



# KILGORE DOWNTOWN PLAN

**KILGORE 2030**

————— *Who will we be?*

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# INTRODUCTION



# INTRODUCTION

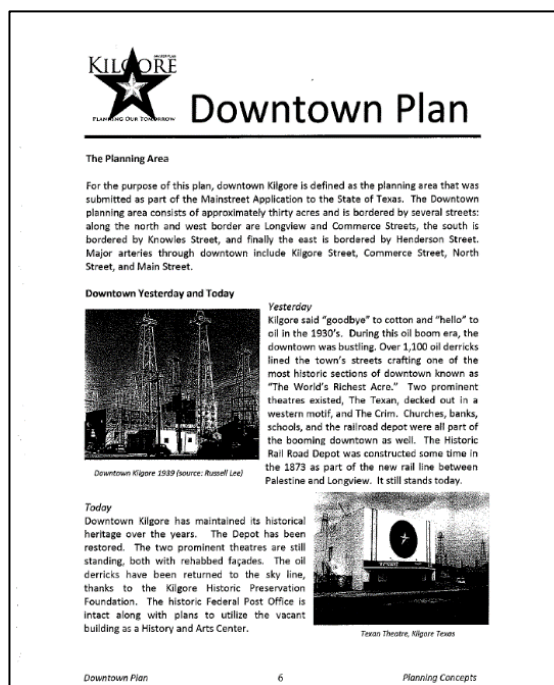
## ABOUT THE PLAN

The Kilgore Downtown Plan is intended to create a cohesive vision for Downtown Kilgore and provide key strategies to further its revitalization. In order to better understand and mold the vision for Downtown Kilgore, the Plan evaluated existing City documents, surveys, and input from residents and stakeholders. Supervision from an Advisory Committee (AC) also played a crucial role in guiding the document to its completion. Overall, this Plan provides guidance for the City regarding future development and redevelopment opportunities within Downtown and provides proven strategies for economic growth. An outline of actionable items for the City to focus on can be found in the Implementation Chapter.

## 2008 DOWNTOWN PLAN

In 2008, the City adopted the Master Plan, a long-range planning tool intended to be used by City staff, decision-makers and residents to guide the growth and physical development of Kilgore for the next 10 to 20 years. This document included a Downtown Plan that evaluated existing conditions and programs within Downtown Kilgore. A survey and workshop specific to Downtown were also conducted to understand residents' opinions of the area and how they viewed it moving forward. From this, the following five goals were identified to help revitalize Downtown:

1. Enhance the pedestrian environment by including streetscape, parks, plazas, lighting, parking area plans and wayfinding signage.
2. Support current businesses within the Downtown area and create a recruitment program for new businesses.
3. Create a mix of uses in Downtown that will allow the center of Kilgore to be revitalized.
4. Support historic preservation within the Downtown area.
5. Create new residential opportunities in Downtown, including infill development.



## MAIN STREET SURVEY

To better understand how residents and users of Downtown Kilgore feel about the area, an online survey was created that was advertised via email, websites, social media and at City Hall. The online survey was available from June 22 through July 15, 2018. The survey received 571 responses, revealing substantial information relating to Downtown. Notable survey results include the following:

- The majority of respondents only visit Downtown Kilgore once a week.
- About 74 percent of respondents visit Downtown for the restaurants.
- Approximately 80 percent of those who took the survey would like more food events to be held in Downtown.
- Of the various amenities that could improve Downtown Kilgore, most survey participants thought adding nightlife or entertainment amenities would make the area more desirable to live, work and visit.

## THEATER STUDY

As part of historic preservation efforts, the Kilgore Historical Preservation Foundation (KHPF) invested in the preservation of two major landmarks in Downtown Kilgore: the Crim and Texan Theaters. As part of the effort, workshops were held to identify goals for the designs of the theaters as well as the aesthetic of the facades and interiors. Additionally, a master plan was created to emphasize connectivity between the two theaters and enhance the Downtown area.

# INTRODUCTION

## STUDY AREA

The study area for this Kilgore Downtown Plan is bound by the railroad tracks on the northeast, Henderson Boulevard to the east, Houston Street on the south and Commerce Street on the west. The core of Downtown is along Kilgore Street between Sabine Street and Main Street, and along Main Street from Commerce Street to Rusk Street. Significant capital improvements have already been achieved in this core area of Downtown, including landscaped sidewalk bulb-outs, crosswalk improvements and string lighting across these two key streets. Additionally, a Main Street Overlay District has been zoned over the blocks from Danville Street to Kay Street between Commerce Street and Martin Street. The Main Street Overlay District is intended to foster a strong viable

Downtown as a commercial, business, civic, residential and cultural art center with its own unique identity. Within this overlay, a Downtown Entertainment District has been zoned between Commerce Street, South Street, Rusk Street and Danville Street. This zoning district encourages establishments that provide entertainment and may have extended evening hours (e.g., restaurants, night clubs, theaters and retail stores) to enhance nightlife within the Main Street boundary. Within the larger area, a Cultural District has been established to include the East Texas Oil Museum, Broadcasting Museum, Kilgore Public Library and the Rangerette Showcase Museum. Most of these facilities are within the Downtown Plan study area.



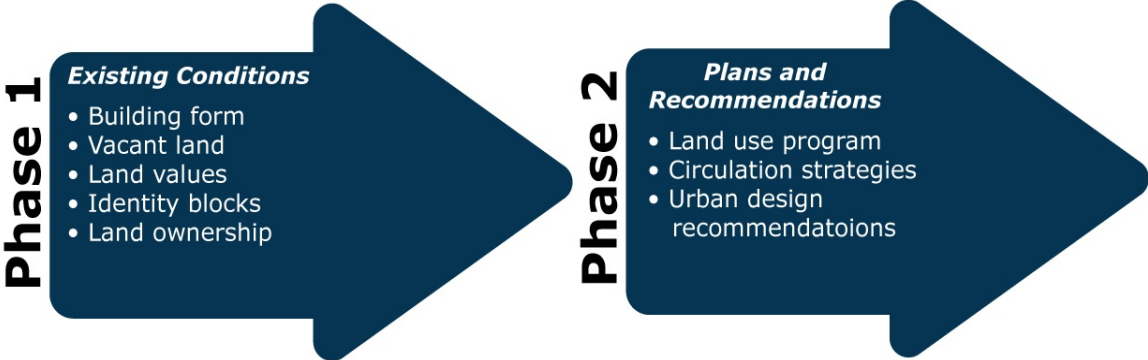
Figure 1. Downtown Plan Study Area



# INTRODUCTION

## PLANNING PROCESS

The planning process included two phases: analysis of existing conditions and the development of plans and recommendations.



### PHASE 1: ANALYSIS OF EXISTING CONDITIONS

The 2019 Downtown Plan kicked off with a site tour in which the consultant photo-documented the existing physical conditions. Upon completion of the visual analysis and initial assessment of existing conditions, the consultant team met with key stakeholders and held an open house for the community to identify areas of interest and/or needs for the neighborhood. With information gathered from key stakeholders and community input, the consultant team began a thorough analysis of the existing conditions, examining the following traits:

- Figure-ground of the urban building form
- Land values
- Key identity blocks
- Vacant land
- Land ownership patterns

Chapter 2 reviews the analysis in detail with supporting maps and a concluding map that highlights the key areas where reinvestment could occur first. A high-level market assessment was completed at this point to help support and define recommendations during the design process.

### PHASE 2: PLANS AND RECOMMENDATIONS

Based on the findings from the existing conditions analysis and market assessment, the consultant developed a land use program, circulation strategies and urban design recommendations that ultimately formed the illustrative plan for Downtown Kilgore. District branding and parking strategies are also included in this phase to make Downtown Kilgore identifiable and memorable to residents and visitors.

## COMMUNITY INPUT

### ADVISORY COMMITTEE MEETING #1

**Date:** July 16, 2019

**Location:** Kilgore City Hall

**Purpose:** To kick off the project, explain the planning process, and obtain input relating to issues and opportunities within Downtown Kilgore.

**Summary:** The consultant team provided a presentation to familiarize the Advisory Committee (AC) with the project and the steps required to formulate the Downtown Plan. Following this, a day-long charette was conducted that covered key components of the Plan – including existing conditions and opportunities relating to Downtown Kilgore. Key highlights of the input include the following:

- There are no primary gathering places in Downtown Kilgore.
- Downtown lacks businesses that provide nightlife amenities.
- There are successful businesses in Downtown Kilgore, but these do not attract people to spend time in the area.
- There is a need for more restaurants.
- Parking should be consolidated to increase walking and accommodate events in Downtown.
- There is a considerable amount of vacant buildings located in Downtown.
- It is important that Downtown leverage its existing assets – the Shakespeare Festival, the Rangerette Museum and its proximity to Kilgore College.



# INTRODUCTION

## STAKEHOLDER INTERVIEWS

**Date:** July 17, 2019

**Location:** Kilgore City Hall

**Purpose:** To inform property owners, merchants, City-related entities and others of the project and obtain their input relating to issues and opportunities in Downtown Kilgore.

