

2.4 economic assessment

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Understanding the key economic drivers for any city, county, or region can be a complicated process. The economic development process itself seems to most observers to be somewhat chaotic. There is, indeed, a certain determinism to the development process, but it is also not completely predictable. That is, when one looks back at how a city has evolved, one can clearly see the pattern. Yet, when one tries to predict where or how the city should move into the future, the picture is often not so clear. Quoting Paul Krugman:

“The process seems to work mainly as follows: Start with a region that has a particular industrial base, itself the product of a long historical evolution. If the environment were unchanging, that industrial base would tend to persist; but things do change. Most important, probably, is the rise of new technologies that make old advantages irrelevant but offer new opportunities. However, the past is not completely irrelevant: the special characteristics of regions, the consequences of their old industrial mix, determine which new industries find them congenial soil. Machine shops set up to serve textile mills can turn to the production of components for aircraft engines.”

However, we can identify three major factors which will help us understand how the future may unfold. These factors were first identified by Alfred Marshall. They are:

1. The ability of the firm to share specialized inputs easily found at the location. (Place)
2. There may be advantages to both workers and firms that result from the extent and diversity of the local labor market. (Purpose)
3. There may be advantages to firms because of their connections with other firms. The connections are often referred to as knowledge spillovers that occur because of the location. (Proximity)

Every community tells a story about itself, with particular focus on how it relates to the three factors we presented above. However, that story may or may not be represented by the economic data that is available. There is a wide array of data available at the state, Metropolitan Statistical Area (MSA), county, city, zip code, and census block level. However, data has little or no meaning unless it is put into some type of context. We can rework the three factors above into a framework that helps us understand

the city or region's economic base. Figure 1 is the context we are using to put meaning to the data that we collected for the City of Seguin and Guadalupe County, Texas. Notice there are three interlocked circles. Each circle represents a major concept that we believe to be crucial for a fuller understanding of the economic structure of any area of interest. The circles are interconnected, and no one circle is more important than another.

Purpose deals with the underlying reason the region exists in an economic context. In the simplest of terms it is the answer to the following question: “What is it that we can produce better and cheaper than other regions and sell for a profit?” Purpose changes over time; but without a purpose, the region will decline economically.

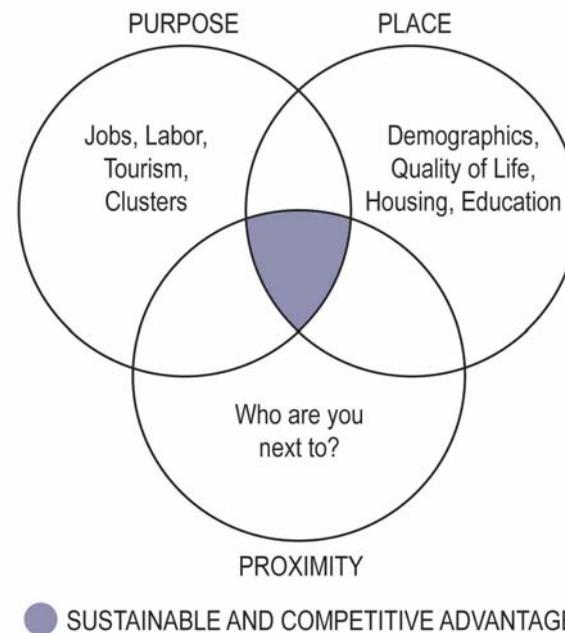


Figure 1. Purpose, Place, and Proximity Framework.

Place encompasses many issues, but for our purposes, it deals with the characteristics of location in the broadest sense. This ranges from median age to educational attainment to a host of descriptive demographic variables. It is, in fact, the answer to a simple question: “Why would any industry stay at any given location?”

Proximity addresses the issues associated with the region's location within the broader economic and geographic landscape. “What are the influences brought to bear on the city or county by its proximity to other economic regions?”

Collectively we refer to these concepts as the “three P’s.” These three forces work together to create two major sources of sustainable and competitive advantage. Competitive advantage refers to the relative ability of the city or region to produce higher quality goods and services at a lower price than other regions and ultimately sell them for a profit. There are two sources of such advantage:

- From within, by using the people, places, and businesses located within the region.
- Exporting the productive activities of local residents and business to the rest of the world.

But attaining a competitive advantage without being able to maintain it is not an effective strategy. We believe there are four keys to sustaining a competitive advantage once obtained. These keys are:

- A higher quality workforce
- Superior public infrastructure
- Better public services
- Linking development with neighborhood needs

DEMOGRAPHICS

We begin our study of Guadalupe County and the City of Seguin with a general demographic profile. We classify the county using three demographic profiles obtained from ESRI Demographics. These profiles relate the county to national demographic profiles and give us one way to classify county residents relative to national characteristics. There are three dominate profiles for the county:

Midland Crowd. Profile Description: Median age is 36 years and family size is 3.1. Median household income is \$47,000, which is below national levels. This group often lives in rural areas. They are big do-it-yourselfers who enjoy fishing and hunting as well as country music. This is the largest market segment nationally.

Southwestern Families. Profile Description: This group includes families who are the bedrock of the Hispanic culture in Texas. Median home values are \$50,700 and over 60% own their home. This group is young, with a median age of 28, and the median household income is \$28,500. The presence of children in the home dictates many household choices.

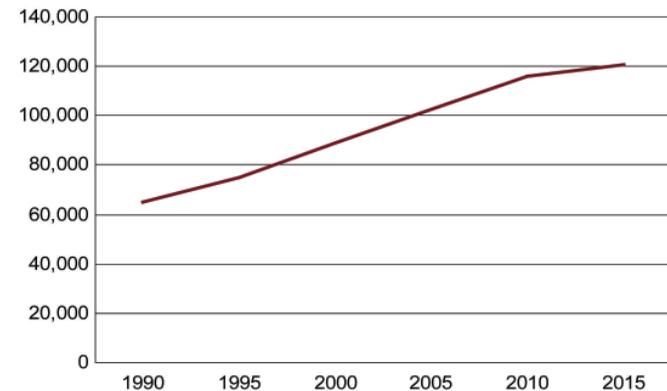


Figure 2. Guadalupe County Population Trends, 1990-2015.

Midlife Junction. Profile Description: These are residents phasing out of their child rearing years. Their median age is 40.5 and median household income is \$43,600. A third of these families receive Social Security benefits and live quiet settled lives.

Overall, the median age in the City of Seguin is 37.6, based on our estimates, which is similar to the national median age of 36.4 (as of 2005). We have also calculated near term forecasts for population change for both Seguin and Guadalupe County. Our forecasts are obtained by weighting the population growth from 1990 to 2000 with the population growth from 2000 to 2004, which is 10.8% for Guadalupe County. We expect City and County population trends to be very similar.

As shown in Figures 2 and 3, we expect 2015 populations of just above 30,000 for Seguin and approximately 120,000 (with a margin of error from 96,000 to 143,000) for Guadalupe County. This is a slightly stronger growth pattern than we have witnessed during the first five years of this millennium. The big uncertainty in our near term population projections is the impact of any undercounted groups. To the extent that the County and

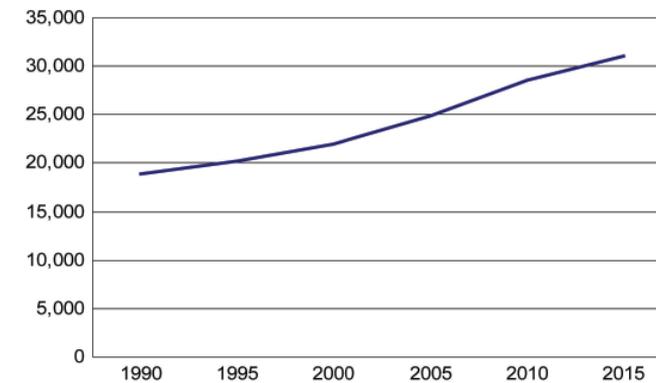


Figure 3. Seguin City Population Trends, 1990-2015.

City are destinations for large numbers of undocumented workers, then our population projections would be understated. It should also be noted that these projections are based upon past trends continuing under some very modest growth assumptions. We have not taken into consideration any aggressive development plans the city or county may implement.

Median family income is a commonly used reference, and Figure 4 compares Guadalupe County to both Texas and the United States, based on 2005 data. Guadalupe County is close to the Texas median family income. In Seguin, we estimate that 57% of the population earns less than \$50,000 annually, the median price of a home is \$106,000, and the cost of living is 25% less than the national average.

United States	\$58,000
Texas	\$52,900
Guadalupe County	\$51,500

Source: Housing and Urban Development
Figure 4. Median Family Income 2005 (estimated).



Figure 5 compares the unemployment rate in Guadalupe County to rates for Texas and for the entire United States from the second quarter of 2004 to the first quarter of 2007. The County rates have consistently been at or below State and national rates. However, it appears that job growth in Guadalupe County has not been as vigorous as in two adjacent counties (Figure 6).

Therefore, the Guadalupe County median income is almost at state levels and unemployment rates are at or below state levels. However, Guadalupe County job growth has lagged behind that of adjacent counties, and in 2000, 13,399 people (or 15% of the entire population) from Guadalupe County commuted to work in Bexar County. This suggests that more and/or better paying employment may be available outside of Guadalupe County.

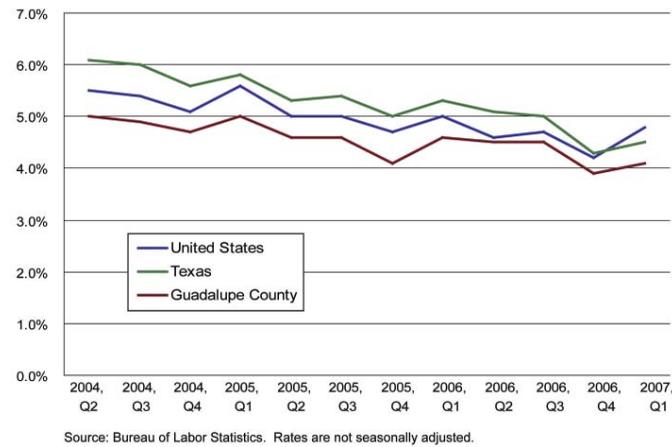


Figure 5. Unemployment Rates, 2004-2007.

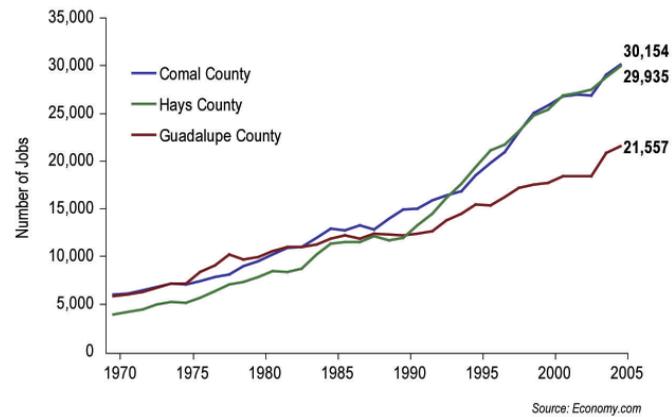


Figure 6. Job Growth by County, 1970-2005.

PROXIMITY

Simply put, proximity refers to where and next to whom the city or region is located. This proximity matters since we must consider the issue of the “magnitudes” or “gravity” of place and thus proximity to place. Despite globalization, it is the case that interregional trade still primarily occurs between regions that are in close proximity to each other. One city or region located within easy driving distance of another larger dominating city or region could easily be swamped by the sheer size or gravity of the larger city or region. When considering proximity to Guadalupe County, one naturally considers the role of San Antonio, Austin and the IH-35 corridor. While Seguin is closer to San Antonio, the impact of Austin and Mexico (via the IH-35 corridor) will be significant.

Figures 7 and 8 detail the major regional and local employment clusters of San Antonio, while Figures 9 and 10 do the same for Austin.

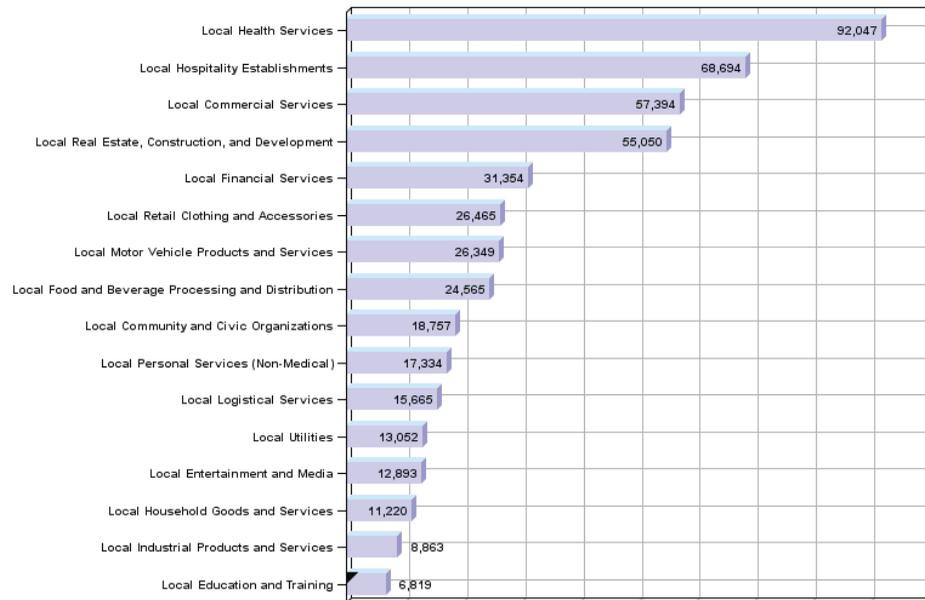


Figure 7. San Antonio Local Clusters. Health Services dominate the San Antonio local employment clusters. The Hospitality Establishments cluster is second, following by Commercial Services and the Real Estate, Construction, and Development cluster.

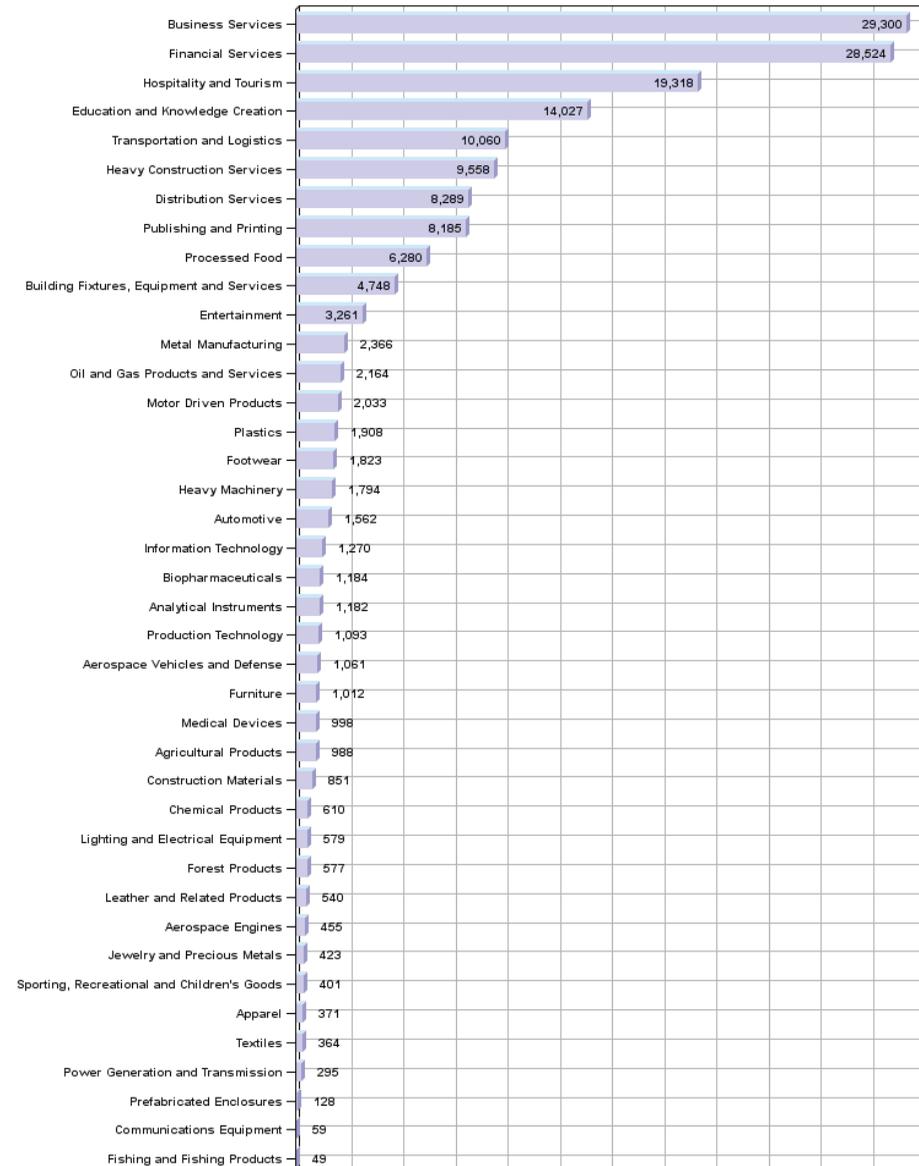


Figure 8. San Antonio Employment Clusters 2004. Out of the many categories of employment clusters, the most significant by far in San Antonio are Business Services and Financial Services, more distantly followed by the Hospitality and Tourism cluster, Education and Knowledge Creation, and the Transportation and Logistics cluster.



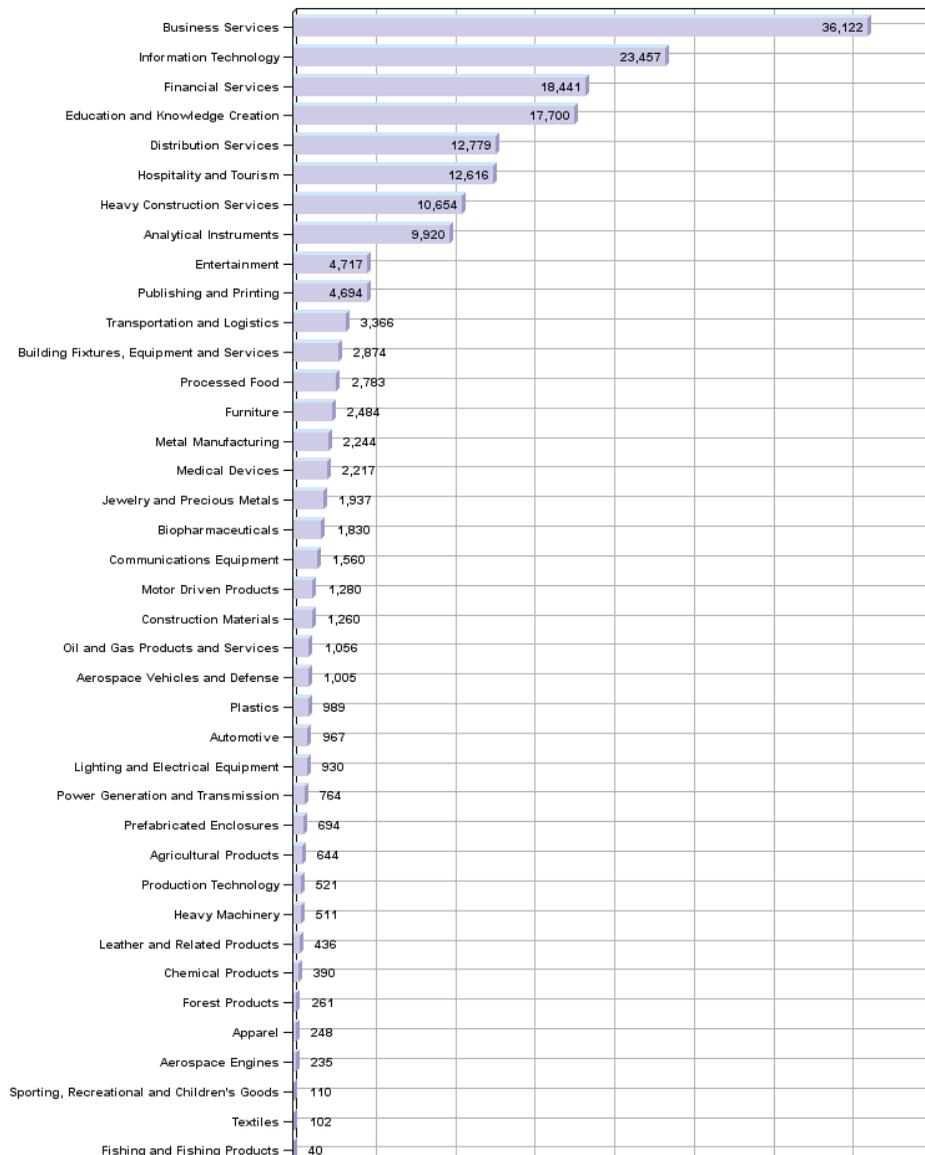


Figure 9. Austin Employment Clusters. Similar to San Antonio, Austin's most prevalent employment sector is Business Services. Information Technology is second, establishing a divergence from San Antonio's pattern. These top two categories are followed by Financial Services and the Education and Knowledge Creation cluster, both of which are also in the top four in San Antonio.

When making meaningful comparisons of employment patterns, we need to consider three types of clusters or groups of employment and or firms. The first group is referred to as "traded clusters." For traded clusters there is a significant portion of the output of these firms shipped beyond the borders of the city or region. Next we consider what are referred to as "local clusters." Local clusters sell the majority of their output within the city or region. Finally, we consider what are called "resource clusters." Such firms are located in a region because of natural resource considerations. Oil refineries are the example that comes to mind. We will only examine the traded and local clusters for San Antonio and Austin.

While both cities are dominated by employment in Business Services, Austin's second largest cluster is Information Services while San Antonio's is Financial Services. Local clusters of Hospitality, Health and Commercial dominate both San Antonio and Austin.

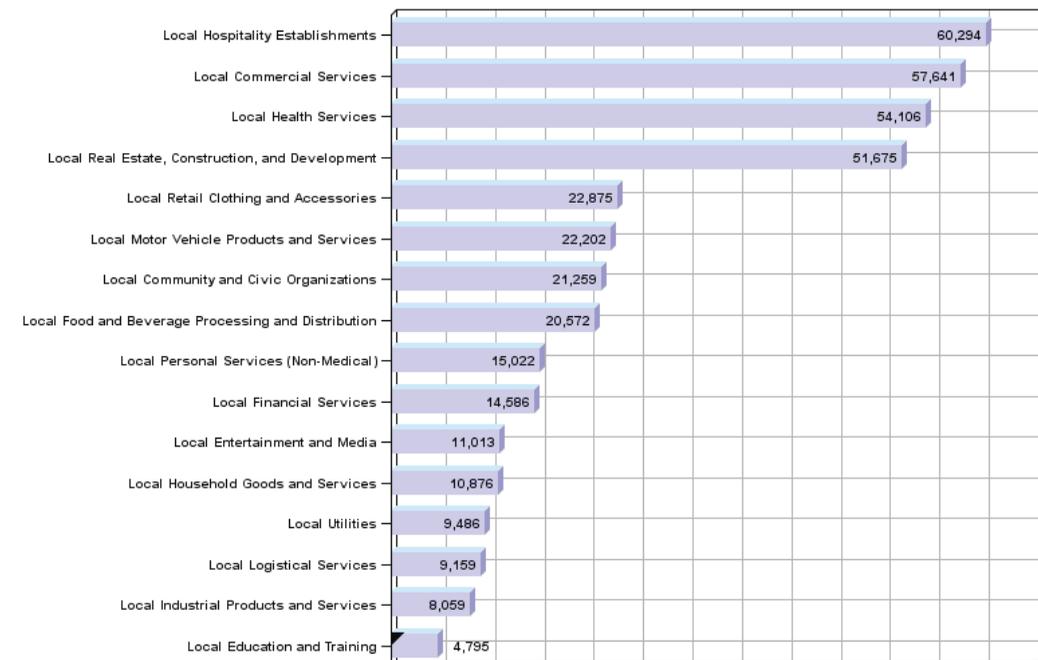


Figure 10. Austin Local Clusters. The top four local employment clusters in Austin dominate the other sectors, and consist of Hospitality Establishments, Commercial Services, Health Services, and the Real Estate, Construction and Development cluster. These are the same as the top four local clusters in San Antonio, although in a different order.

Finally, Figures 11 and 12 look at local job creation in both San Antonio and Austin.

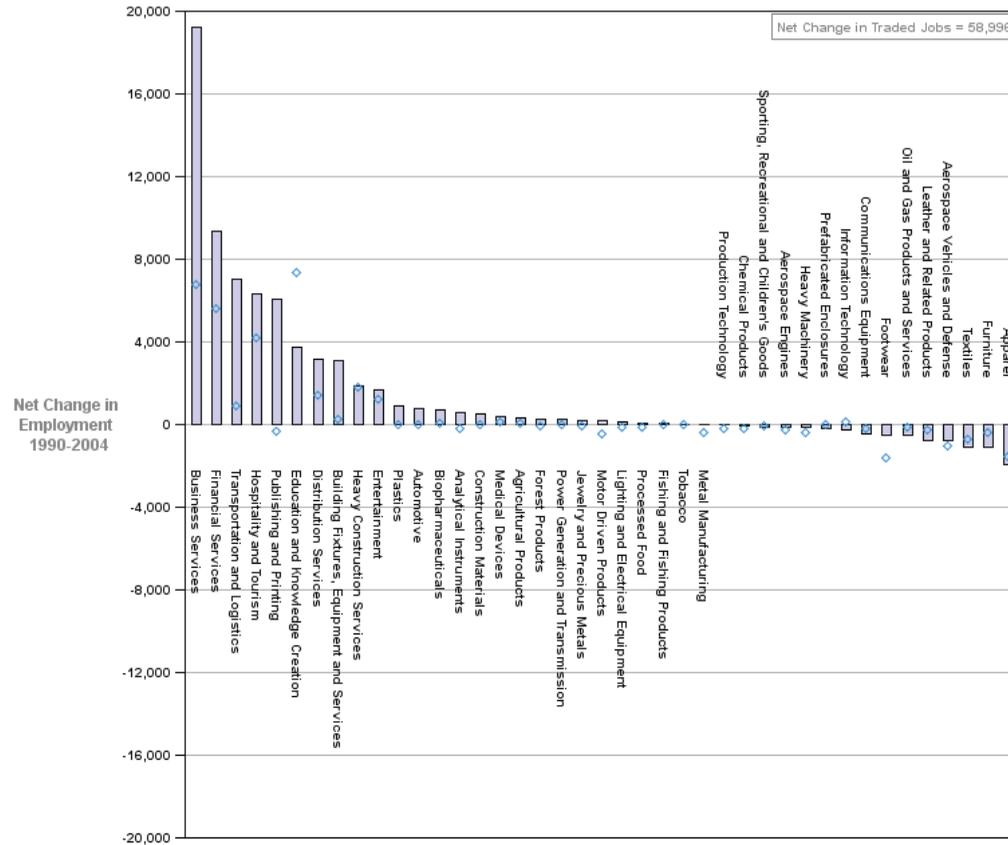


Figure 11. San Antonio Job Clusters. Business Services saw the largest net positive change in employment from 1990 to 2004 in San Antonio, as would be expected since it is currently the largest employment sector in the region. This growth area is followed by the Financial Services industry and the Transportation and Logistics industry.

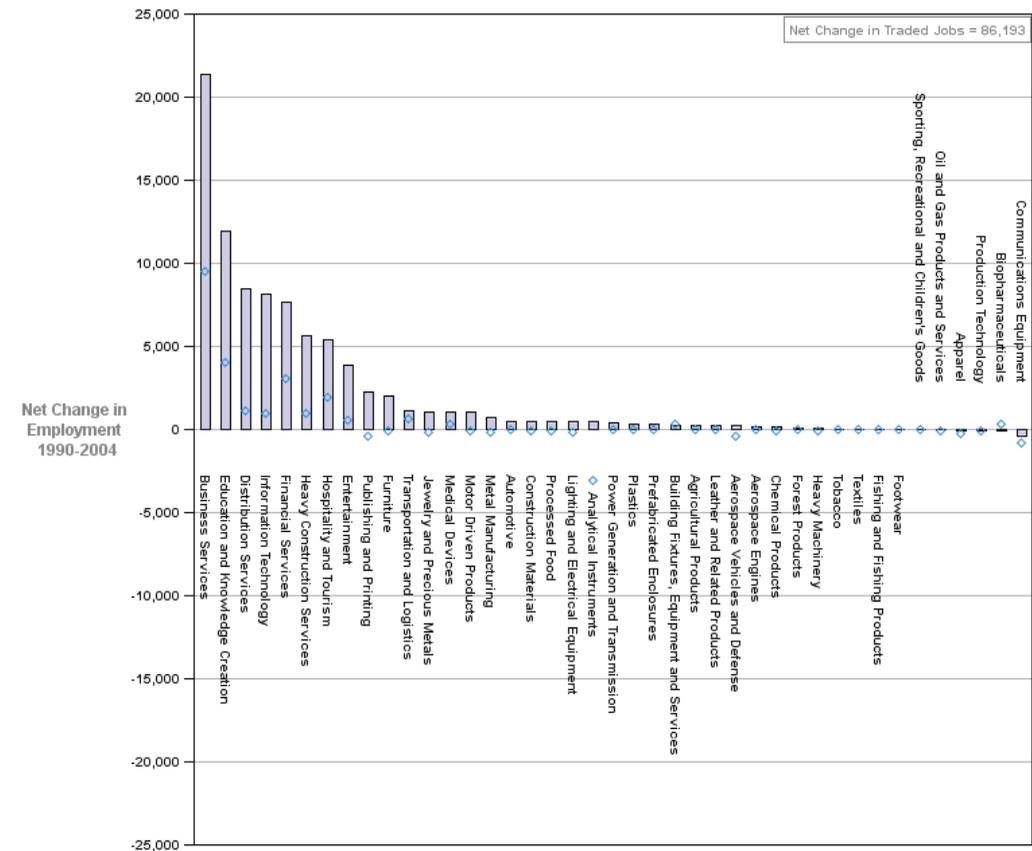


Figure 12. Austin Job Clusters. Business Services is the clear leader for net positive employment change from 1990 to 2004 in Austin, followed by the Education and Knowledge Creation industry. Distribution Services, Information Technology, and Financial Services follow closely, almost tied for third place in net positive employment growth.



