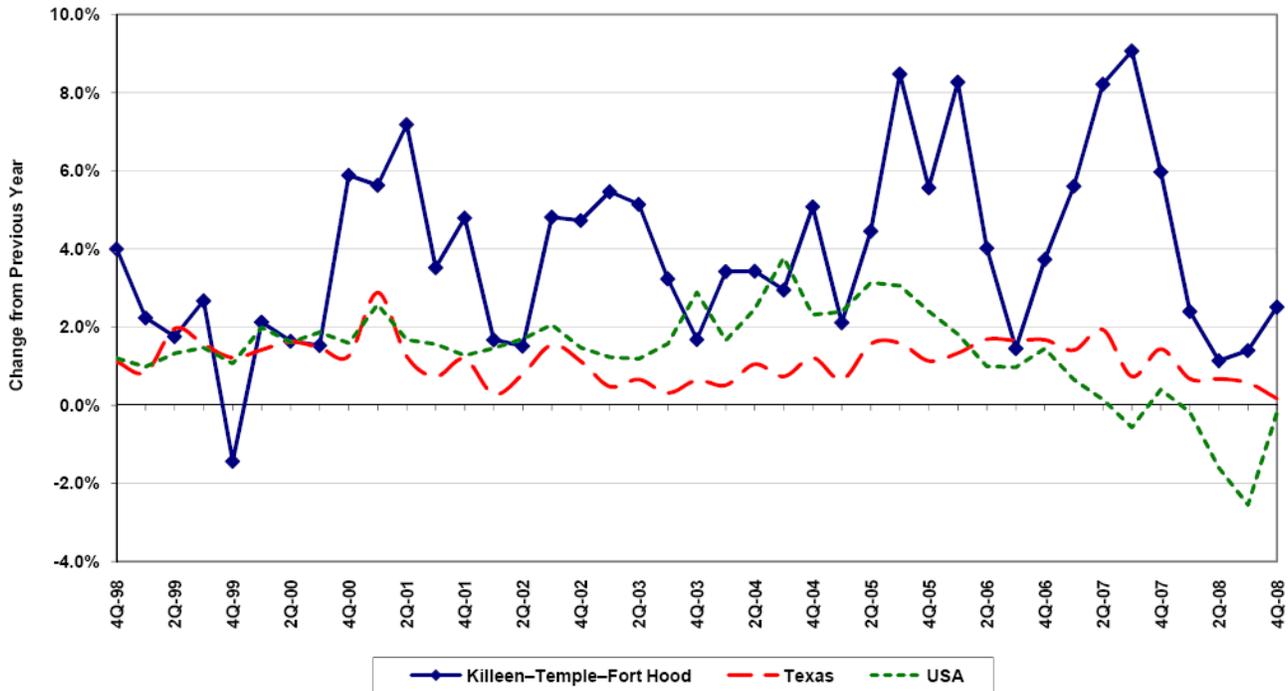
In percentage terms, 69.4% of local housing units were paying \$1,000 or more per month compared to 75.3% at that level for all of Texas. Locally, 50.6% (and 42.7% in the metropolitan area) were in a range from \$1,000 to \$1,499 versus only 33.1% across the state. Then, only 18.7% in the



local area were paying more than \$1,500 per month compared to 26.5% for the entire metropolitan area and a much higher 42.4% statewide. For housing units without a mortgage, median monthly owner costs were \$414 in Killeen, \$436 in the metropolitan area, and \$425 for all of Texas.

**Home Price Appreciation
Killeen–Temple–Fort Hood MSA**

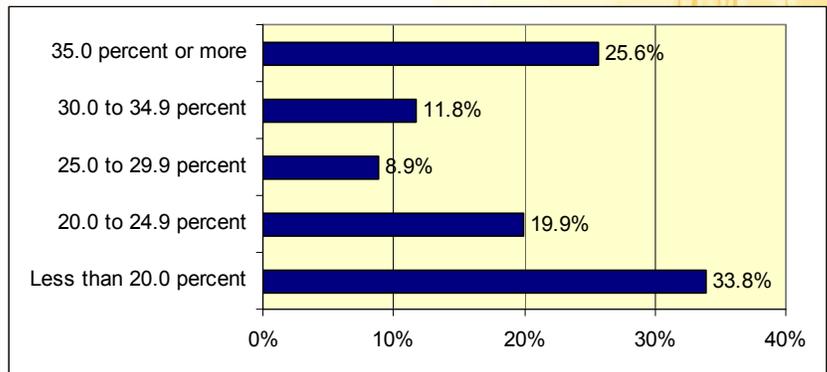
The HPI for each geographic area is estimated using repeated observations of housing values for individual single-family residential properties on which at least two mortgages were originated and subsequently purchased by either Freddie Mac or Fannie Mae.



Source: Office of Federal Housing Enterprise Oversight

Even though the *rate* of home price appreciation in Killeen has risen and fallen in cycles over the last decade, the chart above shows that the average price has taken a negative turn in only one year, going back to 1999. This includes the recent 2007-08 period, when average prices began a precipitous fall in many parts of the nation amid the bursting of the housing “bubble.”

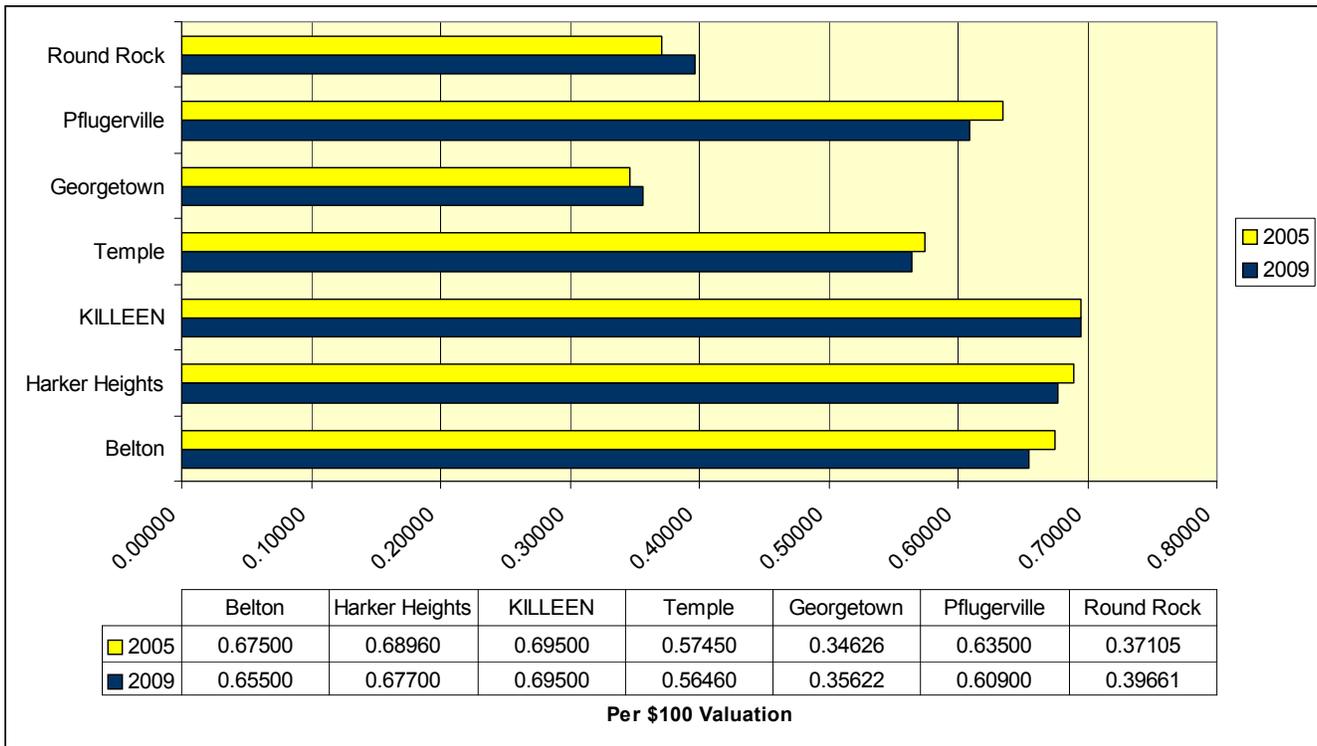
A common way of gauging housing affordability is to consider monthly owner costs relative to household income. Shelter costs are typically considered excessive when they surpass 30%-35% of household income. The chart to the right reflects that 5,803 units in Killeen were estimated to be spending 30% or more on housing in 2008, meaning that





more than one-third (37.4%) of home owners with a mortgage were expending a high proportion of their income on housing costs—with one in four (25.6%) at the 35% or higher threshold. This highlights that even though Killeen offers a relatively low-priced housing market, a fair number of home owners in this market do not have substantial disposable income to begin with. Statewide, only 31.4% of Texas home owners were spending at or above the 30% threshold, and the metropolitan area rate was even lower at 28.6%.

Property Tax Levels for Killeen and Other Area Cities



SOURCE: Tax Appraisal District of Bell County and Williamson Central Appraisal District

This chart illustrates how Killeen has held the line on its property tax rate in recent years during a time of brisk growth. This is significant as the annual property tax bill is another cost of home ownership that can impact first-time purchasing ability and ongoing affordability. Other Bell County cities were able to reduce their rates slightly from 2005 to 2009. But the cities of Georgetown and Round Rock both had to raise their relatively low rates in recent years.

On the other hand, a majority (53.7%) of Killeen home owners who were carrying mortgages in 2008 were devoting less than 25% of their incomes to housing costs. This is where the benefit of a lower-cost environment is evident, especially because roughly one-third (33.8%) of owners were paying less than 20% toward housing. For those owners without a mortgage, only 10.8% were putting more than 30% of their income toward housing costs (11.3% across the metropolitan area and 13.9% for all of Texas).