**Summary:** Through a series of interviews, stakeholders were asked questions relating to Downtown Kilgore. Questions ranged from how stakeholders envision Downtown Kilgore in the future to what the potential challenges are as it relates to reducing unoccupied business space. Highlights of the stakeholder input include the following:

- The City should consider providing financial incentives to encourage the redevelopment of vacant properties in Downtown.
- More activities should be provided in Downtown Kilgore past 5:00 pm.
- More sidewalk improvements are needed to connect Downtown to Kilgore College.
- More housing options are needed in Downtown Kilgore to accommodate younger populations such as students.
- The City should evaluate existing building codes and regulations to reduce costs associated with the redevelopment of Downtown.
- The City should consider incorporating more green space into Downtown Kilgore to encourage more activity.
- More family amenities are needed in Downtown Kilgore to provide activities for the youth.



## COMMUNITY OPEN HOUSE

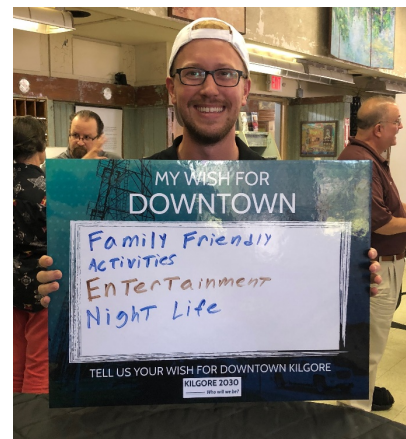
**Date:** August 22, 2019

**Location:** Old Post Office

**Purpose:** To inform the public of the project and obtain their input relating to issues and opportunities in Downtown Kilgore.

**Summary:** Meeting attendees watched a presentation to become familiar with the project and the steps required to formulate the Plan. Following this, attendees were asked to provide input on boards relating to amenities desired and how they envision Downtown Kilgore in the future. Highlights of the public input include the following:

- Most attendees agreed that they would like more outdoor dining, coffee shops, entertainment venues, retail shops, townhomes and boutique hotels.
- Many attendees identified the need for enhanced lighting in Downtown.
- A significant number of attendees identified the need for more outdoor gathering spaces in Downtown.
- Attendees identified the need for more art festivals and farmers markets in Downtown.
- Many identified the need for more street trees in Downtown Kilgore.
- It should be made a priority to revitalize the Crim Theater.
- Multiple attendees identified locations where they would like to see higher density housing.
- Many felt there is a need for nightlife amenities for those that attend Kilgore College.



# INTRODUCTION

## ONLINE SURVEY

**Date:** October 11 – November 2, 2019

**Purpose:** To collect input from the community, including those who may not attend more traditional public meetings.

**Summary:** A summary of the responses regarding Downtown Kilgore today and in the future is included below.

### KILGORE TODAY

**Most Agreed-with Statement:** Vacant buildings in Downtown Kilgore deter or prevent me from visiting the area.

**Most Disagreed-with Statement:** There is adequate housing (apartments, lofts, townhomes, etc.) in or near Downtown Kilgore.

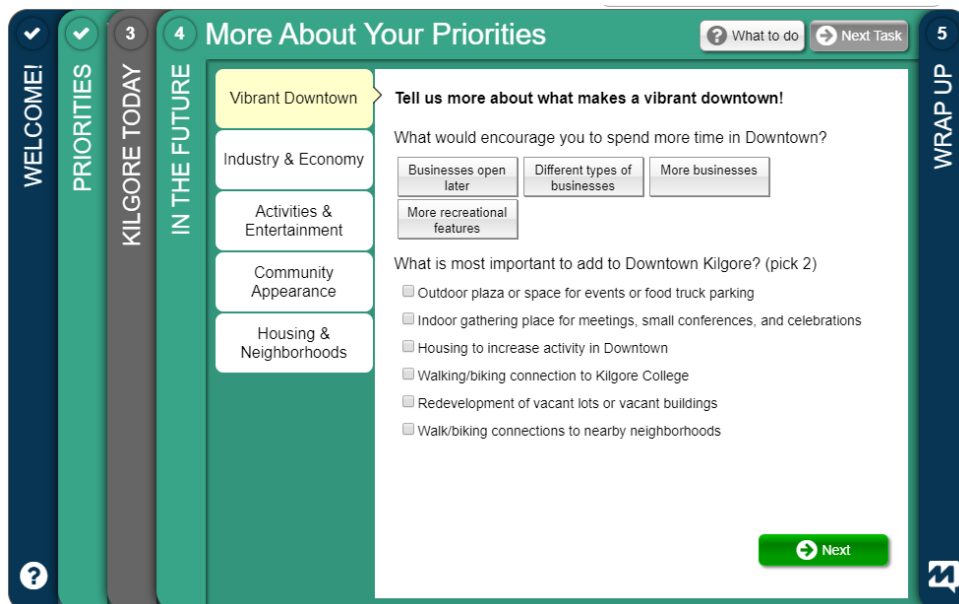
### IN THE FUTURE

What would encourage you to spend more time in Downtown?

1. **More businesses.**
2. **Different types of businesses.**
3. Businesses open later.
4. More recreational features.

What would encourage you to spend more time in Downtown?

1. **Redevelopment of vacant lots or vacant buildings.**
2. **Outdoor plaza or space for events or food truck parking.**
3. **Indoor gathering place for meetings, small conferences and celebrations.**
4. Housing to increase activity in Downtown.
5. Walking/biking connections to nearby neighborhoods.
6. Walking/biking connection to Kilgore College.



## ADVISORY COMMITTEE MEETING #2

**Date:** June 24, 2020

**Location:** Kilgore City Hall

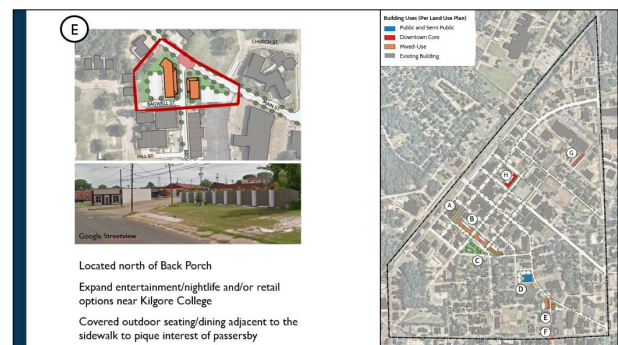
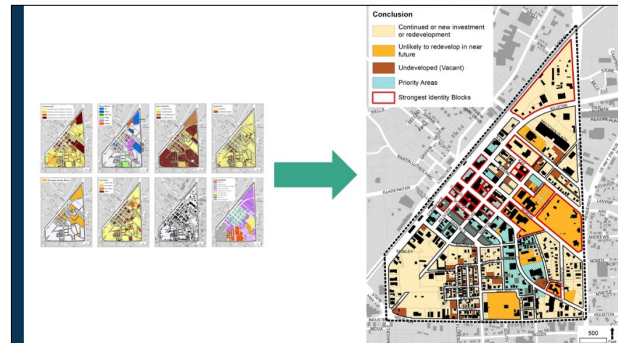
**Purpose:** To present the draft Downtown Plan and discuss feedback.

**Summary:** The primary objective of this meeting was to identify any necessary revisions prior to releasing the draft for public comment.

The meeting included an overview of each of the catalyst projects, branding and parking recommendations, and implementation actions. Following the presentation, the Advisory Committee, City Staff, and the consultant team engaged in discussion about the draft plan.

- The Advisory Committee expressed concern regarding impacts to existing businesses near Catalyst Project A. To address these concerns, the proposed project was revised to focus on utilizing the public right-of-way and currently vacant land for the foreseeable future.
- The Advisory Committee also expressed concern regarding the viability of a proposed mixed-use development within Catalyst Project B. In response, the proposed project was revised to plan for medium- to high-density residential options in a “flex space” configuration, which would allow for eventual transition to mixed-use development if supported by the local market.

Following these revisions, the Advisory Committee directed the project team to share the draft with the community for feedback.



# INTRODUCTION

## COMMUNITY OPEN HOUSE #2

September 28 - November 15, 2020 | 350 Participants

The City conducted a second community open house, which was held virtually. The following two questions pertained to this Downtown Plan. For full results, please see the Comprehensive Plan.