Both cities have strengths which could support Guadalupe County and the City of Seguin. Caution should be taken based on the fact that San Antonio and Austin are enough different in economic form to make thoughtful consideration of their basic economic form important. Certainly, however, what stands out is the role of Business Services as a major job creator in both cities.

There is a troubling reality for both the County and the City as they ponder the significance of these two major urban areas in fairly close proximity to them. Recent labor market research by the Federal Reserve Bank of St. Louis suggests that growing wage differentials within industry categories is primarily driven by skill based technology change (SBTC). What these researchers discovered is that jobs which require a college education and regular use of computers are more highly paid than other jobs, even within the same industry. This is a cautionary tale since simply attracting a new industry may not bring higher paying jobs associated with that industry. While Guadalupe County does have a University, educational attainment of the workforce is problematic, as discussed in the section on Demographics, suggesting that SBTC type jobs may not be easily attracted to the area.

Finally, we believe the basic structure of the San Antonio economy is undergoing a fundamental shift. The city has long been able to weather national economic downturns due to a heavy concentration in government and military clusters. These stable employment patterns allowed economic stability. Given, however, the significant closings and movements of military bases, we fully expect that San Antonio has lost a significant portion of its prior insulation. We expect to see the San Antonio economy buffeted by national and state business cycles in the future. Thus it might be said that if San Antonio catches a cold, Guadalupe County may get the flu.

Therefore, Guadalupe County and the City of Seguin are located within "reasonable" proximity to two major metropolitan statistical areas: San Antonio and Austin. San Antonio and Austin exhibit similarities in both their traded and local clusters; however, there is enough difference to warrant thoughtful consideration of the linkages. While both cities are dominated by Business Services, Austin reflects a distinct Information Services and Knowledge Creation structure while San Antonio reflects a Hospitality and Logistics structure. Significant job creation in San Antonio within the categories of Business Services, Financial Services and Transportation and Logistics represent real opportunities for the county and city. Planners should also prepare for the reality that the San Antonio economy is no longer as protected from national and state business cycles as it once was.

PLACE

Place refers to the economic, demographic, and quality of life forces that are currently at work within a community or region. Recall from the Demographic section that we expect 2015 populations of just over 30,000 for the City of Seguin and approximately 120,000 (with a margin of error from 96,000 to 143,000) for Guadalupe County. Additionally, the median age of the city is 37.6 by our estimates, and over 57% of the population earns less than \$50,000 annually. The median price of a home is around \$106,000 and the cost of living is 25% below national levels. Representation of geographical, or place-based, data are shown in the following Figures.

Figure 13 details the geographical distribution of income per capita. Note that the areas bounded by IH-10, US 90 and SH 123 Business mark the lowest per capita income areas. In Figure 14, clusters of business establishments in Seguin are shown. It should be noted that given the current establishment count, development plans which fragment the ability of firms to cluster may well reduce the expected economic benefit of such firms. Finally, the geographical distribution of average household income is of interest. Figure 15 shows the results. It is clear that the highest income households are located to the north of the downtown core of Seguin.

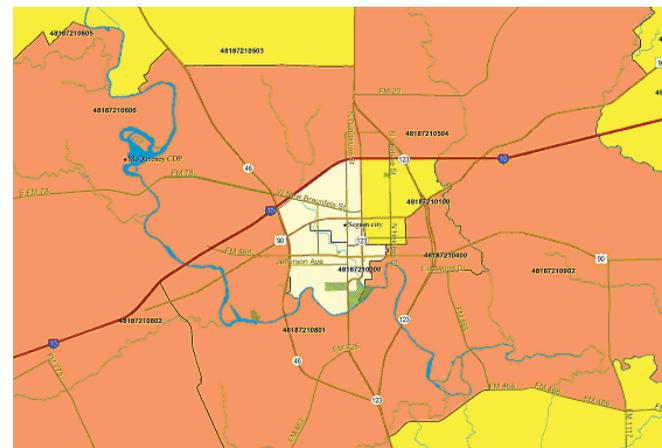


Figure 13. Seguin Geographical Distribution of Income Per Capita. The white area represents per capita incomes below \$11,875; the yellow \$11,875 to \$18,750; and the light orange \$18,750 to \$29,500.

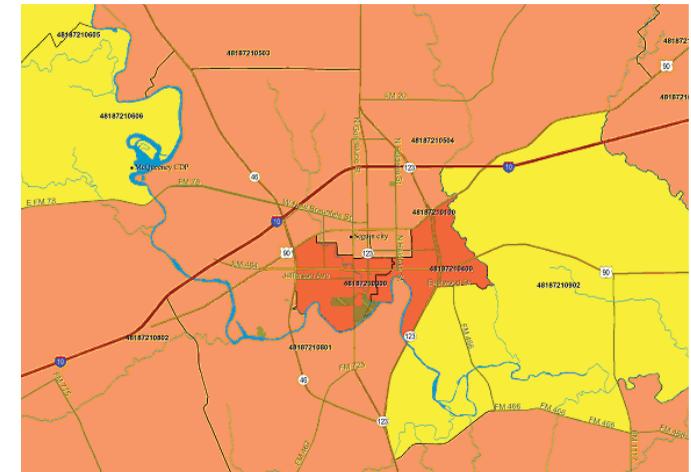


Figure 14. Seguin Clusters of Business Establishments. The bright orange color represents 195 to 510 business establishments, which is the highest concentration category in Seguin.

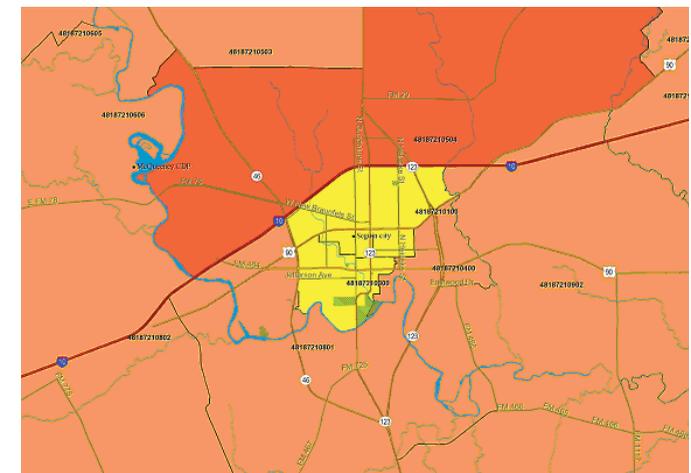


Figure 15. Seguin Geographical Distribution of Average Household Income. The yellow color represents average household income of \$29,000 to \$46,000, the light brown represents incomes between \$46,000 and \$69,000, and the bright orange represents incomes between \$69,000 and \$107,500.

Retail trade at the local and city level is crucial. For example, spending by all consumers at the national level accounts for 70% of the Gross Domestic Product (GDP) - the value of all final goods and services produced within one year. Retail sales play a similar role at the city or regional level. Figure 16 details some very interesting information about County spending patterns. There is no single variable we can examine to give us a complete picture of local retail trade patterns. We have chosen to present what is referred to as the "pull factor." The pull factor attempts to measure the extent to which a defined area is able to "pull" in retail sales. This is accomplished by comparing the region in question to a benchmark. In this case we have compared retail spending in Guadalupe to what that spending would have been had the County residents spent at statewide benchmarks. If the pull factor exceeds a value of 1.0, the implication is that the County is pulling in sales from surrounding areas. Looking at Figure 16, it is immediately apparent that over a long period of time the County has ranged between pull factors as low as 0.7 to as high as 0.85. At no time has the County reached a pull factor greater than 1.0. In recent years we estimate the pull factor has been rising but current levels are still below peaks reached in 1970.

Next we examined the distribution of retail trade establishments within the City of Seguin. The most prevalent retail establishments in Seguin

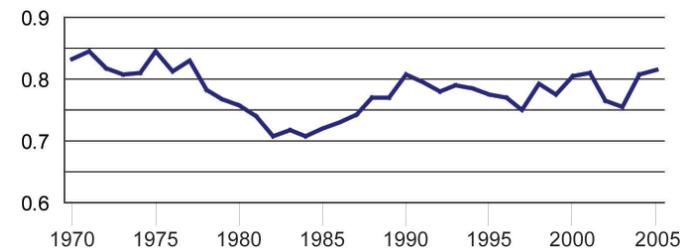


Figure 16. Guadalupe County Retail Pull Factor.

are gasoline stations, with a total of 20 such establishments. The next most common categories are general merchandise stores; supermarkets; nurseries and garden stores; automotive stores; and furniture stores, with seven to eight establishments in each of these categories.

Figure 17 represents the relationship between Guadalupe County population and employment. This relationship has little meaning unless used to compare to other locations. We have offered Bexar, Dallas and Travis Counties for the sake of comparison. It is obvious that the Guadalupe County employment/population ratio is significantly smaller than that of our base counties, and it also seems to have been falling since 2000. This would suggest that the County is attracting more residents than it can employ.

Figure 18 attempts to shed light on possible causes. It compares the rate of change in employment to the rate of change in population. A value of one would suggest both are growing at the same rate. Again it appears that since the value of our ratio is less than 1.0, we can assume that population has been growing at a faster rate than employment. Additionally, since 2000, it seems the disparity in growth between population and employment is even more significant, as our ratio is falling. However, this trend appears to be improving since 2005.

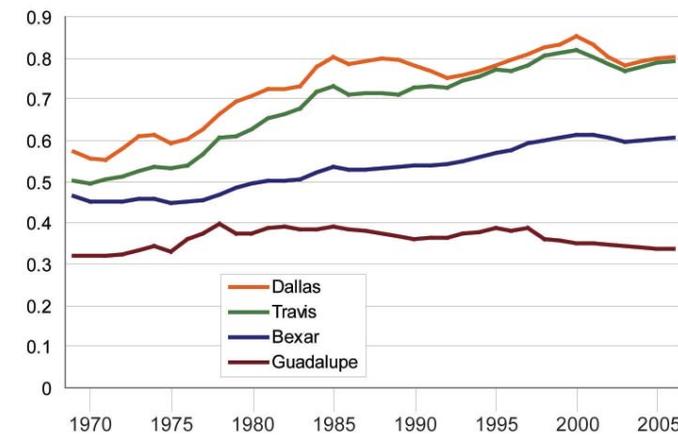


Figure 17. County Employment to Population Ratios.

Therefore, Guadalupe County and the City of Seguin have seen modest population growth trends in the recent past. Our current estimates are that these trends are likely to continue with a slight increase. While Guadalupe County median income levels are near state wide norms, the area seems to be losing retail sales to outlying areas. The County has maintained a "pull factor" of less than 1.0 for a rather long period, suggesting this loss in sales is not recent. The County is able to attract population but it has not been able to create jobs at the same rate as population growth. There seems an income spread between residents who commute to Bexar County and lower paid residents working in Guadalupe County. Finally, the ability of firms to cluster with each other provides benefits to them and their consumers. Roadway changes which dissipate this clustering ability could negatively impact city economic growth.

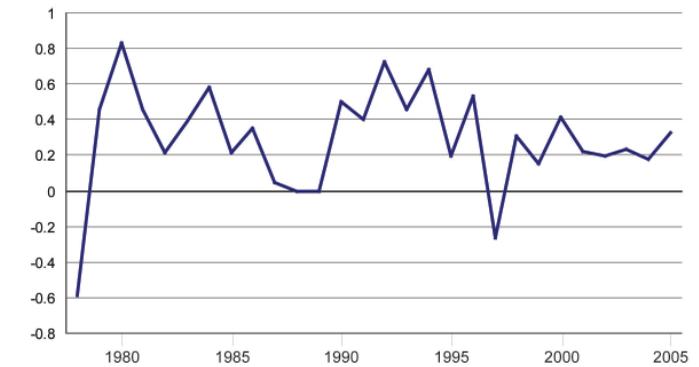


Figure 18. Guadalupe County Change in Employment to Population Ratio.



PURPOSE

The purpose of a city or region can be identified by looking at the clusters of firms and employment within that community or region. We have used the method referred to as location coefficients (LQ) to identify such clusters. Thus, a location coefficient of greater than 1.0 (based on a benchmark, which is in this case the state of Texas) would indicate a concentration of employment or establishments greater than the State, while a LQ of lower than 1.0 indicates a concentration less than the State benchmark. A LQ greater than 2.0 is often an indicator of that cluster being what we call a “traded” cluster. This matters since another way to think of the purpose of a city or region is to be able to export goods and services and import money. We begin our study by looking only at the number of establishments within the city.

After examining the distribution of establishments within the City of Seguin, it is clear that retail uses dominate, with a total of 19% of all business establishments being in the retail category. The major sub-sectors within the retail category are gasoline stations, vehicles/repair, clothing and accessories, general merchandise stores, and miscellaneous retail. The other significant business establishments include the health sector, representing 14% of total establishments, accommodation (9%) and manufacturing (6%). When we examine employment within the City of Seguin, however, a slightly different picture emerges. Manufacturing dominates the local economy with 22% of all employment. The largest categories within the manufacturing sector are business printing (11%), plastics (13%), metal (13%) and miscellaneous (15%). Education accounts for 21% of employment and retail accounts for just 13% of all employment.

We may now turn our attention to the location coefficients we have generated for Guadalupe County. Figure 19 below shows our calculations. Location coefficients are a way to compare local employment with a larger area; in our case, the state of Texas. Thus we simply calculate local employment in a given sector as a fraction of state employment in that same sector. When this number is greater than one, the local area has more employment in this sector than the state. The obvious question now is what does this mean. We assume that if the local sector employs more workers than the same sector at the state, then there can only be one explanation: that sector is a traded sector. Put another way, the sector exports its goods and services out of the city or county and imports money. This is often called a “basic” sector. We will refer to these sectors as “traded” outside the city or region.

Two observations are most apparent regarding the county:

1. Manufacturing accounts for almost 25% and trade, transportation, and utilities 24% of employment. When combined with leisure and hospitality (13%), just over 61% of total employment in the county is within these three sectors.
2. The location coefficient for manufacturing (2.2) dominates, and only two other categories have LQ's greater than 1.0: Construction (1.51) and Leisure and Hospitality (1.12).

This warrants further analysis. When we examine in more detail the LQ's

for the manufacturing sector, some very interesting facts emerge. In Seguin, Machine Shops and Wood and Kitchen Counter Top Manufacturers dominate the manufacturing sector, which is significant as we would expect these sectors to offer lower than average wages.

When we look at Guadalupe County a different picture emerges. There are 11 out of 98 manufacturing firms that employ more than 100 workers. These firms are clustered in the food, fabric mills, wood, and rubber industries. Most of these categories are dominated by single firms. Thus at both the City and the County level, clusters are neither deep nor broad. It is often the case that local areas attempt to broaden their economic base by attempting to diversify across a number of sectors. However, this type of strategy often leads to the results we have seen for both the City and the County, which is little clustering of firms and the prevalence of low skilled jobs. If firms are able to cluster, it may allow for the attraction of higher skilled, as well as higher paid, jobs to support the “deepening” of that cluster.

Industry	Bexar County	Guadalupe County
Natural Resources and Mining	0.18	0.43
Construction	0.92	1.51
Manufacturing	0.58	2.20
Trade, Transportation, and Utilities	0.86	0.96
Information	1.26	0.31
Financial Activities	1.37	0.56
Professional and Business Services	1.14	0.57
Education and Health Services	1.20	0.71
Leisure and Hospitality	1.25	1.12
Other Services	1.07	0.92
Unclassified	0.63	0.66
Total, All Industries	1.00	1.00

Source: Quarterly Census of Employment and Wages Data.

Industry	Texas State	Bexar County	Guadalupe County
Natural Resources and Mining	3.00%	0.53%	1.28%
Construction	7.35%	6.78%	11.06%
Manufacturing	11.24%	6.53%	24.74%
Trade, Transportation, and Utilities	24.68%	21.10%	23.67%
Information	2.70%	3.41%	0.83%
Financial Activities	7.52%	10.30%	4.22%
Professional and Business Services	14.92%	17.06%	8.46%
Education and Health Services	13.54%	16.24%	9.61%
Leisure and Hospitality	11.43%	14.28%	12.86%
Other Services	3.38%	3.61%	3.13%
Unclassified	0.23%	0.15%	0.15%
Total, All Industries	100%	100%	100%

Source: Quarterly Census of Employment and Wages Data.

Figure 19. Guadalupe County Location Quotients.

Finally we examine the performance of county sectors relative to the same sectors at the state level. We employ a technique referred to as shift-share analysis. Employment growth can be divided into three component parts. The share component estimates how much growth would have occurred in local industry if those sectors had grown at the national or state rate. This component captures the region's share of national or state growth. The next effect is the mix component. This component captures growth that occurred as a result of the region's particular industry mix of positive or negative growth. The third effect, the competitive component, considers advantages or disadvantages for employment growth of local industry when compared to either the state or the nation. When all three effects are combined, we are able to account for employment growth within a region. We will examine these three effects for the manufacturing and retail sectors of Guadalupe County. Figure 20 shows the results for manufacturing. The mix effect or the unique local industrial composition typically accounts for about 50% of the change in employment over long periods of time. As we look at the employment changes in Guadalupe County we notice immediately that the mix effect is regularly negative. That is, the particular mix of manufacturers in the County is experiencing less growth when compared to the rest of the state. The share effect has been regularly positive and the competitive effect oscillates but has mainly led to positive employment growth.

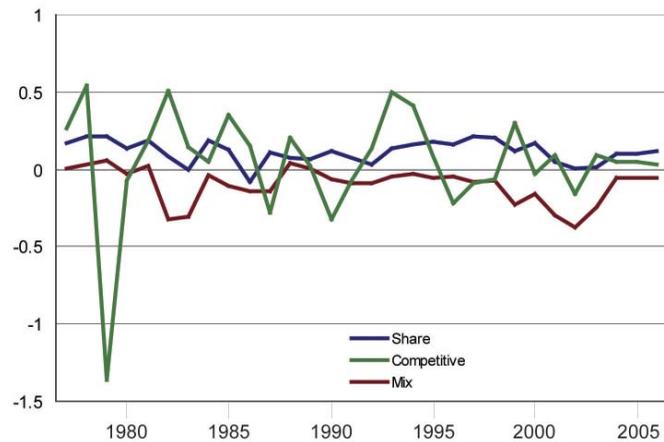


Figure 20. Guadalupe County Manufacturing Shift Share.

The retail sector details another picture (Figure 21). The share and mix effects have tended to produce positive employment growth in this sector, while a very erratic competitive effect has produced both positive and negative employment effects.

Therefore, our analysis indicates Guadalupe County is dominated by Manufacturing, which accounts for almost 25% of employment. Trade, Transportation, and Utilities account for an additional 24%. When combined with Leisure and Hospitality (13%), these three sectors account for just over 61% of total employment in the County. Manufacturing clusters within both the City and the County are not deep, due to the fact that often what is termed a cluster is actually a single firm employing a large number of workers. Eleven of 98 firms in the county employ over 100 workers. Employment growth in manufacturing has regularly suffered a negative "mix" effect, meaning that manufacturing at the County level has not shown positive growth when the state growth rate has been positive. Retail trade has suffered a very erratic competitive effect, at times growing faster and at other times slower than State retail employment.

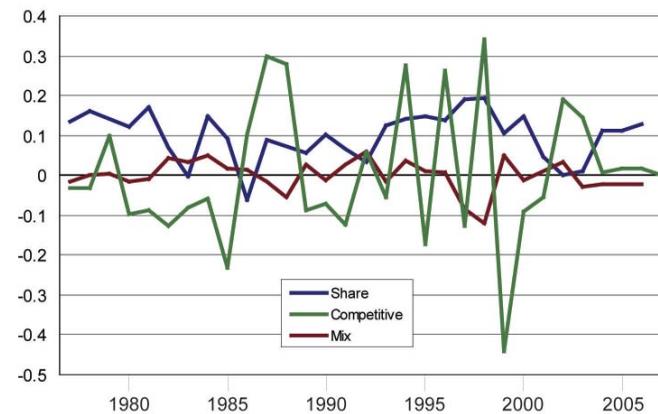


Figure 21. Guadalupe County Retail Shift Share.



SUMMARY AND CONCLUSIONS

- The cost of living and quality of life within both the City of Seguin and Guadalupe County are major assets.
- The major employment clusters of Business and Financial Services have a strong foundation in both San Antonio and Austin. Both Seguin and Guadalupe County could benefit from this proximity.
- However, the San Antonio economy will no longer be recession proof.
- There may be a growing wage disparity between those who work in Seguin and Guadalupe County and those who commute to Bexar County for work.
- There are no significantly “deep” manufacturing clusters in Seguin or Guadalupe County.
- Retail “pull factors” suggest leakage of retail spending from Guadalupe County.
- Aggregation and clustering of business establishments may be risked if new road construction allows for dissipation of these clusters.
- Target recommendations from previously conducted market studies have merit. However, care must be taken to ensure that deepening of existing employment clusters and the attraction of high wage jobs become a key decision variable. Attraction of lower wage jobs will only exacerbate the disparity between those who live and work in the County and those who only live in the County but commute to work elsewhere.

WHAT CAN SEGUIN DO NEXT?

The question we now must answer is: Given the economic base analysis we have just presented, what are some of the near term strategies that Seguin could pursue to enhance its ability to better control its own economic future? Recall that within the place/purpose/proximity framework we considered three main factors:

- The ability of the firm to share specialized inputs easily found at the location. (Place)
- There may be advantages to both workers and firms that result from the extent and diversity of the local labor market. (Purpose)
- There may be advantages to firms because of their connections with other firms. The connections are often referred to as knowledge spillovers that occur because of the location. (Proximity)

Using these three concepts as our guide, Seguin should strive to attract new firms as well as ensure those already in place continue to thrive. (Information about the site selection process and locational strategies of firms is included in Appendix B in order to assist Seguin in this process.)

The following are economic issues that should be resolved in light of this assessment:

- The need for a core urban area
- The role of the small entrepreneur
- Improve educational skills to attract high wage jobs in traded clusters rather than grow traded total share
- Enhance local capacity for technology
- Access to local markets
- Connectivity and aggregation
- Public spaces
- Small steps within a big picture



2.5 workshop 1 summary

The Seguin Comprehensive Plan process has included three Open Public Workshops. Workshop 1 focused on Goals and Objectives.

WORKSHOP #1: GOALS AND OBJECTIVES

Workshop #1 is unique because it uses the Consultant Team Assessments (Form Analysis, Natural Systems Analysis, Economic Analysis, and Physical Systems Analysis) as a starting point of discussion. Prior to the first workshop session, the Consultant Planning Team executed an extensive assessment phase which included a Form Analysis, an Economic Analysis, a Natural Systems Analysis, and a Physical Systems Analysis. During the workshop, the session was divided into three parts:

- Disclosure of the various assessments made by the Consultant Team and the Planning Issues such assessments revealed.
- Discussion of the Assessments and Planning Issues in smaller break-out groups.
- Summation of the break-out group discussions before the entire assembly of public participants.

DISCLOSURE

In the first portion of the workshop session (called **Disclosure**), the Consultant Team presented the findings of their assessments and, in so doing, established the data-base for subsequent discussion of local planning issues arising from the Resources, Assets, Liabilities, Constraints, and other conditions documented in the Assessment Phase. In order to facilitate discussion focused on a broad range of local and specific planning issues, the larger participating body was voluntarily divided into smaller discussion groups (each group facilitated by a citizen member of a core Facilitator Group). Discussion groups were organized according to natural subdivisions of the community created by recognizable natural features/conditions, which serve to give cognitive recognition to a particular part of town. These corresponded to the Form Districts presented by the Consultant Team. Organization of groups by such distinction allowed very specific discussion of the planning issues regarding a particular part of town with which the participant had familiarity and (due to their selection of that area) a degree of passion. The geographic areas of Seguin used to organize the small discussion groups arose out of the Form Analysis and are as follows:

1. The Town Center District: This is generally the area of the original Ranger Plat and the corridors of earliest growth along Court Street and Austin Street.
2. The Transitional District: Bounded by highway commercial development on three sides and the historic City core on the fourth, this district is where residential development of different historical periods comes together in a diverse fabric of housing type and age.
3. The Timber Lot District: This district lies south of the historic City core and encompasses those early Ranger Plat tracts called the Timber Lots. It has a distinctive setting and physical fabric due to its age and proximity to the Guadalupe River.
4. The Walnut Creek District North: This district encompasses the area of the early Ranger Camp (west of Austin Street and north of Court Street).
5. The Walnut Creek District South: This district covers a large, and mostly residential, area between Court Street, Walnut Creek, and the Guadalupe River. It includes many historic residential structures and a rolling topography. The uniformity of Seguin's grid seen north of Court Street is challenged by the topography of this area. Consequently, the internal street layout here has many discontinuities and disruptions.
6. The Station District: This is a largely non-residential district that encompasses the old railroad freight station (west of Austin Street) and the old passenger station site (east of Austin Street). Much of the City's older industrial fabric lies within this zone, which is bisected by the railroad track and Business 90 (Kingsbury Street).
7. The University District: This is a district of emerging importance to the future of Seguin because it contains an active and growing University (Texas Lutheran University). Bounded roughly by Court Street, Highway 46, Business 90, and portions of Walnut Creek, this area includes the University and the residential fringes that adjoin it.



- 8. The Highway Commercial District: The term Highway Commercial District describes an area on both sides of Business 90, the Highway 123 By-pass, and Court Street (east of downtown). This zone is filled with commercial development oriented to and capturing the value created by the vehicular volumes traveling these corridors. Large plate buildings and expansive parking areas are typical of the development pattern evident.
- 9. The Jefferson District: This district lies west of the Walnut Creek South district and Highway 46. It is a transitional residential area containing both newer and older homes laid out on straight streets that make a loosely defined grid with varying cells. Development along the streets

is more uniformly related to the street (uniform set back and orientation) which is different than the more incremental qualities of residential districts closer to the City core.

- 10. The River Bend District: This district lies on both the north and south sides of the Guadalupe River as it passes through Seguin. Here, verdant river banks have attracted the development of luxury homes laid out along winding streets that respond to the dramatic topography of this area.

- 11. The North Seguin District: This is a district that lies generally to the north of the Station District and is part of Seguin's early suburbanization.

Here, long blocks with uniformly arranged houses fronting them depart from the historic square grid and show a development pattern more common in typical city suburbs.

- 12. The Freeway District: This district lies on the north and south sides of Interstate 10 from its intersection with Highway 46 to its intersection with the Highway 123 By-pass. This district will ultimately grow to include the intersection of IH-10 and the proposed SH 130. This district has a regional scale that visually conveys its connection with the regional reach of the interstate system.

- 13. The Geronimo Creek District: This district lies east of the Highway 123 By-pass, west of Geronimo Creek, north of the Guadalupe River, and south of Business 90. Here the influence of Geronimo Creek nurtures a rich landscape set in rolling topography that has attracted higher income housing but is segmented by the influence of existing highways over development patterns.

- 14. The Agricultural District: A vast and largely undeveloped area lying north of IH-10 and flanking both sides of the highways to New Braunfels and San Marcos. This is an area where future development pressure is beginning to emerge, driven by growth in neighboring Cities. It is important to monitor how this development will mesh with the growth of Seguin.

- 15. The Randolph District: This is an area west of the Randolph Air Force Auxiliary Base and east of Geronimo Creek. Future eastward expansion of local residential development is limited by the presence of the base air strip. This presents a land use challenge for this district and poses conflicts with residential development within the Geronimo Creek District.

- 16. The Guadalupe District: This is another vast area of largely undeveloped land to the west of the Guadalupe River and divided by the westward extension of FM 78 and IH-10 and the southern extension of FM 725. The power of the Interstate and other corridors crossing the area to influence and regionalize development could potentially conflict with local development.

- 17. The Lake Placid District: This district circumscribes a residential community that has grown up around Lake Placid. Many of the homes are second homes and the area is spatially isolated from other growth areas of Seguin.