The Real Estate Center at Texas A&M University publishes Housing Affordability Index (HAI) data for communities in Texas, the entire state, and the nation. The index indicates general housing affordability in terms of the ability of the median-income family to purchase the median-priced existing house in the area using standard, conventional financing terms. A ratio of exactly 1.0 would mean that the median family income is exactly equal to the income a conventional lender would require for the family to purchase the median-priced house. A ratio of greater than 1.0 indicates that a median-income family earns more than enough to buy the median-priced house (that is, the family could afford to buy a house priced above the median price). A ratio of less than 1.0 means that a median-income family has insufficient income to qualify for a loan to purchase the median-priced house.

2008 Housing Affordability Index

MLS	2008 Median-Priced Home	Required Income to Qualify	Median Family Income	HAI*	HAI for First-Time Homebuyers**
Killeen	\$117,600	\$27,695	\$52,000	1.88	1.29
Temple	\$121,900	\$21,430	\$52,000	2.43	2.11
Texas	\$146,900	\$22,985	\$55,000	2.39	1.55
United States	\$196,600	\$46,152	\$61,500	1.33	0.66

*The HAI is the ratio of the median family income to the income required to buy the median-priced house using standard mortgage financing at the current interest rate. Standard financing is a fixed-rate, 30-year loan covering 80 percent of the cost of the home. A HAI of 1.00 indicates that the median family income is exactly equal to the required income to qualify for the standard loan to purchase the median-priced house.

**First-time home buyer is assumed to purchase a home equal to the first quartile home price using a 90 percent home loan at an interest rate 0.5 percent greater than the standard current rate.

Source: Real Estate Center at Texas A&M University

The latest HAI data, for 2008, has the index for Killeen at 1.88. As explained above, this means the median-income family in Killeen (earning \$52,000) would presumably be able to purchase a house up to 88% above the local median home price (i.e., up to \$221,088). So this is another indicator of the degree of housing affordability in Killeen. The table above also shows that the statewide ratio in 2008 was even higher at 2.39. However, both Killeen and all of Texas had a clear affordability advantage over the country in general since the national HAI was 1.33. The Real Estate Center also publishes a first-time home buyers index, which for Killeen in 2008 was 1.29. This was nearly double the national number of 0.66. So this data clearly indicates that overall housing affordability conditions in Killeen (and within Texas in general) are very favorable compared to what prospective homebuyers face in many other markets around the country.

Among occupied rental units in Killeen during 2008, the median rent was estimated at \$770. This was in line with the statewide median (\$768), but the metropolitan-wide median rental was higher at \$809. About one-quarter (25.6%) of these local units had rents in the \$1,000-\$1,499 range, with no rents in Killeen at \$1,500 or higher according to the Census Bureau (compared to 2.6% of units above \$1,500 in the metropolitan area, and 5.4% across Texas). Among Killeen renters, more than half (51.1%) were spending above 30% of their income on rent (47.7% for all of Texas, and 46.8% for the metropolitan area). This included 39.6% who were at or above the 35%-of-income threshold, which is actually not significantly higher than statewide (38.6%) or



in the metropolitan area (35.3%). However, HUD defines any household paying more than 35% of its income toward housing as “cost burdened.” This means they must often forego other essential needs—or choose to sacrifice quality of life in another manner.

Percent of Median Household Income	Income	Affordable Monthly Housing Cost (30% of Income)
170%	\$75,584	\$1,890
150%	\$66,692	\$1,667
125%	\$55,576	\$1,389
100%	\$44,461	\$1,112
75%	\$33,346	\$834
50%	\$22,231	\$556
30%	\$13,338	\$333

Focusing again on the income side of the housing affordability equation—and given a median household income of \$44,461 in Killeen during 2008—the median household should have aimed to pay no more than \$1,112 monthly toward housing costs, with an absolute maximum of \$1,297 per month (35%). This table also shows the monthly “affordability” (30% of income) amount for households at various points above or below the area’s estimated median household income for 2008.

REGIONAL MARKET SITUATION

The U.S. Department of Housing & Urban Development, through its Comprehensive Market Analysis Report series, released an *Analysis of the Killeen-Temple, Texas Housing Market as of January 1, 2006*. This report treats the “Killeen-Temple Housing Market Area” (HMA) as encompassing Bell, Coryell and Lampasas counties, which is also the Metropolitan Statistical Area (MSA) for Census reporting and other purposes. The following key findings were noted as of the time of this report.

Housing Inventory

- ★ Building permits for single-family homes in the HMA had increased every year since 1997, reaching a new record of 2,710 units permitted during 2005. This was attributed to growing population and low mortgage interest rates.
- ★ Since 2000 the area inventory had increased an average of 2,875 units annually.
- ★ The trend in residential building activity had paralleled changes in force strength at Fort Hood and fluctuations in the local economy.
- ★ Since 2000 more than 55% of new single-family homes in the HMA had been built in the City of Killeen, followed by 15% in both the cities of Temple and Harker Heights.



- ★ The homeownership rate across the HMA continued to increase (60% as of January 2006 compared to 53% in 1990 and 57% in 2000).
- ★ Custom homes in the HMA were most common in Morgan's Point Resort City, on Belton Lake (priced from \$250,000 to \$500,000), and also in Salado, providing Austin commuters easy access to IH-35.
- ★ Apartment production had also been increasing since 2000 (an average of 775 units permitted annually versus only 131 in the early 1990s, when the rental market was soft, and 525 units annually in the latter half of the 1990s). Nearly 70% of the multi-family units built in the HMA since 2000 were in Killeen.
- ★ The majority of rental units had three or more bedrooms, reflecting the substantial demand for rental housing by military families with dependents.
- ★ The manufactured housing inventory within the HMA was 13,850 units as of January 2006.

Housing Sales

- ★ As of the January 2006 report, the HMA sales market was considered balanced with a sales vacancy rate of 2%.
- ★ With Fort Hood's 1st Cavalry Division returning from deployment starting in Spring 2005, the local sales market became very active, with many sellers receiving multiple bids. The Fort Hood Board of Realtors reported that 2,870 existing homes had sold during 2005, which was a 50% increase over 2004, and the median sales price had increased by 10% to \$103,000.
- ★ The relatively low cost of existing and new homes in the HMA, along with longer tours of duty (5-7 years) for military personnel, had made home ownership a more affordable and attractive option, particularly for first-time buyers.
- ★ More and more military retirees were choosing to stay in the area because of the affordable housing costs and the availability of veterans' services.



Pros and Cons of Low Rents

Lower rents reduce housing costs for individuals and families who cannot afford to purchase a home or will not be in the area for long. However, consistently low rents can have some adverse effects on local housing conditions by:

- Potentially discouraging long-term maintenance of rental properties.
- Not sending a signal to the market to supply more new units.
- Potentially discouraging renters from making the leap to homeownership because of the gap in monthly cost.

Rental Market Conditions

- ★ Historically, the area rental market has had a relatively high vacancy rate, reflecting the high turnover of military-connected households. The HMA rental vacancy rate as of the January 2006 report was estimated at 9%. With two Fort Hood divisions alternating deployments, the area rental market had been stable of late, with rents increasing by 1%-2% each year.
- ★ Single-family housing units made up approximately one-third of the HMA rental inventory.
- ★ A growing number of renter households were moving into home ownership because of low mortgage rates, the relatively low cost of sales housing in the HMA, and the healthy local economy.

KEY PLANNING THEMES

The development and building community in Killeen has obviously responded well, over the last decade, to the intense pressure to bring a large volume of affordable housing units to the market in a short timeframe. This was essential to meet the needs of both Fort Hood, as the area's major economic anchor, as well as of military personnel and families returning from overseas deployments and/or relocating to the area. This growth wave of recent years also required the City of Killeen to extend and upgrade infrastructure and public services to accommodate a much larger population and employment base.

The challenge—and opportunity—going forward is to build upon this growth by making further investments and enhancements that will ensure stable and attractive neighborhoods for the long term, even as further residential construction continues in the community. Based on the concerns and hopes expressed by residents, public and private leaders, and key community stakeholders and investors—from Fort Hood representatives to small business owners—Killeen must act, through this new Comprehensive Plan, on the following basic principles:

- ★ **Balancing Affordability with Variety.** Median household income in Killeen increased from \$34,461 in 1999 (as reported through Census 2000) to \$44,461 in 2008 (as estimated by the U.S. Census Bureau). This represented a 29% increase over this period. For home costs, the median price from area home sales (as reported by the Real Estate Center at Texas A&M University) increased from \$71,800 in 1999 to \$117,600 in 2008, which was a 64% increase. Based on this data, the Killeen market has definitely seen a rapid increase in the median home price relative to income growth, which could reduce



affordability in a general sense, although the price factor started from a fairly low base level in the 1990s and is now more in line with the regional price situation. Furthermore, the Housing Affordability Index (HAI) data in this chapter show that, even with the changing price environment, Killeen remains a highly affordable market for the average home buyer, and especially for the first-time buyer.

As the host community for Fort Hood, Killeen must always ensure responsiveness to the shorter-term, higher-turnover market segment involving military personnel and families. But this is also an opportune time for Killeen to strengthen its market capture in other areas, including young and middle-age professionals (which is a particular focus of local economic development efforts), upper-level personnel assigned to Fort Hood, faculty and staff associated with the new Texas A&M University-Central Texas campus, and a growing contingent of medical professionals in the area, as well as retirees (military and otherwise). Anecdotal evidence from all these market segments confirms that Killeen is losing out on a variety of potential home buyers who would like to live in and become more a part of the community where they work (or wish to retire). But some are not satisfied with the range and quality of offerings currently available locally. To the extent that they are taking their consumer spending elsewhere, along with their home investments, then this adds to the economic drain through “leakage” of retail dollars (and associated sales tax revenue) to other nearby communities and unincorporated portions of Bell County.

With regard to retirees, this is clearly an area with great potential for Killeen given its cost-of-living and climate advantages plus ready access to medical and military veteran services. Yet data in this chapter show that the percentage of households in Texas with someone over age 65, at 20.3%, is more than double Killeen’s share, at 9.8% in 2008. The percentage for the entire Killeen-Temple-Fort Hood metropolitan area is also substantially higher at 17.8%, which is likely due, in part, to the greater medical (and Veterans Administration) presence in Temple, as well as the extent of young population in Killeen. Nonetheless, Texas and the U.S. are still in the early stages of the Baby Boomer retirement wave, so Killeen still has time to tap into this market segment even more in the years ahead.