Q10	How well do each of the proposed Catalyst Projects represent the Community's vision for the future of Kilgore?						
		DOES NOT REPRESENT COMMUNITY'S VISION				COMPLETELY REPRESENTS COMMUNITY'S VISION	REPRESENTS THE VISION (1-5)
		1	2	3	4	5	
Gathering space / plaza on Kilgore St. Near the Texan	2.61%	1.30%	9.13%	21.30%	68.26%	4.6	
	6	3	21	49	157		
Medium to High Density Housing near Texan and Old Post Office	7.39%	6.96%	15.22%	20.43%	50.87%	4.0	
	17	16	35	47	117		
Community Park as buffer between new apartments and existing neighborhood	4.35%	3.91%	11.30%	16.96%	64.35%	4.4	
	10	9	26	39	148		
Reuse of underutilized building(s) on Main Street for Community Center or other civic uses	2.62%	1.75%	8.30%	18.34%	69.87%	4.5	
	6	4	19	42	160		
Redevelopment of properties at intersection of Broadway and Main St.	2.18%	4.80%	7.86%	19.21%	66.38%	4.4	
	5	11	18	44	152		
Streetscape improvements at intersection of Broadway and Main St.	2.61%	3.04%	7.83%	20.00%	66.96%	4.5	
	6	7	18	46	154		
Housing development for 55 and over at intersection of Barton and Lantrip St.	3.06%	5.24%	11.35%	20.96%	60.26%	4.3	
	7	12	26	48	138		
Strategic redevelopment of other underutilized downtown properties for mixed use.	2.61%	1.74%	10.87%	19.57%	65.65%	4.5	
	6	4	25	45	151		



Q10 Comments	
1	Y'all trying to redo all of kilgore we like kilgore small and like it to shut down early if we wanted bigger wed move to Dallas Tyler or longview or louisiana people in kilgore don't even like to go to longview unless we really have to. They get new people in here on board out of town and we don't want bigger and later we want to fix the buildings and roads and houses we have and more entertainment
2	Affordable rental housing needed for young families
3	Kilgore keeps pushing shop kilgore, but kind of hard to do when we have already spent so much money on doing the lights post for no one to see. Due to tge fact that nothing is open or a draw after 5pm in our city of kilgore. We all have to work jobs and dont get iff till 5pm or after. So what are we supposed to be shopping for in kilgore when nothing is open downtown.
4	Love all plans!!! We have a charming downtown and at events especially Christmas it feels like a Hallmark movie.
5	Great idea's all.
6	Gathering space: We currently have the World's Richest Acre to gather in downtown. Housing: Adding housing may only increase the misuse of downtown sidewalks as skateboard and bike paths. Community park: We already have a nice community park, pool, and splashpad. Recommend we continue upgrading these existing facilities. Civic Center: We currently have a very nice community center that is neglected and in desperate need of remodeling and maintenance. Broadway & Main: YES, YES, YES! Senior housing: Maybe, the space could also expand for retail. Redevelopment: YES, YES, YES! Some new building owners are already making plans to turn the old Print Center building into a gaming place. Mitch Moering Strings could use financial assistance to remodel his new building across the street from the old Print Center. James & Sue have great downtown plans and the finances to remodel. Assiting these building owners may be the least expensive way to improve properties and downtown use.
7	There are a lot of empty buildings/store fronts throughout the downtown area and most probably have asbestos in the insulation or building materials. Has the city management considered removing the asbestos and remodeling/repairing the buildings/store fronts to draw new businesses into those areas?
8	We oppose the expansion of the multi-family housing and rental housing in this town, as this type of developments are known to increase crime and to generally attract residents who are not invested in the community.
9	There are businesses on the "other" side of the planned public area in front of the Texan. What plans have been considered to help those businesses with traffic being cut off for them? More residential space near downtown would be great, as long as the properties are not part of Section 8 properties. Utilizing vacant buildings for a community center on Main Street could be advantageous for downtown. The building shown in the Main Street Advisory Board meeting a couple of months ago is actually owned by Kilgore College. Is there some provision to purchase the building from KC? In addition, the plats in that presentation did not list the Texas Broadcast Museum as a non-profit, as I recall. For accuracy's sake, that should be corrected to see if it makes a difference in future plans. In addition, TBM has a venue available to the public. Was that any consideration in these plans? Development of any unutilized properties would be good for the city, as would construction of new buildings. There is too much in vacancy in downtown Kilgore for it to be a standout area. It could be much improved.
10	Love this plan!
11	Enough fast food. Stop bringing them in.
12	A public space for gather/food trucks/more music/festivals/etc would be great ideas. Parking lots would be great! More decorative lighting (string lights), speakers with music. All would be nice additions.
13	I just don't see why you would redevelop something downtown for a community center when you have the Community House that could be utilized and is very prominent when driving through town.
14	awesome.
15	These are great projects, I hope some or all of them are implemented.
16	MORE DOWNTOWN

# INTRODUCTION

<b>Q11</b>		<b>Please rank the proposed Catalyst Projects in terms of how important you believe they are in achieving the Community's vision for the future of Kilgore?</b>									
			8	7	6	5	4	3	2	1	
			MOST IMPORTANT							LEAST IMPORTANT	SCORE %
Gathering space / plaza on Kilgore St. Near the Texan			35.65%	14.81%	8.80%	10.65%	6.94%	8.80%	6.94%	7.41%	71%
			77	32	19	23	15	19	15	16	
Medium to High Density Housing near Texan and Old Post Office			15.00%	18.64%	10.00%	10.91%	13.18%	9.09%	10.91%	12.27%	60%
			33	41	22	24	29	20	24	27	
Community Park as buffer between new apartments and existing neighborhood			5.99%	14.29%	19.35%	14.75%	11.06%	11.52%	11.52%	11.52%	56%
			13	31	42	32	24	25	25	25	
Reuse of underutilized building(s) on Main Street for Community Center or other civic uses			15.21%	16.59%	21.20%	22.58%	11.06%	5.99%	4.15%	3.23%	69%
			33	36	46	49	24	13	9	7	
Redevelopment of properties at intersection of Broadway and Main St.			5.53%	11.98%	11.98%	17.05%	21.66%	16.13%	11.52%	4.15%	56%
			12	26	26	37	47	35	25	9	
Streetscape improvements at intersection of Broadway and Main St.			4.13%	7.80%	10.55%	10.09%	17.43%	22.48%	15.14%	12.39%	48%
			9	17	23	22	38	49	33	27	
Housing development for 55 and over at intersection of Barton and Lantrip St.			10.45%	5.00%	10.00%	5.91%	9.09%	14.55%	27.27%	17.73%	45%
			23	11	22	13	20	32	60	39	
Strategic redevelopment of other underutilized downtown properties for mixed use.			10.48%	10.04%	8.30%	8.30%	10.04%	11.35%	11.79%	29.69%	47%
			24	23	19	19	23	26	27	68	

## ADVISORY COMMITTEE MEETING #3

January 7, 2021

The Advisory Committee's final meeting included a detailed review of the community's input via the Community Open House #2 survey and an overview of the plans' recommendations. At the conclusion of the meeting, the AC unanimously voted to move the plans forward to a joint workshop with the Planning & Zoning Commission and City Council.



### TODAY'S AGENDA

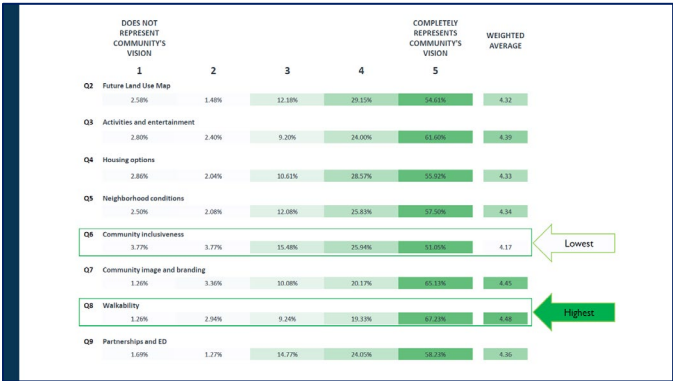
- Reminder of project schedule
- Review and discuss Virtual Open House survey responses
- Discussion of proposed revisions and remaining items
- Next steps

*Meeting Purpose:*

1. Does the plan represent the community's input?
2. Do you feel that the plan is ready to move forward to a Joint Workshop?

### OPEN HOUSE SURVEY

- Live for 48 days (Sept 28-Nov 15)
- 350 participants
- Series of brief overview videos with 13 questions:
  - How well does what you heard represent the Community's vision for the future of Kilgore?
  - Please provide additional feedback if you feel the plan does not represent the Community's vision.
- 82% indicated that they have reviewed the draft plan documents available on the website (Question #1)



# INTRODUCTION

## JOINT WORKSHOP

**February 2, 2021**

A joint workshop between the Planning & Zoning Commission and City Council was held to review the draft plan and engage in discussion regarding the plan's recommendations. The Planning & Zoning Commission and City Council recommended that the draft plan move forward to a joint public hearing to invite community feedback.

## JOINT PUBLIC HEARING

**March 9, 2021**

A joint public hearing with the Planning & Zoning Commission and City Council was held to invite public comment and questions on the draft plan documents. No action was taken at this meeting.

## JOINT PUBLIC HEARING AND ADOPTION

**April 6, 2021**

A second joint public hearing with the Planning & Zoning Commission and City Council was held to invite any additional public comment and questions on the draft plan documents. At this meeting, the Planning & Zoning Commission recommended the plans for adoption, and the City Council unanimously adopted the plans.