- 1. Town Center
- 2. Transitional
- 3. Timber Lot
- 4. Walnut Creek North
- 5. Walnut Creek South
- 6. Station
- 7. University
- 8. Highway Commercial
- 9. Jefferson
- 10. Riverbend
- 11. North Seguin
- 12. Freeway
- 13. Geronimo Creek
- 14. Agriculture
- 15. Randolph
- 16. Guadalupe
- 17. Lake Placid

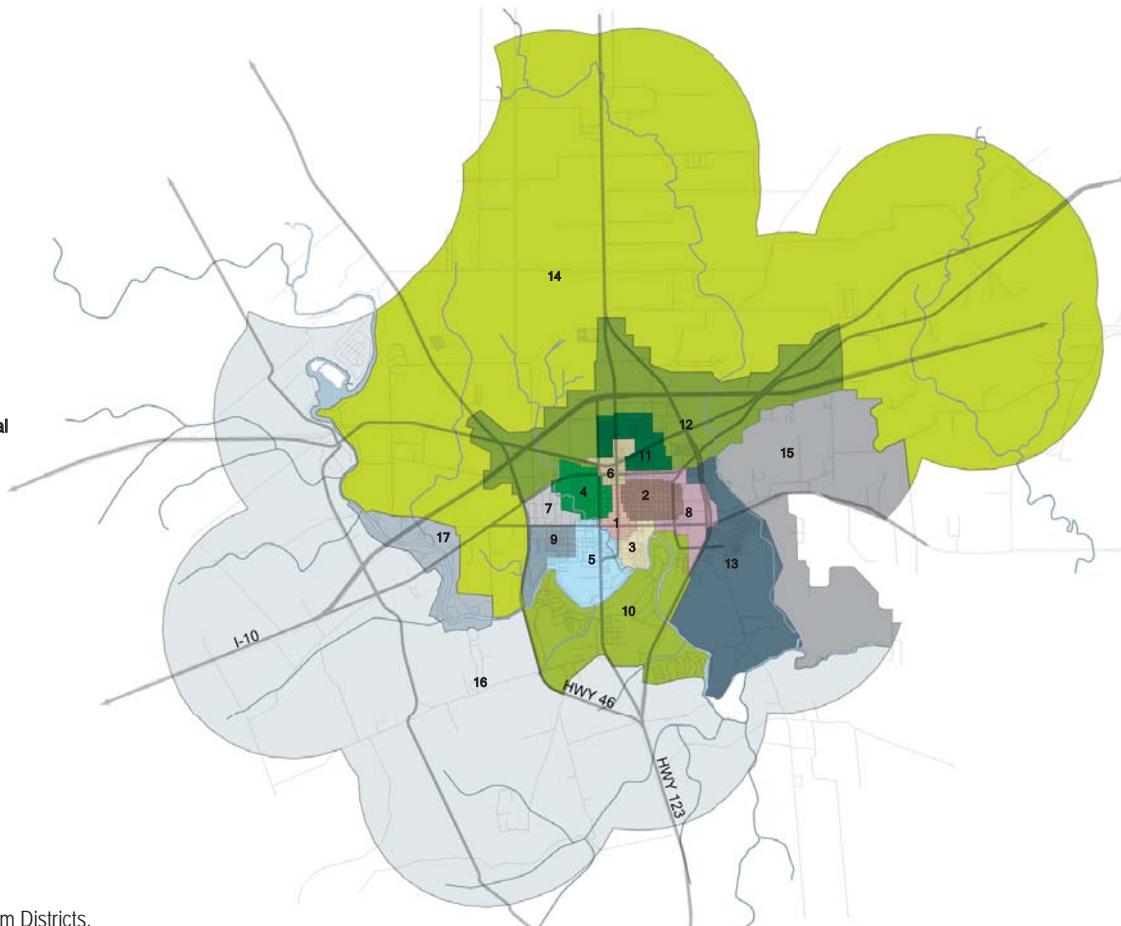


Figure 1. Map of Seguin's 17 Form Districts.



DISCUSSION

The second portion of the workshop session (called **Discussion**) started with the convening of small discussion groups (described above). Within the context of these small discussion groups, participants were given opportunities to confirm, debate, and/or augment observations made and comment upon their significance to the developing community. Members of the Core Facilitator Team, acting as discussion facilitators, took detailed notes on “flip charts” so that all parties in the discussion could see the points of concern, interest, and direction. Upon conclusion of the discussion session, a participant was selected by consensus of the group to present a summary of the discussion and issues.



SUMMATION

The third portion of the workshop session (called **Summation**) started with the re-assembly of all workshop participants as a single body. In this session, the presenter selected by consensus from each small discussion group (as described above) presented the information previously documented on flip charts and added further description to the dialogue accompanying each point. In this presentation, members of the larger participating body were given opportunity to ask questions, challenge points made, and otherwise add to the discussion of a particular zone.

Upon conclusion of the Summation portion of Workshop #1, a comprehensive list of discussion points had been established for each sector of the city, which addressed the planning issues confronting that area in specific detail. This list of discussion group statements provides the basis for establishing planning goals and objectives and will be discussed in greater detail in Section 3 of this Comprehensive Plan Document.





2.6 focus groups summary

The Seguin Comprehensive Plan process has included three focus group sessions, which were held after Workshop #1 for community members to address issues raised in the Workshop.

ISSUE-ORIENTED FOCUS GROUPS

Following Workshop #1, three focus group sessions were held for community members, based on the three issues that arose out of that Workshop. Texas Lutheran University is a significant component in the culture and the urban landscape of the City of Seguin. Therefore, faculty, staff, students, and other stakeholders were encouraged to attend a University Focus Group to discuss the ways in which the Seguin Comprehensive Plan could and should speak to the needs of the University.

During Workshop #1, a considerable number of comments arose regarding the natural systems present in Seguin. Regular flooding, alteration of the natural landscape, and changes in air quality counts throughout the San Antonio Metropolitan Area were among some of the concerns raised. Due to the impact of these systems on the future of the City, as well as the amount of concern raised during Workshop #1, a Conservation Focus Group was conducted to address these issues.

Seguin is located within 15 miles of the IH-35 Corridor, and is a commuter city within the Greater San Antonio Area. As such, development pressures, especially north of the City, are expected to increase in the future. As such development both informs and reacts to plans adopted by the City, a Development Focus Group was created to address issues related to economic development. The needs of Downtown, the presence and role of SH 130, and general development trends in the Seguin Area were addressed in this meeting.

THE UNIVERSITY FOCUS GROUP

Texas Lutheran University (TLU) serves as a destination within the City of Seguin, a landmark of community identification, and a transition into the central area of the City. Furthermore, the student body, faculty, and staff that access TLU comprise a significant percentage of the Seguin community. As Seguin continues to grow in the future, the needs of those University stakeholders must be accommodated. Participants in the University Focus Group consisted of students and faculty members. The University Focus Group meeting was to gather input from the community regarding current conditions within the University District.

Key issues that were addressed in the University Focus Group meeting included linkages with the rest of the City; retail, entertainment, and commercial opportunities that service college students; suitable/affordable housing for staff/students; congestion along Court Street; and the lack of non-residential development in the Western portions of the City.



THE CONSERVATION FOCUS GROUP

Due to the number of issues raised in Workshop #1 concerning the environment and the need for conservation practices in the City of Seguin, the Consultant Team hosted a Conservation Focus Group meeting. A range of community members attended this meeting.

The Conservation Focus Group meeting was divided into two segments:

1. An in-depth coverage of materials presented in Workshop #1 that pertained to conservation.
2. A discussion centering on the felt needs of the community, with respect to the role of the natural system in community life.

Workshop #1 Review. The purpose of the Comprehensive Plan was presented, and it was explained that the Comprehensive Plan was concerned primarily with establishing a vision for the future form of Seguin,



taking into consideration the assessments of current conditions and community goals. The Natural Systems Assessment was then reviewed, but content was covered in greater detail in the focus group than it was in Workshop #1, due to time allowances and questions from the participants. The presentation of the Natural Systems Assessment was organized into two sections: Ecological Context and Environmental Assessment. The Ecological Zones, determined by the various interactions of land, water, and vegetation, consist of the Blackland Prairie Zone, the Riparian Prairie Zone, the Oak Woods Zone, and the Riparian Oak Woods Zone. The second portion of the Natural Systems Assessment focused on the Environmental Assessment of Seguin, consisting of observations related to the impact of growth and development on the natural system. Trends related to changes in land use, impact on water quality and quantity, and air quality status for the San Antonio area were discussed.

Issues Raised by the Community. Following the review of the Natural Systems Assessment, an in depth discussion was held, which focused on issues raised in the Workshop #1 breakout groups. There were four general issues:

1. The presence and power of surface water movement in Seguin. The Guadalupe River system is one of the most significant physical elements in the City. Accessibility to the River, and to Geronimo Creek, was discussed, as well as conditions of riparian corridors in the Seguin Area. Flooding was a significant topic of discussion as well.
2. The impact of land development on environmental quality. Trends in development were examined, and impacts of these changes on air quality, water quality and quantity, and energy consumption were discussed. Alternative modes of transportation, specifically for those in Seguin who do not have a car, were discussed as well.
3. The need for habitat preservation in Seguin. A large aerial photograph of the City and Extraterritorial Jurisdiction was produced during this meeting, and community members were encouraged to identify specific areas that they felt should be preserved. Native wildlife and native plants were also discussed.
4. The function and future of the Seguin Outdoor Learning Center. The current and future role of the Seguin Outdoor Learning Center was discussed in this Focus Group Meeting. Of particular concern to participants was accessibility for those who do not drive, destruction of portions of the site for infrastructure improvements, and costs for entry and use.



THE DEVELOPMENT FOCUS GROUP

During the Development Focus Group meeting, a review of the Form Districts from Workshop #1 was presented. Because future economic development will necessarily interact with and build upon current patterns and trends, an understanding of the fabric of the City of Seguin today is important. Following the review of the Form Districts, a discussion was held regarding key issues related to economic development.

The relationship of the City of Seguin to SH 130 was a considerable concern for workshop participants. Although the alignment of this highway is yet to be determined, it is expected to impact the City in a number of ways. Concern was raised as to land use and land development along freeway frontages, as well as traffic impact upon the City. The importance of land use at the intersection of SH 130 and IH-10 was raised by several participants.

Another related issue raised in this meeting was a concern with effective traffic movement in Seguin, namely accessibility and connectivity. Use of the railroad right-of-way, establishment of meaningful East-West connectors, and portals along IH-10 were among the inputs given by participants.

The general economic condition of Seguin was another major topic at the Development Focus Group meeting. It was expressed that increased employment opportunities were needed, which included vertical growth (introduce higher wage positions) in the job market, rather than simply horizontal growth (more low wage jobs). A concern for physical improvements downtown that would increase its vibrancy was expressed. Finally, regulations and code enforcement for enhancement of existing properties was also a concern voiced in this Focus Group meeting.

SUMMARY

Together, these three Focus Group meetings provided the Consultant Team, City Staff, and Community an opportunity to look more closely at the relationship between the City and Texas Lutheran University, the conservation issues that must be understood when drafting the Comprehensive Plan, and the relationship between City plans and economic development.



part three: the planning framework



3.1 a base for the planning framework

In the course of Seguin’s lengthy public participation process, guiding Planning Objectives were established and verified. These statements became the building blocks of the plan visions fashioned for consideration by the various workshops and work sessions.

During Workshop #1, Goal Statements were taken directly from the notes and flip charts produced by community members. All the documentation material was reviewed so that a coherent set of “parallel” goal statements could be derived for the formation of a Planning Framework for the Seguin Comprehensive Plan. In review of the documented material a method of goal/objective identification was employed called the TRIO method. The term TRIO stands for the following analytical investigations:

- **“T”** stands for themes: Themes are statements repeated among numerous groups and are therefore shared concerns of the citizens of Seguin.
- **“R”** stands for Repeat: Repeats are statements made more than once within a discussion group and/or among a smaller number of groups. Repeats indicate shared concerns or concerns that are pervasive throughout a group’s dialogue.
- **“I”** stands for Input Indicators: Input Indicators are statements about input conditions used to describe a greater and more significant outcome. For example, statements about pedestrian convenience, connection, and safety are part of a larger concern for a pedestrian system composed of trails and improved sidewalks.
- **“O”** stands for Output Indicators: Output Indicators are generally broad statements about a result that stems from a shared desire for actions or conditions leading to that result. For example, statements about beautiful streets are the results of other statements about streetscape enhancement programs, improved signage, repair of curbs and sidewalks, etc.

When crafting the wording of Community Goals (as identified through the TRIO method), attention was paid to maintaining a uniform Level of Generality (keeping statements comparable), and the extent to which goals were Mutually Exclusive (did not constitute redundant overlaps). Based on the results of this process, the resulting Community Goals can be grouped according to these thematic elements:

- Infrastructure
- Drainage
- Open Spaces
- Thoroughfares
- Beautification

- Land Use
- Town Core
- Mobility
- Historic Preservation
- Neighborhoods
- Code Enforcement
- Cultural and Social Strategies
- Facilities
- District-Specific Goals

The Community Goals established and confirmed by the public participants in the planning process are identified by thematic element. They are numbered, and those Goals ranked as most strategic are bolded.

Workshop One Community Goal Statements

Infrastructure:

1. Establish plans, policies, regulations, procedures, and initiatives that will repair old infrastructure, and enforce, anticipate, coordinate, and guide infrastructure plans for future development.
2. Create annexation policies and procedures that are coordinated with the City’s capability to provide infrastructural needs for the annexed area.
3. Improve and expand a modern sewage system that will eliminate current odors, septic dependency, and untreated waste.
4. Consolidate public water service under the City of Seguin as a single provider.
5. Improve/enhance emergency services in older residential areas and in newer areas that anticipate future growth and development.
6. Improve and repair the streetscape (roads, curbs, sidewalks, and other features) in older neighborhoods to improve pedestrian mobility, neighborhood appearance, and visual continuity.
7. Increase the area of public domain in older neighborhood areas with narrow rights of way so that sidewalks and other street enhancements can be provided/extended where needed.
8. **Establish programs and initiatives for street enhancements that will strengthen the identity and visual character of older neighborhood areas.**

9. Improve, repair, expand, and enhance existing infrastructure to support redevelopment activities within the City core.
10. Establish plans and policies by which future development can be coordinated, connected, and served with roads, City infrastructure, and services that are provided in an orderly sequence that anticipates future demand.

Drainage:

11. Establish and implement drainage practices (such as stormwater management in streets and other public rights of way) which anticipate potential development, preserve the natural drainage corridors, and protect down stream conditions.
12. Establish an on-going program of drainage improvements in older neighborhoods that will contribute to and enhance a City wide drainage system.
13. Establish proper high water levels that anticipate realistic City growth and its effect on the present flood elevations and on development policies, regulations, and/or standards related to it.
14. Establish guidelines, standards, and initiatives that will enhance the design and appearance of detention ponds so that they are



more natural in form, hydrologic character, dam/weir treatment, and landscape.

15. **Regulate, improve, enhance, and facilitate drainage through combined natural and physical systems that will control increased run off generated by new development, prevent increased flooding events, better protect existing flood prone areas (such as Glen Cove, Chaparral, Treasure Island, and Elm Wood) and preserve/restore natural drainage ways in existing and future developed areas.**

Open Spaces:

16. Establish a City wide plan for open space acquisition that will create a city-wide system of greenbelts, comprised of public and private parks (including golf courses) and natural areas by which future development can be influenced, drainage can be facilitated, and the visual presence of the River is expanded within the fabric of Seguin.
17. Establish conservation zones in older and/or River- (or Creek-) associated neighborhoods that protect remaining natural assets and existing green spaces, provide needed open spaces, and define areas open to development.
18. Establish policies, regulations, and/or procedures that will preserve, protect, restore, and extend the Guadalupe riverscape, including dams, waterways, and other scenic areas.



19. Preserve mature trees in older neighborhoods as a distinguishing element of those neighborhoods.
20. Build a linear park and establish green belts, conservation areas, and pedestrian connections along the City's creek ways (such as Walnut Creek and Geronimo Creek), portions of the river edge, and other natural corridors.
21. Incorporate landscaped retention ponds into the designated open space network of the land use plan that will enhance the park environment, help control flooding, meet detention needs of nearby developed areas, and add greater beauty to the City.
22. **Establish programs and initiatives that will increase environmental awareness and promote conservation, preservation, and protection of the natural environment.**
23. **Establish plans, policies, and procedures that will preserve, protect, and enhance Seguin's floodplains as natural areas with distinctive habitats.**
24. **Establish plans, policies, and procedures that will preserve pre-development conditions along surface waterways as growth and development occurs.**
25. **Establish cooperative plans and programs that will make the Outdoor Learning Center a part of a Seguin environmental awareness initiative, and will also make it more accessible to the Citizens of Seguin, as well as educational organizations and institutions.**
26. **Improve vehicular and non-vehicular connections to the Outdoor Learning Center.**
27. **Establish policies, plans, and procedures that balance preservation of the natural system with the economic and social needs of the City.**
28. **Establish an Open Space network that preserves and enhances ecological buffer zones and riparian communities, improves air and water quality, and provides flood protection.**
29. **Incorporate land use tools, such as conservation easements, buffers, and development guidelines/standards, into growth plans for Seguin, to provide more green space in newly developing areas.**
30. **Establish a Parks and Open Space system for Seguin that provides both active and passive**

open areas, offering various forms of recreations, environmental protection, and neighborhood beautification.

31. **Establish policies, plans, and procedures for the restoration of Seguin's native landscapes (including prairies and woodlands) and biodiversity, and protect the natural and man-made habitats that host native bird species.**
32. Establish strategic public access to, and pedestrian connections to, the Lake, River, Creek ways, and other natural assets of the City, such as the Guadalupe River and Geronimo Creek, that are identifiable to the public.

Thoroughfares:

33. **Create a system of thoroughfares that allows cross-town movement where needed to relieve existing congestion and accommodate growth.**
34. **Establish plans, policies, and initiatives for various modes of movement in Seguin, including pedestrian and bicycle traffic, that are also ADA accessible.**
35. **Establish plans, policies, initiatives, and improvements that enhance convenient access to desired destinations, preserve low traffic volumes on neighborhood streets, improve service and**



design character, and anticipate the impacts of future development.

36. Incorporate traffic control, traffic management, and traffic-calming measures that will reduce vehicular speeds through residential areas and on major streets, as well as increase pedestrian safety in future street improvements and enhancements.
37. Preserve the prominence of Court Street and Austin Street and incorporate their connection to City wide/regional flow patterns into any circulation plans for the downtown core.
38. Develop a thoroughfare plan that includes State roadways, addresses their potential impact on traffic movement within the City, and encourages a working relationship between the City of Seguin and TxDOT.
39. **Introduce new vehicular routes through and around the City that recognize the prominence and importance of the City core and avoid the continued historic pattern of bypassing the downtown area.**
40. **Establish policies, plans, and procedures that reduce railroad noise encroachment on residential/commercial areas.**
41. Establish plans, policies, and improvements that recognize the potential impacts of SH 130.

Beautification:

42. Establish a monumentation and signage program for Seguin that will visually define its presence along Interstate 10 and the major entrances into the City.
43. Establish an on-going beautification program for the City that will continually identify and advance projects that enhance the image of the City and its quality of life, including landscaping and other visual enhancements for the public domain.
44. Establish city programs and public/private initiatives that will promote the beautification, code compliance, maintenance, and repair of private properties.
45. **Preserve and enhance unique historical, natural, and cultural features in ways that increase people's understanding, influence City form, and contribute to the preservation of cultural identity.**
46. **Improve/repair streets and curbs and provide other streetscape enhancements that will make the street space more attractive, distinctive, and identifying for older neighborhood areas.**

47. Establish public initiatives and establish private standards and guidelines for development along the Interstate and highways leading into the City that will establish a distinctive visual identity for Seguin and create a legibility within the thoroughfare network.
48. Establish policies, programs, and initiatives that will promote and stimulate the physical improvement and beautification of public housing.
49. Establish landscape standards, guidelines, policies, programs, and regulations that will encourage greater enhancement and maintenance of the front yard space in older neighborhoods.
50. Express the presence of Seguin's downtown within the freeway corridor through landmark monumentation, signage, and locating a Visitor Center or Central Visitor's Bureau off of IH-10.
51. Beautify and visually enrich the overall streetscape to indicate approach, arrival, and entrance to downtown, as well as establish a visual identity that expresses downtown as a destination, creating landmarks, way finders, monuments, and other enhancements.
52. Initiate programs, initiatives, regulations, and improvements that are part of an on-going strategy of neighborhood beautification within older neighborhood areas that will stabilize neighborhood areas, enhance the value of neighborhood homes, and create a distinct visual aesthetic/image of the neighborhood area.
53. **Establish a Citywide public and way finding signage program which will coordinate sign use, placement, design, and relationship to development**



so that routes to important destinations are clearly identified, points of entry to the City clearly expressed, and a City identity is created within the sign system.

54. Establish visually clear, strong, culturally meaningful, and unique entries to the City that will express its presence within the system of regional highways and freeways that cross the Cityscape.
55. Establish plans, strategies, policies and design approaches which identify the key land related aspects of Seguin's agricultural heritage that should be reflected in all aspects of City growth and development.
56. Create standards, guidelines, policies, and plans that promote forms of residential development that enforce visual themes of the district and/or of the City and reinforce the City's distinctive identity.
57. **Improve the treatment of public and private signage throughout the City so that aesthetic quality, legibility, minimal encroachment on natural and residential environments, and a recognizable City image/identity are attained.**
58. Establish an on-going plan and program for the beautification of downtown Seguin.

Land Use:

59. Develop future land use, thoroughfare, infrastructure, and natural systems plans that anticipate future growth.
60. Promote proper land uses and land use mixes for freeway areas that will compliment and reinforce other commercial areas within the City, particularly the Downtown area.
61. Define locations for future industrial activity that are not detrimental to other designated land uses (such as residential, retail, and commercial) or to the natural assets of the City of Seguin.
62. **Promote balanced residential and non-residential growth that provides neighborhood retail services within walking distance of neighborhood areas in Seguin, reducing vehicular trips associated with the spatial separation of residential areas and necessary retail services, creating land use patterns with a sense of place, and constituting coordinated (rather than random and scattered) development patterns.**
63. Preserve and enhance the distinctive qualities that make residential areas special/unique.



- 64. Establish policies, regulations, and/or procedures concerning the environmental impacts of proposed public and/or private development.
- 65. Establish policies, regulations, guidelines, standards, procedures, and initiatives that will coordinate and guide the public and private aspects of development within a target area so that a more unified, coherent, and environmentally responsive City fabric results.
- 66. Encourage nodal development patterns in retail land use areas.
- 67. **Assure that City plans, programs, and initiatives acknowledge short term development/trends, as well as long term visions.**
- 68. **Increase the area within which Seguin's lake and river resources generate value, attract investment, and support development.**
- 69. **Establish plans, programs, and policies that accommodate regional growth initiatives and regional planning efforts.**
- 70. **Establish policies, plans, and procedures that will create orderly growth patterns with clearly identifiable districts, centers, and neighborhoods.**
- 71. Establish regulations and policies that preserve agricultural exemptions until a property is developed.
- 72. Establish policies, programs, and initiatives that will promote a balance of retail/commercial development throughout the City from older to newer areas.

- 73. Establish growth management policies, procedures, programs, and initiatives that will anticipate the future impact of SH-130 and make its potential to attract development a positive asset for overall growth in Seguin.
- 74. **Establish landscape and smart growth ordinances, policies, and standards that will preserve and enhance Seguin's natural systems, visual identity, and property values.**
- 75. Establish programs and initiatives that will promote a balanced mix of residential land uses, including apartment/multi-family residential.
- 76. Create residential options that serve a wide range of demographic groups (including elderly), and encourage a balance of income distribution and affordable housing.
- 77. **Establish land use/development policies, plans, and standards that will set proper land use relationships and transitions, create necessary land use buffers (especially to the noxious aspects of city and industrial facilities), mitigate commercial encroachment into neighborhood areas (including traffic, noise, activity, and light), improve neighborhood access to retail activities, and enhance neighborhood definition/identity/value.**
- 78. Establish policies, programs, and initiatives that promote and guide the distribution of affordable housing in such a way that living options are available to a broader range of the City's Citizens and the relationships of living to work, shopping, and recreation are more equally available to all.
- 79. Establish policies and regulations that provide for the acquisition of land for parks, schools, open space, natural protection, and public facilities as the City is developed.
- 80. **Formulate plans, policies, strategies, improvements, and initiatives that provide proper transitions to, integration with, and buffers/screens for adjacent residential areas and neighborhoods.**
- 81. Establish a Land Use Plan for the growing areas of Seguin (such as the Agricultural District) that expresses the City's agricultural heritage as a form giver for future growth.
- 82. Promote a balanced land use pattern/plan in which non-residential development is provided to the extent that such land uses serve the working, shopping, recreational, and cultural needs of the future City.

- 83. Create regulatory standards and guidelines for development planning, lot clustering, and lot size/density distribution that maintains the proper waterway-lot relationship in which the natural environment of waterways, and public access to them, are preserved.

Town Core:

- 84. Enhance and restore downtown's relationship to the general flow of traffic in Seguin so that traffic densities which support development investment once again hub within the core area.
- 85. Initiate strategies, programs, incentives, improvements, and initiatives that will encourage business growth and reinvestment in the downtown area, and revitalize the downtown area as an active commercial center for Seguin.
- 86. Initiate policies, programs, improvements, and initiatives that recognize the public perception of downtown's prominence, promote retail and business land uses in downtown, maximize its potential as a destination, stabilize trends of vacancy/deterioration, and stimulate economic revitalization.
- 87. As future commercial nodes form within Seguin, initiate plans to establish functional connections between them and the downtown core so that a satellite relationship is established between the core and other areas of growth and development.



- 88. Establish plans, strategies, and programs that will attract downtown visits, downtown stays, and downtown spending.
- 89. **Initiate programs, policies, and procedures that will preserve the distinctive qualities of downtown, as well as its historic significance.**
- 90. **Establish programs, plans, and policies that will improve parking provisions in the downtown area.**

Mobility:

- 91. **Enhance convenience, safety, availability, and comfort of bike and pedestrian connections in Seguin.**
- 92. **Create pedestrian areas in downtown and other areas of Seguin that increase and encourage pedestrian activity by enhancing safety, convenience, and environment.**
- 93. **Create a City sidewalk and trail system that enhances pedestrian mobility, increases pedestrian safety, contributes to further enjoyment of the City, beautifies the street appearance, and provides needed connections between point of trip origin and destination (such as schools, parks, employment, and retail centers).**
- 94. Provide more convenient vehicular and pedestrian connections to major recreational facilities.
- 95. **Create non-vehicular connections to downtown that will restore the historic relationship between the City center and its surrounding neighborhood areas.**
- 96. Improve vehicular and pedestrian movement at school locations in older neighborhood areas that will protect drivers/pedestrians/students, facilitate mobility/access/egress, and beautify the school areas in general.

Historic Preservation:

- 97. Establish criteria, guidelines, standards, and a program of historic preservation, restoration, redevelopment, and/or adaptive reuse for Seguin's many historically/architecturally/culturally significant structures, neighborhoods, and commercial areas.

Neighborhoods:

- 98. Develop standards and procedures for the establishment of Homeowner's Associations within various Seguin neighborhoods.
- 99. Establish greater inter- and intra-neighborhood communication that will cultivate a true sense of community in Seguin's neighborhoods and identifiable districts.
- 100. Establish cooperative programs between the City and Neighborhood organizations that will facilitate neighborhood maintenance, repair, property condition, promotion of public health, and protection of the community image/aesthetic.

Code Enforcement:

- 101. Enforce codes and other regulations related to building and property maintenance.
- 102. **Establish landscape standards and guidelines for nonresidential development and public improvements that will enhance project/city appearance to the street, serve the needs of employees/citizens/customers, mitigate environmental effluents, contribute to air quality, and extend a thematic characteristic distinctive to Seguin.**
- 103. Establish standards and initiate public improvements that reduce and mitigate train noise within the City.
- 104. **Develop standards, guidelines, programs, policies, initiatives, and design approaches that will create a more uniform and attractive appearance for streets and the street space/street front.**
- 105. Establish programs, policies, and strategies that will improve neighborhood security, protect residents, and enforce laws (specifically those related to lake/river activities).
- 106. **Establish improvement/design plans, policies, and regulations that create a night form for Seguin by coordinating light use, protecting dark sky, limiting light encroachment, defining areas and/or corridors of importance, enhancing security, and facilitating way finding.**
- 107. Develop pollution control measures for industrial, service, and agricultural uses that will purify run off, conserve air quality, and abate other noxious encroachments (such as noise and odor)

upon neighboring/adjacent developed areas (residential and non-residential).

- 108. Establish policies, regulations, guidelines, and standards that regulate impervious coverage and provide for its impact on storm water run off and drainage plans, policies, improvements, initiatives.
- 109. Establish design standards and guidelines for public improvements and public/private development that will promote aesthetic excellence and quality development/construction throughout areas of new growth and/or redevelopment.
- 110. Initiate zoning regulations and a program of code enforcement for buildings, sites, vehicles, and parking that establishes standards and guidelines for property maintenance and repair, property condition, promotion of public health, and protection of community image.

Cultural and Social Strategies:

- 111. Establish programs, initiatives, and improvements that will attract higher wage-paying employment opportunities for the present and future citizens of Seguin.
- 112. Establish procedures and provide opportunities for greater communication between City Council, City Staff, and the Citizens of Seguin.
- 113. Improve quality of, facilities for, and opportunities for general and vocational education within the City.



- 114. **Establish policies, plans, and procedures that recognize and provide opportunities for the under-represented citizens of Seguin.**
- 115. **Establish policies, plans, and initiatives that build upon existing organizational structures within Seguin, such as civic, religious, educational, and social institutions.**
- 116. Initiate a program of localized vocational training that can prepare the existing labor force for higher wage employment opportunities, and make use of older schools (such as the Sue Smith School) and/or other vacated neighborhood based facilities.

Facilities/Programmatic:

- 117. Enhance and improve the City's library services by expanding facilities in locations that maximize opportunities for meeting citizen needs.
- 118. Enhance accessibility to, and visibility of, law enforcement services in inner city and near city areas of Seguin
- 119. Maximize the presence of the City Library in its present location as a major neighborhood service, quality of life feature and maximize opportunities inherent in the library site to create a neighborhood park.



SPECIAL OBJECTIVES FOR EACH DISTRICT

The Randolph District:

- 120. Use the airport potential for freight forwarding and other benefits of its length as well as the locational advantages of the Randolph District to attract new industry, commercial uses, and other employment.
- 121. Establish residential uses within the Randolph District that do not conflict with the airport patterns and support employment concentration.
- 122. Establish roadway connections between the Randolph District and the SH-130 corridor as well as Interstate 10 that will enhance the district's development potential.
- 123. **Establish plans, programs, and policies that will allow for potential combination of railroad service and air service for the Randolph District.**
- 124. **Establish policies, regulations, and/or procedures (as well as promote building/landscape practices) that enhance air quality.**

Riverbend District:

- 125. Improve emergency access/egress to and within the River Bend District.
- 126. Develop a thoroughfare plan that will improve the level of service at the intersection of Sutherland Springs Road/Business 123, Tor Drive/Business 123, and Tor Drive/Bypass 123.
- 127. Coordinate patterns of recommended land use and zoning with patterns of traffic movement in the River Bend District.

Guadalupe District:

- 128. Preserve, protect, and enhance the rural character of the Guadalupe District.
- 129. Regulate residential density to preserve the open land qualities associated with the Guadalupe District's rural character and promote low densities where appropriate.
- 130. Encourage and promote residential development within the Guadalupe District.