Overall price escalation and maturing of the Killeen housing market are already leading to more construction in ranges and housing styles that should prove more appealing to a broader assortment of potential buyers. Development community representatives have also pointed out the quality elements and additional amenities in some of



Killeen’s newest residential developments, as well as the opportunity to incorporate more “T and T” —trees and terrain—into subdivision design as Killeen continues to grow southward.

This is the part of the new Killeen housing story that needs more play. Otherwise, in promoting Killeen primarily as a low-cost environment for home buyers, the challenge is to maintain the positive message this conveys, for economic development purposes in particular, versus the negative connotation it can also send for those who do not realize all that this special community has to offer.

- ★ **Building Neighborhoods and not just Subdivisions.** Efforts to hold the line on housing costs in Killeen and ensure a smooth process for bringing units to market quickly in a high-demand environment also led to very basic subdivision design and limited attention to amenities in various cases. While this helped to achieve short-term objectives, longer-term considerations—especially return on investment for home buyers and the sustainability of the community’s neighborhoods over time—must also come into play. After adding thousands of rooftops to its housing stock in recent decades, Killeen is increasingly focusing on the elements that round out neighborhoods and create and reinforce “community” for all ages. In many cases this involves action and capital investments by municipal government, together with other public, private, and non-profit partners, in areas of the city where the private development process has already runs its course.

This is where this Housing & Neighborhoods section of the Comprehensive Plan links back to all others in terms of physical factors like neighborhood connectivity, buffering of residential areas from incompatible uses and development intensities, traffic calming, convenient and safe circulation options for pedestrians and bicyclists, and overall community aesthetics. Additionally, because Killeen does not have code provisions for parkland dedication at the time of subdivision platting and development, it is up to the City to anticipate emerging needs for public land acquisition and park development in close proximity to new neighborhoods and population concentrations. Another often expressed concern is how residential development has outpaced commercial investment in some of the City’s growth areas. This can also require efforts by the public sector and economic development entities to highlight market opportunities and work toward a better retail and service balance in areas devoted almost exclusively to housing at present.

Going forward, a key planning and policy question is whether Killeen is prepared to implement and/or raise certain development standards



to where more of these neighborhood-building factors are addressed at the time of actual development versus after the fact? Basic subdivisions with low price points and limited amenities will always be some part of Killeen's unique housing market—and should be provided for. But there are clearly areas of the community where a higher standard is critical, including in proximity to high-profile corridors and where the terrain and/or public service feasibility calls for preservation of a Suburban or Rural character over the long term. Several of these key areas were captured in the 2005 *Future Land Use Plan* study for the State Highway 195 and 201 corridors:

- Future University (Texas A&M-Central Texas): “Given the significant investment of political capital and effort that the overall community has put into attracting the Future University, development that complements the Future University should be promoted.”
- Texas Veterans Cemetery: “The dignity and character of such a place should be respected” (by preventing incompatible land uses nearby, limiting light pollution, etc.).
- SH 195/SH 201 Interchange: “This interchange has the potential to be a major gateway to the City on SH 195. Care should be taken to insure that quality development is promoted for this commercial node.”

The City has already established zoning overlay districts for the university, cemetery, and regional airport vicinities based on the 2005 plan. Prior to completion of this Comprehensive Plan, the City also moved forward with adjusted zoning districts and new standards to improve the quality and compatibility of multi-family developments in Killeen.

- ★ **Neighborhood Protection.** The neighborhood sustainability theme already expressed above certainly applies to newer subdivisions but is equally important for the City's oldest established residential areas. The Neighborhood Conservation approach highlighted in Chapter 2, Future Land Use & Character, would address this priority in the zoning arena and become the responsibility of the City's Planning & Development Services Department, which already has an ongoing role in ensuring development compatibility and quality in and around residential areas. Many other aspects of neighborhood integrity and revitalization are an ongoing focus of the various funding programs and capital initiatives overseen by the City's Community Development Division and coordinated through a multi-year, HUD-approved Consolidated Plan and associated Annual Action Plan.



In addition to an ongoing program of neighborhood-level planning, neighborhood stability requires constant vigilance by both residents and the City to ensure code compliance, nuisance abatement, and eventual removal of blighting influences that are beyond restoration. These duties fall under the City's Code Enforcement Department, in coordination with the City Attorney and other City staff. The Public Works Department supervises the City's streets, utility infrastructure, and storm drainage, as well as the very visible neighborhood service of solid waste collection. Police, fire and EMS services address public health and safety very directly and contribute to secure neighborhoods. Finally, the Community Services Department provides and maintains the parks, recreational programming, and libraries and other community facilities that help to make neighborhoods complete. These activities, along with community beautification initiatives, are where private and non-profit partners can especially contribute to neighborhood quality and community image and pride.

Quality Neighborhood Design

Contemporary subdivision design too often overlooks the time-honored elements of what makes a neighborhood appealing and sustainable for the long term. Typical features of a quality neighborhood design include:

- Some focal point, whether a park or central green, school, community center, place of worship, or small-scale commercial activity, that enlivens the neighborhood and provides a gathering place.
- Equal importance of pedestrian and vehicular circulation. Street design accommodates, but also calms, necessary automobile traffic. Sidewalks along or away from streets, and/or a network of off-street trails, provide for pedestrian and bicycle circulation (especially for school children) and promote interconnectivity of adjacent neighborhoods.
- A variety of dwelling types to address a range of needs among potential residents (based on age, income level, household size, etc.).
- Access to schools, recreation and daily conveniences within relatively close proximity to the neighborhood, if not within or at its edges (such as along bordering major streets).
- An effective street layout that provides multiple paths to external destinations (and critical access for emergency vehicles) while also discouraging non-local or cut-through traffic.
- Appealing streetscapes, whether achieved through street trees or other design elements, which "soften" an otherwise intensive atmosphere and draw residents to enjoy common areas of their neighborhood. This should include landscape designs consistent with local climate and vegetation.
- Compatibility of fringe or adjacent uses, or measures to buffer the neighborhood from incompatible development.
- Evident definition of the neighborhood "unit" through recognizable identity and edges, without going so far (through walls and other physical barriers) as to establish "fortress" neighborhoods.
- Set-aside of conservation areas, greenbelts or other open space as an amenity, to encourage leisure and healthful living, and to contribute to neighborhood buffering and definition.
- Use of local streets for parking to reduce the lot area that must be devoted to driveways and garages, and for the traffic calming benefits of on-street parking.
- Respect for historic sites and structures, and incorporation of such assets into neighborhood design.





ACTION STRATEGIES

This section outlines a series of potential action strategies considered by the Planning and Zoning Commission in response to the key planning themes identified for housing and neighborhoods:

1. Balancing Affordability with Variety
2. Building Neighborhoods and Not Just Subdivisions
3. Neighborhood Protection

Also indicated for each option is the type of action(s) it involves based on five categories which represent the main ways that comprehensive plans are implemented (as elaborated upon in Chapter 7-Implementation):

- ★ Capital investments
- ★ Programs/initiatives
- ★ Regulations and standards
- ★ Partnerships/coordination
- ★ Ongoing study/planning (especially as required to qualify for external funding opportunities)

The Implementation chapter in this plan also identifies certain action items as immediate priorities to be pursued in the near term. Other action possibilities in this section may remain just that—only concepts and considerations that the City and/or community may not be ready to pursue until later in the 20-year horizon of this Comprehensive Plan, if even then. They represent action options that are available to Killeen as a Texas municipality and as acted on by other communities. However, it is recognized that they may not be feasible in Killeen for various reasons such as potential cost, complexity, and/or degree of community support, as well as the capacity of City government to carry out certain initiatives given available staffing and other resources. With these realities in mind, the actions were grouped into three categories—basic, intermediate, and advanced—to give some initial indication of the implementation outlook. More definitive determinations will ultimately be made through City Council priority-setting, ongoing public input, and the City’s annual budget process.

More background on some action options is provided in the appendix to this chapter.



Basic Actions

1. Pursue Coordinated Strategies

- ★ Pursue action items in other sections of this Comprehensive Plan that support housing variety/affordability and quality neighborhoods, including:
 - Chapter 2-Future Land Use & Character: Neighborhood Conservation zoning, broader lot size spectrum, more permitted residential options within single zoning districts, non-residential compatibility provisions near residential uses, adjusted downtown zoning, flexible bufferyards.
 - Chapter 3-Growth Management & Capacity: Development agreements, zoning for rural character, natural resource conservation, lot size averaging, cluster and conservation development provisions, coordinated planning and public investments, coordination with key growth drivers, green building practices, dark sky protection, infrastructure rehabilitation.
 - Chapter 4-Mobility: Concept plan requirement, “Complete Streets” approach, context-sensitive corridor design, non-vehicular circulation and safety, flexible design for local residential streets, bicycle/pedestrian circulation within neighborhoods, trail alternative to sidewalks, screening without eliminating local circulation, school area safety, traffic calming through original development design, traffic impact analysis.
 - Chapter 5-Parks & Recreation: Neighborhood park upgrades (including loop trails within parks, restrooms), better lighting, pool and recreation center improvements, additional parkland acquisition and development near residential areas, city-wide trail network development.

● Regulation	● Capital Improvement	● Program / Initiative	● Partnership / Coordination	● Further Study / Planning
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2. Focus Next on Neighborhood-Level Planning

- ★ Following adoption of this new city-wide Comprehensive Plan, pursue more detailed and area-specific planning for particular neighborhoods within Killeen.
- ★ More focused planning efforts of this sort also provide an opportunity to coordinate more closely with key partners and entities, as well as to obtain public input at a more “grass roots” level.
- ★ In addition, these small-area planning and outreach activities can help to make the City’s federally-funded housing and community development programs even more targeted and effective.



	Regulation		Capital Improvement	●	Program / Initiative	●	Partnership / Coordination	●	Further Study / Planning
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3. Assess Census 2010 Results

- ★ Upon the release of Census 2010 data in 2011-12, complete a thorough review (and GIS mapping) of the newest detailed data down to the block level for an array of housing characteristics, as well as various other socioeconomic and housing market indicators.