# EXISTING CONDITIONS

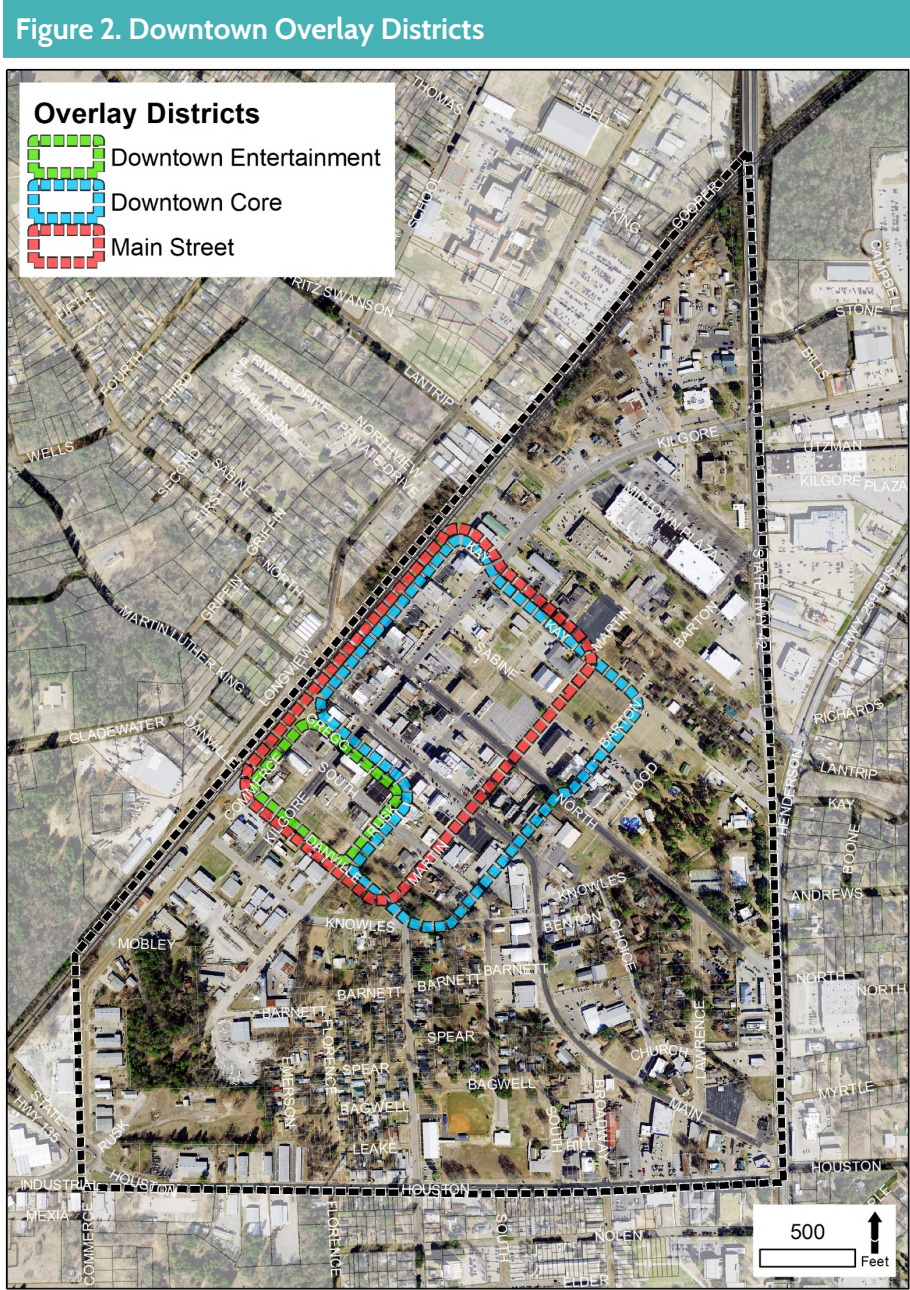
# EXISTING CONDITIONS

## FRAMEWORK AND PHYSICAL ASSESSMENT

The following maps provide critical information pertaining to the future redevelopment of Downtown Kilgore. The analysis concludes with the designation of catalyst blocks. These blocks should be pursued first in order to drive momentum within each area. It should be noted that these mapping observations are not absolute and should not discourage investment or creative thinking.

### DOWNTOWN BOUNDARIES

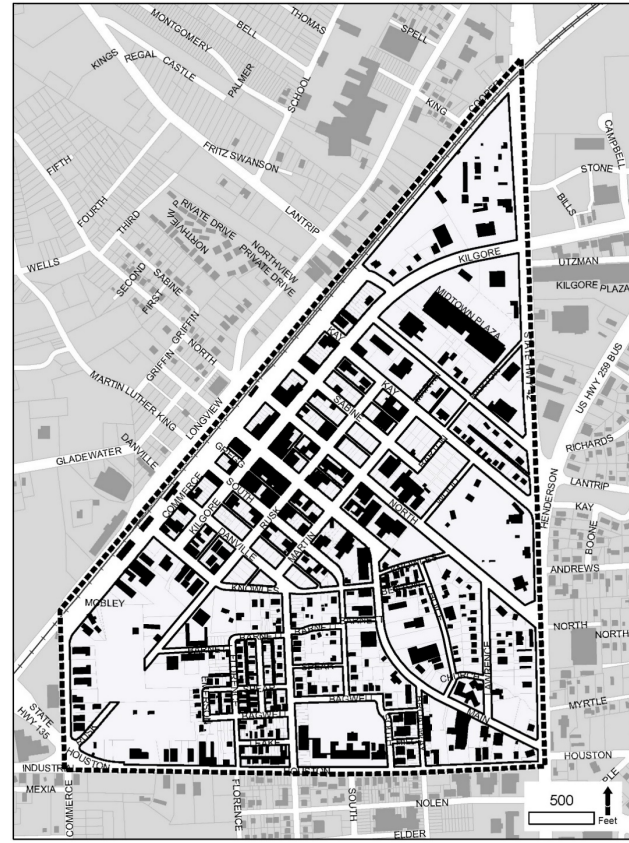
The Downtown study area is comprised of 284 acres. As previously mentioned, Downtown includes a Main Street Overlay District as well as an Entertainment District.



## URBAN BUILDING FORM

This map shows the footprint of existing buildings in Downtown Kilgore. An ideal urban building form would cover most of the block along the street with pockets of non-developed land set aside for open space. This scenario is ideal because the buildings frame the street and create a walkable environment. This building form is primarily met along Kilgore Street between South Street and Sabine Street, and along Main Street between Commerce Street and Martin Street.

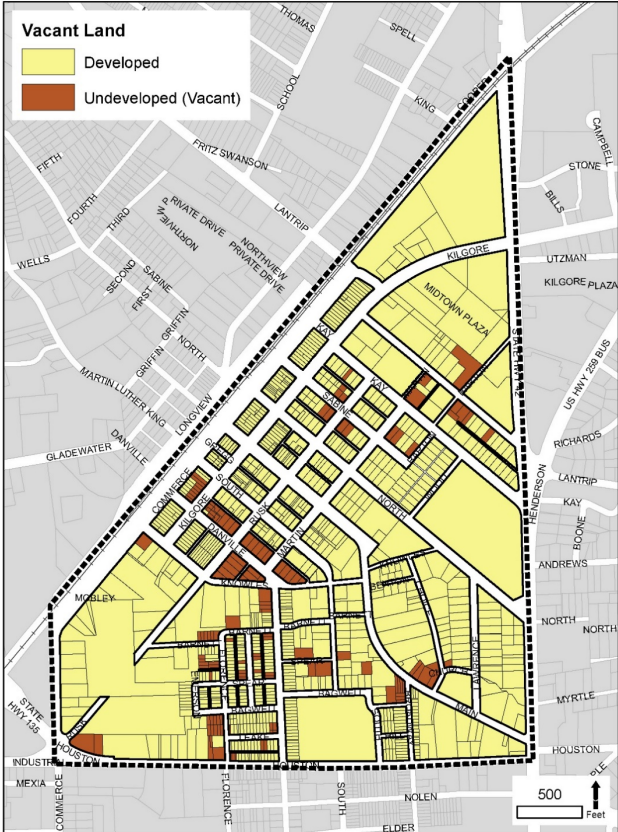
In contrast, most of the remaining study area has limited urban building form. The present forms are predominantly single-use sites and the overall format of the existing development is structured around the car rather than the pedestrian. Parking lots and vacant land fill in the gaps between the built environment, resulting in a discontinuous development pattern in Downtown.



# EXISTING CONDITIONS

## VACANT LAND

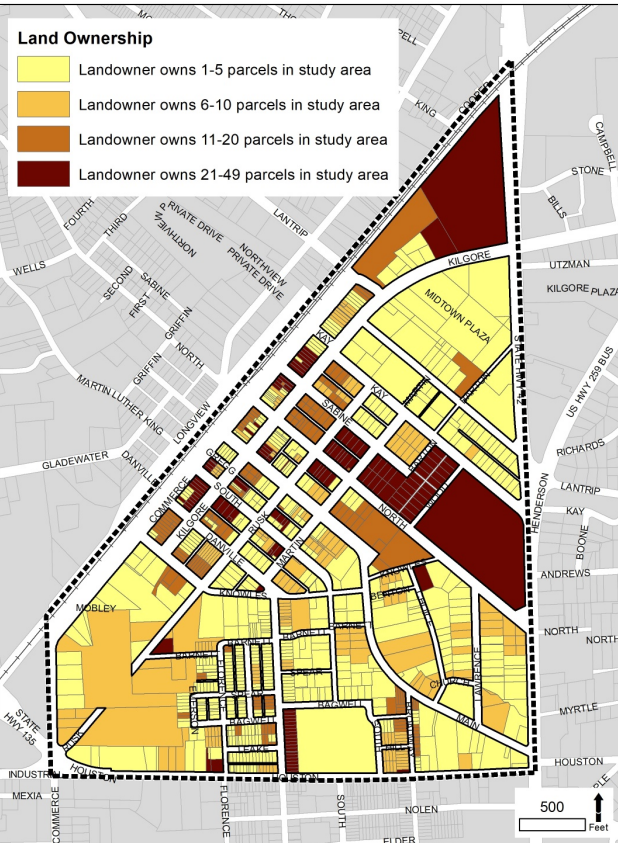
Examining the vacant land in Downtown is a two-fold exercise. First, it identifies voids within the urban fabric and second, it presents potential locations for future development that would not require existing buildings and tenants to be removed. Within Downtown, there is very little land that is considered vacant. There is, however, a concentration of vacant land located along Danville Street between Commerce Street and Knowles Street. Other small pockets exist on Main Street at Church Street, on Lantrip Street at Barton Street, and within the single-family residential pocket bound by Emerson Street, Houston Street, Martin Street and Barnett Street. The total vacant land in Downtown Kilgore is 13.2 acres, or approximately 4.65 percent of the total area.