North Seguin District:

- 131. **Establish programs, policies, regulations, and strategies (as well as initiate public improvements) that will reinforce the importance of Austin Street as a major approachway into the City core as well as enhance visual character, improve drainage and revitalize its frontage.**

Freeway District:

- 132. Promote additional appropriate retail development and regional land uses along the Freeway that will attract better retail options, reinforce retail clusters in other areas of the City, and establish nodal development patterns along the freeway corridor.
- 133. **Establish land use and thoroughfare plans and policies that will discourage the emergence of IH-10 as a divider of Seguin's City fabric according to location, income distinction, age of development, size of development with reference to the freeway corridor, and its regional character.**
- 134. **Recognize economic importance and traffic significance of IH-10, SH 130, and Highway 123 and maximize their potential to influence growth of the City in plans for the Freeway District.**

Transitional District:

- 135. Whenever possible, designate and/or acquire existing green spaces as public park space (including the area around the library).
- 136. **Preserve the relationship between residential zones and retail land uses where retail land uses provide a residential district edge (in the Transitional District and other older neighborhoods) and enhance the retail residential relationship/proximity with connections and other features that improve the convenience and accessibility.**

Agricultural District:

- 137. Establish plans, policies, standards, and design guidelines which will regulate land use/development along SH 130 so that corridor growth compliments and economically supports balanced land use



growth of the overall City as well as creates a visual quality that enhances and identifies Seguin.

- 138. Promote a balanced land use pattern in which agricultural activities/land are preserved, encouraged, and integrated with other residential and non-residential land uses characteristic of a growing City.
- 139. Promote balanced residential and non-residential growth with a general dominance of lower density residential uses in newer growth areas.

Geronimo Creek District:

140. Establish plans, policies, and improvements that recognize the potential impacts of SH 130.

- 141. Enhance and protect public facilities (such as the Seguin Outdoor Learning Center) from intrusions (such as sewer lines) that would detract from public use of the facility or depreciate the value/integrity of its aesthetic/natural assets.
- 142. Designate acceptable recreational uses for City creek ways (such as Geronimo Creek) and the River that serve neighborhood needs, increase public access to the Creek, respect residential proximities, and enhance the City's quality of life.
- 143. Establish plans, policies, designs, and initiatives that provide convenient access to SH 130 and anticipate the impact of traffic volumes imposed by SH 130 on the Highway Commercial District so that convenient access/egress to/from the Highway Commercial development is enhanced/maintained.

Jefferson District:

- 144. Stabilize the residential fabric and initiate programs and strategies to promote a broad range of income families residing within the Jefferson District.
- 145. Create a range of residential forms and living options in the Jefferson District, including garden homes and condominiums.
- 146. Establish programs and initiatives that will improve, repair, and enhance roadways, curbs, and sidewalks within the Jefferson District.
- 147. Extend key roadways within the Jefferson District and other older neighborhoods to make connections with City wide and/or regional highways (or IH-10) that allow more convenient traffic movement and make a better link between isolated neighborhoods and the City.**

- 148. Preserve the current green space in the Jefferson District and initiate programs, initiatives, and strategies that will transform them into neighborhood assets and/or parks that serve neighborhood needs.
- 149. Initiate programs, procedures, standards, guidelines, policies, and other strategies that promote preservation, restoration, reconstruction, and adaptive reuse of historic, architectural, and/or cultural landmarks/structures within the Jefferson District (such as the Moore House and Johnson Street House).

Lake Placid District:

- 150. Preserve the rural qualities of the Lake Placid District and the unique attributes of its remote nature.
- 151. Maintain the identifying relationship between lake and lower density residential land uses.
- 152. Establish programs, regulations, plans, policies, and procedures that will create a relationship between future industrial/commercial development near the Guadalupe District that provides transitions, buffers, and separations necessary to preserve the rural residential qualities of the district.
- 153. Establish policies, practices, design guidelines, design standards, and regulations that will mitigate and abate noise on and around Lake Placid.
- 154. Establish programs, policies, regulations, and initiatives that will preserve, protect, and restore the native riverscape, natural corridors, natural areas, and other natural assets of the Lake Placid District.
- 155. Expand the Lake Placid District to include Lake Dunlap and Meadow Lake.

Station District:

- 156. Establish design standards, guidelines, regulations, and policies that will create a distinctive visual aesthetic and identity for the Station District.
- 157. Establish programs and initiatives that will stimulate infill development and adaptive reuse of existing buildings within the Station District and promote the area's economic revitalization.
- 158. Create a special identity for the Station District and restore an historic relationship to the City core through restoration of a trolley or other public conveyance connection between the Station area and downtown.**

- 159. Establish a program that identifies the historic, architectural, and cultural landmarks of the Station District and promotes preservation, restoration, redevelopment/replacement of lost monuments/features, and adaptive reuse.
- 160. Establish programs and initiatives that will improve, repair, and enhance roadways, curbs, and sidewalks within the Station District.
- 161. Initiate programs and other measures to provide public transportation within the City.**
- 162. Provide and enhance pedestrian ways that will encourage pedestrian use and enhance pedestrian access to the Station District.
- 163. Establish an on-going program of drainage improvements in the Station District and other older neighborhoods that will contribute to and enhance a City wide drainage system.
- 164. Establish design initiatives and public improvements that will give a distinctive identity to the Station District and enhance its significance as a visual portal to the older and more historic areas of the City.
- 165. Promote land use and establish design initiatives, improvements, programs, standards, guidelines, and policies that contribute to the Station District's significance as a destination that compliments and contributes to the revitalization of Seguin's downtown core.

Timber Lots District:

- 166. Preserve, beautify, and maintain the historic Cemetery as a major asset and identifying landmark of the Timber Lots District and increase linkages between it and the downtown core.



- 167. Establish programs and initiatives that will improve, repair, and enhance roadways, curbs, and sidewalks within the Timber Lots District.
- 168. Provide roadways and traffic management strategies that relieve rising traffic congestion, resolve system traffic constraints (such as the bottleneck at Court Street and Bauer Street) improve the level of service available at key intersections, provide a more legible vehicular circulation system, and establish greater linkage between neighborhood areas and the City core.**
- 169. Initiate strategies, policies, improvements, plans, and initiatives that will promote development of vacant parcels (such as Glen Cove) for public or private use that will enhance older neighborhoods (such as the Timber Lots District) and stimulate further infill of the neighborhood fabric.
- 170. Provide pedestrian trails and linkages that connect the Timber Lots District to other pedestrian trails, parks (such as Starcke Park), natural corridors (such as Walnut Creek and the Guadalupe River), and the downtown core.**

Town Core District:

- 171. Establish policies, programs, improvements, incentives, and initiatives that will further enhance downtown's potential to attract specialized retail venues and residential living.
- 172. Establish policies, procedures, standards, and guidelines that recognize the historic nature of the downtown area when City regulations are applied.
- 173. Establish programs, physical improvements, design enhancements, and initiatives that attract downtown visits, downtown stays, and downtown spending.
- 174. Establish aesthetic/maintenance standards and guidelines for public improvements/facilities and the inclusion of art within the public improvements/facilities as they occur throughout various areas of the City.
- 175. Initiate policies, programs, incentives, guidelines, standards, regulations, and initiatives that promote the restoration, preservation, reconstruction, and adaptive reuse of historic, architectural, and cultural landmarks (such as the Texas Theater), within the downtown area.



- 176. Develop a plan that coordinates civic/art institution operations with times of downtown activity and general downtown revitalization initiatives.
- 177. Re-establish the role/significance of this district as the core and commercial hub of the City.**
- 178. Preserve, expand, and enhance the presence of local and county government presence in downtown and downtown's significance as a host for festivals and other public events.
- 179. Create visually strong connections between Walnut Branch Creek and the downtown area that can bring the emerging importance of the improved Creek as a pedestrian and activity corridor into the City core.
- 180. Utilize current signature visual elements, public spaces, and unique places within the downtown area as a basis for downtown revitalization strategies.
- 181. Maintain presence of government/cultural institutions and facilities in the downtown area and the relationship between centers of activity and centers of government in future expansion or improvement of these facilities.
- 182. Initiate programs, policies, improvements, incentives, and initiatives that promote retail and entertainment development/expansion within the downtown area.
- 183. Develop financial incentives for property improvements and other forms of reinvestment/investment within the downtown area.

University District:

- 184. Initiate policies, programs, improvements, initiatives, strategies, and/or incentives to generate retail development adjacent to Texas Lutheran University that will serve the growing student population, enhance the University's campus life, create a stronger link between the university and the City, and give greater significance to the campus location.
- 185. Increase and enhance pedestrian and bike connections between the University and other destinations in the City of Seguin.**
- 186. Establish plans, policies, and programs that will increase provision of services that meet the needs of University students.**
- 187. Establish cooperative relationships with TLU that will facilitate creation of destination assets within the campus, and establish positive opportunities for exchange with the City.**
- 188. Establish portals/approachways that recognize the University as a significant visual feature for the City.**
- 189. Establish policies, plans, and procedures that encourage a wider variety of housing options for University students.**
- 190. Establish policies, programs, and procedures that will provide professional opportunities in Seguin for TLU students and graduates.**
- 191. Establish policies, plans, and procedures that will define/enhance the relationship between TLU and the City of Seguin.**
- 192. Establish plans, policies, and procedures that will enhance vehicular mobility in and around the TLU campus.**
- 193. Improve the City's Internet/WIFI services and availability to the University.**
- 194. Establish a pedestrian connection between the Texas Lutheran University and Walnut Creek that will enhance the connection between the University and the rest of the City, provide a pedestrian connection to the downtown core, provide greater pedestrian comfort and interest, and allow University students to more actively participate in City life.**



195. Establish a public transit program that will provide linkages between the University and the City fabric that will facilitate citizen use of the University facility and student access to key destinations within Seguin.

196. Create portals, landmarks, and monuments associated with definition of entrance to the University and definition of its campus area that will give greater visual expression to the university presence, make circulation to and within the campus more legible, and give greater visual identity to the University District.
197. Establish policies, plans, procedures, guidelines, standards, and regulations that create an integration of land uses around the University and the residential neighborhoods that abut the University so that an isolated University commercial zone does not emerge.
198. Create a strong partnership between the University and the City of Seguin that will bring the educational resources of the University into future plans of the City and allow the City to provide employment, internship, community service, and educational opportunities to University students.

Walnut Creek District, North:

199. Establish programs and initiatives that will improve, repair, and enhance roadways (such as West New Braunfels Street), curbs, and sidewalks within the Walnut Creek District, North.
200. Initiate programs, procedures, standards, guidelines, policies, and other strategies that promote preservation, restoration, reconstruction, and adaptive reuse of historic, architectural, and/or cultural landmarks/structures within the district.
201. Establish parks in older neighborhoods where the opportunity to use existing open space or property (such as the Hoerman property) can be used to serve neighborhood park or cultural preservation needs.

Walnut Creek District, South:

202. Remove barriers between the residential fabric of the Walnut Creek District South and adjacent park facilities.
203. Relocate the park structures, more heavily used park facilities, and important recreation areas of Starcke Park so they will be out of the flood plain.

204. Restore important park facilities that remain in demand and enhance community life (such as the swimming pool at Starcke Park)
205. Relocate existing community (replaced "recreational") features (such as the Rodeo Arena) where the relocation enhances the facility activity, enhances access to/use of the facility, provides opportunity for creation of additional facilities/recreational opportunities, and/or protects residential areas.
- 206. Establish programs, policies, standards, guidelines, improvement initiatives that provide/enhance City street lighting at intersections (such as Jefferson Avenue and Saunders Street) and create a system of distinctive/identifiable/coherent street signage.**



The large number of objective statements generated by Public Workshop participants reflects the physical complexity of the City and the many planning conditions that were addressed in the 17 discussion groups. However, certain Objective Statements, if implemented, will have greater effect on resolution of various planning issues (earlier described in the Assessment Section of this report). These goal statements are called Strategic Goals, where strategic implies that certain goals are more closely associated with resolution of planning issues confronting the City. Determination of (and identification of) the most Strategic Goals is presented in the Planning Framework section of this Comprehensive Plan.



3.2 constructing the planning framework

The Planning Framework is the “central piece” of the Comprehensive Plan, because it is the clearest representation of Seguin’s community vision.

THE PLANNING FRAMEWORK

The Planning Framework functions as a consensus document to guide the creation of all subsequent plan components. As such, it provides a graphic representation of the physical patterns and forms of a future Seguin that are expressed in the Community Goals and Objectives.

It is important to comprehend the Planning Framework as a document whose sole measure of success is the extent to which it physically depicts the spirit and intent of the Community Objectives. Therefore, it is not in and of itself a policy document, but rather a basis of agreement upon which the particular policy documents of the Comprehensive Plan will be fundamentally (but not completely) based. Being distinguished by its purpose (to physically reflect the spirit and intent of the planning objectives), it is not mired in the issues of equity, which so often accompany the formulation of a Land Use Plan. Its advantage is that it gives structure to the dialogue and helps keep the decision process (by which the policy documents are adopted) focused on the will of the community. In addition, its level of freedom from equity constraints (typically put upon the individual plan components, such as Land Use or Thoroughfare, which are conceived without the benefit of such a vision oriented process phase) allows greater expression with regard to form and patterns of growth that best serve the needs of the City. In other words, the opportunity for greater vision is more apparent. To better understand this opportunity and the use of the Planning Framework, the following text is subdivided into a discussion of each phase employed in the creation of the Planning Framework. These phases include:

- Definition of thematic elements the Plan must address
- Matrix Analysis of Community Goals and Consultant Recommendations
- Identification of Strategic Community Goals
- Construction of the Planning Framework

Definition of Thematic Elements of the Comprehensive Plan

Once Community Goals were gathered, they were organized by thematic elements. Organizing the Goals in this manner assists in the assignment of relationship to Consultant Recommendations, since Consultant Recommendations are gathered according to the various assessments conducted (natural systems, economic conditions, physical form, etc.). The thematic elements by which the Community Goals were organized include:

- Drainage and Infrastructure
- Open Spaces
- Thoroughfares
- Mobility
- Beautification
- Land Use
- Downtown
- Historic Preservation
- Neighborhoods
- Code/Enforcement
- Cultural and Social Strategies
- Facilities

Matrix Analysis of Community Goals and Consultant Observations

During the initial phase of Comprehensive Plan construction, the Consultant Team undertook a series of assessments, which documented and analyzed the Physical Form, Economy, Physical Systems, and Natural Systems of Seguin as they exist today. In the course of this assessment, a number of Consultant Recommendations were noted. Consultant Recommendations were presented as action statements addressing conflicts, opportunities, liabilities, constraints, assets, emerging trends/patterns, and other such conditions. These action statements were augmented in the course of discussion during Workshop #1 and a final list of Consultant Observations was then verified. In essence, the Consultant Observations discovered by the Consultant Team provide the basis of discussion that leads to articulation

of Community Goal Statements. Therefore, Public Workshop #1 produced a verified set of Community Goal Statements. However, it is the connection between objective and issue that reveals the intent behind the objective statement. Each objective stated depicts a result that maximizes current or future opportunities/assets/patterns, preserves current elements of value, and/or resolves current or future conflicts/constraints/conditions/patterns.

To make a connection between Consultant Recommendations and Community Goals, an analytical device is needed which will permit the systematic evaluation of the relationship between them. This analytical process is called the Matrix Analysis. It establishes one of three relationships between the goals and the issue statements. The three relationships are:

Complementary (+1). Complementary means that execution of a particular Consultant Recommendation would advance implementation of a particular Community Objective. It also means that implementation of a Community Objective will advance accomplishing the actions prescribed by a particular Consultant Recommendation. In other words, the relationship is mutually reinforcing.

Compatible (0). Compatible means that execution of a particular Consultant Recommendation has no influence on a particular Community Objective. It also means that implementation of a Community Objective has no influence on accomplishing an action prescribed by an issue statement. In other words, the relationship is neutral.

Conflicting (-1). Conflicting means that execution of a particular Consultant Recommendation would hinder/prevent implementation of a Community Objective. It also means that implementation of a Community Objective would hinder/prevent accomplishing a Consultant Recommendation.

The relationships between Community Objectives and Consultant Recommendations are presented in the “Matrix Analysis” that follows. Here, complementary relationships are given a positive one (+1), compatible relationships are given a zero (0), and conflicting relationships are given a negative one (-1). By assigning these values, Strategic Goals were identified, which in turn were used in the creation of the Planning Framework.

Identification of Strategic Community Goals

To determine the Strategic Goals for the Comprehensive Plan, all Community Goals were scored using the previous matrix analysis. Those Goals with the highest scores were selected as the Strategic Goals for the Comprehensive Plan. Some of the Community Goals were universal in application, while others were district specific. The Strategic Goals for the Comprehensive Plan are identified here.

City-Wide Objectives

1. Establish programs and initiatives for street enhancements that will strengthen the identity and visual character of older neighborhood areas.
2. Regulate, improve, enhance, and facilitate drainage through combined natural and physical systems that will control increased run off generated by new development, prevent increased flooding events, better protect existing flood prone areas (such as Glen Cove, Chaparral, Treasure Island, and Elm Wood) and preserve/restore natural drainage ways in existing and future developed areas.
3. Establish policies, plans, and procedures that balance preservation of the natural system with the economic and social needs of the City.
4. Preserve the prominence of Court Street and Austin Street and incorporate their connection to City wide/regional flow patterns into any circulation plans for the downtown core.
5. Establish plans, policies, initiatives, and improvements that enhance convenient access to desired destinations, preserve low traffic volumes on neighborhood streets, improve service and design character, and anticipate the impacts of future development.
6. Introduce new vehicular routes through and around the City that recognize the prominence and importance of the City core and avoid the continued historic pattern of bypassing the downtown area.
7. Preserve and enhance unique historical, natural, and cultural features in ways that increase people's understanding, influence city form, and contribute to the preservation of cultural identity.
8. Establish a Citywide public and way finding signage program which will coordinate sign use, placement, design, and relationship to development so that routes to important destinations are clearly identified, points of entry to the City clearly expressed, and a City identity is created within the sign system.
9. Improve/repair streets and curbs and provide other streetscape enhancements that will make the street space more attractive, distinctive, and identifying for older neighborhood areas.

Figure 1. Snapshot of Matrix of Planning Issues and Objectives.

Community Goals	CONSULTANT RECOMMENDATION									
	The Plan for Seguin must re-establish the functional and economic importance of Seguin's historic center by restoring its prominence within the pattern of traffic movement and development	Create a commercial core that gathers the incoming traffic	Establish points of entry into the core area that are part of the normal movement pattern.	The Plan for Seguin must give greater physical definition to downtown within the existing movement pattern and encourage aggregation of commercial investment within the core places of current investment.	Austin and Court Streets must be reconnected to the major movement pathways of local and regional traffic so that the central importance of the historic City Core is restored and maintained.	Strengthen the destination qualities of Seguin's City Center by restoring the approach functions of River and Austin Streets and restoring the importance of the Plaza as a place of arrival.	Establish approach identifies that will invite downtown visitors			
General Community Goals										
INFRASTRUCTURE										
Establish plans, policies, regulations, procedures, and initiatives that will repair old infrastructure, and enforce, anticipate, coordinate, and guide infrastructure plans for future development.	0	0	0	1	0	1	0	0	0	
Create annexation policies and procedures that are coordinated with the City's capability to provide infrastructural needs for annexed area.	0	0	0	0	0	0	0	0	0	
Improve and expand a modern sewage system that will eliminate current odors, septic dependency, and untreated waste.	0	0	0	0	0	0	0	0	0	
Consolidate public water service under the City of Seguin as a single provider.	0	0	0	0	0	0	0	0	0	
Improve/enhance emergency services in older residential areas and in newer areas that anticipate future growth and development.	0	0	0	1	0	0	0	0	0	
Improve, and repair the streetscape (roads, curbs, sidewalks, and other features) in older neighborhoods that will improve pedestrian mobility and improve both neighborhood appearance and visual continuity.	1	0	0	1	0	1	1	1	1	
Increase the area of public domain in older neighborhood areas with narrow right of way so that side walks and other street enhancements can be provided/extended where needed.	0	0	0	1	1	0	1	1	0	
Establish programs and initiatives for street enhancements that will strengthen the identity and visual character of older neighborhood areas.	1	0	1	1	1	1	1	1	1	
Improve, repair, expand, and enhance existing infrastructure to support redevelopment activities within the City core.	1	1	0	1	1	1	1	1	1	
Establish plans and policies by which future development can be coordinated, connected, and served with roads, City infrastructure, and services that are provided in an orderly sequence that anticipates future demand.	0	0	1	0	0	0	0	0	0	
DRAINAGE										
Establish and implement drainage practices (such as stormwater management in streets and other public Rights of Way) which anticipate potential development, preserve the natural drainage corridors, and protect down stream conditions.	0	0	0	0	0	0	0	0	0	
Establish an on-going program of drainage improvements in older neighborhoods that will contribute to and enhance a city wide drainage system.	0	0	0	0	0	0	0	0	1	
Establish proper high water levels that anticipate realistic City growth and its effect on the present flood elevations and on development policies, regulations, and/or standards related to it.	0	0	0	0	0	0	0	0	1	
Establish guidelines, standards, and initiatives that will enhance the design and appearance of detention ponds so that they are more natural in form, hydrologic character, dam/weir treatment, and landscape.	0	0	1	0	0	0	0	0	0	



10. Improve the treatment of public and private signage throughout the City so that aesthetic quality, legibility, minimal encroachment on natural and residential environments, and a recognizable City image/identity are attained.
11. Establish policies, plans, and procedures that will create orderly growth patterns with clearly identifiable districts, centers, and neighborhoods.
12. Establish policies, regulations, guidelines, standards, procedures, and initiatives that will coordinate and guide the public and private aspects of development within a target area so that a more unified, coherent, and environmentally responsive City fabric results.
13. Establish landscape and smart growth ordinances, policies, and standards that will preserve and enhance Seguin's natural systems, visual identity, and property values.
14. Establish land use/development policies, plans, and standards that will set proper land use relationships and transitions, create necessary land use buffers (especially to the noxious aspects of city and industrial facilities), mitigate commercial encroachment into neighborhood areas (including traffic, noise, activity, and light), improve neighborhood access to retail activities, and enhance neighborhood definition/identity/value.
15. Assure that City plans, programs, and initiatives acknowledge short term development/trends, as well as long term visions.
16. Formulate plans, policies, strategies, improvements, and initiatives that provide proper transitions to, integration with, and buffers/screens for adjacent residential areas and neighborhoods.
17. Create a City sidewalk and trail system that enhances pedestrian mobility, increases pedestrian safety, contributes to further enjoyment of the City, beautifies the street appearance, and provides needed connections between point of trip origin and destination (such as schools, parks, employment, and retail centers).
18. Create non-vehicular connections to downtown that will restore the historic relationship between the City center and its surrounding neighborhood areas.
19. Establish landscape standards and guidelines for nonresidential development and public improvements that will enhance project/city appearance to the street, serve the needs of employees/citizens/customers, mitigate environmental effluents, contribute to air quality, and extend a thematic characteristic distinctive to Seguin.
20. Establish plans, programs, and policies that accommodate regional growth initiatives and regional planning efforts.

21. Assure that City plans, programs, and initiatives acknowledge short term development/trends, as well as long term visions.
22. Develop standards, guidelines, programs, policies, initiatives, and design approaches that will create a more uniform and attractive appearance for streets and the street space/street front.
23. Establish improvement/design plans, policies, and regulations that create a night form for Seguin by coordinating light use, protecting dark sky, limiting light encroachment, defining areas and or corridors of importance, enhancing security, and facilitating way finding.

Area-Specific Objectives

24. Establish policies, regulations, and/or procedures (as well as promote building/landscape practices) that enhance air quality.
25. Establish programs, policies, regulations, and strategies (as well as initiate public improvements) that will reinforce the importance of Austin Street as a major approachway into the City core as well as enhance visual character, improve drainage, and revitalize its frontage.
26. Establish land use and thoroughfare plans and policies that will discourage the emergence of IH-30 as a divider of Seguin's City fabric according to location, income distinction, age of development, and size of development with reference to the freeway corridor and its regional character.
27. Recognize economic importance and traffic significance of IH-10, SH 130, and Highway 123 and maximize their potential to influence growth of the City in plans for the Freeway District.
28. Preserve the relationship between residential zones and retail land uses where retail land uses provide a residential district edge (in the Transitional District and other older neighborhoods) and enhance the retail residential relationship/proximity with connections and other features that improve the convenience and accessibility.
29. Establish plans, policies, standards, and design guidelines which will regulate land use/development along SH 130 so that corridor growth compliments and economically supports balanced land use growth of the overall City as well as creates a visual quality that enhances and identifies Seguin.
30. Establish plans, policies, and improvements that recognize the potential impacts of SH 130.
31. Extend key roadways within the Jefferson District and other older neighborhoods to make connections with City wide and/or regional

- highways (or IH-10) that allow more convenient traffic movement and make a better link between isolated neighborhoods and the City.
32. Create a special identity for the Station District and restore an historic relationship to the City core through restoration of a trolley or other public conveyance connection between the Station area and downtown.
33. Initiate programs and other measures to provide public transportation within the City.
34. Provide roadways and traffic management strategies that relieve rising traffic congestion, resolve system traffic constraints (such as the bottleneck at Court Street and Bauer Street) improve the level of service available at key intersections, provide a more legible vehicular circulation system, and establish greater linkage between neighborhood areas and the City core.
35. Provide pedestrian trails and linkages that connect the Timber Lots District to other pedestrian trails, parks (such as Starcke Park), natural corridors (such as Walnut Creek and the Guadalupe River), and the downtown core.
36. Re-establish the role/significance of the Town Core District as the core and commercial hub of the City.
37. Increase and enhance pedestrian and bike connections between the University and other destinations in the City of Seguin.
38. Establish a public transit program that will provide linkages between the University and the City fabric that will facilitate citizen use of the University facility and student access to key destinations within Seguin.
39. Establish a pedestrian connection between the Texas Lutheran University and Walnut Creek that will enhance the connection between the University and the rest of the City, provide a pedestrian connection to the downtown core, provide greater pedestrian comfort and interest, and allow University students to more actively participate in City life.
40. Establish programs, policies, standards, guidelines, improvement initiatives that provide/enhance City street lighting at intersections (such as Jefferson Avenue and Saunders Street) and create a system of distinctive/identifiable/coherent street signage.

Construction of the Planning Framework

As stated earlier, the Planning Framework is the centerpiece of Seguin's Comprehensive Plan because it is a physical representation of the Community Objectives identified through the public participatory process. Where Community Objectives address a particular geographic location in Seguin, a "bubble" is created which encompasses that section, and a number is assigned, representing the corresponding objective. The result is a simple assignment of goal numbers to geographic sections of the Town. This leads to the formation of a graphic document that defines a pattern and form for Seguin, giving insight into future directions for the City.

The Planning Framework utilizes meaningful symbology to illustrate thematic elements. The major thematic categories under the elements of the Planning Framework are Responsive Zones, Transitions, Centers of Activity, and Connectivity.

Responsive Zones. Collectively, these zones define the fabric of the City of Seguin. They are oriented around a primary element to which each zone responds. Responsive Zones include:

- River and Open Space (natural system components of the Seguin landscape)
- Inner City (the more urbanized area of the City)
- Randolph Air Base (the area surrounding the Auxiliary Air Force Base)
- Growth Zones (areas that are generally agricultural or undeveloped)

Transitions. Another thematic element that is consistently emphasized in the Strategic Community Goals is the notion of land use transitions. As this is intended to be clearly expressed in the subsequent plan components, it is conveyed in the Planning Framework by the following two categories of Transitions:

- Land Use Transitions (transitional use of space)
- Transitional Elements (physical elements that function as transitions)

Centers of Activity. The Strategic Community Goals speak about aggregation and orderly patterns of development. Therefore, Centers of Activity are indicated in the Planning Framework as two separate types:

- Center City (the downtown area)
- Nodal Centers (major intersections where future aggregation may occur)

Connectivity. The final category of thematic elements that was identified in the Planning Framework is Connectivity. Elements that speak to Connectivity include:

- Approachways (those thoroughfares that signify approach to key portions of the City)
- Approachway Parkways (approachways that acknowledge the natural system)
- Connecting Corridors (major thoroughfares that service the City)
- Connecting Corridor Parkways (connecting corridors that acknowledge the natural system)
- Cross Town Movement (circular patterns of movement to alleviate east-west congestion)
- Non-vehicular Movement (provision of traffic routes for pedestrians, bicycles, etc.)

Verification

The reason for the continuing influence of the Planning Framework over the subsequent plan components is the simple fact that once objectives of the community are given physical expression, they tend to galvanize support and they take on a recognizable 'form' that abstract text can not always attain. As the plan components are reconsidered for future possible revision, it is important to refer back to this Planning Framework document to further test the extent to which any proposed revision moves the future of the City away from the vision imposed by the residents and property owners of Seguin as they fashioned their Planning Framework.

The final test of the Planning Framework was conducted in Workshop #2. At this workshop, participants in the planning process were given opportunity to discuss the Planning Framework, and the extent to which it accurately reflects the objectives articulated by the community. The Planning Framework documented in this chapter (and shown below) is the basis for most of what is recommended in the Comprehensive Plan. The Planning Framework stands apart from the plan components because its test of success is the extent to which it expresses the objectives of the community. Once verified by the community, the Planning Framework becomes a document which tests the success of the policy instruments that flow from it. Therefore, the measure of success for the Comprehensive Plan components is the extent to which they respectfully (and collectively) accomplish the intricate functional and legal purposes imposed by growth and existing conditions while at the same time expressing the spirit and intent of the community's Planning Framework document. In addition, the Planning Framework will remain a test of other programs, actions, procedures, policies, and regulations promulgated by the City of Seguin due to the Plan's unique ability to give physical expression to the objectives set by Seguin residents and landowners. At the conclusion of Workshop #2, the Planning Framework was accepted by the workshop attendants as an accurate depiction of Strategic Community Goals and Objectives.