	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination	●	Further Study / Planning
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4. Continue Coordination with Key Housing Partners

- ★ Continue close coordination with two key institutions and employers that can have significant impacts on the local housing market— Fort Hood (through its Housing Office and other official and staff points of contact) and Texas A&M University-Central Texas.
- ★ Also coordinate with the Greater Killeen Chamber of Commerce to investigate and monitor housing-related inquiries and concerns of major employers, small businesses, and economic development prospects exploring opportunities in Killeen and Central Texas. Of particular interest should be the socioeconomic profile and potential home purchasing power (or rental needs) of workers in the area's identified target industries.

	Regulation		Capital Improvement	●	Program / Initiative	●	Partnership / Coordination		Further Study / Planning
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5. Ensure Neighborhood Outreach and Coordination

- ★ Given the apparent ineffectiveness and/or unpopularity of home owners associations in Killeen, pursue other ways to maintain communication links to neighborhood leaders and representatives, such as through less formal neighborhood associations and/or councils. Such forums can prove valuable for inviting “grass roots” input into (and notice of) capital improvement priorities, park and public facility upgrades, street and infrastructure projects, pending zoning cases, crime prevention activities, code compliance initiatives, etc.
- ★ Establishing a community-wide association or network of neighborhood councils can also lead to annual gatherings and/or other periodic meetings and seminars on issues of interest to all neighborhoods.



- ★ Neighborhood identity and pride should also be promoted, such as through special street signage and/or potential installation of small monument signs and landscaping at entries to older neighborhoods that never had these identity features.

	Regulation		Capital Improvement	●	Program / Initiative	●	Partnership / Coordination		Further Study / Planning
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Intermediate Actions

6. Provide for “Country Living” Options within the City

- ★ Continue to incorporate and zone appropriately adequate land at the City’s fringe to accommodate low-density residential development that will maintain an Estate or Rural character over time. Otherwise, those seeking larger-lot living arrangements with a more open feel will look to property and developments in unincorporated areas, which can contribute to a spread-out development pattern and reduce the City’s long-term tax base potential.
- ★ This action item is also linked to the economic development items above, especially since higher-income university officials and faculty, medical professionals, retirees, and others could be a growing segment of the Killeen housing market over the next several decades, and “country living” options will likely be of interest to some portion of this market group.

●	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination		Further Study / Planning
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7. Adopt Traditional Neighborhood Development (TND) Provisions

- ★ Provide a special Planned Unit Development option within the zoning ordinance to encourage and set parameters for Traditional Neighborhood Development (TND) approaches (e.g., grid street pattern with shorter block lengths, homes close to street, emphasis on walkability, architectural design guidelines, neighborhood focal points, street trees, etc.).

●	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination		Further Study / Planning
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8. Preserve Small-Lot/Footprint Homes

- ★ Inventory existing small homes within the community (i.e., units of less than 1,200 square feet), and clusters of such dwellings, and target them for preservation and rehabilitation, as needed, to maintain this essential component of the local housing stock.



- ★ Also consider targeted assistance for home owners planning additions and/or other improvements to older, relatively small dwellings that will enhance their marketability and continued value over time.

	Regulation		Capital Improvement	●	Program / Initiative	●	Partnership / Coordination	●	Further Study / Planning
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9. Promote Downtown Residential Development

- ★ Pursue the strategies in the Downtown Plan supplement to this Comprehensive Plan related to promotion of new residential and mixed-use activity in downtown Killeen.
- ★ In general, the downtown area could accommodate more attached single-family housing types (e.g., townhomes, row houses, condominiums, lofts), as well as well-planned multi-family, residential-over-retail, and live/work projects.
- ★ The City’s Tax Increment Reinvestment Zone could be a potential source for funding improvements geared specifically toward encouraging residential investment.

●	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination		Further Study / Planning
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10. Add Zoning Provisions to Govern Accessory Dwelling Units

- ★ Incorporate accessory dwelling units into the City’s zoning ordinance, along with appropriate provisions governing their use and compatibility.
- ★ They are common and popular in some communities to accommodate elderly parents or relatives (“granny flats”), young adult family members wanting to live independently but close by, or local college students in need of basic, low-cost housing. It also provides another affordable living option within neighborhoods—and a rental income opportunity for homeowners.

●	Regulation		Capital Improvement		Program / Initiative		Partnership / Coordination		Further Study / Planning
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11. Provide Incentives for Redevelopment

- ★ Encourage residential redevelopment in targeted areas through a tax abatement or deferral program (or other incentive mechanism) that rewards infill activity and housing rehabilitation in older neighborhoods.



- ★ Such a program could target lots where substandard structures were recently removed so that these lots are put back onto the market and tax rolls as promptly as possible.
- ★ Other inducements can include fast-track permitting, fee waivers, and infrastructure cost-sharing for builders and organizations that complete infill construction on vacant lots.

	Regulation		Capital Improvement	●	Program / Initiative		Partnership / Coordination		Further Study / Planning
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12. Use a Positive Code Enforcement Strategy

- ★ Employ a pro-active code enforcement strategy that first offers helpful assistance to property owners in complying with municipal codes rather than a punitive approach, so that enforcement resources may be targeted to the worst areas and offenders. This can also involve cross-training of enforcement personnel in conflict management and resolution.

●	Regulation		Capital Improvement	●	Program / Initiative		Partnership / Coordination		Further Study / Planning
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Advanced Actions

13. Provide Density Bonuses to Encourage “Affordable” Units

- ★ Consider the use of density bonuses, through the City’s zoning ordinance, to reward projects that provide for a certain number or percentage of reduced-price units that are more affordable than current market-rate units. This helps to offset the financial impact to the developer while meeting affordable housing needs in the community.

●	Regulation		Capital Improvement	●	Program / Initiative		Partnership / Coordination		Further Study / Planning
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14. Consider Wider Use of Anti-Monotony Provisions

- ★ Consider adding anti-monotony provisions for single-family detached housing development in the R-1 zoning district, as were recently included in the new R-3F and R-3A multi-family zoning districts (Sections 31-255.4 and 31-256.4, Architectural Design), should this become a concern for new residential construction in Killeen (i.e., if not already addressed adequately by area builders and developers through their own variation standards).



- ★ A more basic alternative, which does not involve regulation of architectural design, is to require some variation in front setbacks along block faces.

●	Regulation	Capital Improvement	Program / Initiative	Partnership / Coordination	Further Study / Planning
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15. Require Multiple Housing Types for a Density Bonus

- ★ In connection with the action item in Chapter 3-Growth Management & Capacity related to cluster and conservation development approaches, consider requiring inclusion of multiple housing types in developments that exceed a certain density threshold.
- ★ By incorporating such provisions into the City's development regulations, this mixed-housing outcome can be achieved directly without needing a Planned Unit Development application and process—or by carving up a single project site into multiple zoning districts to accommodate different housing types and densities.

●	Regulation	Capital Improvement	Program / Initiative	Partnership / Coordination	Further Study / Planning
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APPENDIX

In this appendix are more details and observations on certain action options discussed within the chapter.

4. Continue Coordination with Key Housing Partners

In the case of Fort Hood, prime coordination items are anticipated trends and any significant changes in assigned personnel and civilian staffing, deployments, on-post housing arrangements, and housing and relocation assistance services. In the case of the University, prime coordination items are anticipated trends and timing of enrollment growth, faculty and staff positions, on-campus housing arrangements, housing assistance services, and potential off-campus housing projects, including the potential for a mixed-use University Village area in close proximity to the campus.

As another example of linking housing needs with economic development, the City of Temple included in its public/private economic development strategy plan (*20/20 Alliance Strategic Plan*) specific targets for annual single-family housing starts in a variety of price ranges (including a certain number of “upper-end” multi-family units each year) to support business recruitment and retention efforts.

9. Promote Downtown Residential Development

When people live in a relatively urban environment, they bring new foot traffic to the area (especially on evenings and weekends); additional retail, service and entertainment demands which can spur the immediate market; and expectations for a safe and hospitable environment in which to live, recreate, and host guests and visitors. So amenities and security are both necessary to create a favorable environment for more extensive residential living in and around the City’s historic core.

10. Add Zoning Provisions to Govern Accessory Dwelling Units

Such units can be regulated in a variety of ways to address bulk, setback, and lot coverage issues; residential density; and parking, safety, and other potential concerns. Some ordinances aim to limit the leasing of such units through provisions disallowing separate utilities and utility billing, separate trash collection, or the establishment of a separate house number and mailing address on a lot.

Killeen’s zoning ordinance does not appear to address accessory units. Therefore, the zoning ordinance should provide a legal avenue for such accessory units, which can involve creation of a separate or semi-private living area within an existing dwelling, or the establishment of a garage apartment or separate living area in another accessory building on a lot.



13. Provide Density Bonuses to Encourage “Affordable” Units

A development would be allowed a certain amount of additional residential density over and above the maximum limit allowed by existing zoning. In return, the designated units may be restricted to occupancy by certain target groups (e.g., seniors, disabled, veterans, persons/families meeting certain income criteria) and/or the units must remain affordable over time and multiple re-sales of the property. The zoning ordinance can also establish certain criteria to govern when a density bonus is appropriate with regard to compatibility, adequate site area, adequate parking, etc., and to ensure consistent design and finishes for the designated units.

14. Consider Wider Use of Anti-Monotony Provisions

Under such provisions, certain architectural elements of residential dwelling units must be varied within a specified area to avoid monotonous development outcomes and neighborhood appearance. Typical elements required to vary include floor plans, façade treatments, and dimensional features (height, roof type, material types, garage placement, etc.). The variations may be required every so often on the same block face, same block, or facing lots across a common street, or at a certain minimum rate within an overall development.

15. Require Multiple Housing Types for a Density Bonus

For example, as a potential condition for awarding a density bonus to developments that will preserve a greater amount of permanent open space in return for smaller lot sizes, another housing type besides single-family detached dwellings (e.g., zero lot line patio homes, townhomes, etc.) could be required when lot sizes are reduced beyond a certain point.