## LAND OWNERSHIP

One of the unique traits of Downtown Kilgore, that other downtowns across the state may not encounter, is that a small number of people own much of the land. This can be both an opportunity and a challenge. On one hand, there are fewer parties involved so achieving buy-in on the vision from property owners would be less tedious than dealing with hundreds of property owners. On the other hand, if the few property owners are not willing to make improvements or sell their land in a way that benefits the overall vision of Downtown, then momentum for improvements in Downtown Kilgore could stagnate.

As determined by looking at the land ownership pattern, there is a concentration of landowners who own 11 or more parcels in Downtown within the core. The southern section of Downtown and the area bound by Kilgore Street, State Highway 42 and Kay Street have more property owners who own 10 parcels or less.

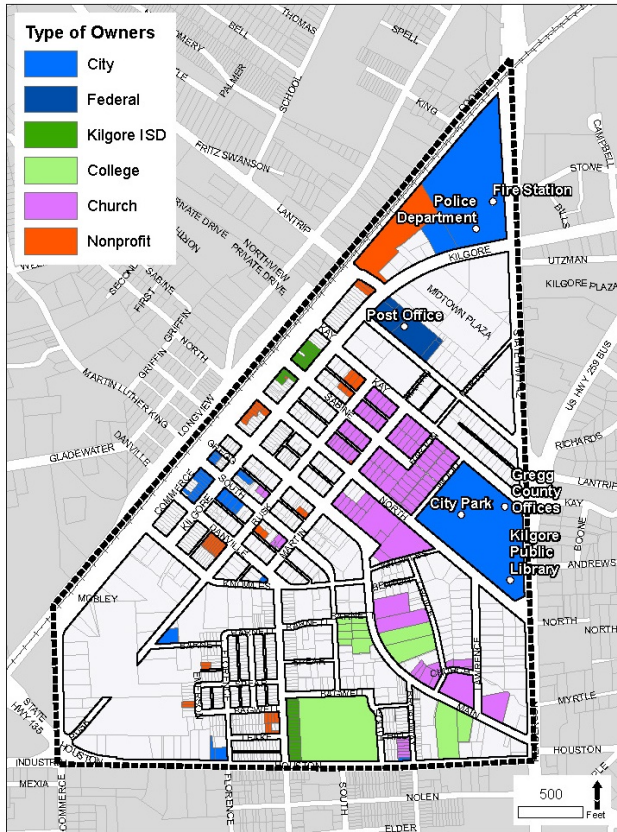




## PUBLIC/SEMI-PUBLIC OWNED LAND

Public facilities in downtowns are often activity generators. People visit City Hall to take care of permits and pay water bills. Libraries become a hub of activity for all ages. Courts are full of people all day long, and police and fire stations interact with the public with safety preparedness initiatives, in addition to fighting fires and crime. Schools and churches are often filled at certain hours. If a partnership allows, parking lots at facilities like churches can serve the Downtown in other respects on non-peak times, such as a location for a farmer's market or overflow parking for Downtown.

There are several parcels in Downtown Kilgore that are owned by the City. While City Hall and the Police Department are on the edge of Downtown, the City also owns the Texan Theater, the Crim Theater and the Old Post Office closer to the core of Downtown. Kilgore City Park is also located in Downtown but is currently disconnected from the core by several churches. Kilgore College and Kilgore ISD also own several properties in Downtown.

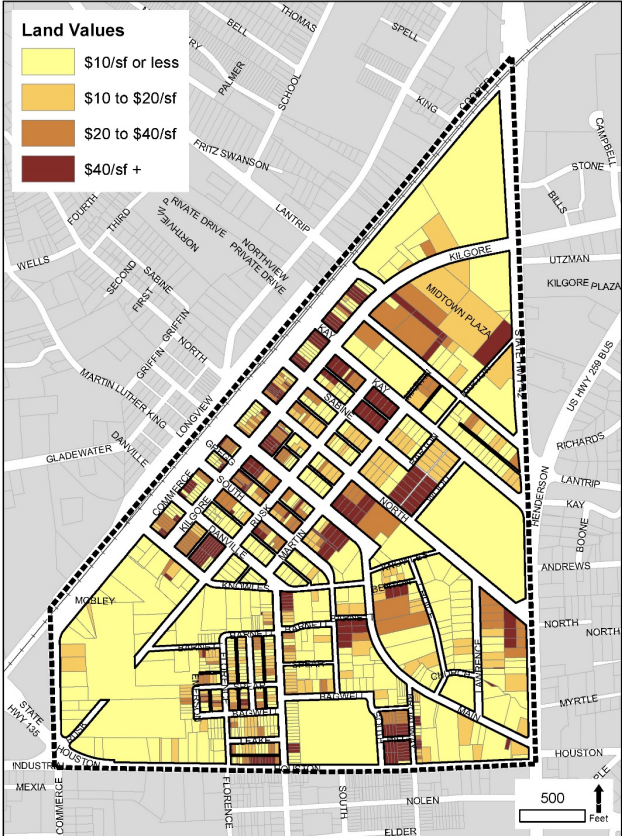


# EXISTING CONDITIONS

## LAND VALUES

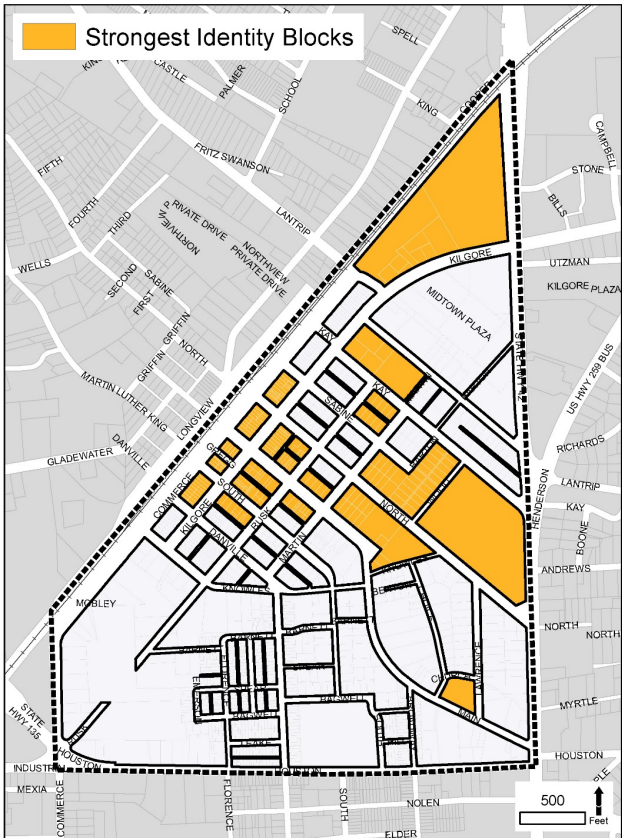
The land values in this map are compiled from Gregg County tax appraisals. The values shown are based on price per square foot and do not represent market values or the owners' expectations. Examining the land values within the study area is one of the most important factors in setting the stage for future development. It identifies locations where redevelopment is not likely to occur based on high values, while simultaneously locating nearby areas with a lower land value that can build off the current momentum generated by the higher value parcels.

Generally, the concentration of higher land values in Downtown is in the core, while lower values are found towards the edges. The stretch of vacant land on Danville from Commerce Street to Knowles Street has a land value \$10 or less per square foot. Coupled with the proximity to the core of Downtown, this land is ideal for new development.