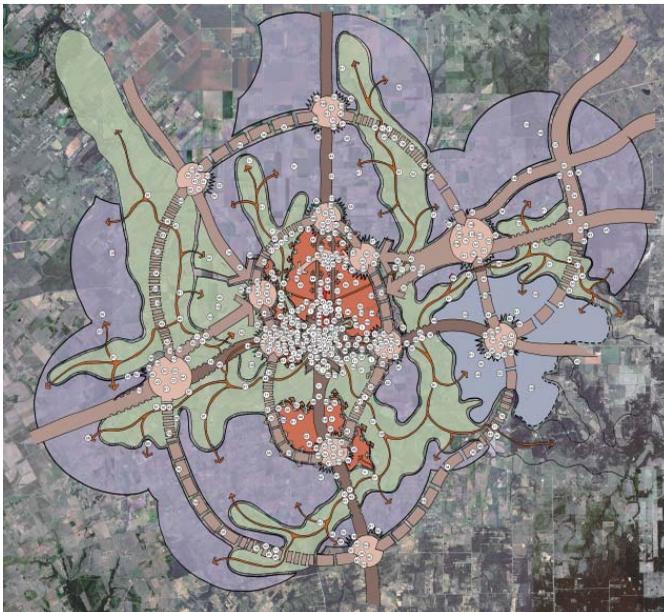


Figure 2. Seguin Planning Framework, illustrating Planning Goals.



3.3 workshop 2 summary

The Seguin Comprehensive Plan process has included three Public Workshops open to the public. Workshop #2 focused on the Planning Framework and Visioning Process.

In the three workshop sequence employed in the construction of the Seguin Comprehensive Plan, Workshop #2 is key to the creation of the planning vision. Like the other workshops in this process, Workshop #2 was open to the public, and attended by many members of the Seguin community. This workshop centered around five key presentation elements:

- Review of Workshop #1
- Focus Groups Inputs
- Matrix Analysis of Community Goals
- Determination of the Planning Framework
- Consensus for the Planning Framework

REVIEW OF WORKSHOP #1

At the beginning of Workshop #2, a review of materials presented at the previous workshop was presented. This included a summation of materials pertaining to the various assessments conducted (urban form, physical systems, natural systems, and economic), as well as information about the community inputs that were ultimately incorporated as Community Goal Statements. It is important to note that all Community Goal Statements arose from the inputs received in Workshop #1, and that these Goal Statements were used to formulate the Planning Framework, based on the process presented at Workshop #2.

FOCUS GROUP INPUTS

Following Workshop #1, focus groups were constructed to address particular community groups that were under-represented at Workshop #1. The three focus groups were organized around the following issues:

- Environmental Conservation
- Economic Development
- Texas Lutheran University

The inputs gathered at each focus group meeting were compiled and analyzed along with the community inputs gathered in Workshop #1. Together, these inputs formulated the Community Goal Statements used to construct the Planning Framework for Seguin.

MATRIX ANALYSIS OF COMMUNITY GOALS

The Community Goal Statements that grew out of the Workshop #1 and Focus Group inputs were then converted to Community Goal Statements utilizing the TRIO method (themes, repeats, input indicators, and output indicators). The Community Goal Statements were then organized according to thematic planning elements. Additionally, district-specific goals were separated out from general community goals. This aided in analysis of the Goal Statements, and in determination of the issues raised most frequently in Workshop #1 (such as land use, beautification, or downtown revitalization).

These Community Goal Statements were compared to the Consultant Recommendations that grew out of the Assessments presented in Workshop #1. A matrix analysis of the compatibility of the Community Goals and Consultant Observations was then conducted to determine which Community Goals were the most strategic in regard to the creation of a Comprehensive Plan for Seguin. This Matrix Analysis was presented in Workshop #2, along with the highest scoring Community Goal Statements, which were termed "Strategic Community Goals." This Matrix Analysis is represented in Figure 1.

Community Goals	CONSULTANT RECOMMENDATIONS																	
General Community Goals	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
INFRASTRUCTURE																		
Establish plans, policies, regulations, procedures, and initiatives that will repair old infrastructure, and enforce, participate, coordinate, and guide infrastructure plans for future development.	0	0	0	1	0	1	0	0	0	0	0	0	1	0	1	1	0	0
Create annexation policies and procedures that are coordinated with the City's capability to provide infrastructural needs for annexed area.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Improve and expand a modern sewage system that will eliminate current odors, septic dependency, and untreated waste.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Consolidate public water service under the City of Seguin as a single provider.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Improve/enhance emergency services in older residential areas and in newer areas that anticipate future growth and development.	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Improve, and repair the streetscape (roads, curbs, sidewalks, and other features) in older neighborhoods that will improve pedestrian mobility and improve both neighborhood appearance and visual continuity.	1	0	0	1	0	1	1	1	1	0	1	1	1	1	1	1	1	1
Increase the area of public domain in older neighborhood areas with narrow right of way so that sidewalks and other street enhancements can be provided/extended where needed.	0	0	0	1	1	0	1	1	0	0	1	1	1	-1	1	0	1	0
Establish programs and initiatives for street enhancements that will strengthen the identity and visual character of older neighborhood areas.	1	0	1	1	1	1	1	1	1	0	1	1	1	1	1	1	1	1
Improve, repair, expand, and enhance existing infrastructure to support redevelopment activities within the City core.	1	1	0	1	1	1	1	1	1	0	1	1	1	1	1	1	1	1
Establish plans and policies by which future development can be coordinated, connected, and served with roads, City infrastructure, and services that are provided in an orderly sequence that anticipates future demand.	0	0	1	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0
DRAINAGE																		
Establish and implement drainage practices (such as stormwater management in streets and other public Rights of Way) which anticipate potential development, preserve the natural drainage corridors, and protect down stream conditions.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Establish an on-going program of drainage improvements in older neighborhoods that will contribute to and enhance a city wide drainage system.	0	0	0	0	0	0	0	0	1	0	0	0	0	1	0	0	1	0

Figure 1. Matrix Analysis of Community Goals and Consultant Observations.

BUILDING THE PLANNING FRAMEWORK

Using the Strategic Community Goals identified in the Matrix Analysis, the Consultant Team constructed a graphic element to illustrate the physical expression of the Strategic Community Goals. The Planning Framework was presented as a graphic sequence, illustrating the interrelationship of the key thematic elements that tie all the community goals together. These thematic elements directed the physical representation of community vision, thus establishing a Framework upon which subsequent plan elements would be built. The thematic elements that influenced the creation of the Planning Framework included:

- Recognition of the natural system, specifically the Guadalupe River (Figure 2)
- Definition of approachways that reinforce downtown (Figure 3)
- Enhancement of cross-town mobility (Figure 4)
- Establishment of orderly patterns of growth, including nodes and land use transitions (Figure 5)

The Planning Framework Graphic that was presented in Workshop #2 is the physical manifestation of the Strategic Community Goals. There are four categories of symbolic elements, identified in the legend accompanying the graphic (Figure 6).

Because the Planning Framework is intended to serve as a graphic illustration of the Strategic Community Goals for Seguin, spatially referencing those Goals to the Planning Framework ensures that the graphic and the Goals are mutually reinforcing. Figure 7 indicates how the Goals and the Planning Framework fit together, using numbered dots to indicate where a particular Goal was expressed in the construction of the Planning Framework.



Figure 2. Seguin Natural System.

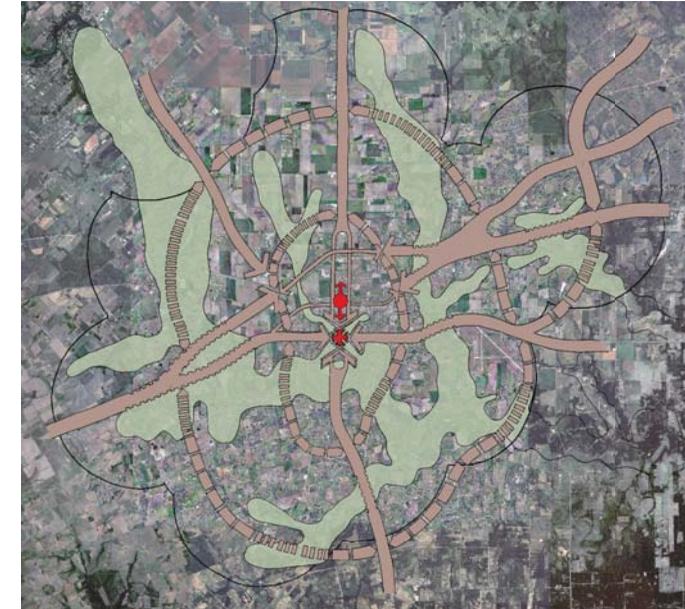


Figure 4. Seguin Cross-town Mobility Enhancement.



Figure 3. Seguin Downtown Approachways.

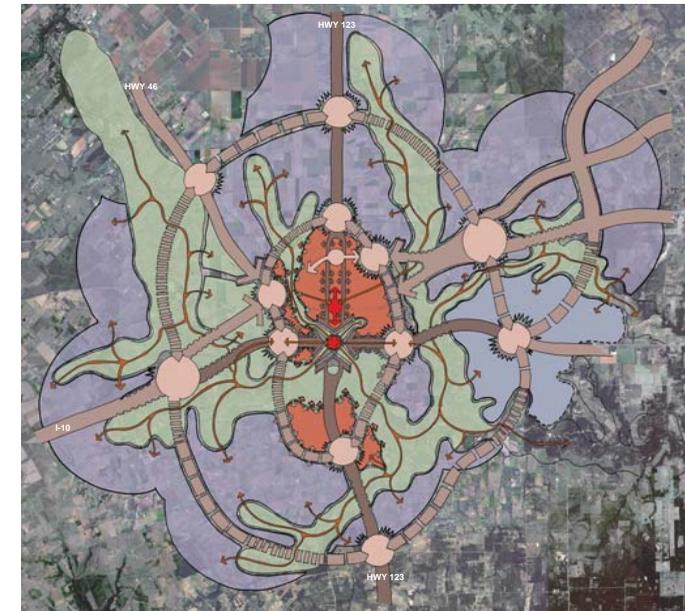


Figure 5. Seguin Nodes and Land Use Transitions.



Figure 6. Seguin Planning Framework Graphic.

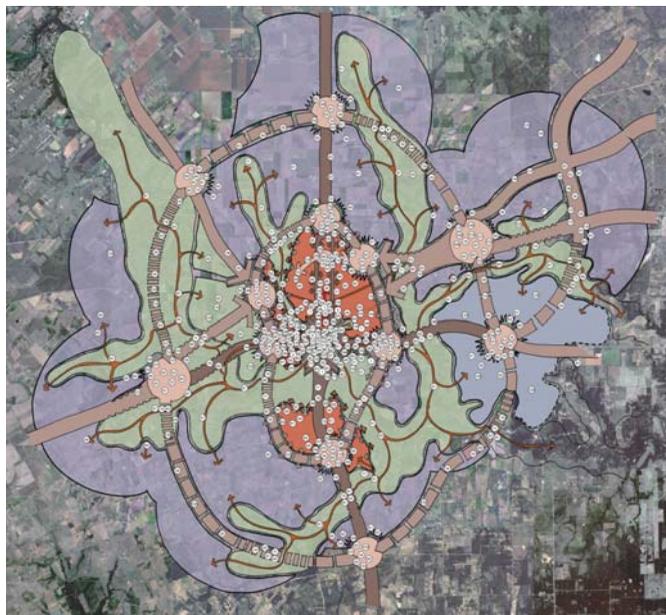
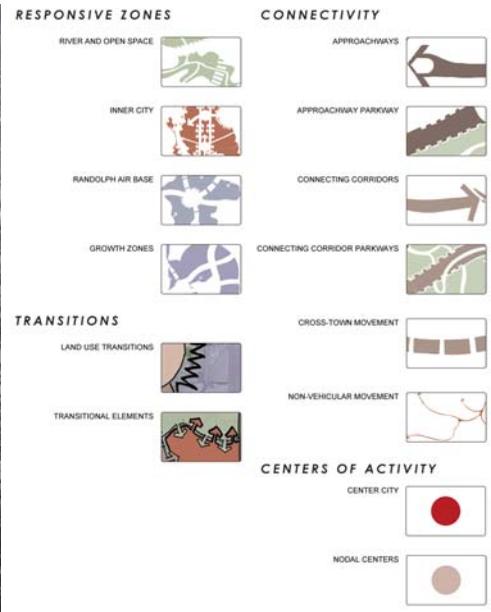
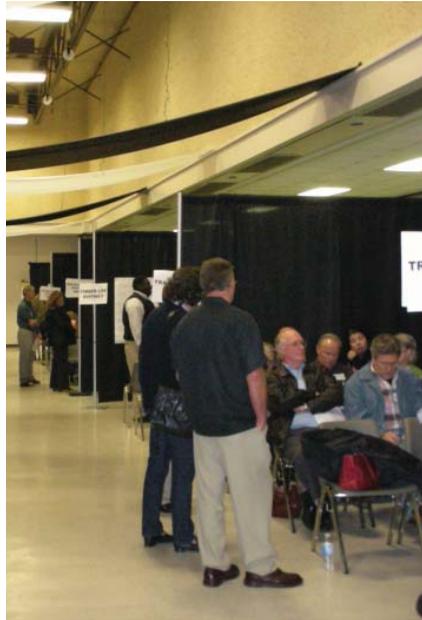


Figure 7. Seguin Planning Framework with Strategic Community Goals.

CONSENSUS FOR THE PLANNING FRAMEWORK

Following the presentation of the Planning Framework, the attendees of Workshop #2 gathered into break-out groups, based upon the 17 Form Districts identified in the first Workshop. In their respective break-out groups, attendees were given opportunity to examine the Strategic Community Goals and the Planning Framework. Facilitators were present in each break-out group to record comments and direct conversation. Participants in the break-out groups were also asked to generate vision statements regarding how the various Community Goals could be implemented, how such goals might be manifested, and what conditions would be like if these Goals were accomplished. Afterwards, all attendees gathered collectively to report findings of the break-out groups. The facilitators presented these findings on flip charts.

It is important to note that the Planning Framework is not a policy document. Its validity is measured by the extent to which it creates a faithful depiction of the Strategic Community Goals. The Planning Framework was confirmed by Workshop #2 attendees, and became the foundation of all subsequent components of the Comprehensive Plan. The Planning Framework therefore serves as the consensus document of record for the Seguin Comprehensive Plan.



part four: plan components



4.1 the future land use plan

The Future Land Use Plan was created in an attempt to restore a sense of order to the physical fabric of Seguin, while accommodating the patterns of use that have evolved over time.

The City of Seguin was first built upon the principles outlined in the Ranger Plan. The grid network of uniform blocks in the center city, surrounded by 1 acre development lots, 12 acre farm tracts to the north, and 5 acre ranch tracts to the south indicate a desire that existed among the original founders to establish a sense of order among the various uses of land within the City. Over time, however, land sales, zoning amendments, and new development have distorted the form and cognitive structure once so clear in the physical fabric of Seguin.

The Future Land Use Plan was created in an attempt to restore a sense of order to the physical fabric of Seguin, while accommodating the patterns of use that have evolved over time. Furthermore, since this plan was based on the vision physically represented in the Planning Framework, it is intended to provide direction regarding suitable land uses well into the future.

Upon completion of Workshop #2, the Planning Team began crafting the Future Land Use Plan for the City. The Planning Framework, which was presented in Workshop #2, served as the directive for the formation of the Future Land Use Plan. This Plan was created to speak to critical issues identified in Workshops #1 and #2, including:

- The accommodation of a projected rate of population growth that is greater than what has been experienced in recent history
- The enhancement of downtown Seguin as the economic and cultural core of the City



- The preservation of those components of the natural fabric that are culturally and/or environmentally significant
- The strategic establishment of nodal centers of activity
- The facilitation of effective watershed management
- The incorporation of appropriate land use transitions

THE RELATIONSHIP BETWEEN LAND USE PLANNING AND ZONING

Currently, land use decisions made by the City of Seguin are guided by its published zoning plan. This is a document that portrays the boundaries of zoning currently in place and thereby provides a view of the permitted land uses as they are arrayed within the city jurisdictional boundaries. The current zoning map depicts a landscape of maximum permitted uses and hides the mosaic of actual uses still permitted under various maximum classifications. This makes the holistic regulation of land use in conformance with a vision for the future very difficult to manage and document. The zoning plan is actually a zoning map and serves the function implied by its name: to map the boundaries of zoning currently in place.

If the zoning so mapped is not cumulative, then the zoning map tends to be reactionary, as it records decisions made by Council action on individual parcels. Because the document records actions taken, it is a map and not a plan. Rather, a land use plan should be prescriptive, serving as a guide.



A plan:

- Anticipates and informs actions
- Views the consequences of actions on a larger scale and in futuristic terms
- Anticipates an ultimate condition so that present actions serve the desired end
- Is initiated by the City and its general public for the purpose of defining a vision

All of these components of a plan are missing from a zoning map. By virtue of what it does and how it is accumulated, a zoning map:

- Is a record of action taken
- Considers consequences immediately present and generally in close proximity to the site
- Is initiated by a landowner/developer for the purpose of maximizing land use (highest economic use)
- Seeks to expand or change the present condition without view to limitation

The zoning map is the manifestation of how a City applies its zoning ordinance. It is required that such ordinances be applied uniformly within jurisdictional boundaries. For this reason unequal applications are prohibited under State enabling legislation. Such applications include contract zoning, and generally any zoning that can be proven capricious. The Land Use



Plan assures due deliberations, in light of public policy as they regard an individual zoning decision, to make uniform application more certain. The zoning map by its reactionary nature provides no such assurance, and zoning decisions that are not consistent with neighboring zoning already in place could be construed as arbitrary and capricious. This is a great challenge to zoning in areas where non-residential and residential uses are mixed. In such cases, a City's ability to change the status quo is more difficult.

The historical origins of zoning were to protect retailers in New York from encroachment by the neighboring (and growing) Garment District. Therefore, zoning is not meant to be visionary, but "protective". In contrast, a Land Use Plan is strictly meant to deal with vision and is not meant to be mired in the issues of protection to the extent that zoning is. However, many Cities are limited in their view of a Land Use Plan, seeing it as a version of the zoning record and/or as a zoning map for future (yet un-zoned) portions of the city. In this view of the Land Use Plan, adoption of the plan becomes focused on anticipating the land owner's/developer's response to (or likely impact on) market conditions. This is particularly true of the non-residential portions of the Land Use Plan which end up "stripping" the traffic corridors.

In its relationship to zoning, the Land Use Plan is intended to serve as a guide. The term guide means reference. The Land Use Plan's status as a record of publicly derived vision allows it to be a point of reference in the Council's deliberations regarding Zoning. Zoning is the action performed by an elected Council and Land Use is the input provided by citizens to facilitate the Council's deliberative proceedings. If the Land Use Plan is written in zoning terminology, the City Council will be limited in their current and future discretionary actions. Therefore, it is important that the status of the Land Use Plan as a guide be preserved by using terms/categories that do not replicate the zoning map. For this reason, the Seguin Land Use Plan is built upon a description of districts (e.g. the Transitional District), employing broad land use terms (e.g. employment-based Commercial)

It is important that interpretive applications of the Land Use Plan reside with the City's elected officials. This allows the elected officials to perform discretionary functions and City staff to perform ministerial functions. The distinction between discretionary and ministerial is important to the operations of a City, especially when it comes to matters of development. If the zoning map is (in effect) the functional land use map, then city staff is called upon to play two discretionary roles:

1. Make decisions regarding the lines of zoning change
2. Define future land use patterns

As a result, use of the zoning map is influenced by this discretionary role and both the application of zoning as well as the envisioning of land use is affected.

When the zoning map and the land use plan are not kept separate, the development process is also affected. The landowner/developer is uncertain as to risk associated with acquiring entitlement because there is no clear policy without a case by case interpretation. The process of interpretation opens the entitlement portion of a development process to an uncertain time frame and an uncertain outcome. Often, cities who try to manage their zoning decisions from a zoning map find themselves trapped in perpetuation of existing zoning because any variance constitutes incremental decision-making that is hard to defend from a "uniformity of application" perspective. Finding precedent in the existing zoning pattern to justify a current zoning decision is where the conflict between development and entitlement happens, often necessitating the involvement of attorneys. A City like Seguin, which has a broad mixture of zoning in a relatively small area, is particularly susceptible to this type of conflict situation. The question before the City Staff should be whether or not an action complies with the Comprehensive Plan, and a recommendation should be made in consideration of that question. It is then up to the Planning Commission and ultimately the City Council to approve that compliance or make an interpretation (based on the case) that allows some degree of variance from the Comprehensive Plan. The need to comply with the Comprehensive Plan also allows the Council to impose "conditions" that can assure that the intent of the Plan is accomplished. As a City fills in, these additional conditions become very important to preserving the quality of life.

In summary, the City of Seguin currently has a zoning map, but is lacking a Land Use Plan. One of the purposes of this comprehensive planning effort is to establish a Land Use Plan that guides future application of zoning and the zoning map. Without the two documents working side by side, the City of Seguin is nurturing a condition that leads to conflict, creates an environment of uncertainty, and requires city staff to function at levels of discretion not typical of their designated function.

ECONOMIC BUILD-OUT IMPLICATIONS OF THE TARGET POPULATION

Although it is impossible to pronounce the exact population of a city at any given point in the future, trend analysis and analogue comparisons serve as indicators of conditions that would most likely arise, should Seguin follow patterns of growth demonstrated in cities that have faced similar conditions in their growth history. Using an analogue comparison, it was estimated that, by the year 2047, it is possible for Seguin to reach a city population of 78,000 people. Not only will such growth impact residential housing needs, but it will also carry tax base and funding implications.

Currently, the property tax rate for the City of Seguin is \$0.47 per \$100 value. The current cost of governance (per capita, based upon the 2007 City budget and 2007 population estimates) in Seguin is approximately \$650 per person. The cost of governance for a city is an indicator of level of service that a city can provide for its residents and property owners. As level of service increases, cost of governance (and, therefore, city budgets) increase as well. Figure 1 below compares the 2007 population, 2007 budget, and subsequent cost of governance in Seguin to several of the cities in the Seguin area.

City	2007 Population	2007 General Fund	2007 Cost of Governance	Property Tax Rate
Seguin	26,024	\$16,919,197	\$650.14	\$0.4726
Boerne	8,707	\$9,923,537	\$1,139.72	\$0.4422
New Braunfels	51,066	\$42,077,956	\$823.99	\$0.4099
San Marcos	49,083	\$34,546,855	\$703.85	\$0.5302
Mean Value*	36,285	\$28,849,449	\$889	\$0.4608
*Excluding Seguin				

Figure 1. Cost of Governance Comparison.



To accommodate increases in budget, a city must correspondingly increase its revenues. The three primary means for increasing municipal revenue are listed below, and displayed graphically in Figure 4.

1. Fees, fines, and finance. Although this measure will always provide a revenue stream for municipalities, as a city grows, this funding source becomes relatively marginalized, compared to the other two revenue streams mentioned here. Typically, fees, fines, and finance account for approximately 5 – 15% of a city's revenues.

2. Increase property tax rate. One way in which revenues can be increased is by increasing the property tax rate in a municipality. Although this option has potential to significantly increase revenues, the negative impacts associated with increasing taxes make this a problematic option.

3. Increase the tax base by increasing the amount and types of taxable land. A third option for increasing city revenues is increasing the city's non-residential tax base. Non-residential tax base increases are particularly helpful when it comes to funding the City budget because:

- Every \$1.00 of residential tax received typically costs \$1.33 to \$1.50 to serve.
- Every \$1.00 of non-residential tax received typically costs \$0.33 to serve.

Because Seguin has successfully annexed a significant portion of surrounding land, there are several ways in which tomorrow's population could be distributed within the City. By considering average household size, average household value, and current market trends, the residential tax base for 78,000 people (the 2047 population) can be estimated. Figure 2 provides a relative indication of a residential tax base associated with a population of 78,000 people.

Build Out Population (projected)	78,000
Average Household Size (projected)	2.5
Number of Households (calculated)	31,200
Average Household Worth (projected)	\$160,000
Total Taxable Residential Property (calculated)	\$4,992,000,000
Property tax rate (current)	\$0.47
Estimated Residential Ad Valorem Tax Revenues	\$23,592,192

Figure 2. Calculation of Seguin's Residential Tax Base in 2047.

By assuming an improved level of service comparable with the cities indicated in Figure 1, the residential tax base determined in Figure 2, and an 8% estimate of revenues from fees, fines, and finance, an approximation of the necessary non-residential tax base can be determined (Figure 3). This is a critical value that must be understood before a land use plan can be created for the City. The distribution of residential and non-residential lands in the land use plan must be complementary, so that the City of tomorrow will be self-sustaining, enjoying a quality of life that perpetuates appropriate growth and city form.

Cost of Governance (Target Value)	\$889
Build Out Population (projected)	78,000
Target General Fund (calculated)	\$69,342,000
Revenues from Fees, Fines, and Finance (estimated at 8%)	\$5,547,360
Estimated Residential Ad Valorem Tax Revenues	\$23,592,192
Estimated Non-Residential Tax Revenue	\$40,202,448

Figure 3. Calculation of Seguin's Necessary Non-Residential Tax Base in 2047.

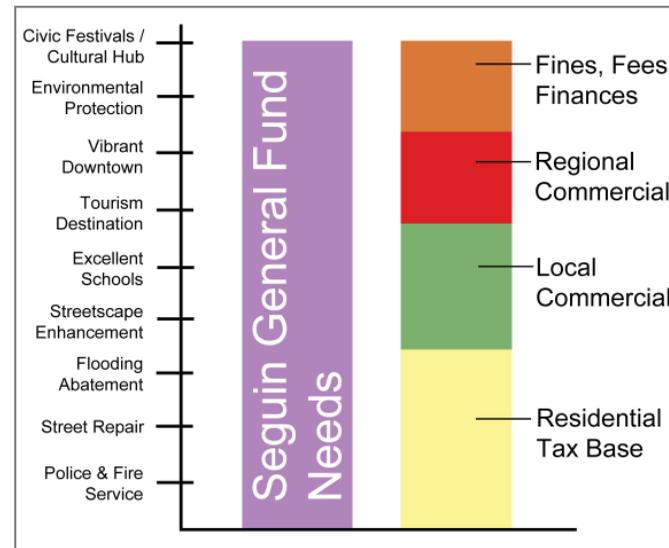


Figure 4. Municipal Revenue Sources.

LAND USE SUITABILITY MAPPING

Before a land use plan could be created, the Planning Team first conducted an assessment of the types of uses for which each area of Seguin was most suited. This process was a synthesis of qualifications based on:

Natural Components

- Proximity to waterways (Guadalupe River, Geronimo Creek, Walnut Creek)
- Extant ecological zones (Blackland Prairie, Oak Woods, Prairie Riparian, Oak Woods Riparian)
- Floodplain (500 year floodplain)

Connectivity Components

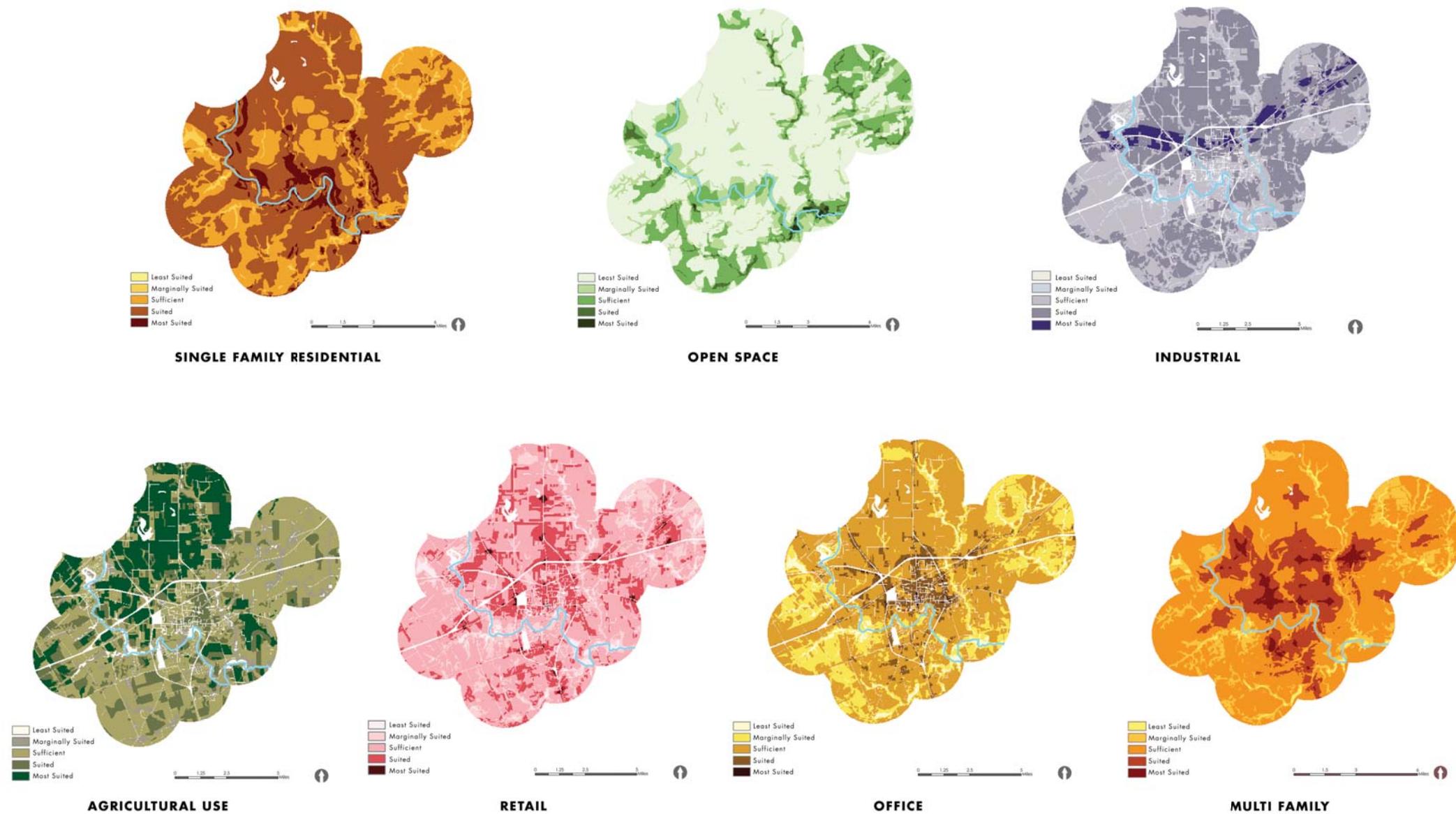
- Proximity to IH-10 and SH-130
- Proximity to other major roads (state highways, farm to market roads, U.S. highways, and major arterials)
- Proximity to proposed loop roads
- Proximity to major intersections
- Proximity to Downtown

Development Components

- Soil suitability for development
- Current undeveloped lands
- Current agricultural lands
- Current subdivision map

From these components, a suitability layer was created for each general category of land use that is associated with future land use and development. Those land uses that are associated with public services (ie: fire stations, schools, public works, etc.) were not addressed in the suitability map. The land use suitability layers created are included in the composite graphic shown in Figure 5, but are shown as individual layers in Figure 4.