CHAPTER 7

IMPLEMENTATION



With the completion of a new Comprehensive Plan, the City of Killeen has direction and priorities for the ongoing development, redevelopment, and enhancement of the community over the next 20 years. However, now comes the most challenging and important step in the planning process—implementing the plan by turning the community’s aspirations into reality. This will take the efforts and commitment of the City’s elected and appointed officials, staff, residents, business owners, institutions, other levels of government, and other organizations and individuals who will serve as champions of the plan and its particular direction and strategies. It will also require the City to make sound decisions, set priorities, and secure necessary resources to implement the action strategies set forth in this plan.

The Comprehensive Plan should be a “living document,” that is, a document that is frequently referred to for guidance in community decision-making. Equally important are formal procedures for the ongoing monitoring and reporting of successes achieved, difficulties encountered, new opportunities and challenges that have emerged, and any other change in circumstances which may require rethinking of plan priorities.

PLAN IMPLEMENTATION METHODS

Simply setting out an implementation framework in this chapter is not enough to ensure that the action items of this plan will be carried out and the community’s long-term goals ultimately achieved. The policies and action priorities in this plan should be consulted frequently and should be widely used by decision-makers as a basis for judgments regarding:

- ★ The timing and availability of infrastructure improvements.
- ★ Proposed development and redevelopment applications.
- ★ City-initiated and landowner-requested annexations.
- ★ Zone change requests and other zoning-related actions.



- ★ Expansion of public facilities, services and programs.
- ★ Annual capital budgeting.
- ★ Potential re-writes and amendments to the City's development ordinances and related code elements.
- ★ Intergovernmental (including inter-City and City/County) coordination and agreements.
- ★ Operations, capital improvements, and programming related to individual City departments.

There are five general methods for plan implementation:

- (1) Land development regulations and engineering standards;
- (2) Capital improvements programming;
- (3) Special projects, programs and initiatives;
- (4) Coordination and partnerships; and
- (5) Ongoing study and planning.

Development Regulations and Standards

Land development regulations and engineering standards are fundamental for plan implementation. It is plain—but often underappreciated—that private investment decisions account for the vast majority of any City's physical form. Consequently, zoning and subdivision regulations and associated development criteria and technical engineering standards are the basic keys to ensuring that the form, character and quality of development reflect the City's planning objectives. These ordinances should reflect the community's desire for quality development outcomes while recognizing economic factors. They should not delay or interfere unnecessarily with appropriate new development or redevelopment that is consistent with plan principles and policies.

Capital Improvements Programming

A capital improvements program, or "CIP," is a multi-year plan (typically five years) that identifies budgeted capital projects, including street infrastructure; water, wastewater and drainage facilities; parks, trails and recreation facility construction and upgrades; construction of public buildings; and purchase of major equipment. Identifying and budgeting for major capital improvements will be essential to implementing this plan. Decisions regarding the prioritization of proposed capital improvements should take into account the policy and management directives of this plan.



Special Projects, Programs and Initiatives

Special projects and initiatives is another broad category of implementation measures. These may include initiating or adjusting City programs; expanding citizen participation programs; providing training; and other types of special projects.

Coordination and Partnerships

Some community initiatives identified in the Comprehensive Plan cannot be accomplished by City government on its own. They may require direct coordination, intergovernmental agreements, or funding support from other public entities or levels of government. Additionally, the unique role of potential private and non-profit partners to advance the community's action agenda should not be underestimated. This may occur through cooperative efforts, volunteer activities and in-kind services (which can count toward the local match requirements for various grant opportunities), and public/private financing of community improvements.

Specific Plans and Studies

There are a number of areas where additional planning work is recommended, at a "finer grain" level of detail than is appropriate in a comprehensive plan. As such, some parts of this plan will be implemented only after some additional planning or special study.

PLAN ADMINISTRATION

During the development of the plan, representatives of government, business, neighborhoods, civic groups, and others came together to inform the planning process. These community leaders, and new ones to emerge over the horizon of this plan, must maintain their commitment to the ongoing implementation of the plan's policies—and to the periodic updating of the plan to adapt to changing conditions or unforeseen events.

Education

Comprehensive plans are relatively general in nature, but they are still complex policy documents that account for interrelationships among various policy choices. As such, educating decision-makers and administrators about plan implementation is an important first step after plan adoption. As the principal groups that will implement the plan, the City Council, Planning and Zoning Commission, and City department heads should all be "on the same page" with regard to priorities, responsibilities and interpretations.

Consequently, an education initiative should be undertaken immediately after plan adoption, which should include:



- ★ A discussion of the individual roles and responsibilities of the Council, Commission (and other advisory bodies), and individual staff members.
- ★ A thorough overview of the entire Comprehensive Plan, with emphasis on the parts of the plan that relate to each individual group.
- ★ Implementation tasking and priority setting, which should lead to each group establishing a one-year and three-year implementation agenda.
- ★ Facilitation of a mock meeting in which the use of the plan and its policies and recommendations is illustrated.
- ★ An in-depth question-and-answer session, with support from planning personnel, the City Attorney, the City Engineer, and other key staff.

Definition of Roles

As the community's elected officials, the City Council should assume the lead role in implementation of this plan. The key responsibilities of the City Council are to decide and establish priorities, set timeframes by which each action will be initiated and completed, and determine the budget to be made available for implementation efforts. In conjunction with the City Manager, City Council should also ensure effective coordination among the various groups that are responsible for carrying out the plan's recommendations.

The City Council should take the lead in the following general areas:

- ★ Acting as a "champion" of the plan.
- ★ Adopting and amending the plan, after recommendation by the Planning and Zoning Commission.
- ★ Adopting new or amended land development regulations to implement the plan, after recommendation by the Planning and Zoning Commission.
- ★ Approving interlocal agreements that implement the plan.
- ★ Establishing the overall action priorities and timeframes by which each action item of the plan will be initiated and completed.
- ★ Considering and approving the funding commitments that will be required.
- ★ Offering final approval of projects and activities and the associated costs during the budget process, keeping in mind the need for consistency with the plan and its policies.



- ★ Providing policy direction to the Planning and Zoning Commission, other appointed City boards and commissions, and City staff.

The Planning and Zoning Commission should take the lead in the following general areas:

- ★ Hosting the education initiative described above.
- ★ Periodically obtaining public input to keep the plan up to date, using a variety of community outreach and citizen and stakeholder involvement methods.
- ★ Ensuring that recommendations forwarded to the City Council are reflective of plan principles and action recommendations. This relates particularly to decisions involving development review and approval, zone change requests, and ordinance amendments.
- ★ After holding one or more public hearings to discuss new or evolving community issues and needs, making recommendations to the City Council regarding plan updates and plan amendments.

City Staff should take the lead in the following general areas:

- ★ Managing day-to-day implementation of the plan, including coordination through an interdepartmental plan implementation committee.
- ★ Supporting and carrying out capital improvement planning efforts.
- ★ Managing the drafting of new or amended land development regulations, working with the appropriate Boards and Commissions.
- ★ Conducting studies and developing additional plans (including management of consultant efforts, as necessary).
- ★ Reviewing applications for consistency with the Comprehensive Plan as required by the City's land development regulations.
- ★ Negotiating the specifics of interlocal agreements.
- ★ Administering collaborative programs and ensuring open channels of communication with various private, public and non-profit implementation partners.
- ★ Providing briefings on plan implementation progress and activities to the Planning and Zoning Commission no less than annually.
- ★ Maintaining an inventory of potential plan amendments, as suggested by City staff and others, for consideration during annual and periodic plan review and update processes.



ACTION AGENDA

A community's vision for its future, as expressed through its comprehensive plan, is attained, over time, through a variety of specific actions. This section highlights key action items from the various plan elements which should receive priority attention in the first several years of plan implementation. Further considerations for pursuing these initiatives are spelled out in **Table 7.1, Implementation Strategy for Near Term Action Priorities**, which appears at the end of this chapter. Important elements of this table include:

- ★ **Further Prioritization.** The action items are further categorized as Priority 1, 2, or 3. This could relate to Years 1-3 following plan adoption, or it could just be a further indication of relative priority and readiness to take on a particular task over an initial implementation period not necessarily tied to calendar years. For example, efforts on a Priority 1 item might begin in Year 1 but take several years to complete fully, while some advance work on a Priority 2 item might be possible toward the end of Year 1.
- ★ **Action Type.** This relates back to the five types of implementation methods highlighted earlier in this chapter.
- ★ **Next Steps.** This involves the essential step of breaking down larger efforts into "first and next steps" to lay the groundwork for measurable action and build momentum toward desired outcomes. This often involves further clarification of objectives and a realistic assessment of resources and capabilities to move an initiative forward.
- ★ **Implementation and Coordination Roles.** In addition to identifying which City department(s) or function(s) would likely lead a task, this portion of Table 7.1 also highlights a variety of local and regional agencies and entities that might have a role to play in certain initiatives. This could involve potential cost-sharing, technical assistance, direct cooperation (potentially through an interlocal agreement), or simply providing input and feedback on a matter in which they have some mutual interest. In particular, whenever potential regulatory actions or new or revised development standards are to be considered, participation of the development community is essential to ensure adequate "give and take" and consensus building. Some of the entities currently listed in Table 7.1 do not factor into the 16 highlighted action items, but they might in future years as other Comprehensive Plan action recommendations move to the forefront. Likewise, others will likely need to be added to later iterations of this table depending on the task at hand.



- ★ **Funding Sources.** This final set of columns in Table 7.1 indicates the typical ways to finance plan implementation efforts. An obvious source is through the City’s own annual operating budget, as well as multi-year capital budgeting, which is not only for physical construction projects but also for funding significant studies and plans (e.g., Transportation Master Plan) that are intended to lay the groundwork for phased capital investments and construction over a period of years. An “Other Governments” column is included along with a “Grants” column because grants are often applied for and awarded through a competitive process, but the County or another government agency might choose to commit funds directly to an initiative along with the City. On the other hand, “grants” can also come from foundations and other non-government sources. Finally, the “Private/Other” column is meant to underscore the potential for public/private initiatives, as well as corporate outreach and volunteerism, faith-based efforts, and other community and volunteer contributions (e.g., churches, Scouts, civic and service groups, etc.).