## STRONGEST IDENTITY BLOCKS

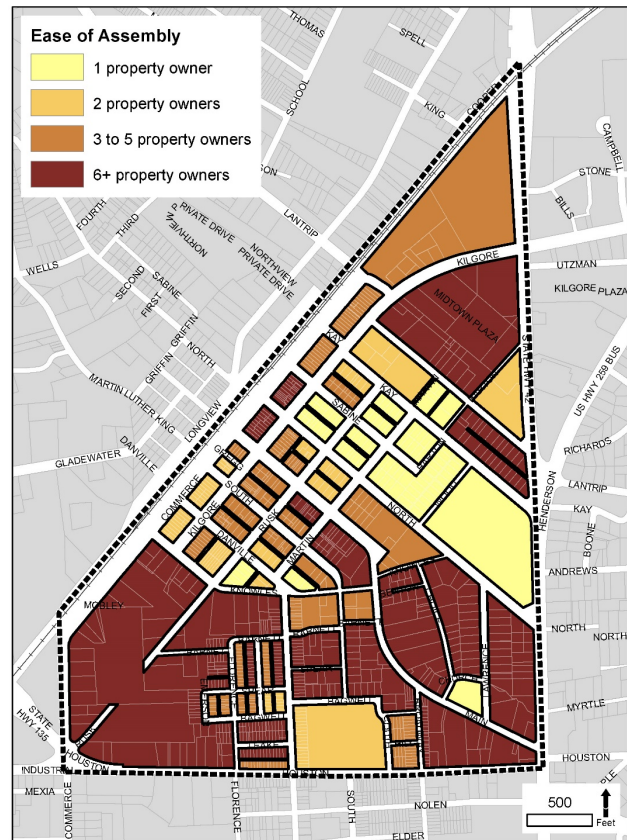
Areas identified in orange have the strongest existing identity and investment based on current conditions. Of all the blocks within the study area, these blocks currently draw the most people to the site. There are 21 strong identity blocks or half blocks. These include the primary blocks that make up the Downtown core, blocks with established churches, and with City or Federal amenities such as City Hall, the Post Office and Kilgore City Park. While some of these blocks are not likely to redevelop in the near future, adjacent blocks that may be appropriate for redevelopment can build off the momentum and activity that these strongest identity blocks contribute to the area.



## EASE OF ASSEMBLY

The ease of assembly assessment looks at how many property owners are within one block. For this analysis, a block is considered a continuous area of land that is separated from the next block by a road or alley. Generally, blocks with one or two property owners are more ideal for future development because little to no land assembly is required to make the site large enough to achieve a sufficient return on investment for future development. Blocks with three or more owners can be assembled into a single ownership, but these areas are more prone to encounter owners who are unwilling to sell, thus making future development projects less feasible.

Within Downtown Kilgore, there are numerous blocks that contain one property owner. Many of these blocks are owned by well-established churches and are unlikely to redevelop in the near future. Many of the blocks in or near the core of Downtown have three to five property owners. The blocks south of the Downtown core are predominantly made up of six or more property owners, however, these are significantly larger blocks and therefore should not be ruled out for assembling enough land for redevelopment.

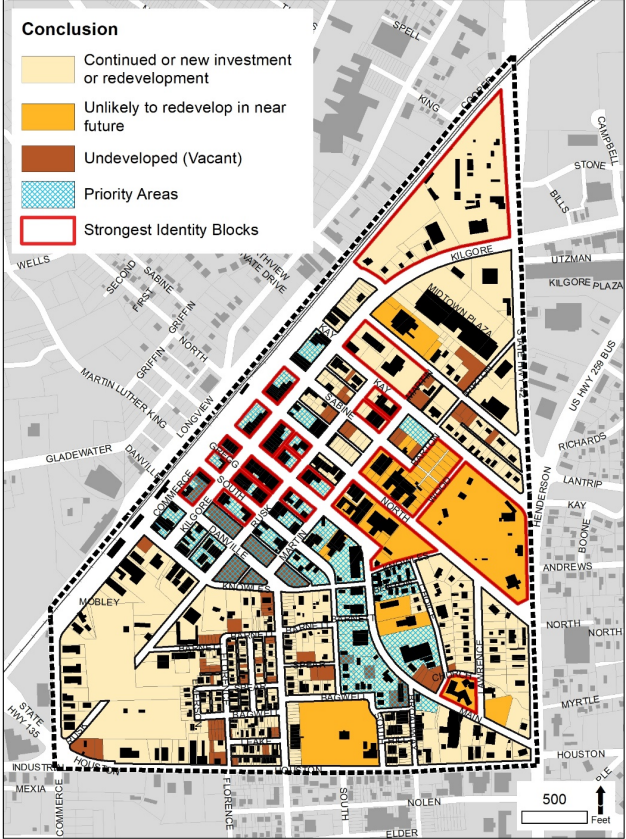


# EXISTING CONDITIONS

## CONCLUSION

Based on a thorough analysis of the existing conditions in Downtown Kilgore, this conclusion map identifies the areas with the most potential for redevelopment. The main features of this analysis may include the vacant land that is ideal for infill development; reinvestment/redevelopment infill; and areas that are unlikely to redevelop in the near future. The reinvestment/redevelopment infill areas are those that are reasonably valued according to the tax assessment and may be easy to acquire. Land that is unlikely to redevelop in the near future is the opposite. This land has higher land value per square foot and would potentially be more difficult to acquire enough contiguous parcels to make new development financially feasible. The strongest identity blocks are also highlighted as these areas help build momentum for future development.

Based on this map, it is recommended that catalyst projects should be focused on the priority areas. The core of Downtown is included as part of priority areas for continued or new investment or development to ensure that this area continues to have investment, both in the way of regulatory actions to help curb vacancies, but also to ensure appropriate uses for Downtown occupy these existing structures. Capital improvement projects can also take place along Kilgore Street, Rusk Street, Martin Street, Kay Street, North Street, Main Street, South Street, Danville Street and Knowles Street to help unify Downtown and connect key activity generators, such as Kilgore College, City Hall and Kilgore City Park to the core of Downtown.



## MARKET ANALYSIS

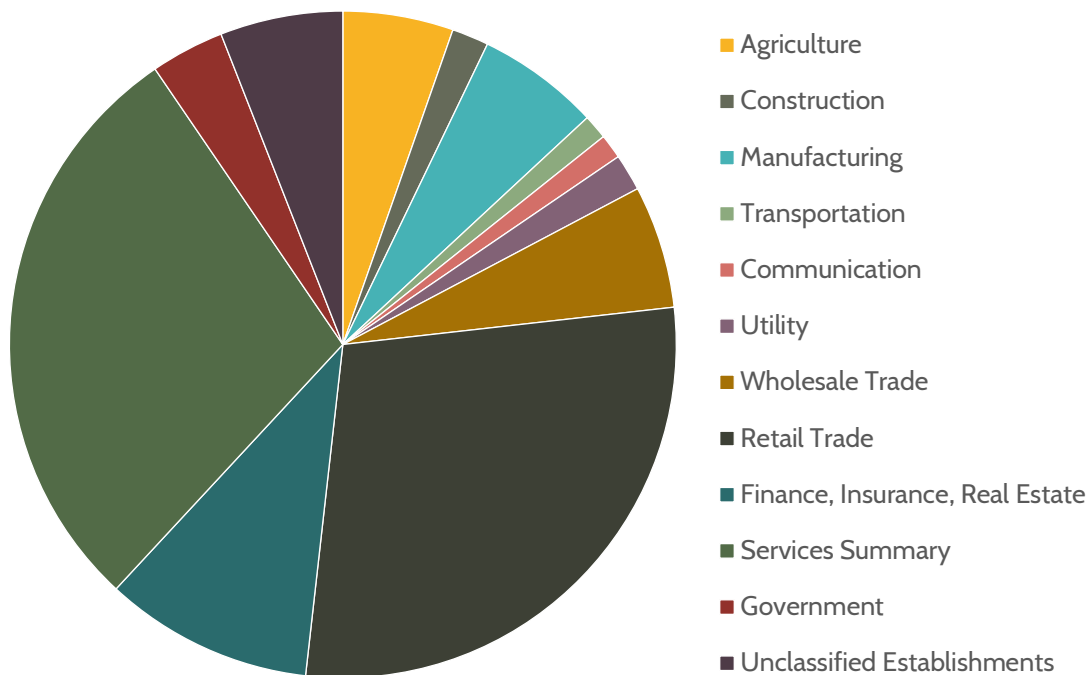
A high-level market analysis was conducted for the study area to understand current market conditions and develop fact-based strategies to inform Downtown planning efforts. Using estimates from ESRI's Business Analyst Market Assessment, this analysis identifies existing conditions in the study area pertaining to demographics, land use and building characteristics. In addition, the analysis reviews current industries within the study area and analyzes their corresponding supply and demand.

### MARKET PROFILE

In order to understand the existing market conditions within Downtown Kilgore, it is important that basic market characteristics be understood, including the residential and daytime population in the study area. The following are notable characteristics relating to the study area that are essential to understanding existing market conditions:

- 167 businesses exist in the study area.
- Approximately 485 people reside in the study area.
- Approximately 1,570 people are employed by businesses in the study area.
- The study area has an average daytime population of approximately 1,940.
- The study area has a total of 212 housing units, a decrease of 65 units since the year 2000.
- Median age of residents in the study area is 30.9 years and is expected to increase to 32.0 years by 2024.
- 22.6 percent of all units within the study area are vacant.