Figure 5. Layers Used to Build the Land Use Suitability Map.



The Land Use Suitability Map (Figure 5) serves as an indicator not of what WOULD go in each area, but, according to the physical attributes of place, what generally SHOULD go in each area. As indicated in this map, the interface of built and natural elements creates a very heterogeneous mixture of suitable uses in each area of town. This indicates that, rather than creating a Land Use Map composed of traditional zoning categories (since Land Use and Zoning serve different functions for the City), it would be more appropriate for the Land Use Plan to address the various combinations of uses that would be most fitting for the various areas within Seguin.

Once this map was produced, it was used in conjunction with Community Goals and the Planning Framework to create the Seguin Future Land Use Plan. The Suitability Map included here indicates which areas in the City of Seguin are most strongly suited for each land use category. This map was not the sole determinant of land use designations, but was used in conjunction with Community Goals, the Planning Framework, and the economic build-out implications of the target population of 78,000 (the projected 2047 population presented in Workshop #2).

The Land Use Suitability Map becomes a very helpful determinant in land use designations for the city. The heterogeneous distribution of land uses in most areas of the map indicates that the various traditional land use categories converge in a range of ways and at a range of scales. There are only select portions of the map that are uniformly suited for one particular use. This suggests that the creation of mixed use areas throughout the City would complement the suitability of the physical fabric as exhibited in this map. An added benefit of the Land Use Suitability Map is its ability to inform future zoning and policy decisions.

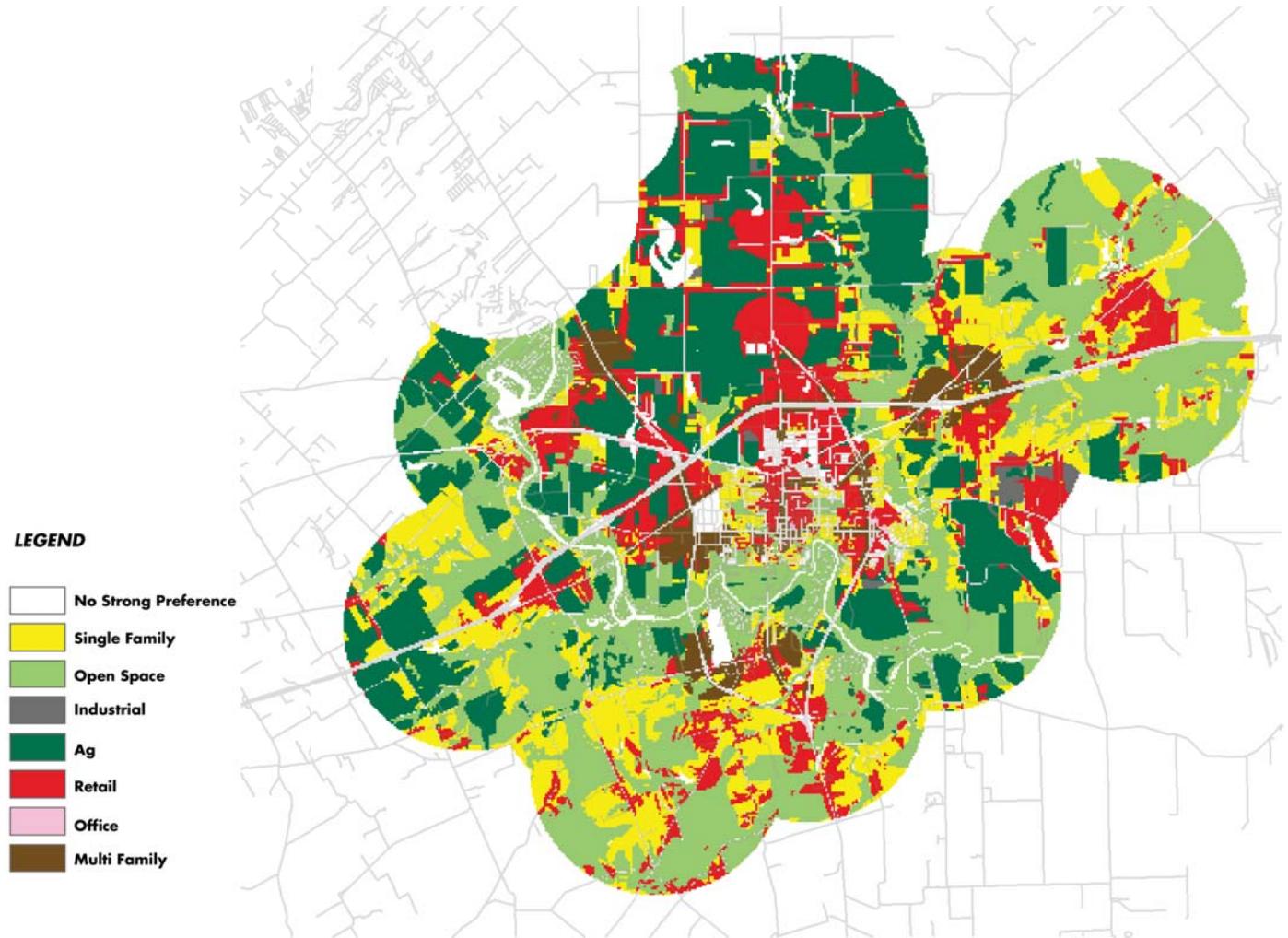


Figure 6. Composite Land Use Suitability Map.

USING DISTRICTS IN LAND USE PLANNING

The primary function of the Future Land Use Plan is to materialize community vision relating to land use, while providing a policy guide that will inform and direct future zoning actions. Therefore a structure needed to be introduced by which this could be achieved. Because the current built fabric of Seguin is an agglomeration of uses that have been established in a complex pattern throughout the City, the creation of a future land use plan that speaks to the zoning needs of the existing City is of primary importance. Conversely, directives for future growth in outer areas of the City are also needed. Recognizing the rights of current property owners while providing direction for future growth and use is most effectively achieved in such cases through the use of Land Use Districts.

Districts allow for a combination of related uses in one designated area, so that a general form is established, but flexibility within that form is created as well. They allow for a range of conditions within the context of development, including community form, level of integration, and distributions of density.

District designations are especially helpful when:

- Historic zoning practices have created significant variation in current uses
- Areas designated will not likely be developed in the immediate future
- A convergence of suitable or desirable uses occurs within the area of interest

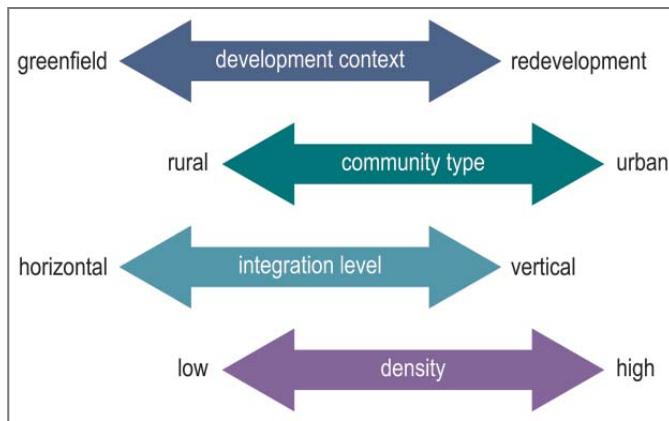


Figure 7. Development Trends.

In Seguin, all of the above conditions occur. Therefore, the Future Land Use Plan for the City of Seguin will consist of a series of land use districts.

There are 17 designated land use districts in the Future Land Use Plan. For each of these districts, declarations of intent, visual character, distribution of density, and designations of acceptable use will be provided. The following is a description of the elements identified for each district:

1. **Declaration of Intent.** The Districts of the Seguin Future Land Use Plan were created to embody a specific form and function. Many of the future decisions regarding land use, such as special district designations, zoning amendments, and development activity, are shaped by the policies set forth for each district. To ensure that the integrity of these districts is preserved through future changes, the intent (primary function) of each individual district has been stated. This statement of intent will guide future decisions regarding land use within the designated district. Although there may be a primary use for some of the districts, each district in the Future Land Use Plan is intended to function as a mixture of general land use categories.

2. **Description of Visual Character.** Just as the function of each district is described in the Declaration of Intent, the form of each district is described in the Description of Visual Character. The Visual Character of each district should reflect the function of that district. Elements of the Visual Character are determined by the overall intent of a particular district, and most closely related to elements of other districts in the same Land Use category.

3. **Distribution of Density.** Patterns of density, whether they be residential or commercial (in the form of Floor to Area ratios), reinforce the character of a community, as they determine not only the intensity of development/occupation, but also the intensity of the building fabric within the community landscape. In the Future Land Use Plan, appropriate density maximums are established within each district and an overall density gradient is created for the City. This ensures not only that the intensity of development is proportionate to the intent and character of an individual district, but that, within that district, patterns of land use work together to create a consistent and meaningful internal form. Densities within each district will be designated based on location (such as core, internal, or edge). This approach to density designation within each district will encourage the creation of transitional zones between districts, and aggregation of value and activity at the district core.

4. **Designation of Acceptable Uses.** In addition to the distribution of density, it is important to designate appropriate uses for that land. There is significant variety among commercial land uses (gas stations to manufacturing facilities to high end boutique clothing shops), and the land uses within each district should reinforce the character of that district. For this reason, each land use district identified in this Plan includes a chart indicating Designation of Acceptable Uses.

THE DISTRICTS OF THE FUTURE LAND USE PLAN

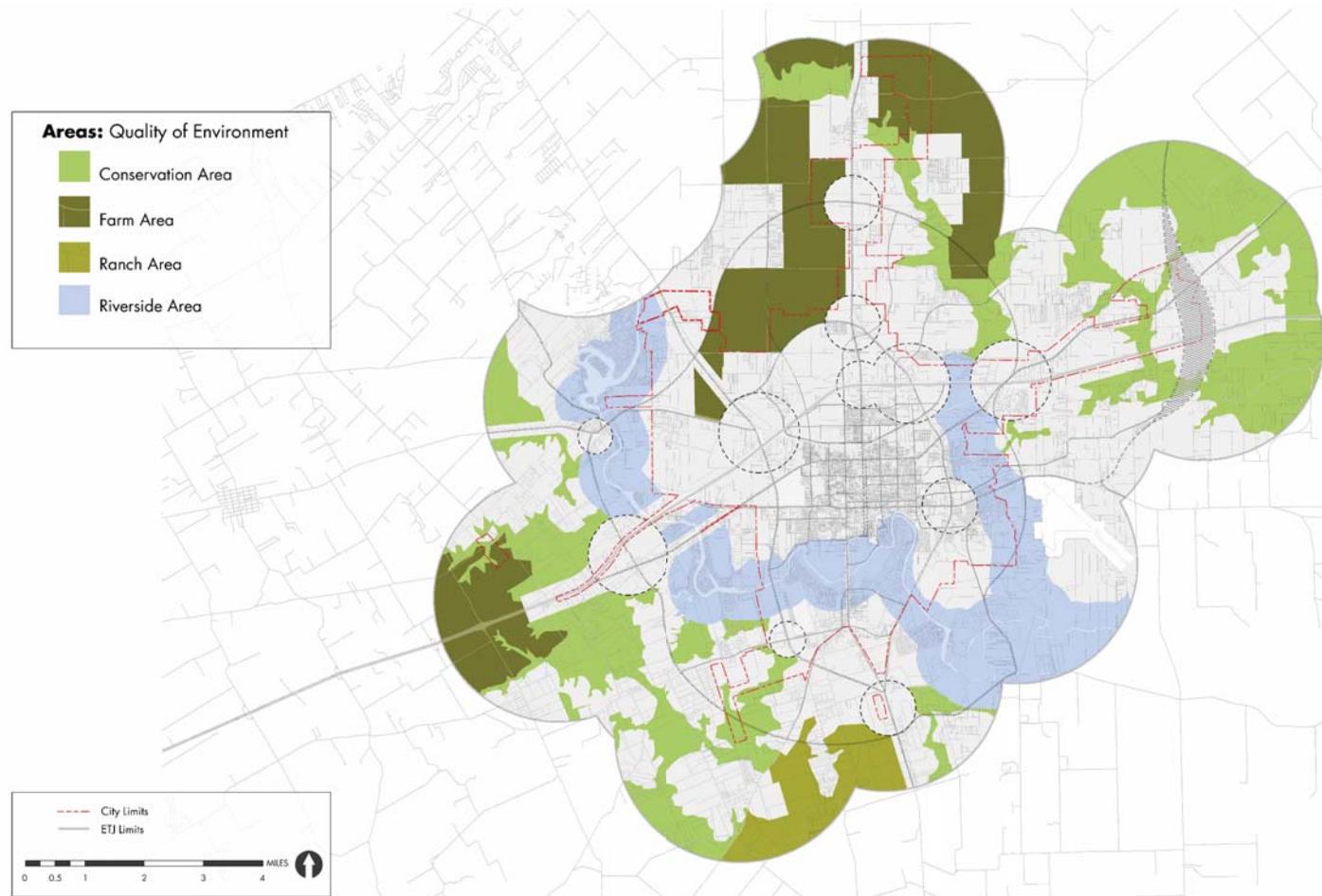
Each district of the Future Land Use Plan was created to manifest land use in a consistent, yet unique manner, fostering a clearly recognizable sense of place. This sense of place in turn reinforces the meaning, and therefore community, established within the various areas of the City of Seguin.

The land use districts of the Future Land Use Plan are grouped into four general categories. These categories provide definition for the primary formative element within each district. This formative element guides and directs decisions made regarding form, visual character, boundaries, density, acceptable uses, and distribution of those uses within the given district. The districts of the Future Land Use Plan are categorized as:

- AREAS: Intended to enhance the Quality of Experience
- COMMUNITIES: Intended to enhance the Quality of Life
- NODES: Intended to enhance the Quality of Urban Form
- CORRIDORS: Intended to enhance the Quality of Visual Experience



Figure 8. Map of the Areas of Seguin.



THE AREAS OF SEGUIN

The Areas of Seguin are comprised of districts that are shaped by the landscape within which they occur. In these districts, development and subsequent use shall respond to the prevailing landscape of the district. For this reason, the primary purpose of Areas is to enhance the quality of environment and protect its rich fabric of natural assets.

The districts characterized as Areas in Seguin are distinguished primarily by treatment of, and respect for, the ground plane, which is a reference boundary within which associated buildings and activities reside. The elements that serve as primary determinants of visual character in the Seguin Areas are: building orientation, site design/intervention, ground form, natural landscape, storm water management techniques, and resolution of the architectural elements with the ground form.

The Areas of Seguin include:

1. Farm Areas
2. Ranch Areas
3. Conservation Areas
4. Riverside Areas

1. FARM AREAS

Intent

Seguin sits at the edge of the Blackland Prairie. These areas provide fertile environments for agricultural practices, which is consistent with the current distribution of agricultural lands in the Seguin area. Because of the suitability and current use of these lands, agriculture is the dominant use in the Farm District. Complementary uses acceptable in this area include rural residential use, cluster residential development, and passive open spaces (such as greenbelts, habitat conservation zones, etc.). Other acceptable land uses should be expressed in a manner complementary to agricultural use.

Visual Character

In the Farm Areas, the predominant visual characteristic lies in the transparency of property definition. Property lines are not called out with definitive boundaries, but are rather marked by elements such as barbed wire fences and tree drift fence rows. The built elements are oriented to the attributes of the land (topography, tree coverage, hydrology), not to property lines or the street. Surface storm water management techniques should be employed in Farm Areas, and, therefore, the landscape should be such that

surface sheet flow is accommodated and encouraged. Trees should be present, but thinned, rather than occurring in large drifts. The relationship of architectural elements to the ground form should be expressed through incorporation of devices such as bridges, steps, and retaining walls, rather than grading.

CLASSIFICATION	DENSITY RANGE	
	Residential (dwelling unit/acre)	Non-Residential (Floor-Area Ratio)
Acceptable	< 0.5	< 0.1
Conditional	0.6 - 2	0.11 - 0.18
Restricted	2.1 - 4	0.19 - 0.25
Not Recommended	> 4	> 0.25

Figure 10. Within the Farm Areas of Seguin, the predominant forms expressed should be agricultural. Low density ranges should therefore be preserved. The classifications are defined as follows:

Acceptable: No added conditions required for approval.

Conditional: Require review by City Staff. Design improvements shall be made that will accomplish objectives of the Farm Areas.

Restricted: Require Council Consideration. Formal recognition of conflict with district character and intent is required.

Not Recommended: Development plan is not appropriate for Farm Areas.



Figure 9. Farm Areas Key Map.



Zoning Category	Abbreviation	Use Qualification
Agricultural Ranch	A-R	As of Right
Residential Estate	RE	Subject to Review
Suburban Residential	SR	Subject to Review
Single Family Residential	R-1	Subject to Review
Zero Lot Line	ZL	Subject to Review
Duplex, Medium Density	DP-2	Subject to Review
Industrialized Housing	I-H	Subject to Review
Light Industrial	LI	Subject to Review
Public Use	P	As of Right
Retail	R	Subject to Review
Planned Unit Development	PUD	As of Right

Figure 11. The appropriate uses for Farm Areas from the current zoning designations in Seguin are detailed above.



2. RANCH AREAS

Intent

Seguin sits at the break between the Blackland Prairie and regions of the Oak Woods. Therefore, agricultural land with a steep and rolling profile is best suited for ranch use. However, these transitional areas are also attractive to residential development because of the natural assets, combined with relatively flat land and lower development costs. Preservation of Ranch land is often more difficult for this reason, but a minimum amount of such land should be retained for viable ranch use. Complementary uses acceptable in this area include rural residential use, cluster residential development, and passive open spaces (such as greenbelts, habitat conservation zones, etc.). Other acceptable land uses should be expressed in a manner complementary to agricultural use.

Visual Character

The visual character of Ranch Areas of Seguin is similar in many ways to that of the Farm Areas, in that the predominant visual characteristic lies in the transparency of property definition. Property lines should be marked by elements such as barbed wire fences and tree drift fence rows. The built elements are oriented to the attributes of the land (topography, tree

coverage, hydrology), not to property lines or the street. Typically, ranches have more buildings as a normal part of their operations. Surface storm water management techniques should be employed in the Ranch Areas, and, therefore, the landscape should be such that surface sheet flow is accommodated and encouraged. The relationship of architectural elements to the ground form should be expressed through incorporation of devices such as bridges, steps, and retaining walls, rather than grading.

A major distinction between Farm and Ranch Areas lies in the different landscape expressions. In Ranch Areas, the tree coverage is more expansive, and often more dense. Stock ponds and other forms of water retention are also prevalent in Ranch Areas.



Figure 12. Ranch Areas Key Map.



CLASSIFICATION	DENSITY RANGE	
	Residential (dwelling unit/acre)	Non-Residential (Floor-Area Ratio)
Acceptable	< 0.5	< 0.1
Conditional	0.6 - 2	0.11 - 0.18
Restricted	2.1 - 4	0.19 - 0.25
Not Recommended	> 4	> 0.25

Figure 13. Within the Ranch Areas of Seguin, the predominant forms expressed should be agricultural. Low density ranges should therefore be preserved. The classifications are defined as follows:

Acceptable: No added conditions required for approval.

Conditional: Require review by City Staff. Design improvements shall be made that will accomplish objectives of the Ranch Areas.

Restricted: Require Council Consideration. Formal recognition of conflict with district character and intent is required.

Not Recommended: Development plan is not appropriate for Ranch Areas.

Zoning Category	Abbreviation	Use Qualification
Agricultural Ranch	A-R	As of Right
Residential Estate	RE	As of Right
Suburban Residential	SR	As of Right
Single Family Residential	R-1	As of Right
Zero Lot Line	ZL	Subject to Review
Duplex, Medium Density	DP-2	Subject to Review
Industrialized Housing	I-H	Subject to Review
Light Industrial	LI	Subject to Review
Public Use	P	As of Right
Retail	R	Subject to Review
Planned Unit Development	PUD	As of Right

Figure 14. The appropriate uses for Ranch Areas from the current zoning designations in Seguin are detailed above.

3. CONSERVATION AREAS

Intent

The Conservation District is primarily a collection of lands that are strongly suited for habitat protection. These areas incorporate riparian zones and areas of significant tree coverage that are predominantly undeveloped. Throughout this district, conservation of the natural fabric is the dominant land use, with all other acceptable uses expressed in a manner complementary to that dominant use. Such complementary uses could include parks, trails, rural residential use, and cluster residential development.

Visual Character

In the Conservation Areas of Seguin, the ground plane—and the ground cover—should be undisturbed. There is a greater level of complexity in the landscape, which is oriented around plant communities rather than ornamental monocultures. The built elements in Conservation Areas respond to the natural landscape, rather than the street or property lines, therefore the architectural forms are neither rigid nor uniform. Surface storm water management should be considered a major design element in any anticipated development. The correlation between soil depth, soil hydration, and plant communities is distinctive for each watershed,

and the correlation of water and plant form should be interpreted in site design. Therefore, structured solutions to water management should be avoided and surface management employed wherever possible. Surface management includes:

- Retention and detention ponds
- Bioswales
- Natural erosion protection
- Rain gardens
- Run-off metering to pre-development flows
- Wetland protection and creation
- Habitat protection, restoration, and creation.

CLASSIFICATION	DENSITY RANGE	
	Residential (dwelling unit/acre)	Non-Residential (Floor-Area Ratio)
Acceptable	< 0.5	< 0.1
Conditional	0.6 - 2	0.11 - 0.18
Restricted	2.1 - 4	0.19 - 0.25
Not Recommended	> 4	> 0.25

Figure 16. Within the Conservation Areas of Seguin, the predominant forms expressed should be natural. Low density ranges should therefore be preserved.

The classifications are defined as follows:

Acceptable: No added conditions required for approval.

Conditional: Require review by City Staff. Design improvements shall be made that will accomplish objectives of the Conservation Areas.

Restricted: Require Council Consideration. Formal recognition of conflict with district character and intent is required.

Not Recommended: Development plan is not appropriate for Conservation Areas.



Figure 15. Conservation Areas Key Map.



Zoning Category	Abbreviation	Use Qualification
Agricultural Ranch	A-R	As of Right
Residential Estate	RE	Subject to Review
Suburban Residential	SR	Subject to Review
Single Family Residential	R-1	Subject to Review
Zero Lot Line	ZL	Subject to Review
Townhouse	TH-1	Subject to Review
Public Use	P	As of Right
Planned Unit Development	PUD	As of Right

Figure 17. The appropriate uses for Conservation Areas from the current zoning designations in Seguin are detailed above.



4. RIVERSIDE AREAS

Intent

The Guadalupe River is a critical determinant of the life and culture of the City of Seguin. As land development increases in the area, stresses incurred by this river system will be manifested in increased flood incidences and increased pollutant loads due to surface water runoff. Furthermore, as the population in Seguin grows, designation of appropriate uses adjacent to and in proximity to the River (as well as Walnut Creek and Geronimo Creek) will be important in preservation of the health of the river and the riparian corridor through which it flows. Also important is public access to the waterways within the City of Seguin. Therefore, the purpose of the Riverside Areas is to establish a zone where the River landscapes (and all of the River's features) dominate development.

The Riverside Area is comprised of lands that are adjacent to the Blue Ways of Seguin (the Guadalupe River and Geronimo Creek, as well as their respective floodplains). Because of the adjacency to a critical natural corridor, acceptable land uses should preserve access to and use of the Blue Ways.

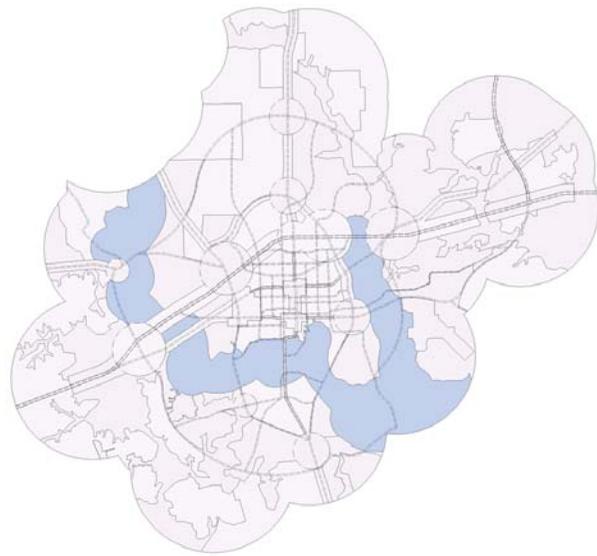


Figure 18. Riverside Areas Key Map.

Visual Character

The Riverside Area is a riverside zone within Seguin, and, as such, should visually express the influence of the Guadalupe River. The ground plane includes and is shaped by the floodplain, and is therefore sensitive to invasive actions. Because of the characteristic sheet flow of water in this Area, landscape plays a critical role in water management. The authentic riverbank should be preserved, and armoring of the bank is discouraged. The buildings within the Riverside Area should be reconciled to the ground plane; the ground plane should not be significantly altered to accommodate the buildings. Devices such as stilts and steps should be used to reconcile the architectural elements to floodplain elevations. Along the river and its tributaries, setbacks should be defined by a habitat assessment, and should undulate according to the natural conditions imposed by the river, allowing natural actions to continue to shape the banks.



CLASSIFICATION	DENSITY RANGE	
	Residential (dwelling unit/acre)	Non-Residential (Floor-Area Ratio)
Acceptable	< 1	< 0.18
Conditional	1 - 3.5	0.18 - 0.2
Restricted	3.6 - 5	0.21 - 0.3
Not Recommended	> 5	> 0.3

Figure 19. Within the Riverside Areas of Seguin, the predominant forms expressed should be agricultural. Low density ranges should therefore be preserved. The classifications are defined as follows:

Acceptable: No added conditions required for approval.

Conditional: Require review by City Staff. Design improvements shall be made that will accomplish objectives of the Riverside Areas.

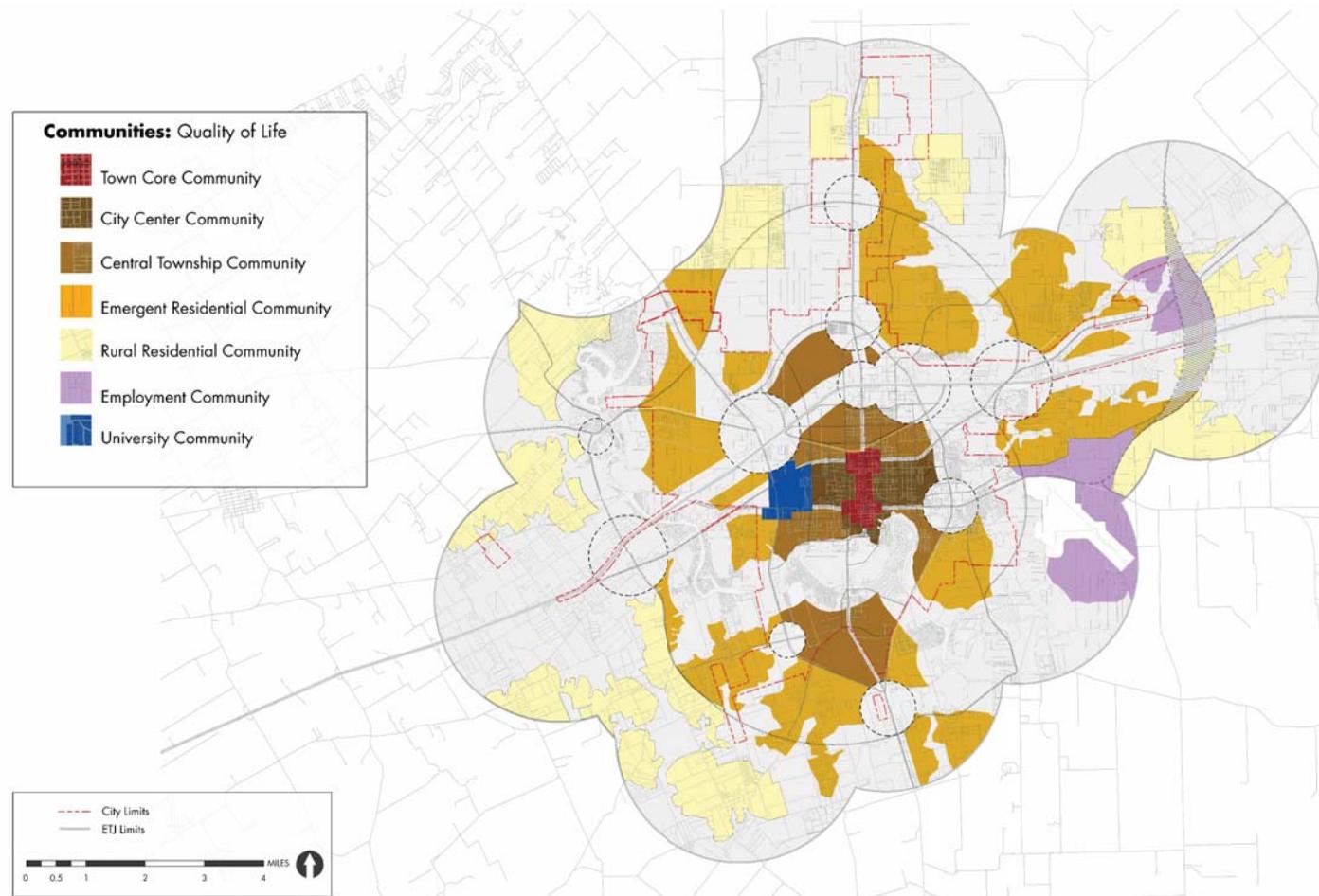
Restricted: Require Council Consideration. Formal recognition of conflict with district character and intent is required.