This table should be consulted in conjunction with the City’s annual budget process, during CIP preparation, and in support of departmental work planning. Then, the City staff member designated as the Comprehensive Plan Administrator should initiate a first-year work program in conjunction with the City Manager, other departments, and other public and private implementation partners.

The near-term action priorities should be revisited by City officials and staff annually to recognize accomplishments, highlight areas where further attention and effort are needed, and determine whether some items have moved up or down on the priority list given changing circumstances and emerging needs. It should be kept in mind that early implementation of certain items, while perhaps not the uppermost priorities, may be expedited by the availability of related grant opportunities, by a state or federal mandate, or by the eagerness of one or more partners to pursue an initiative with the City. On the other hand, some high-priority items may prove difficult to tackle in the near term due to budget constraints, the lack of an obvious lead entity or individual to carry the initiative forward, or by the community’s readiness to take on a potentially controversial new program.

Progress on the Priority 1 items, in particular, should be the focus of the first annual review and report a year after Comprehensive Plan adoption, as described later in this chapter. Then, similar to multi-year capital improvements programming, the entire Action Agenda list in Table 7.1—and all other action items dispersed throughout the plan chapters—should be



revisited annually to decide if any additional items are ready to move into the next near-term action timeframe, and whether as Priority 1, 2 or 3 items.

PLAN AMENDMENT PROCESS

The Killeen Comprehensive Plan is meant to be a flexible document allowing for adjustment to changing conditions over time. Shifts in political, economic, physical, technological, and social conditions, and other unforeseen circumstances, may influence and change the priorities and fiscal outlook of the community.

As the City evolves, new issues will emerge while others will no longer be as relevant. Some action statements will be found impractical or outdated while other plausible solutions will arise. To ensure that it continues to reflect the overall goals of the community and remains relevant and resourceful over time, the plan must be revisited on a regular basis to confirm that the plan elements are still on point and the associated planning themes and action statements are still appropriate.

Two types of revisions to the Comprehensive Plan may occur: (1) minor amendments, and (2) major updates. Minor plan amendments may be proposed at any time such as specific adjustments to the future land use plan related to particular land development applications or public improvement projects. Minor amendments can be addressed by the City in short order or, if not pressing, be documented and compiled for more holistic evaluation through an annual plan review process. For example, this is how and when the results of another specialized plan or study can be incorporated into relevant sections of the Comprehensive Plan. More significant plan modifications and updates should occur every five years at most. Major updates will involve reviewing the base conditions and anticipated growth trends; re-evaluating the guiding principles and recommendations in the plan—and formulating new ones as necessary; and adding, revising or removing action statements in the plan based on implementation progress.

Annual Progress Report

The Planning and Zoning Commission, with the assistance of staff, should prepare an annual progress report for presentation to the Mayor and City Council. This ensures that the plan is consistently reviewed and that any needed modifications or clarifications are identified for the annual minor plan amendment process. Ongoing monitoring of consistency between the plan and the City's implementing ordinances and regulations should be an essential part of this effort.



The Annual Progress Report should include and highlight:

- ★ Significant actions and accomplishments during the past year, including the status of implementation for each programmed task in the Comprehensive Plan.
- ★ Obstacles or problems in the implementation of the plan, including those encountered in administering the land use and transportation aspects, as well as any other elements of the plan.
- ★ Proposed amendments that have come forward during the course of the year, which may include revisions to the individual plan maps or other recommendations or text changes.
- ★ Recommendations for needed actions, programs and procedures to be developed and implemented in the coming year, including recommendation of projects to be included in the City's CIP, other programs/projects to be funded, and priority coordination needs with public and private implementation partners.

Annual Amendment Process

Most substantive amendments to the Comprehensive Plan should be considered and acted on annually, allowing for proposed changes to be considered concurrently so that the cumulative effect may be understood (although some interim amendments during the year may be straightforward as the City's future land use plan is refined in conjunction with specific land development approvals). When considering a plan amendment, the City should ensure the proposed amendment is consistent with the principles and policies set forth in the plan regarding character protection, development compatibility, infrastructure availability, conservation of environmentally sensitive areas, and other community priorities. Careful consideration should also be given to guard against site-specific plan changes that could negatively impact adjacent areas and uses or detract from the overall character of the area. Factors that should be considered in deciding on a proposed plan amendment include:

- ★ Consistency with the principles and policies set forth in the plan.
- ★ Adherence with the Future Land Use & Character map.
- ★ Compatibility with the surrounding area.
- ★ Impacts on infrastructure provision including water, wastewater, drainage, and the transportation network.
- ★ Impact on the City's ability to provide, fund and maintain services.
- ★ Impact on environmentally sensitive and natural areas.



- ★ Whether the proposed amendment contributes to the overall direction and character of the community as captured in the plan (plus ongoing public input).

Criteria for Proposed Amendments to Future Land Use & Character Map

In addition to the overall plan monitoring and amendment procedures and timing outlined in this chapter, a further and specific issue involves consideration of proposed amendments to the adopted Future Land Use & Character map. A first consideration is whether a map amendment is necessary immediately, such as in conjunction with a particular rezoning request, or if the map proposal can wait so it can be examined more comprehensively through the annual Comprehensive Plan review and amendment process?

The list of items under Annual Amendment Process provides initial criteria for considering any type of Comprehensive Plan amendment, whether to the plan text or a particular map. The items below should also be reviewed and addressed when a Future Land Use & Character map adjustment is proposed:

- **Scope of Amendment:** Is the proposed map change limited to one or a few parcels, or would it affect a much larger area?
- **Change in Circumstances:** What specific conditions (e.g., population size and/or characteristics, area character and building form, property/structure conditions, infrastructure or public services, market factors including need for more land in a particular designation, etc.) have changed sufficiently to render the current map designation(s) inappropriate or out-of-date?
- **Consistency with Other Plans:** In addition to the Comprehensive Plan, is the proposed map change consistent with the intent and policy direction of any applicable small area plans, utility or drainage plans, or other City plans?
- **Adequate Information:** Do City staff, the Planning and Zoning Commission, and/or City Council have enough and appropriate information to move ahead with a decision (e.g., utility capacity, potential traffic impacts, other public service implications, resident/stakeholder concerns and input)?
- **Stakeholder Input:** What points, concerns, and insights have been raised by area residents, property owners, business owners, or others?

Five-Year Update – Evaluation and Appraisal Report

An evaluation and appraisal report should be prepared every five years. This report should be prepared by City staff with input from various City departments, the Planning and Zoning Commission, and other boards and commissions. The report process involves evaluating the existing plan and assessing how successful it has been in achieving the community's goals. The purpose of the report is to identify the successes and shortcomings of the plan, look at what has changed over the last five years, and make



recommendations on how the plan should be modified in light of those changes.

The report should review baseline conditions and assumptions about trends and growth indicators. It should also evaluate implementation potential and/or obstacles related to any unmet action recommendations. The evaluation report and process should result in an amended Comprehensive Plan, including identification of new or revised information that may lead to updated planning themes and/or action recommendations.

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

- (1) Summary of major actions and interim plan amendments undertaken over the last five years.
- (2) Major issues in the community and how these issues have changed over time.
- (3) Changes in the assumptions, trends and base studies data, including the following:
 - The rate at which growth and development is occurring relative to the projections put forward in the plan.
 - Shifts in demographics and other growth trends.
 - City-wide attitudes and whether apparent shifts, if significant, necessitate amendments to the stated priorities or strategies of the plan.
 - Other changes in political, social, economic, technological or environmental conditions that indicate a need for plan amendments.
- (4) Ability of the plan to continue to support progress toward achieving the community's goals. The following should be evaluated and revised as needed:
 - Individual statements or sections of the plan must be reviewed and rewritten, as necessary, to ensure that the plan provides sufficient information and direction to achieve the intended outcome.
 - Conflicts between planning principles and action items that have been discovered in the implementation and administration of the plan must be pointed out and resolved.
 - The Action Agenda must be reviewed and major accomplishments highlighted. Those not completed by the



specified timeframe should be re-evaluated to ensure their continued relevance and/or to revise them appropriately.

- As conditions change, the timeframes for implementing the individual actions of the plan should be re-evaluated where necessary. Some actions may emerge as a higher priority given new or changed circumstances while others may become less important to achieving the goals and development objectives of the community.
- Based upon organizational, programmatic and procedural factors, as well as the status of previously assigned tasks, the implementation task assignments must be reviewed and altered, as needed, to ensure timely accomplishment of the plan's recommended actions.
- Changes in laws, procedures, and missions may impact the ability of the community to achieve its goals. The plan review must assess these changes and their impacts on the success of implementation, leading to any suggested revisions in strategies or priorities.

Ongoing Community Outreach and Engagement

All review and update processes related to the Comprehensive Plan should emphasize and incorporate ongoing public input. The annual and continual plan evaluation and reporting process should also incorporate specific performance measures and quantitative indicators that can be compiled and communicated both internally and to elected officials and citizens in a “report card” fashion. Examples might include:

- ★ Acres of new development (plus number of residential units and square footage of commercial and other non-residential space) approved and constructed in conformance with this plan and related City codes.
- ★ Various measures of service capacity (gallons, acre-feet, etc.) added to the City's major utility systems as indicated in this plan and associated utility master plans—and the millions of dollars allocated to fund the necessary capital projects.
- ★ Acres of parkland and miles of trail developed or improved in accordance with this plan and related parks, recreation and greenways plans.
- ★ Indicators of City efforts to ensure neighborhood integrity as emphasized in this plan (e.g., code enforcement activity, results of neighborhood-focused policing, number of zone change and/or