Figure 3. Business Types in Downtown Kilgore



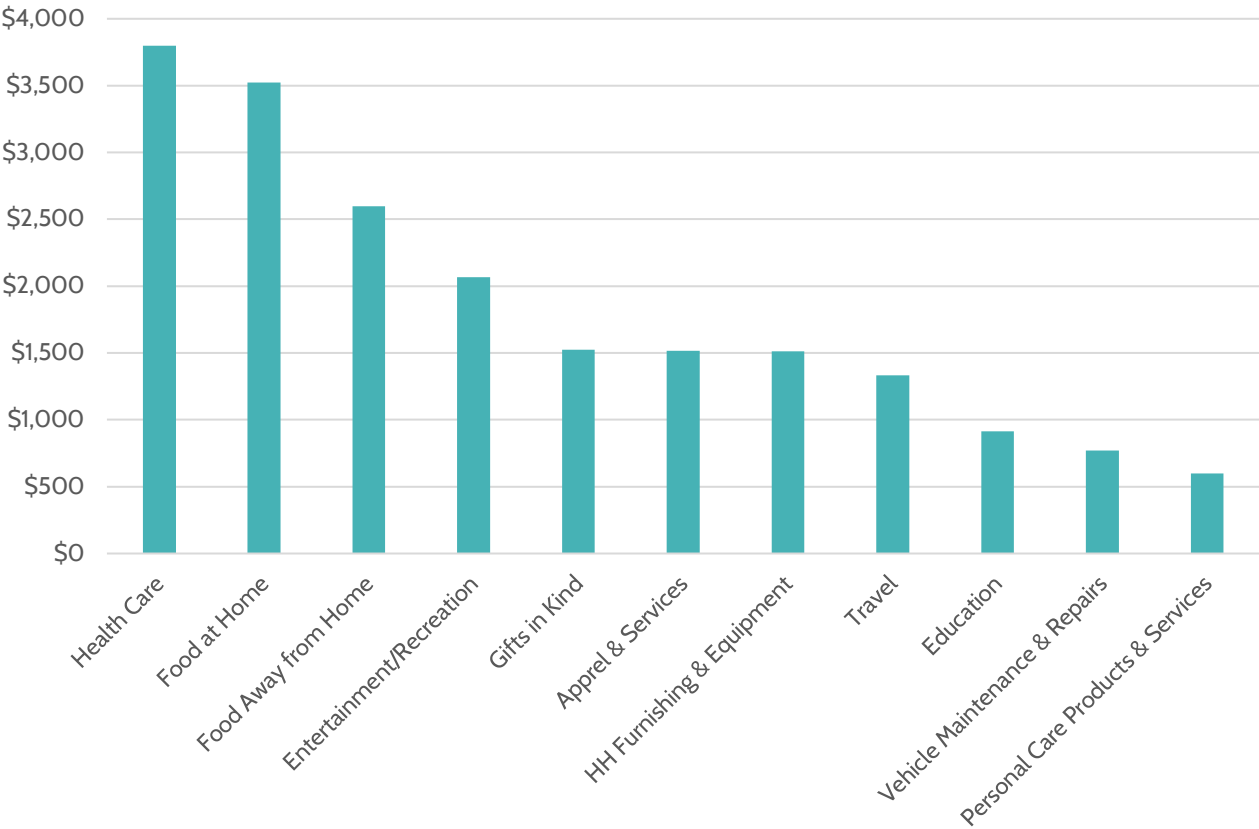
# EXISTING CONDITIONS

## CONSUMER SPENDING

Understanding spending tendencies from residents that reside in the study area is crucial when planning for redevelopment and targeting certain businesses. A consumer spending analysis evaluates various products to understand buyer tendencies, helping to reveal the value that an area provides to a community. The following are notable characteristics relating to consumer spending in the study area:

- The largest expense per resident in the study area is health care, with an average annual expense of approximately \$3,800.
- The second largest expense per resident in the study area is grocery expenditures, with an average expense of approximately \$3,525 annually.
- All other personal expenditures fell below the \$3,000 threshold.
- The average annual amount of money spent by residents that live in the study area falls below the national average.

**Figure 4. Average Annual Expenditures per Resident in Downtown Kilgore**



## CONSUMER POTENTIAL DEMAND

Consumer potential demand gauges the expected total annual amount spent by consumers in retail establishments. This metric can lead to a better understanding of existing amenities and whether they attract consumers to the area. The following notable facts relate to the consumer potential demand within the Downtown Kilgore study area:

- Most retail establishments in Downtown Kilgore provide more services than the demand within the study area. However, it is important to consider that with the relatively small residential population within the study area, these businesses are only serving a small local population. Most consumers live outside the study area.
- Stores providing specialty food, shoes and health/personal care appear to be in demand but are not provided within the study area.

## KEY TAKEAWAYS

The following are notable takeaways from this market study that were taken into consideration when formulating the goals and strategies of this Plan:

- A significant portion of structures within the study area are vacant. This creates both opportunities and challenges for redevelopment in Downtown Kilgore.
- Average annual expenditures per resident are below the national average, indicating new amenities are needed in Downtown Kilgore to increase consumer spending and demand.
- There is a need for additional quality amenities to attract a greater variety of consumers to the study area.

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# VISION & GOALS

# VISION & GOALS

## DOWNTOWN KILGORE VISION

Results from the public input and community analysis have illustrated a largely unified vision of a revitalized Downtown Kilgore. While the hopes and concerns of individuals differ, when considered as a whole, the community's priorities for Downtown become clear. The following vision statement embodies that collective aspiration and serves as the foundation for this Plan's recommendations.

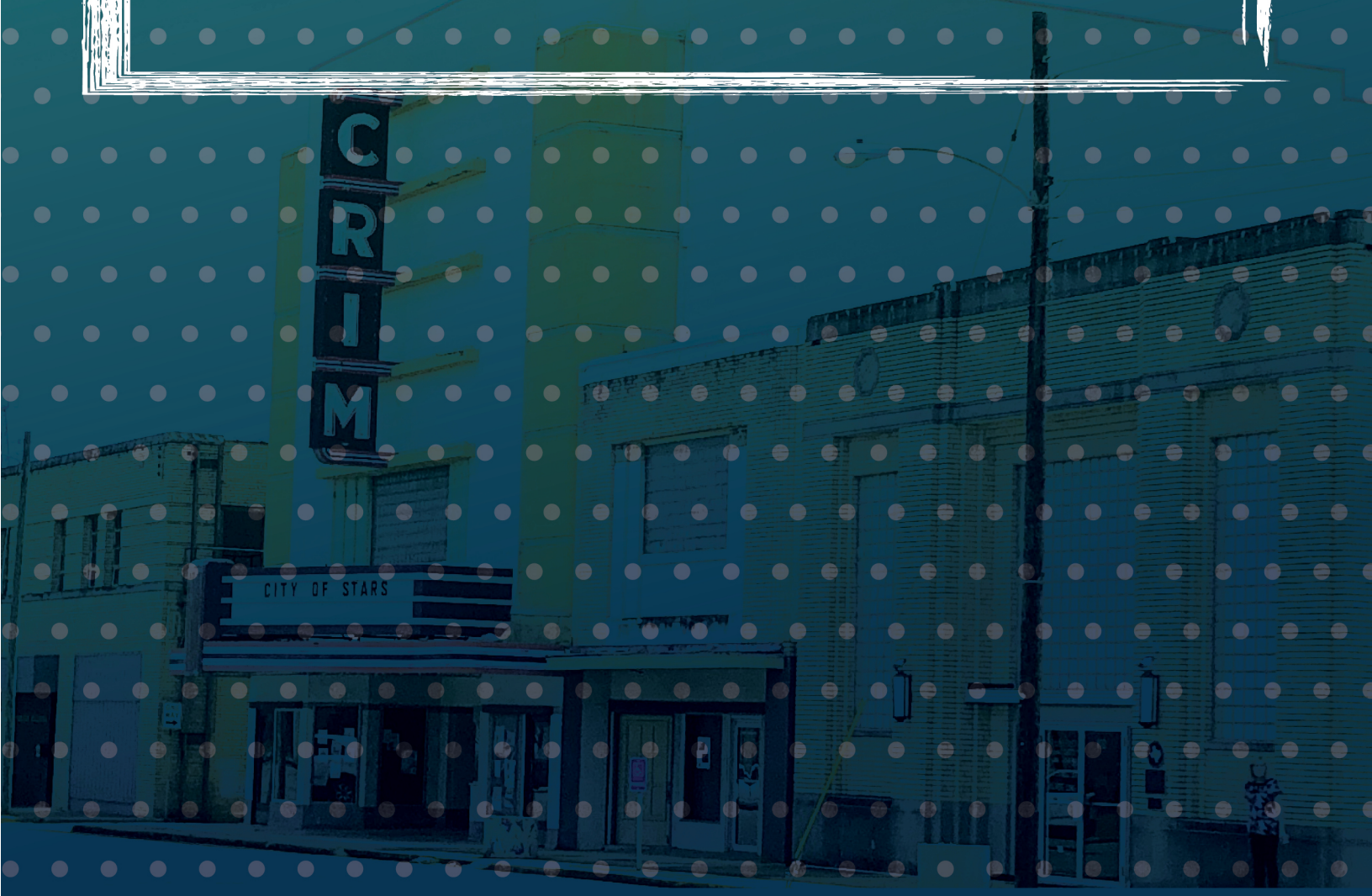
*Downtown Kilgore is the well-utilized, cultural center of the City. A diverse mix of land uses create this family-friendly destination with opportunities for work, play, worship, gathering and residence. Indoor and outdoor spaces are exciting, well-programmed and cherished by residents and visitors of all ages.*

## GOALS

The following goals serve as the ultimate basis for the Plan's recommendations and implementation. They provide an overall direction for Downtown Kilgore to achieve the community's vision. They also provide a framework to evaluate changes, challenges, opportunities and issues that were not anticipated by this Plan, allowing it to function as a living document responsive to future needs.