Not Recommended: Development plan is not appropriate for Riverside

Zoning Category	Abbreviation	Use Qualification
Agricultural Ranch	A-R	As of Right
Residential Estate	RE	As of Right
Suburban Residential	SR	As of Right
Single Family Residential	R-1	Subject to Review
Zero Lot Line	ZL	Subject to Review
Duplex, Low Density	DP-1	As of Right
Townhouse	TH-1	Subject to Review
Public Use	P	As of Right
Planned Unit Development	PUD	As of Right

Figure 20. The appropriate uses for Riverside Areas from the current zoning designations in Seguin are detailed above.

Figure 21. Map of the Communities of Seguin.



THE COMMUNITIES OF SEGUIN

The Communities of Seguin are comprised of those districts that are oriented around residential development. Although densities and distributions of acceptable uses may vary among them, collectively these districts make up the neighborhood fabric of the City of Seguin and most greatly affect Seguin's quality of life.

The Communities of Seguin are oriented according to an urban –suburban continuum. The elements that serve as primary determinants of visual character in the Seguin Communities are: street definition, spatial arrangement of the built fabric, articulation of the shared ground plane, and the interface between the built fabric and the common ground plane. For residential properties, this interface serves as a boundary between the public and private realms, often meant to discourage public use. For commercial properties, this interface serves as a space that invites public or common use.

The Communities of Seguin include:

1. Town Core Community
2. Center City Community
3. Central Township Community
4. Emergent Residential Community
5. Rural Residential Community
6. Employment Community
7. University Community



5. TOWN CORE COMMUNITY

Intent

The City of Seguin enjoys a downtown area that is rich in historic and cultural significance. Through the activities of the Main Street program, as well as the City's commitment to preservation and enhancement of public space, the downtown has become a culturally centralized anchor for Seguin. To encourage economic revitalization and strategic redevelopment, it is important to provide direction for appropriate land uses within this area, as well as designations of district boundaries that incorporate those areas that most significantly enhance the character and role of downtown in the life of the City. Because approach and point of arrival are critical to downtown identity, the Town Core District incorporates not only the historic downtown area in the city, but extends northward all the way to the railroad line.

The pattern in the Town Core is determined by the interplay between scale, architecture, and street. Acceptable uses include retail, office, institutional, conservation, and residential use. As downtown is intended to serve as the cultural and economic anchor for Seguin, residential uses in this district should be primarily multi-family. Some single family uses are appropriate, however, especially the historic homes found in the district.

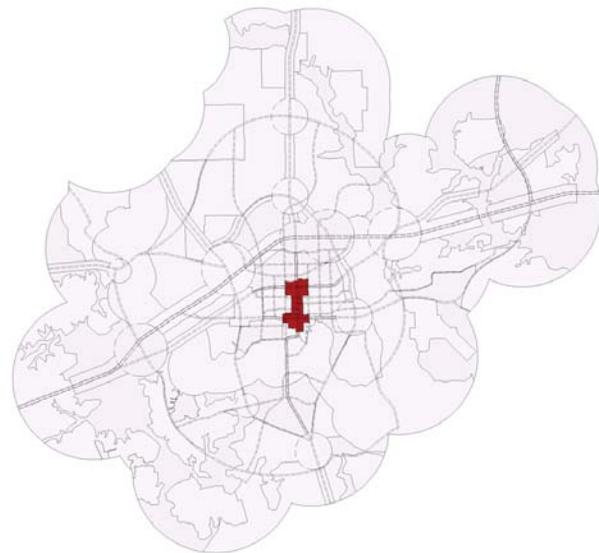


Figure 22. Town Core Community Key Map.

Visual Character

In the Town Core Community, there is a strong street definition of the built fabric, which serves as an indicator of the “urban-ness” of this district, and the streets are oriented in a grid format. The street fronts of buildings should form a characteristic street wall, with small variation in the articulation of the first floor. In the Town Core, the street definition is architectural, rather than spatial. This allows for a visual sweep of the ground plane, where the street wall creates a backdrop for vertical elements of distinction. In commercial centers, an architecture of wealth, consisting of Greek, Roman, and Neo-Classic structures, is often introduced. This is the architecture of commerce, and is therefore very appropriate for the Town Core. The interface between the private and public realms should not be defensive. Rather, the spaces separating the buildings from the ground plane should be inviting.

Except for the downtown square, common space should be directed space, creating channels of pedestrian and vehicular activity. Clear articulation of components, such as sidewalks and curbs strengthen this effect. Non-directed spaces should be incorporated at street corners, where provisions such as furniture and accessories encourage gathering. Lights and trees further enforce the lines of demarcation, and therefore regimented placement is needed. Finally, in the Town Core, all elements are subservient to the notion of centrality.



CLASSIFICATION	DENSITY RANGE	
	Residential (dwelling unit/acre)	Non-Residential (Floor-Area Ratio)
Acceptable	> 25	3 - 4
Conditional	12 - 25	0.8 - 2.9
Restricted	8 - 11.9	0.5 - 0.7
Not Recommended	< 8	< 0.5

Figure 23. Within the Town Core Community of Seguin, the predominant forms expressed should be decidedly urban. High density ranges should therefore be encouraged. The classifications are defined as follows:

Acceptable: No added conditions required for approval.

Conditional: Require review by City Staff. Design improvements shall be made that will accomplish objectives of the Town Core Community.

Restricted: Require Council Consideration. Formal recognition of conflict with district character and intent is required.

Not Recommended: Development plan is not appropriate for Town Core Communities.

Zoning Category	Abbreviation	Use Qualification
Residential Estate	RE	If Historic
Townhouse	TH-1	Subject to Review
Multi-Family, High Density	MF-3	Subject to Review
Commercial	C	As of Right
Light Industrial	LI	As of Right
Office Professional	O-P	As of Right
Public Use	P	As of Right
Retail	R	As of Right
Downtown Historic District	DHD	As of Right
Planned Unit Development	PUD	As of Right

Figure 24. The appropriate uses for Town Core Communities from the current zoning designations in Seguin are detailed above.

6. CITY CENTER

Intent

Surrounding the City Center District is the historic residential fabric of the City of Seguin. Because development trends have varied widely over time in this area, current densities, styles, and neighborhood forms are quite different throughout the District. Because of the residential nature of this District, non-residential uses should be those appropriate within a neighborhood setting, and density levels should be consistent with those found in predominantly single-family residential areas. The intent of this district is to promote infill development that is compatible with the form, rhythms, and character that exists.

Visual Character

The urbanized form of the residential uses in the City Center Community calls for less uniformity in the street definition of the built fabric, while site orientation is regimented. This is due to the grid pattern characteristic of this district, which calls for rigid setbacks, side yards, and other attributes of the building envelope. Here, the street is defined by spatial rhythms of repetition, rather than architectural elements. The street space is directed for cars, but not necessarily for pedestrian movement. The residential

character is appropriately accommodated through the preservation of front yards, though these are typically small. In this district, architectural devices, such as porches and stoops occupy the realm of public/private interface. This acts as a protective or defensive element to define activity in the private realm. There is not, however, complete privatization of residences in this district. Rather, these private spaces frequently serve as areas of collective or social community expression. They function as private spaces for community interchange.

CLASSIFICATION	DENSITY RANGE	
	Residential (dwelling unit/acre)	Non-Residential (Floor-Area Ratio)
Acceptable	> 8	0.18 - 0.25
Conditional	4 - 7.9	0.15 - 0.17
Restricted	3 - 3.9	0.12 - 0.14
Not Recommended	< 3	<0.12

Figure 26. Within the City Center of Seguin, the predominant forms expressed should be urban, yet predominantly residential. Higher residential density ranges and lower non-residential density ranges are therefore established. The classifications are defined as follows:

Acceptable: No added conditions required for approval.

Conditional: Require review by City Staff. Design improvements shall be made that will accomplish objectives of the City Center Communities.

Restricted: Require Council Consideration. Formal recognition of conflict with district character and intent is required.

Not Recommended: Development plan is not appropriate for City Center Communities.

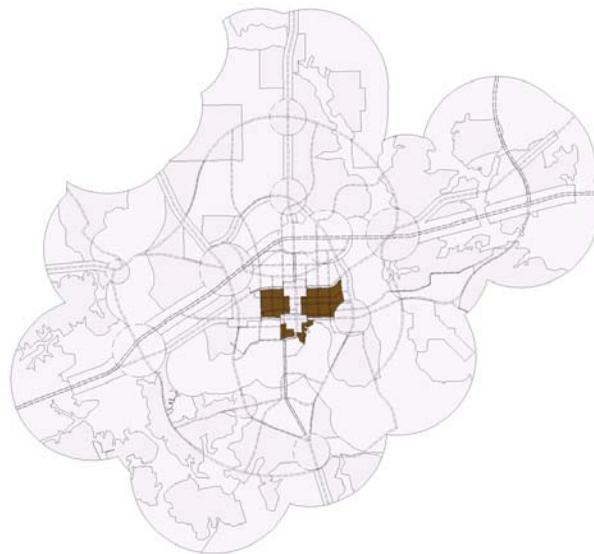


Figure 25. City Center Community Key Map.



Zoning Category	Abbreviation	Use Qualification
Residential Estate	RE	If Historic
Single Family Residential	R-1	Subject to Review
Duplex, Medium Density	DP-2	As of Right
Townhouse	TH-1	As of Right
Multi-Family, Medium Density	MF-2	As of Right
Multi-Family, High Density	MF-3	Subject to Review
Office Professional	O-P	Subject to Review
Public Use	P	As of Right
Retail	R	Subject to Review
Planned Unit Development	PUD	As of Right

Figure 27. The appropriate uses for City Center Communities from the current zoning designations in Seguin are detailed above.



7. CENTRAL TOWNSHIP COMMUNITY

Intent

Within the Inner Loop Road (proposed in the Future Thoroughfare Plan) there exists pockets of development that are not a part of the historic fabric of Seguin, but do serve as center city community areas. Such areas enjoy access to Core Approachways and a grid format within their neighborhood form. Development styles, scales, and densities may vary in these areas, while the uniformity of the grid, and proximity to downtown are still enjoyed. The intent of this district is to enhance quality of residential developments, see more resident and residential diversity, and maintain a higher density of single family fabric within a distinctive landscape.

Visual Character

In the Central Township Communities, the urban fabric is shaped by two competing factors: the presence of the natural environment and the presence of the street grid extending from the center of Seguin. When these two systems conflict, the natural factors (such as exaggerated topography or presence of waterways) subvert the expression of the grid. The street becomes less articulated, following topographic attributes rather than the grid pattern. Under these conditions, the accommodation of transitions is important, and development will tend to occur at a site basis. When the

landscape is less tame, the area of interface between the common ground plane and the built elements is more defensive.

In the absence of the influence of such natural factors, the street definition is more marked. These areas display more suburban forms, as they are built on a project basis rather than a site basis. Variation occurs in floor plans, but elevations, lot sizes, and building envelope are fairly uniform. Repetitious architectural expressions reinforce the suburban nature here. There is directed vehicular and pedestrian space, with clear distinction between the public and private realms. There is an increased privatization of the front yard space, with a greater presence of ornamental accents.



Figure 28. Central Township Community Key Map.



CLASSIFICATION	DENSITY RANGE	
	Residential (dwelling unit/acre)	Non-Residential (Floor-Area Ratio)
Acceptable	> 4	0.18 - 0.25
Conditional	3 - 4	0.15 - 0.17
Restricted	2 - 2.9	0.12 - 0.14
Not Recommended	< 2	< 0.12

Figure 29. Within the Central Township of Seguin, the predominant forms expressed should be neighborhood oriented. Medium residential density ranges and lower non-residential density ranges are therefore established. The classifications are defined as follows:

Acceptable: No added conditions required for approval.

Conditional: Require review by City Staff. Design improvements shall be made that will accomplish objectives of the Central Township Communities.

Restricted: Require Council Consideration. Formal recognition of conflict with district character and intent is required.

Not Recommended: Development plan is not appropriate for Central Township Communities.

Zoning Category	Abbreviation	Use Qualification
Residential Estate	RE	If Historic
Single Family Residential	R-1	As of Right
Zero Lot Line	ZL	As of Right
Manufactured Home Subdivision	MHS	Subject to Review
Manufactured Home Park	MHP	Subject to Review
Duplex, Low Density	DP-1	As of Right
Duplex, Medium Density	DP-2	As of Right
Townhouse	TH-1	As of Right
Industrialized Housing	I-H	Subject to Review
Commercial	C	Subject to Review
Office Professional	O-P	Subject to Review
Public Use	P	As of Right
Retail	R	As of Right
Planned Unit Development	PUD	As of Right

Figure 30. The appropriate uses for Central Township Communities from the current zoning designations in Seguin are detailed above.

8. EMERGENT RESIDENTIAL COMMUNITY

Intent

The Emergent Communities in Seguin are those areas that are outside of the center city and that break from the existing neighborhood and commercial forms common to Seguin. Residential use is predominant in this area, and a range of residential densities should therefore exist in these districts. All other acceptable uses should be expressed in a manner complementary to residential use. The intent of Emergent Residential Communities is to provide a place for a variety of standard residential development forms with more emphasis on environmental enrichment.

Visual Character

In the Emergent Residential Communities, a hierarchy of streets is observed, rather than a uniform grid. This is the most suburban of the urban-suburban continuum of communities in Seguin. Such suburban districts are built upon rural foundations, but display urban expressions. There is often a recognition of rural elements through such components. In the Emergent Residential Communities, there exists a rigid adherence to a uniform building envelope, and these rhythms dominate the street definition. The

streets and pedestrian pathways are arrayed in a more organic pattern, with street hierarchies giving organization to clearly defined neighborhoods.

The interface of the buildings and the common ground plane is highly varied in this district, with areas of lower density typically maintaining a more privatized interface, while areas of higher density calling for a less privatized interface. Because the expression of wealth is often a priority in these communities (where a focus for housing is the price point), neighborhood entries serve as another form of transition from the common ground plane to the built fabric. Defensive gestures in the Emergent Residential Community should be appropriately accommodated; when the neighborhood entry is defensive in its posture, a less defensive association is found at the lot. Alternately, if little posturing exists at the neighborhood entry, a more defensive position should be permitted at the lot.

CLASSIFICATION	DENSITY RANGE	
	Residential (dwelling unit/acre)	Non-Residential (Floor-Area Ratio)
Acceptable	> 4	0.18 - 0.25
Conditional	3 - 4	0.1 - 0.18
Restricted	2 - 2.9	0.05 - 0.09
Not Recommended	< 2	< 0.05

Figure 32. Within the Emergent Residential Communities of Seguin, the predominant form is suburban in nature. Medium residential density ranges and lower non-residential density ranges are therefore established. The classifications are defined as follows:

Acceptable: No added conditions required for approval.

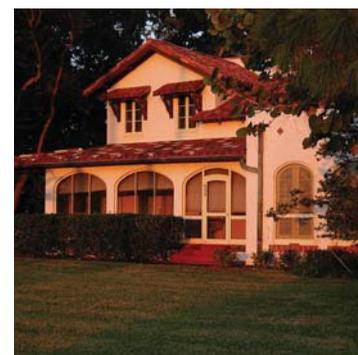
Conditional: Require review by City Staff. Design improvements shall be made that will accomplish objectives of the Emergent Residential Communities.

Restricted: Require Council Consideration. Formal recognition of conflict with district character and intent is required.

Not Recommended: Development plan is not appropriate for Emergent Residential Communities.



Figure 31. Emergent Residential Community Key Map.



Zoning Category	Abbreviation	Use Qualification
Suburban Residential	SR	As of Right
Single Family Residential	R-1	As of Right
Manufactured Home Subdivision	MHS	Subject to Review
Manufactured Home Park	MHP	Subject to Review
Duplex, Low Density	DP-1	As of Right
Duplex, Medium Density	DP-2	As of Right
Townhouse	TH-1	Subject to Review
Industrialized Housing	I-H	Subject to Review
Public Use	P	As of Right
Retail	R	Subject to Review
Planned Unit Development	PUD	As of Right

Figure 33. The appropriate uses for Emergent Residential Communities from the current zoning designations in Seguin are detailed above.



9. RURAL RESIDENTIAL COMMUNITY

Intent

Rural Communities are those that are found outside of the Outer Loop Road, and separated from the major roads of the cities. They are community oriented, and should maintain a low residential density. Other uses should be expressed in a manner complementary to residential use. The intent of Rural Residential Communities is to offer a distinctive low density lifestyle within Seguin that is appropriately placed in the more rural fringes.

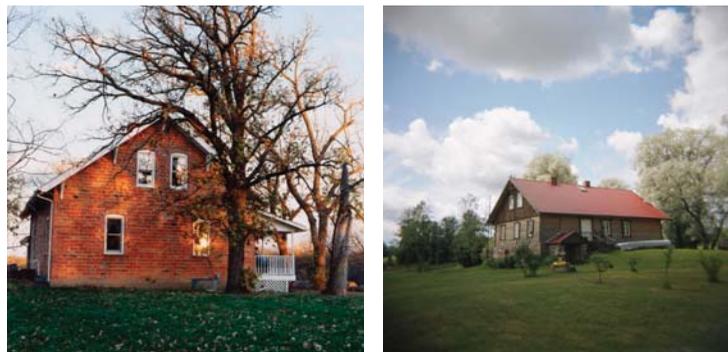
Visual Character

The Rural Residential Communities of Seguin do not follow a grid pattern of street orientation. These are ex-urban communities where street hierarchies play a role in the determination of visual character. The building to street relationship is segmented and typically undefined in Rural Residential Communities, and the buildings enjoy an independence from the street. In these districts, the space adjacent to the street visually dominates the street, and the street submits to natural determinants. The built elements are arrayed defensively, and are typically defined by some form of enclosure, such as a fence or a gate. The ideas of neighborhood and community are

dominated by the notion of autonomy and privacy. Open yards, transparent fences, out buildings, and long driveways are common in this area.



Figure 34. Rural Residential Community Key Map.



CLASSIFICATION	DENSITY RANGE	
	Residential (dwelling unit/acre)	Non-Residential (Floor-Area Ratio)
Acceptable	< 1	0.18 - 0.25
Conditional	1 - 2	0.1 - 0.18
Restricted	2.1 - 4	0.05 - 0.09
Not Recommended	> 4	< 0.05

Figure 35. Within the Rural Residential Communities of Seguin, the predominant form is exurban in nature. Low residential and non-residential density ranges are therefore established. The classifications are defined as follows:

Acceptable: No added conditions required for approval.

Conditional: Require review by City Staff. Design improvements shall be made that will accomplish objectives of the Rural Residential Communities.

Restricted: Require Council Consideration. Formal recognition of conflict with district character and intent is required.

Not Recommended: Development plan is not appropriate for Rural Residential Communities.

Zoning Category	Abbreviation	Use Qualification
Agricultural Ranch	A-R	As of Right
Residential Estate	RE	As of Right
Suburban Residential	SR	Subject to Review
Public Use	P	As of Right
Retail	R	Subject to Review
Planned Unit Development	PUD	As of Right

Figure 36. The appropriate uses for Rural Residential Communities from the current zoning designations in Seguin are detailed above.

10. EMPLOYMENT COMMUNITY

Intent

Employment Communities present an opportunity to create communities that have many of the attributes of a residential community. Such distinctive places for development of new industry and work places is an important part of attracting these employment opportunities. The predominant institution in the Randolph Employment District is the Randolph Auxiliary Air Base. Although owned, used, and maintained as a federal air strip today, a more private use may be possible in the future. Regardless of particular use of the property itself, the land adjacent to the airport is suitable for industrial use due to this adjacent orientation. Because of community concern for conflict between industrial activity and community uses, it is recommended that future designations of industrial areas be concentrated within the Employment District. Other acceptable land uses should be expressed in a manner complementary to industrial use.

Visual Character

In the Employment District, development occurs at the site level rather than at a project level. Therefore, each individual site, though non-residential in use, maintains an orientation to the street that is similar to that of estate residential lots. There is a proprietary interface with the street,

including corporate icons. The street definition is partially established by the architectural elements, and partially by the spaces in between them. Opportunities to express the identity of the individual sites/businesses should be encouraged in the Employment District.

The ground plane should be given a natural appearance, while enhancing the visual definition of the street space to indicate its directed nature. The pedestrian space does not necessarily function as a connector of destinations, but rather as an outlet for enjoyment for employees and others that access the private sites. The natural elements are typically reproductions, and, as such, should be civilized and passive in their orientation to the built elements. Such natural amenities are often incorporated as iconic elements in the landscape.

CLASSIFICATION	DENSITY RANGE	
	Residential (dwelling unit/acre)	Non-Residential (Floor-Area Ratio)
Acceptable	> 25	> 0.3
Conditional	12 - 25	0.25 - 0.29
Restricted	8 - 11.9	0.18 - 0.24
Not Recommended	< 8	< 0.18

Figure 38. Within the Employment Communities of Seguin, low non-residential densities and high residential density ranges are established. The classifications are defined as follows:

Acceptable: No added conditions required for approval.

Conditional: Require review by City Staff. Design improvements shall be made that will accomplish objectives of the Employment Communities.

Restricted: Require Council Consideration. Formal recognition of conflict with district character and intent is required.

Not Recommended: Development plan is not appropriate for Employment Communities.

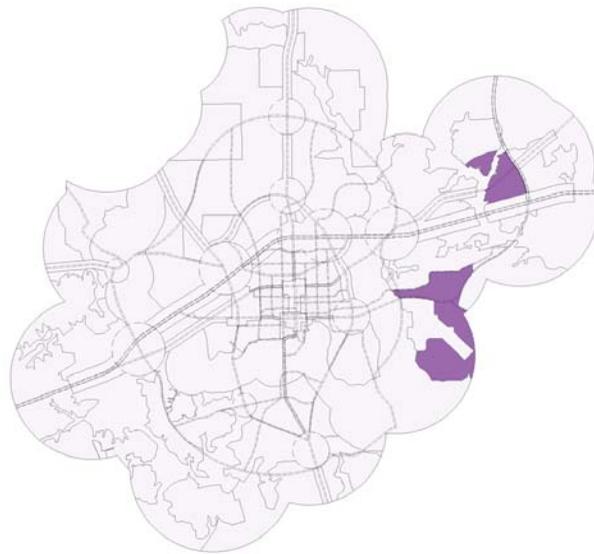


Figure 37. Employment Community Key Map.



Zoning Category	Abbreviation	Use Qualification
Manufactured Home Subdivision	MHS	Subject to Review
Manufactured Home Park	MHP	Subject to Review
Duplex, Medium Density	DP-2	As of Right
Townhouse	TH-1	As of Right
Multi-Family, Medium Density	MF-2	As of Right
Industrialized Housing	I-H	Subject to Review
Commercial	C	As of Right
Industrial	I	As of Right
Light Industrial	LI	As of Right
Office Professional	O-P	As of Right
Public Use	P	As of Right
Retail	R	As of Right
Planned Unit Development	PUD	As of Right

Figure 39. The appropriate uses for Employment Communities from the current zoning designations in Seguin are detailed above.



11. UNIVERSITY COMMUNITY

Intent

Central to the character of the University District is Texas Lutheran University. The community character of this area is determined by the university's influence on its surroundings. Because of this, uses that service college students, faculty, and visitors should be encouraged here, as well as housing mixes that are appropriate for a campus area. The residential density should be higher in this district than in surrounding districts, yet some single family designations are appropriate. Other acceptable land uses should be expressed in a manner complementary to university use. The intent of the University Community is to establish Seguin as a host City for TLU and thereby facilitate its growth and enhancement.

Visual Character

In the University Community, the campus dominates the visual character of the entire district. This influence is indirect, in that the university serves as an aggregator of activity, yet still arrayed as a cloister or internalized space. In this district, the ground plane functions as a transitional zone between the campus and the surrounding commercial and residential fabric. The street therefore mediates the relationship between the campus and the

surrounding elements of the Community. On the commercial/residential side of the street, activity is invited, with minimal transition from the common ground plane to private buildings. Conversely, due to the cloistered nature of university campuses, the interface is more defensive on the university side of the street, characterized by significant building setbacks, orientation of entries, and the larger scale of landscape elements.

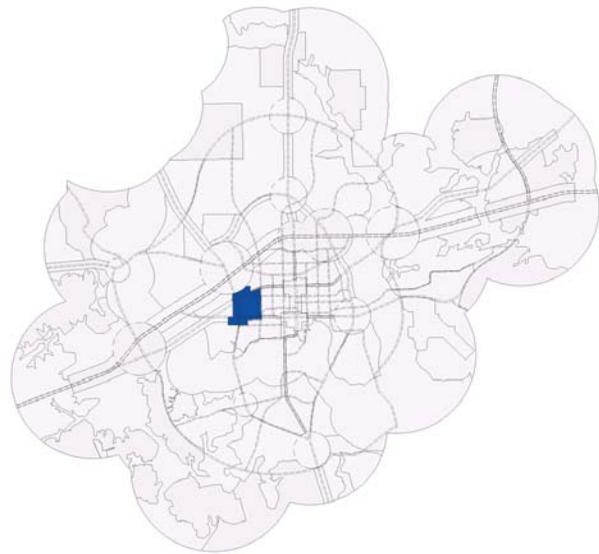


Figure 40. University Community Key Map.



CLASSIFICATION	DENSITY RANGE	
	Residential (dwelling unit/acre)	Non-Residential (Floor-Area Ratio)
Acceptable	> 25	2 - 3
Conditional	12 - 25	1 - 1.9
Restricted	8 - 11.9	0.5 - 0.9
Not Recommended	< 8	< 0.5

Figure 41. Within the University Community of Seguin, medium density residential and higher density non-residential uses are encouraged. The classifications are defined as follows:

Acceptable: No added conditions required for approval.

Conditional: Require review by City Staff. Design improvements shall be made that will accomplish objectives of the University Community.

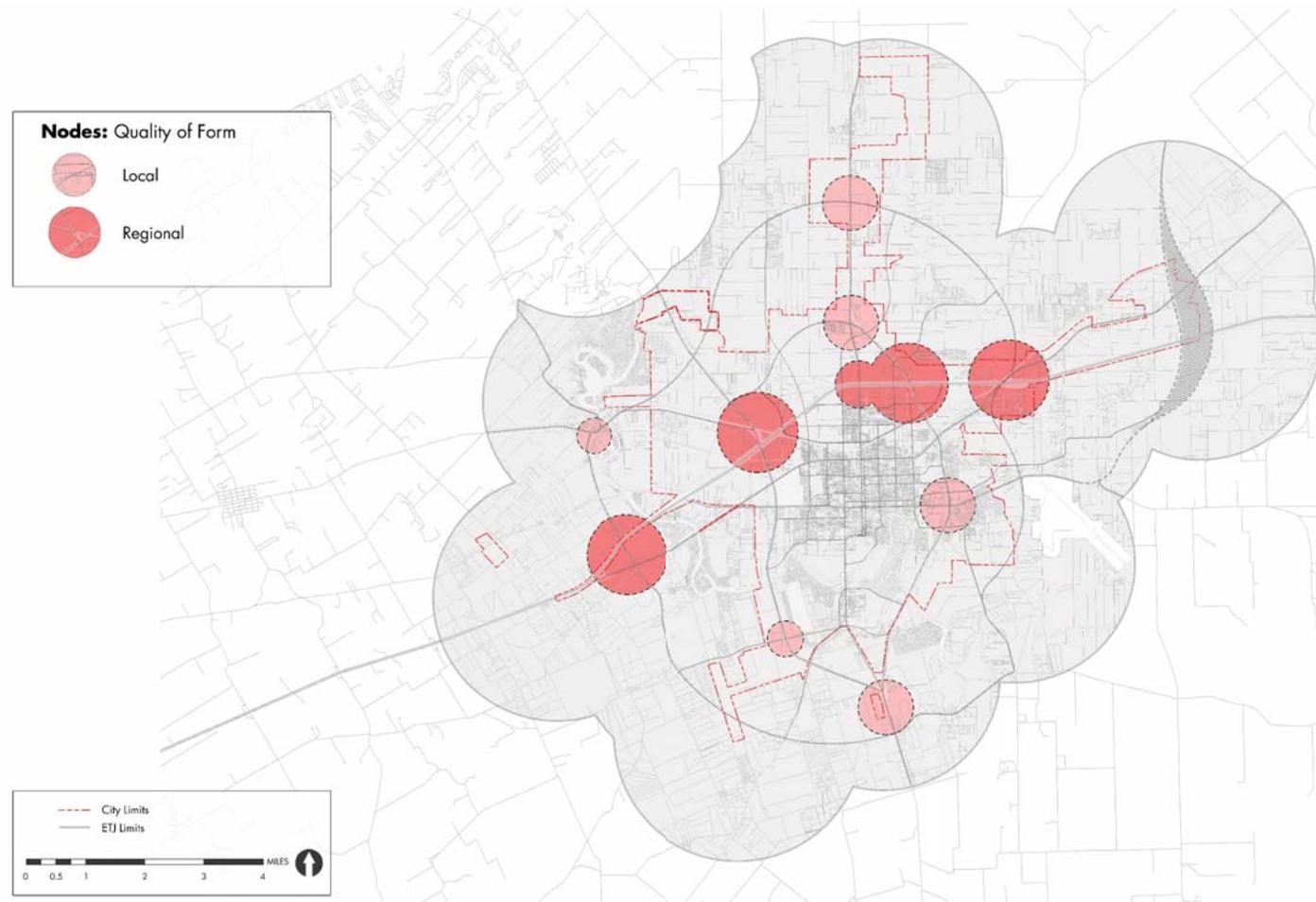
Restricted: Require Council Consideration. Formal recognition of conflict with district character and intent is required.

