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

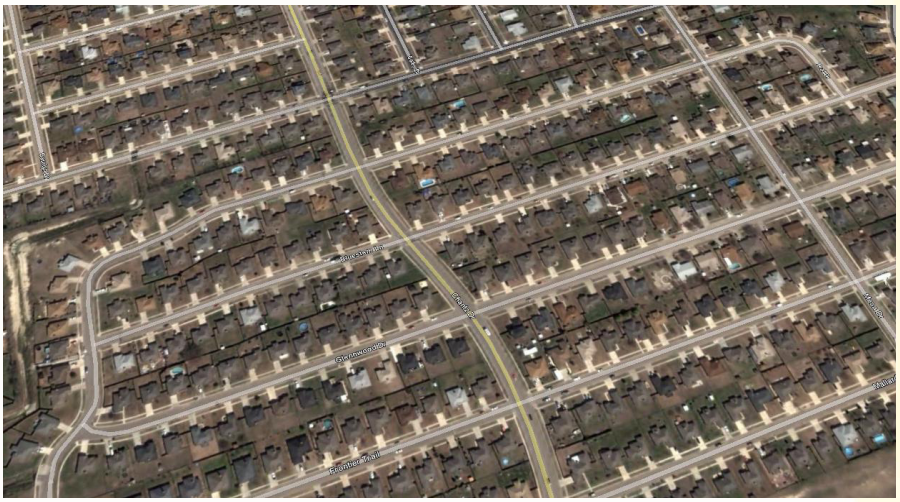
This residential neighborhood along Cunningham Road near Stagecoach Road typifies a Suburban development character:

- 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.

In this aerial view of south Killeen, single-family detached housing is found on both sides of Cunningham Road, but in dramatically different character settings. The direct juxtaposition of a relatively intense Auto Urban development pattern next to a more Rural area—with no physical separation, transition, or buffering—created a definite sense of encroachment for those who originally came to the area for a more open and non-Urban atmosphere. More effective approaches to development regulation, which elevate compatibility and design over a narrow focus on land use, enable the housing needs of a fast-growing community to be accommodated, but without compromising community character.

Shallower front building setbacks, and front parking as opposed to side or rear garage placement, help to establish an Auto Urban atmosphere in an area of single-family detached housing. Minimal separation between homes also causes such neighborhoods to shift away from the Suburban portion of the community character spectrum, where openness is a signature design feature and accommodation of the automobile is less evident.

Following the Auto Urban pattern, older retail centers along Fort Hood Street have principal buildings pushed to the rear of sites, which can create compatibility issues with adjacent homes.

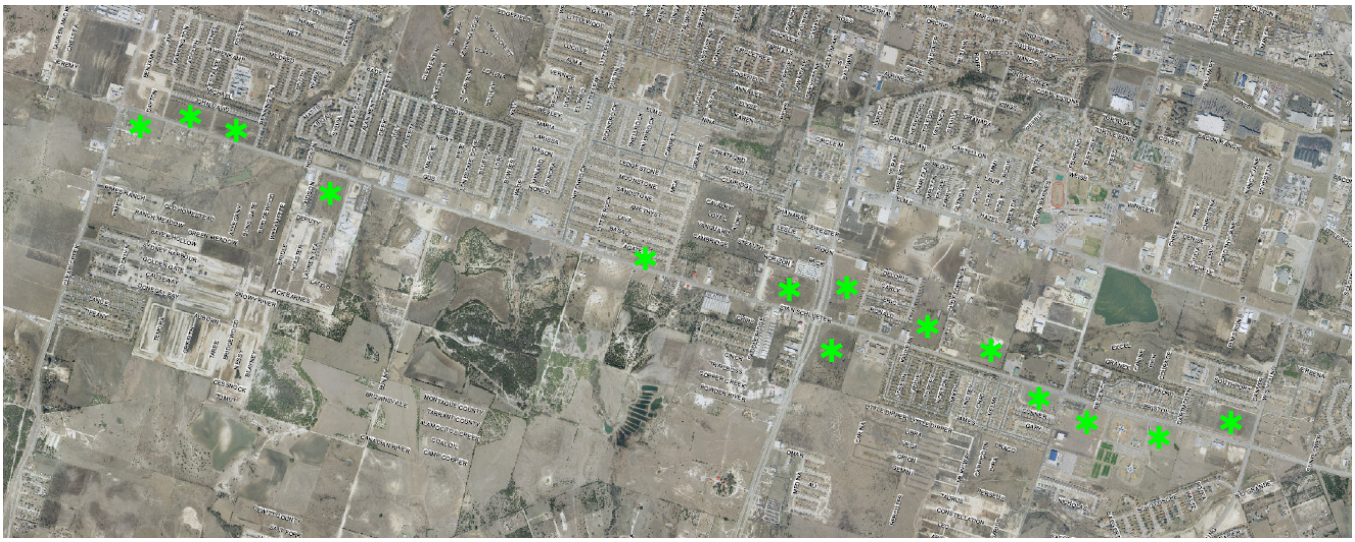
Four-plexes are a unique aspect of Killeen's development mix that have proliferated over the years in various areas of the community. Where they are concentrated on entire blocks, they contribute to a decidedly Auto Urban character given the typical site plan that has been allowed, with minimal building 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.