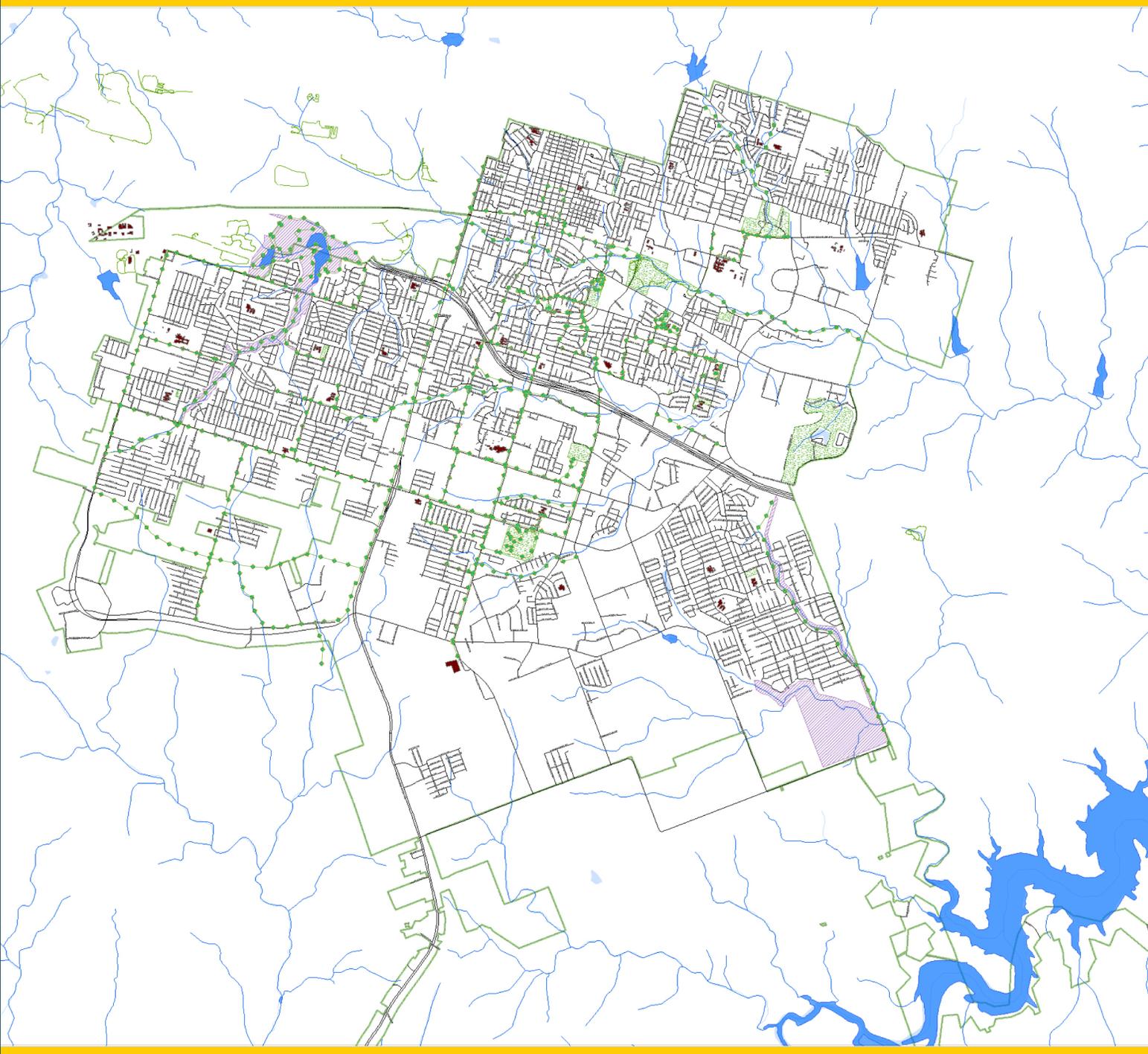


variance requests denied that were found to be contrary to neighborhood interests, etc.).

- ★ Miles of new bike routes and transit routes added to the City's transportation system to provide alternative mobility options as recommended in this plan.
- ★ New and expanded businesses and associated tax revenue gains through the economic development initiatives and priorities cited in this plan.
- ★ Indicators of the benefits of redeveloped sites and structures (appraised value, increased property and/or sales tax revenue, new residential units and retail and office spaces in urban mixed-use settings, etc.) as envisioned through this plan.
- ★ The estimated dollar value of operating cost savings from reduced energy and water use, heating/cooling, etc., from green building practices and related conservation efforts in new and existing City facilities, as suggested in this plan.
- ★ The numbers of residents and other stakeholders engaged through City-sponsored education and outreach events related to Comprehensive Plan implementation and periodic review and updating, as outlined in this chapter.

TABLE 7.1, Implementation Strategy for Near Term Action Priorities (continued)

Item	ACTION	Priority			Action Type	NEXT STEPS	Implementation & Coordination Roles															Funding Sources								
		1	2	3			CITY OF KILLEEN	GKCC	HOTDA	Fort Hood	K C&VB	TAMU-CT	CT College	KISD	Bell County	BCAD	BC WCID #1	CT COG	K-T MPO	BRA	HCTD	TIRZ #2	Private/ Other	City Budget	CIP Budget	TIRZ #2	Other Govts	Grants	Private/Other	
7	Development ordinance amendments (Phase 1)	X			Regulation	<ul style="list-style-type: none"> Prepare draft provisions and boundary for new Downtown zoning district. Adjust zoning districts/ provisions to incorporate Suburban and Rural character principles for fringe areas. 	Planning & Development Services, City Attorney	●															●	Property owners, development community	✓					
8	Reduced water loss from water system	X			Capital Investment	<ul style="list-style-type: none"> Establish updated strategy and priority projects through Water Master Plan update. Incorporate projects into CIP. 	Public Works, Engineering																	Utility customers	✓	✓			✓	
9	Reduced water inflow and infiltration into wastewater system	X			Capital Investment	<ul style="list-style-type: none"> Establish updated strategy and priority projects through Wastewater Master Plan update. Incorporate projects into CIP. 	Public Works, Engineering																	Utility customers	✓	✓			✓	
10	Fiscal Impact Analysis model		X		Ongoing Study / Planning	<ul style="list-style-type: none"> Complete initial training for model use and maintenance. Apply model to test scenarios. Use model during annexation planning. Evaluate initial model use with Economic Stewardship. 	Planning & Development Services, Finance	●					●		●	●										✓				
11	Pedestrian / bicycle safety and circulation improvements		X		Capital Investment	<ul style="list-style-type: none"> Prioritize critical locations for safety upgrades. Coordinate with planned street and utility improvements. Coordinate with other entities for state highways, county roads, etc. (and with Fort Hood where applicable). Seek community input through small area plan projects. Explore external funding and partnership possibilities. 	Public Works, Engineering			●	●	●	●	●				●					●	TxDOT	✓	✓	✓		✓	✓
12	Development ordinance amendments (Phase 2)		X		Regulation	<ul style="list-style-type: none"> Incorporate broader lot size spectrum into zoning. Review compatibility standards near (and among) residential uses. Enhance traffic calming design standards in subdivision regulations. Build flexibility and incentive provisions into ordinances. 	Planning & Development Services, Public Works, Engineering, City Attorney																●	Property owners, development community	✓					

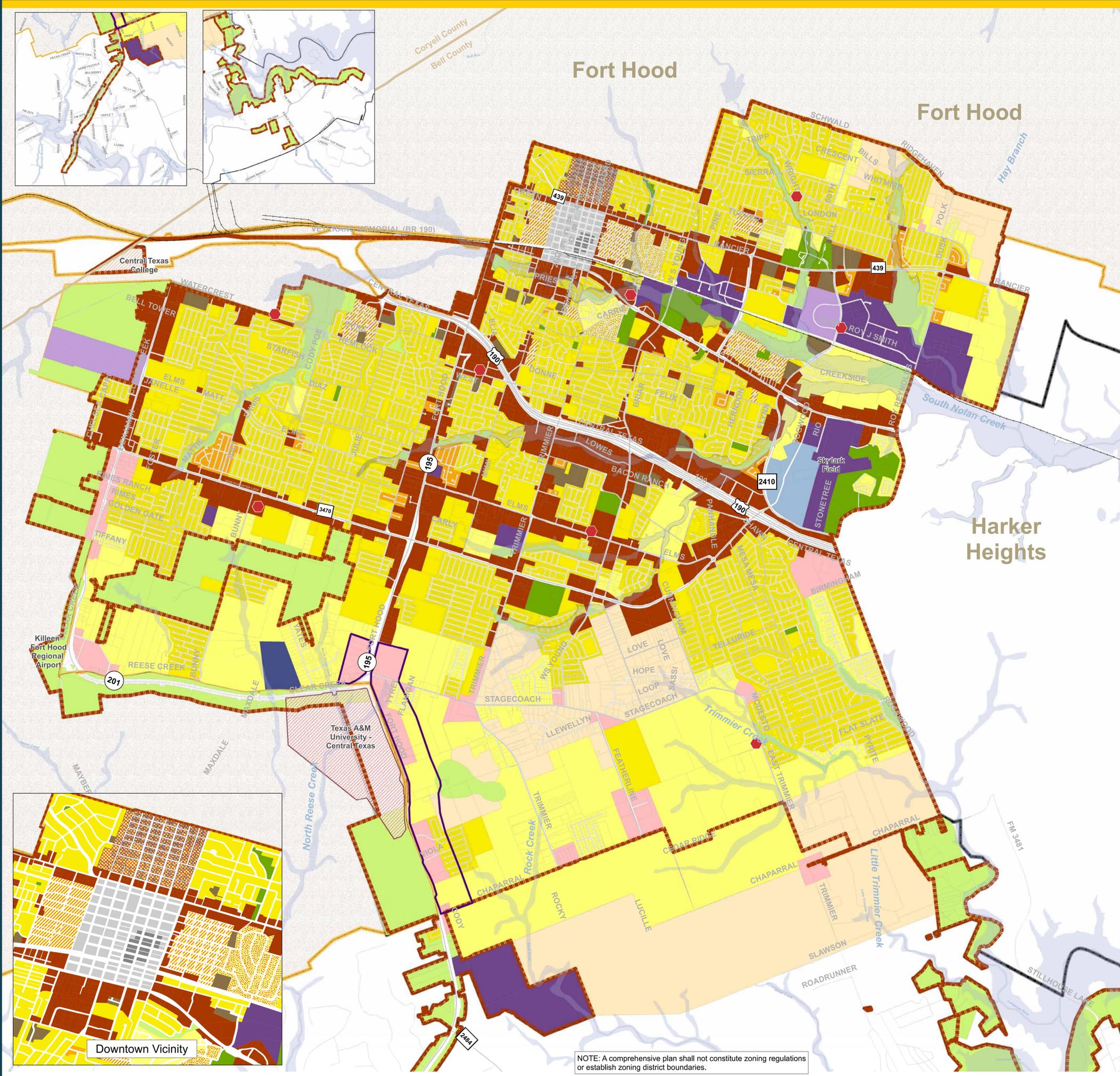


Hike and Bike Trails Map

Legend

- Proposed Biking Routes
- Proposed Dual Purpose
- txdothhydrogenp
- Proposed Natural Nature Park
- txdothhydrogena
- Park Boundaries
- Schools