Not Recommended: Development plan is not appropriate for University Communities.

Zoning Category	Abbreviation	Use Qualification
Duplex, Low Density	DP-1	As of Right
Duplex, Medium Density	DP-2	As of Right
Townhouse	TH-1	As of Right
Multi-Family, Medium Density	MF-2	As of Right
Multi-Family, High Density	MF-3	Subject to Review
Commercial	C	As of Right
Office Professional	O-P	As of Right
Public Use	P	As of Right
Retail	R	As of Right
Planned Unit Development	PUD	As of Right

Figure 42. The appropriate uses for University Communities from the current zoning designations in Seguin are detailed above.

Figure 43. Map of the Nodes of Seguin.



THE NODES OF SEGUIN

As the neighborhood fabric can be found primarily in the Communities of Seguin, commercial activity is the primary determinant of district form in the Nodes of Seguin. The areas designated as Nodes should include retail, office, tech/flex, and multi-family residential activity, and should occur at intersections of major highways within the thoroughfare system. These nodes should increase in development intensity proportionately as the City itself grows. By aggregating commercial development at critical areas within the City, a concentration of value is created, enhancing the appeal of these areas for desirable development. Encouraging such growth at the Nodes (rather than along the corridors) will also enhance the visual character of the City.

The Nodes of Seguin are made distinctive through the legibility of their visual character. This is achieved by the expression of density in the Nodes (horizontal and/or vertical), the nature of activity at the ground level, and the patterns of movement within the node.

The Nodes of Seguin include:

1. Local Commercial Nodes
2. Regional Commercial Nodes



12. LOCAL COMMERCIAL NODES

Intent

As Seguin grows in the future, and new pockets of residential communities arise, those communities must have adequate access to commercial services, such as grocery stores, clinics, and office space. Currently, the majority of such activity occurs on the eastern edge of the City, along State Highway 123. To maintain property distribution of such uses throughout Seguin, and to define and preserve the value of non-residential areas, such uses should be aggregated in commercial nodes. These nodes of commercial activity should include uses that primarily serve the local community. Some residential housing forms are appropriate in the area as well.

Visual Character

The visual character of Local Nodes in Seguin is defined by a horizontal expression of density considerations, such as shopping centers with anchor establishments. Common building envelopes are horizontally expressed. In these Nodes, there is a decrease in the consolidation of uses when moving outward from the hub of the node. The nature of activity at the ground plane facilitates safety and convenience, as functionality tends to be the

strongest influence upon the visual character of Local Nodes. This strong influence of functionality upon the visual character of this district should be softened or enriched by design elements (such as landscape elements). Unlike Regional Nodes, the public and private circulation elements do not merge as readily; the public streets service site entries, rather than connect to them. In the Local Nodes, design enhancements should be defined to balance the oppressive tendency that functionality often imposes upon the visual character of these spaces.

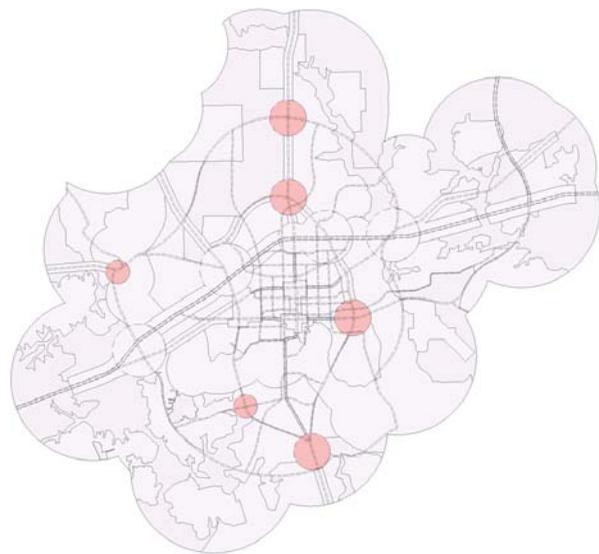


Figure 44. Local Commercial Nodes Key Map.



CLASSIFICATION	DENSITY RANGE	
	Residential (dwelling unit/acre)	Non-Residential (Floor-Area Ratio)
Acceptable	> 8	> 0.8
Conditional	6 - 8	0.3 - 0.8
Restricted	5 - 5.9	0.12 - 0.29
Not Recommended	< 5	< 0.12

Figure 45. Within the Local Commercial Nodes of Seguin, the predominant form is commercial in nature. Medium non-residential density ranges and higher residential density ranges are therefore established. The classifications are defined as follows:

Acceptable: No added conditions required for approval.

Conditional: Require review by City Staff. Design improvements shall be made that will accomplish objectives of the Local Commercial Nodes.

Restricted: Require Council Consideration. Formal recognition of conflict with *district character and intent is required*.

Not Recommended: Development plan is not appropriate for Local Commercial Nodes.

Zoning Category	Abbreviation	Use Qualification
Zero Lot Line	ZL	As of Right
Duplex, Medium Density	DP-2	As of Right
Townhouse	TH-1	As of Right
Multi-Family, Low Density	MF-1	As of Right
Multi-Family, Medium Density	MF-2	As of Right
Multi-Family, High Density	MF-3	As of Right
Commercial	C	As of Right
Office Professional	O-P	As of Right
Public Use	P	As of Right
Retail	R	As of Right
Planned Unit Development	PUD	As of Right
IH 10 Corridor Overlay District	IH 10	As of Right
State Hwy 46 Corridor Overlay District	SH 46	As of Right
State Hwy 123 Corridor Overlay District	SH 123	As of Right

Figure 46. The appropriate uses for Local Commercial Nodes from the current zoning designations in Seguin are detailed above.

13. REGIONAL COMMERCIAL NODES

Intent

It is important to create environments within the City of Seguin that encourage development at a regional scale. Aggregation of such development ensures preservation of land value and greater specialization of Land Use. Regional Nodes are critical to trip reduction, a much needed trend for Seguin's future. Therefore, establishing nodes of regional development are a key component of Seguin's Future Land Use Plan. Within this District, Regional Retail and Office uses should be found, as well as Regional and Community Multi-Family designations.

Visual Character

In Regional Nodes, the vertical expression of density is the predominant impact of the built elements on visual character. These vertical structures create legibility by defining a skyline. Buildings are allowed to host distinctive public, commercial, and social activity at the ground plane, as the ground plane is critical in the connection of the vertical elements with the horizontal elements within the node. First floor uses are generally retail or entertainment uses that enrich/fill the created pedestrian space. There is a high degree of public/private interdependency in the Regional Nodes.

The vehicular network in this district defines experiential orientation within the node, while pedestrian movement relies on the central hub of activity as an anchoring point. All movement within the node extends from a primary, central hub, and these movement systems are hierarchical in nature. In Regional Nodes, there is little separation or distinction between public and private systems of circulation. The private (and privatized) streets become a functioning part of the overall circulation pattern within Regional Nodes, with the street space blending into the fabric of private spaces within the ground plane.

CLASSIFICATION	DENSITY RANGE	
	Residential (dwelling unit/acre)	Non-Residential (Floor-Area Ratio)
Acceptable	> 25	> 2.5
Conditional	15 - 25	1.2 - 2.5
Restricted	0.8 - 14.9	0.8 - 1.19
Not Recommended	< 8	< 0.8

Figure 48. Within the Regional Nodes of Seguin, the predominant form urban in nature. High residential and non-residential density ranges are therefore encouraged. The classifications are defined as follows:

Acceptable: No added conditions required for approval.

Conditional: Require review by City Staff. Design improvements shall be made that will accomplish objectives of the Regional Nodes.

Restricted: Require Council Consideration. Formal recognition of conflict with district character and intent is required.

Not Recommended: Development plan is not appropriate for Regional Nodes.

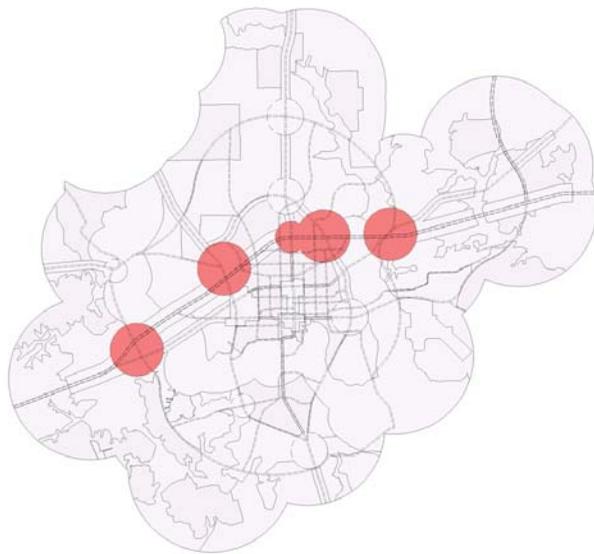


Figure 47. Regional Commercial Nodes Key Map.

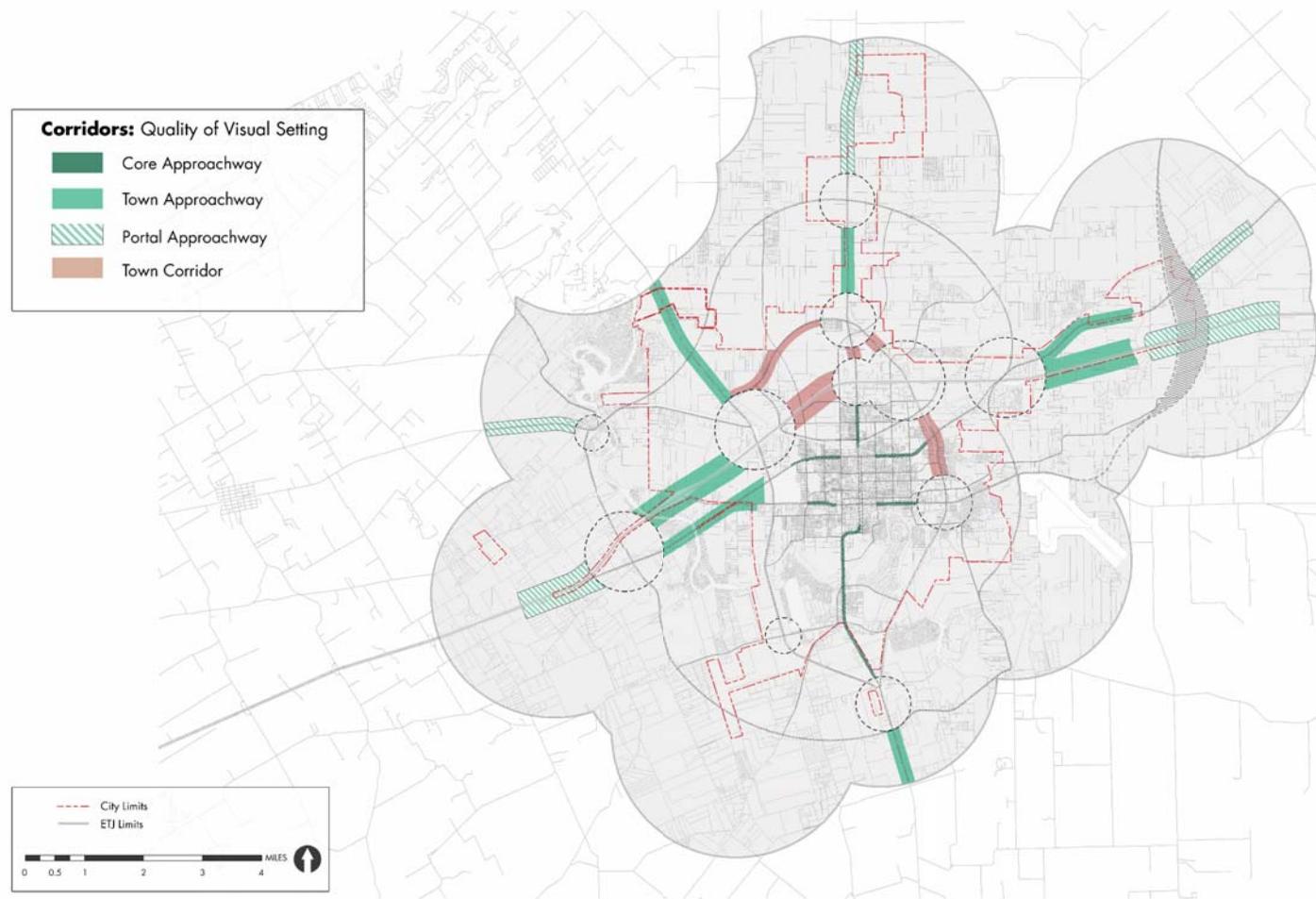


Zoning Category	Abbreviation	Use Qualification
Zero Lot Line	ZL	As of Right
Townhouse	TH-1	As of Right
Multi-Family, Medium Density	MF-2	As of Right
Multi-Family, High Density	MF-3	As of Right
Commercial	C	As of Right
Office Professional	O-P	As of Right
Public Use	P	As of Right
Retail	R	As of Right
Planned Unit Development	PUD	As of Right
IH 10 Corridor Overlay District	IH 10	As of Right
State Hwy 46 Corridor Overlay District	SH 46	As of Right
State Hwy 123 Corridor Overlay District	SH 123	As of Right

Figure 49. The appropriate uses for Regional Commercial Nodes from the current zoning designations in Seguin are detailed above.



Figure 50. Map of the Corridors of Seguin.



THE CORRIDORS OF SEGUIN

The Corridors of Seguin are those districts that are characterized by their association to a major thoroughfare. This association is a significant determinant of suitable land use, but is also important in the creation of a distinctive urban form. Because of this, the land use distributions in the Corridors will be similar to that of the adjacent districts, yet they will maintain more specific design directives to provide a sense of approach to, transition through, or arrival at key locations within the City of Seguin. As Corridors pass through significant Areas of the City, specifications will be provided for the preservation of the desired landscape.

In the Corridors of Seguin, the defining visual attribute is context definition. This is achieved in urban corridors via street definition, and in rural corridors via presence and prevalence of the ground plane.

The Corridors of Seguin include:

1. Core Approachway
2. Town Approachway
3. Town Corridor
4. Portal Approachway

14. CORE APPROACHWAY

Intent

Because the approach to the Town Core is such a critical component in organizational form for the City, these corridors should be visually distinct from their surrounding fabric. Land use designations in this district should be primarily commercial, with appropriate single family and multifamily uses that complement adjacent non-residential activity. All uses and designations should signal and enhance the sense of approach and arrival to the Town Core.

Visual Character

The Core Approachway provides the conclusion to the Rural-Urban experiential sequence, terminating at the Town Core. In the Core Approachway, the influence of the ground plane gives way to the influence of street definition. Buildings reinforce the street with a strict orthogonal relationship and maintenance of unified setbacks and spacing. Thematic street enhancements intensify as they announce the forthcoming downtown destination while still remembering the rural setting where the sequence began. Therefore, urban elements such as banners and special signage is introduced in ever greater frequency as downtown approaches. The interface

between the street and the buildings becomes more non-defensive, as uses are predominantly commercial. This commercial activity is celebrated through diverse signage. Landscaping, street lighting, and other elements assume a more uniform distribution, until arriving at the downtown plaza, where the street space and pedestrian space finally merge into a shared ground plane.

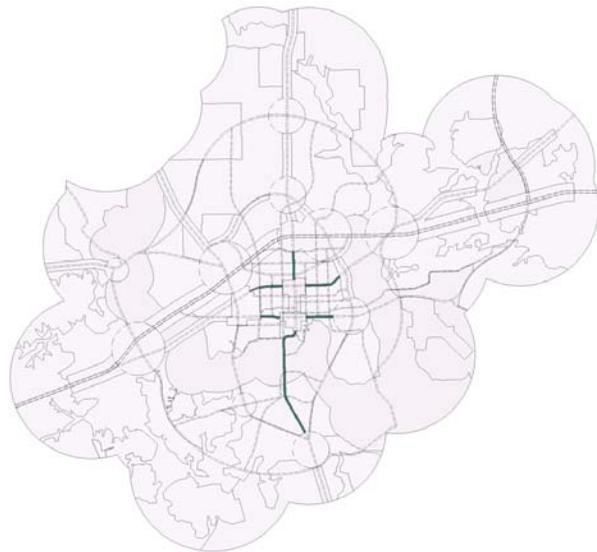


Figure 51. Core Approachway Key Map.



CLASSIFICATION	DENSITY RANGE	
	Residential (dwelling unit/acre)	Non-Residential (Floor-Area Ratio)
Acceptable	20 - 25	0.5 - 1.2
Conditional	15 - 19	0.3 - 0.4
Restricted	12 - 14	0.25 - 0.29
Not Recommended	< 12	< 0.25

Figure 52. Within the Core Approachways of Seguin, the predominant form is urban in nature, though the non-residential uses should not compete with adjacent nodes or the Town Core. High residential density ranges and medium non-residential density ranges are therefore established. The classifications are defined as follows:

Acceptable: No added conditions required for approval.

Conditional: Require review by City Staff. Design improvements shall be made that will accomplish objectives of the Core Approachways.

Restricted: Require Council Consideration. Formal recognition of conflict with district character and intent is required.

Not Recommended: Development plan is not appropriate for Core Approachways.

Zoning Category	Abbreviation	Use Qualification
Residential Estate	RE	If Historic
Multi-Family, Medium Density	MF-2	As of Right
Multi-Family, High Density	MF-3	Subject to Review
Commercial	C	As of Right
Office Professional	O-P	As of Right
Public Use	P	As of Right
Retail	R	As of Right
Planned Unit Development	PUD	As of Right

Figure 53. The appropriate uses for Core Approachways from the current zoning designations in Seguin are detailed above.



15. TOWN APPROACHWAY

Intent

As highway traffic increases in the region, it becomes increasingly important to develop a cognitive form for the City along its major approachways. Although much of this area is unbuilt today, property along highways is generally the first to attract development. Because of this, land use designations in the Town Approachway districts should provide indication of approach into the City of Seguin, preserving the character of the adjacent landscape. They should also encourage appropriate development practices that reinforce the sequential intensification of the road (as it approaches downtown) but is also compatible with the land use districts being traversed. The primary land uses in this district include multi-family residential, agricultural, conservation areas, and rural single family residential.

Visual Character

The Town Approachways provide an introduction to the experiential sequence of rural to urban form that should characterize movement toward the Town Core (the most urban of city forms). The street definition is determined by the treatment of the ground plane between the built fabric and the street. The built fabric in this district has gained a stronger visual presence than

that of the Portal Approachways, with individual buildings set in spacious environments. This visual introduction to urban elements must be present without overpowering the ground plane. In the Town Approachways, it is important that the street functions as a street, not as a highway. Therefore, incremental highway uses, such as truck stops, should not find expression in this environment.

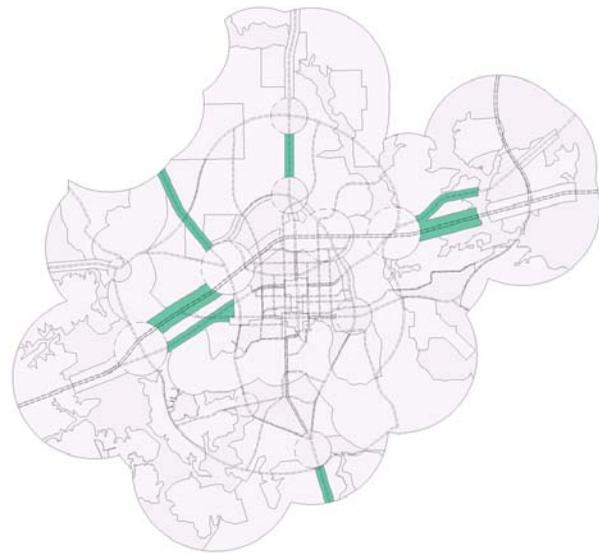


Figure 54. Town Approachway Key Map.



CLASSIFICATION	DENSITY RANGE	
	Residential (dwelling unit/acre)	Non-Residential (Floor-Area Ratio)
Acceptable	< 5	0.2 - 0.3
Conditional	6 - 10	0.4 - 0.5
Restricted	11 - 12	0.6 - 1
Not Recommended	> 12	> 1

Figure 55. Within the Town Approachways of Seguin, the predominant form is suburban in nature. Medium residential density and low non-residential density ranges are established. The classifications are defined as follows:

Acceptable: No added conditions required for approval.

Conditional: Require review by City Staff. Design improvements shall be made that will accomplish objectives of the Town Approachways.

Restricted: Require Council Consideration. Formal recognition of conflict with district character and intent is required.

Not Recommended: Development plan is not appropriate for Town Approachways.

Zoning Category	Abbreviation	Use Qualification
Agricultural Ranch	A-R	As of Right
Suburban Residential	SR	As of Right
Single Family Residential	R-1	As of Right
Zero Lot Line	ZL	Subject to Review
Commercial	C	As of Right
Public Use	P	As of Right
Retail	R	As of Right
Planned Unit Development	PUD	As of Right
IH 10 Corridor Overlay District	IH 10	As of Right
State Hwy 46 Corridor Overlay District	SH 46	As of Right
State Hwy 123 Corridor Overlay District	SH 123	As of Right

Figure 56. The appropriate uses for Town Approachways from the current zoning designations in Seguin are detailed above.

16. TOWN CORRIDOR

Intent

Town corridors serve the purpose of recognizing the development potential of traffic volumes they host while also reinforcing the more intense aggregation of nodes. The contrast between corridors and nodes is what makes the nodes visible and what prevents strip development of the City's arterials. Town corridors also cross land use districts that are primary residential or natural. Therefore, aspects of preservation, transition, and buffer are also important.

Visual Character

In the Town Corridors, the centrality of the adjacent Nodes should be reinforced, and their energy should be preserved. This is achieved by maintaining an unconsolidated pattern of buildings, as opposed to strip commercial centers. This allows a greater expression of landscape, breaking up the architectural elements, and subduing the influence of architecture as a street-defining element. This reinforces the impact and influence of the Nodes. Additionally, backer roads, rather than frontage roads, should be incorporated as access points to sites in the Town Corridors. Backer Roads allow building to retain corridors visibility while deriving their access/

egress and parking capacity on sides of the building away from the corridor frontage. This placement of support functions will allow a more naturalized development of the corridor front and thereby afford greater recognition of the node. Landscape is essential and greater landscape should be required here.

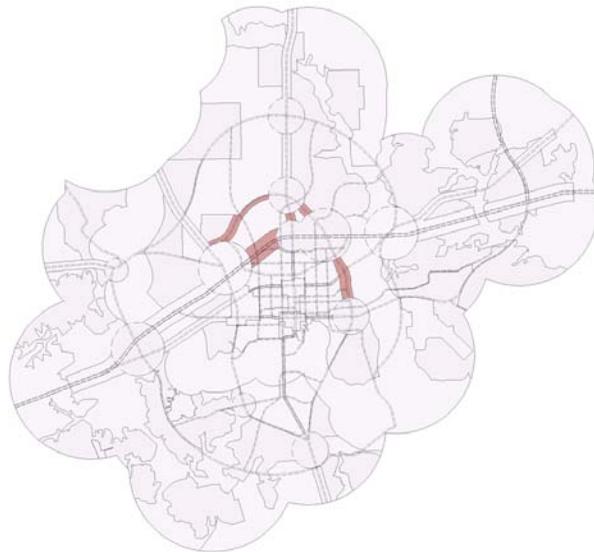
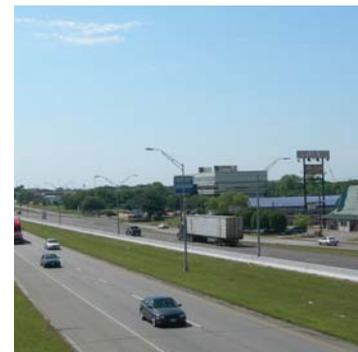
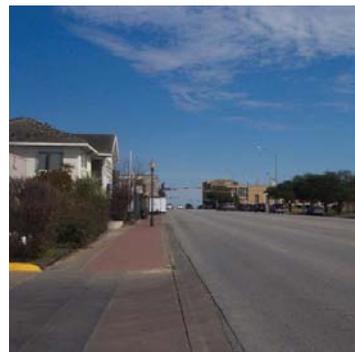


Figure 57. Town Corridor Key Map.



CLASSIFICATION	DENSITY RANGE	
	Residential (dwelling unit/acre)	Non-Residential (Floor-Area Ratio)
Acceptable	5 - 25	0.2 - 0.3
Conditional	3 - 4	0.4 - 0.5
Restricted	2 - 2.9	0.6 - 1
Not Recommended	< 2	> 1

Figure 58. Within the Town Corridors of Seguin, the urban form is governed by a mixture of high density residential and low density non-residential development. The classifications are defined as follows:

Acceptable: No added conditions required for approval.

Conditional: Require review by City Staff. Design improvements shall be made that will accomplish objectives of the Town Corridors.

Restricted: Require Council Consideration. Formal recognition of conflict with district character and intent is required.

Not Recommended: Development plan is not appropriate for Town Corridors.

Zoning Category	Abbreviation	Use Qualification
Agricultural Ranch	A-R	As of Right
Suburban Residential	SR	As of Right
Single Family Residential	R-1	As of Right
Zero Lot Line	ZL	As of Right
Multi-Family, Low Density	MF-1	As of Right
Multi-Family, Medium Density	MF-2	As of Right
Multi-Family, High Density	MF-3	As of Right
Industrialized Housing	I-H	Subject to Review
Commercial	C	As of Right
Light Industrial	LI	Subject to Review
Office Professional	O-P	As of Right
Public Use	P	As of Right
Retail	R	As of Right
Planned Unit Development	PUD	As of Right
IH 10 Corridor Overlay District	IH 10	As of Right
State Hwy 46 Corridor Overlay District	SH 46	As of Right
State Hwy 123 Corridor Overlay District	SH 123	As of Right

Figure 59. The appropriate uses for Town Corridors from the current zoning designations in Seguin are detailed above.



17. PORTAL APPROACHWAY

Intent

Portal Approaches serve the purpose of creating a visual separation between the fabric of Seguin and regional contexts beyond Seguin that would detract from that fabric. Here the road in a rural (pre-development) setting is the desired image. Also Portal Approachways encourage greater aggregation of commercial land uses by suppressing strip forms of development. Finally, the Rural Approach is a spatial device that allows recognition of street conditions leading to the City and street conditions within the City (such as transitions between rural Farm to Market roads and wider divided roadways of Seguin). Such allows transition instead of abrupt confrontation.

Visual Character

Portal Approachways are intended to create a visual separation—a relief—from any adjacent contextual element that would define or influence the impression made at the entrance to Seguin. It is important therefore to remove the contextual elements from interface with the street within the Portal Approachways, establishing a pristine, landscape-dominant ground plane that cleanses the visual palate prior to entry to the City. Greater setbacks, shorter buildings, dramatic drifts of trees (instead of planted

rows), transparent expression of property lines (e.g. barbed wire fences), and broad vistas are visual aspects of the Portal Approach. Monuments announcing entry to the City are located here and mean to be viewed in an open landscape.

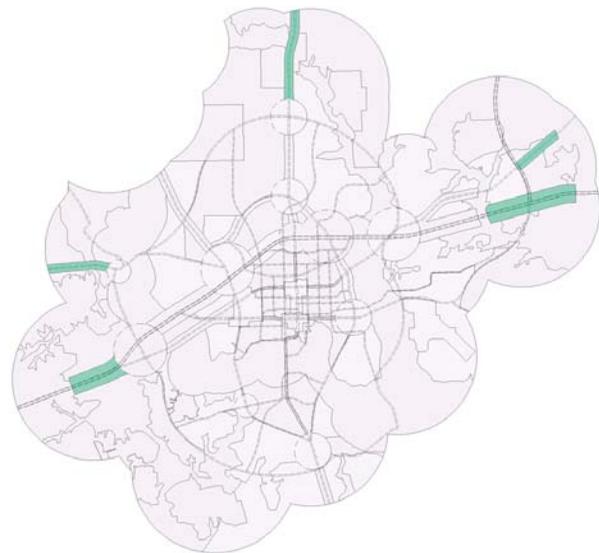


Figure 60. Portal Approachway Key Map.



CLASSIFICATION	DENSITY RANGE	
	Residential (dwelling unit/acre)	Non-Residential (Floor-Area Ratio)
Acceptable	< 3	0.2 - 0.3
Conditional	3.1 - 5	0.18 - 0.19
Restricted	5.1 - 6	0.16 - 0.17
Not Recommended	> 6	< 0.16

Figure 61. Within the Portal Approachways of Seguin, the predominant form is rural in nature. Lower residential and non-residential density ranges are therefore established. The classifications are defined as follows:

Acceptable: No added conditions required for approval.

Conditional: Require review by City Staff. Design improvements shall be made that will accomplish objectives of the Portal Approachways.

Restricted: Require Council Consideration. Formal recognition of conflict with district character and intent is required.

Not Recommended: Development plan is not appropriate for Portal Approachways.

Zoning Category	Abbreviation	Use Qualification
Agricultural Ranch	A-R	As of Right
Suburban Residential	SR	As of Right
Single Family Residential	R-1	As of Right
Zero Lot Line	ZL	Subject to Review
Public Use	P	As of Right
Planned Unit Development	PUD	As of Right
IH 10 Corridor Overlay District	IH 10	As of Right
State Hwy 46 Corridor Overlay District	SH 46	As of Right
State Hwy 123 Corridor Overlay District	SH 123	As of Right

Figure 62. The appropriate uses for Portal Approachways from the current zoning designations in Seguin are detailed above.

Figure 63. The Future Land Use Plan for Seguin.