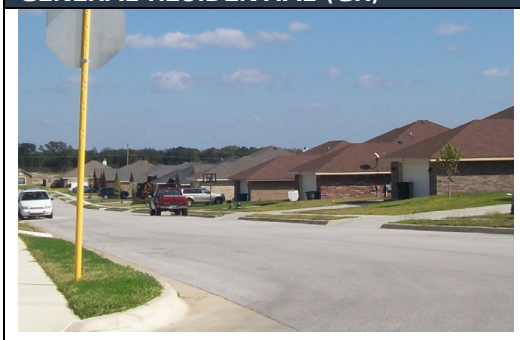
FUTURE LAND USE AND CHARACTER

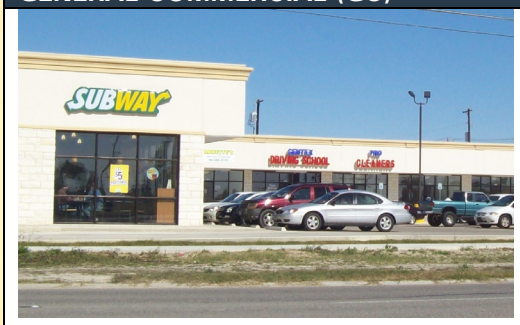
The following designations, which correspond with the categories depicted on **Map 2.1, Future Land Use & Character**, are designed to guide the pattern and relative intensity of future residential and non-residential development and redevelopment in and around Killeen. The descriptions indicate the 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
Most Intensive Categories		
URBAN CENTER (UC)		
	▪ 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	▪ 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)		
	▪ 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	▪ 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.

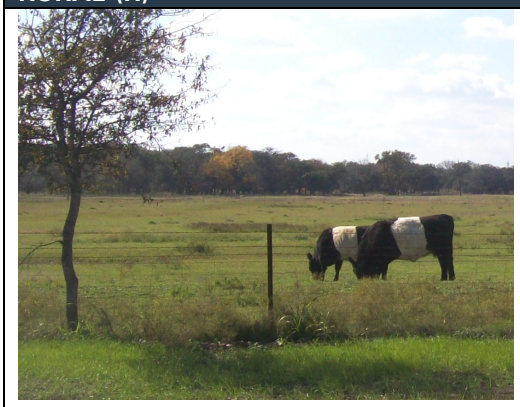
Category	Development Types	Characteristics
UNIVERSITY VILLAGE (UV)		
	▪ Mixed use (retail, office) ▪ Hospitality focus (lodging, restaurants, visitor services) ▪ Student-oriented residential ▪ Entertainment ▪ Open-air seating, and public spaces as focal points	▪ Urban character, especially in interior (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.
PLANNED DEVELOPMENT (PD)		
	▪ Mixed use (retail, office, residential, public) ▪ Variety of housing types ▪ Parks and public spaces	▪ 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.
MULTI-FAMILY RESIDENTIAL (MFR)		
	▪ Multi-unit attached residential in concentrated developments (5 or more units per building), whether for rent (apartments) or ownership (condominiums) ▪ Parks and public spaces	▪ 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.
INDUSTRIAL (I)		
	▪ Heavy and light industrial activities ▪ Heavy commercial ▪ Office uses accessory to a primary industrial use ▪ Public/institutional	▪ 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
Medium Intensity Categories		
NEIGHBORHOOD CONSERVATION (NC)		
	▪ Detached residential dwellings ▪ Public/institutional ▪ Parks and public spaces	▪ 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)		
	▪ 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	▪ 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)		
	▪ Mix of residential types and densities ▪ Public/institutional ▪ Parks and public spaces	▪ 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 (RQ)		
	▪ Clusters of this unique housing type, with four units typically in two-story buildings ▪ Parks and public spaces	▪ 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)		
	▪ Mix of residential types and densities ▪ Variety of commercial and light industrial activities	▪ 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)		
	▪ 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	▪ Auto-oriented character, which can be offset by enhanced building design, landscaping, reduced site coverage, well-designed signage, etc.

Category	Development Types	Characteristics
Least Intensive Categories		
SUBURBAN RESIDENTIAL (SR)		
	▪ 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	▪ 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
SUBURBAN COMMERCIAL (SC)		
	▪ 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	▪ 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.
BUSINESS PARK (BP)		
	▪ 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	▪ 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
ESTATE (E)		
	▪ Detached residential dwellings ▪ Public/institutional ▪ Parks and public spaces	▪ 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.
PARKS-RECREATION (P-R)		
	▪ Public parks and open space ▪ Public trails ▪ Joint City-school park areas ▪ Public recreation areas (e.g., public golf courses)	▪ 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).
RURAL (R)		
	▪ 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	▪ 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) – *continued*		
		▪ 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

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

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

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

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

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

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

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

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

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

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

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.