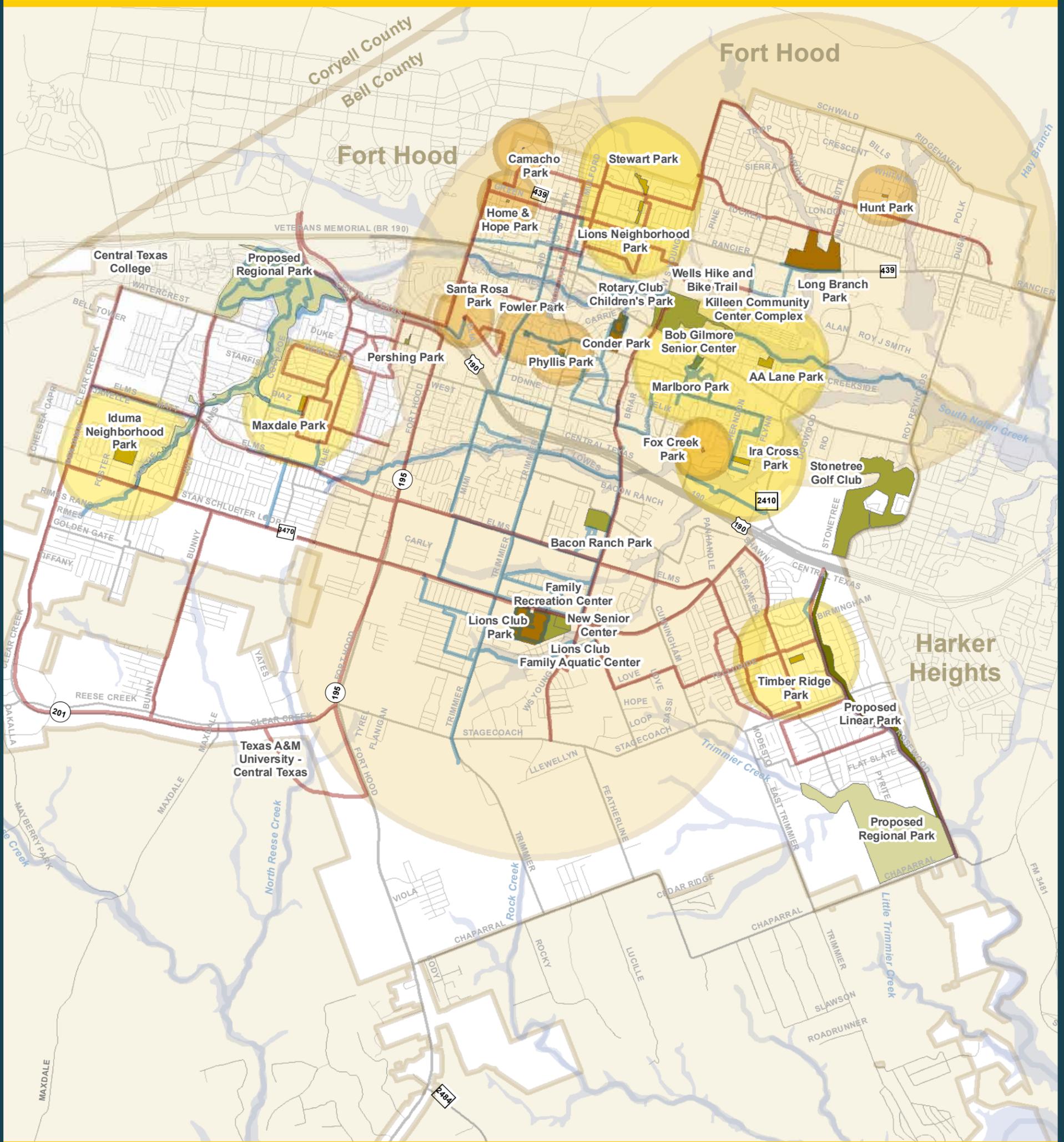
NOTE: A comprehensive plan shall not constitute zoning regulations or establish zoning district boundaries.

Map 2.1, Future Land Use and Character

Legend

- | | | | | |
|--------------------------------|-------------------------------------|---------------------------|-------------------------|---------------------|
| Urban Center (UC) | Neighborhood Conservation (NC) | Suburban Residential (SR) | City Limits | 100-year Floodplain |
| Urban (U) | General Residential (GR) | Suburban Commercial (SC) | ETJ | 500-year Floodplain |
| University Village (UV) | Residential Mix (R-MIX) | Business Park (BP) | 195 Overlay District | Fire Stations |
| Planned Development (PD) | Four-Plex Residential (RQ) | Estate (E) | Texas A&M-Central Texas | Railroad |
| Multi-Family Residential (MFR) | Residential-Commercial Mix (RC-MIX) | Parks-Recreation (P-R) | Central Texas College | |
| Industrial (I) | General Commercial (GC) | Rural (R) | Fort Hood | |



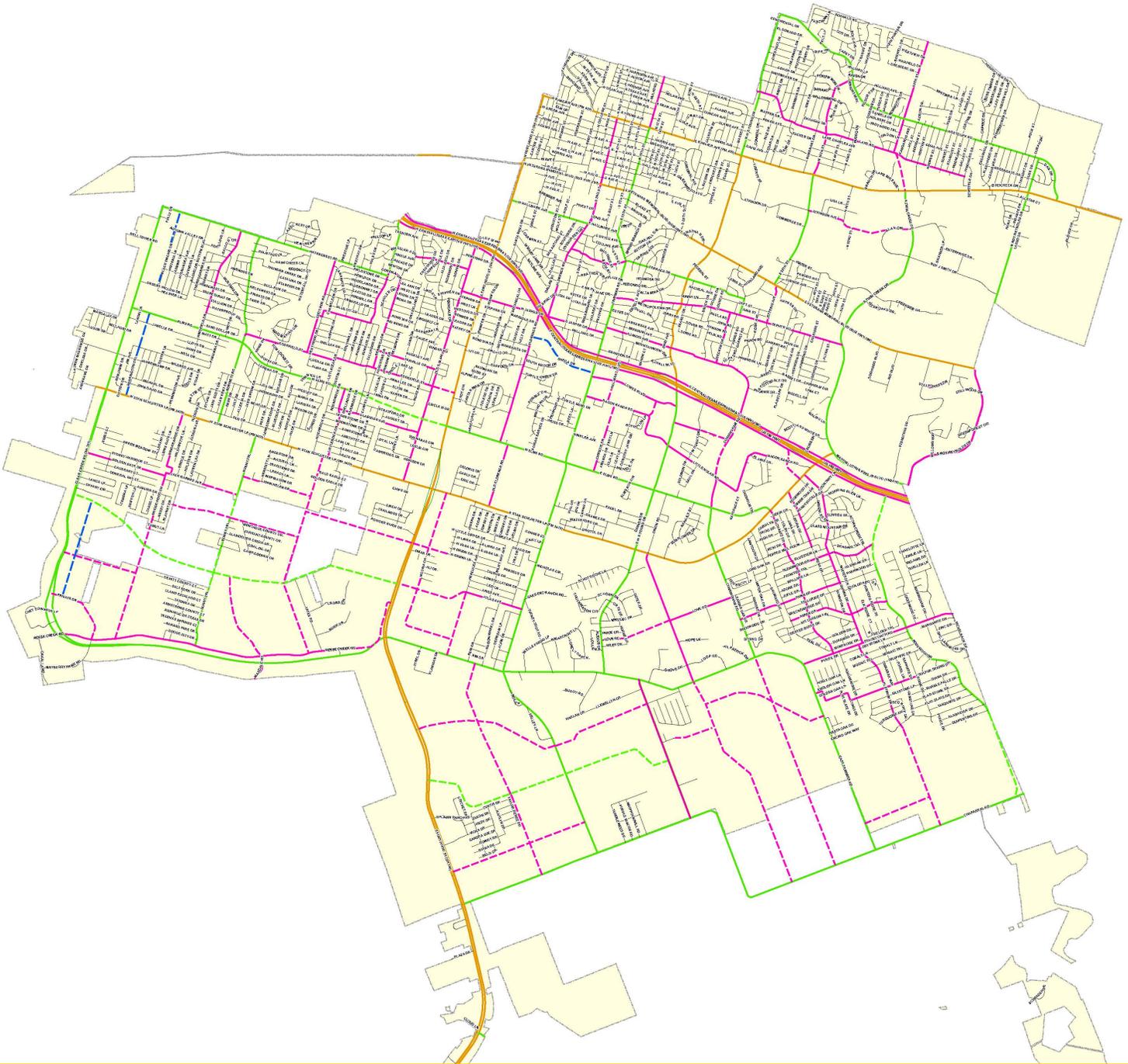


Map 5.1, Parks and Recreation System with Service Areas

Legend

- Special Use
- Linear Parks
- Pocket Parks
- Neighborhood Parks
- Community Parks
- Regional Parks
- Pocket Park Service Areas
- Neighborhood Park Service Areas
- Community Park Service Areas
- Unincorporated Land
- Bike Lanes
- Hike & Bike Trails
- 100-year Floodplain
- 500-year Floodplain





Thoroughfare Plan

Legend

Proposed	Existing	Classification
--- (Orange dashed)	— (Orange solid)	Principal Arterial
--- (Green dashed)	— (Green solid)	Minor Arterial
--- (Magenta dashed)	— (Magenta solid)	Collector
--- (Blue dashed)	— (Blue solid)	Marginal Access
--- (Black dashed)	— (Black solid)	Local Street