- Encourage revitalization of existing buildings in Downtown.
- Encourage a diversity of land uses in Downtown.
- Improve the pedestrian and vehicular experience in Downtown.
- Strengthen Downtown as a historic and cultural area.
- Create enhanced opportunities for entertainment, socializing and community gathering.
- Create a stronger sense of place through physical and aesthetic improvements in Downtown.

# LAND USES & MASTER PLAN



# LAND USES & MASTER PLAN

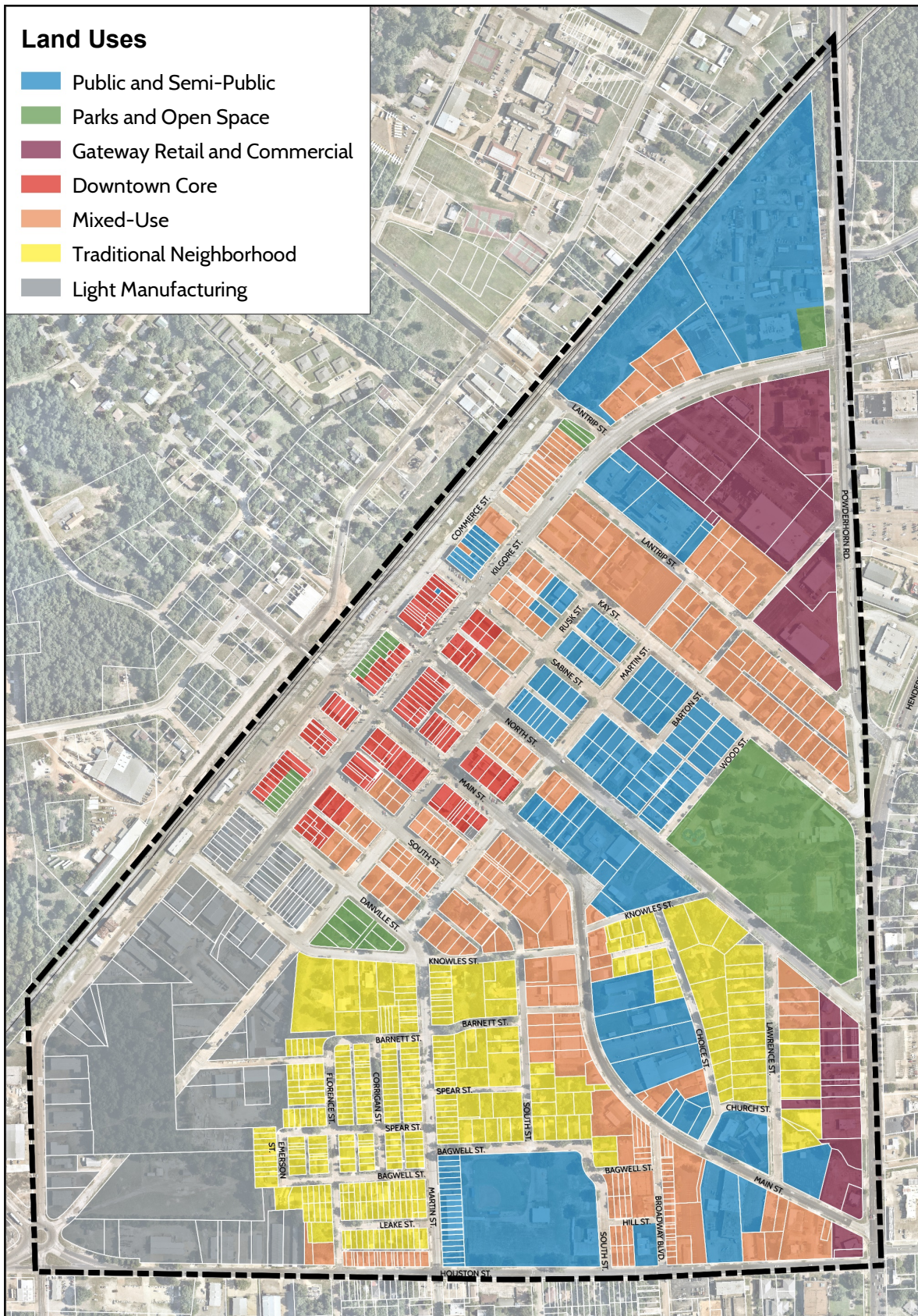
## CONCEPTUAL LAND USE PLAN

An important part of establishing guidelines for the health, safety and welfare of citizens is by using a Land Use Plan. The Land Use Plan sets the overall framework for the preferred pattern of development and designates uses for various areas. The Land Use Plan is intended to be a comprehensive blueprint for Kilgore's vision of Downtown. Although it is one of several components of this Plan, the significance cannot be overstated. This map is not intended to be a zoning map; rather, the information is proposed to be used as a tool to guide existing development and infrastructure as well as future development decisions.

## LAND USE CATEGORIES AND ASSOCIATED FORMS

The definition of each land use category, as well as the primary location shown on the plan, provides a basis for evaluation of potential policy and regulatory changes. The Conceptual Land Use Plan provides the framework for a cohesive community of businesses, public uses, public spaces, housing, employment and services. This approach will limit stand-alone enclaves and better create opportunities for individual development initiatives to fit into the context of a connected community. Future residential and non-residential uses are well blended both vertically and horizontally into a vibrant mixed-use community.

Figure 5. Conceptual Land Use Plan



# LAND USES & MASTER PLAN

## PARK AND PUBLIC SPACE

	<i>Land Uses</i>	Mix of existing and proposed public spaces. Existing uses include Kilgore City Park, Centennial Park, the World's Richest Acre and Christmas Tree Park. New spaces include parks and plazas for public gatherings and events to activate the streetscape.
	<i>Building Types</i>	n/a
	<i>Building Scale and Placement</i>	n/a
	<i>Build-to-Lines</i>	n/a
	<i>Parking</i>	On-street angled and parallel parking.



## PUBLIC AND SEMI-PUBLIC

	<i>Land Uses</i>	This designation is representative of uses that are institutional or religious in nature. These uses are generally permitted within any area; therefore, the areas shown include the uses that are currently in existence as well as any new public areas.
	<i>Building Types</i>	Buildings range in urban and suburban forms including churches with steeples and basic municipal facilities.
	<i>Building Scale and Placement</i>	New one- to three-story buildings aligned along public streets and sidewalks.
	<i>Build-to-Lines</i>	0 to 25 feet. May include variations in front setbacks to provide façade interest, areas for entry plazas, site furnishings and landscape areas.
	<i>Parking</i>	On-street angled and parallel parking. Public off-street surface parking located behind buildings with mid-block entrances.



## GATEWAY RETAIL AND COMMERCIAL

<i>Land Uses</i>	This land use designation is intended for a variety of retail, restaurant and commercial uses primarily along Houston Street, Henderson Boulevard (SH 259), Powderhorn Road (Route 42). Light commercial may include auto services, where appropriate.
<i>Building Types</i>	Traditional commercial, retail and restaurant buildings. Buildings include new or renovated spaces with improved facades and front yard aesthetics.
<i>Building Scale and Placement</i>	One-story buildings with new buildings aligned along streets and sidewalks.
<i>Build-to-Lines</i>	0 to 15 feet for buildings with parking behind the building. Up to 80 feet building setback with single bay of parking located in front of building. May include variations in front setbacks to provide façade interest, areas for entry plazas, site furnishings and landscape areas.
<i>Parking</i>	On-street angled and parallel parking. Public off-street surface parking located behind buildings with mid-block entrances.



# LAND USES & MASTER PLAN

## DOWNTOWN CORE

	<i>Land Uses</i>	This area is comprised of buildings and uses related to the Downtown core. Generally, land uses within the Downtown core should be a mix of retail and commercial spaces along with medium- to high-density attached residential. Retail, restaurant and entertainment land uses should be the only allowable ground-floor uses on Kilgore Street between North Street and South Street and on Main Street between Commerce Street and Martin Street. Other ground floor uses, such as office and residential, should be allowed on the ground floor outside of this area.
	<i>Building Types</i>	Buildings primarily include historic and renovated urban buildings with storefronts. In addition, this area can include mixed-use buildings.
	<i>Building Scale and Placement</i>	Existing and new one- to three-story buildings aligned along public streets and sidewalks.
	<i>Build-to-Lines</i>	0 to 15 feet. May include variations in front setbacks to provide façade interest, areas for entry plazas, site furnishings and landscape areas.
	<i>Parking</i>	On-street angled and parallel parking. Public off-street surface parking located behind buildings with mid-block entrances.





## MIXED USE

<i>Land Uses</i>	Mixed-Use areas support a mix of office, retail, restaurant, neighborhood commercial, flex space and medium- to high-density attached or detached residential (up to 32-units).
<i>Building Types</i>	New urban buildings types. Multi-story mixed-use buildings should include some ground level activities, where appropriate.
<i>Building Scale and Placement</i>	Existing and new one- to four-story buildings aligned along public streets and sidewalks.
<i>Build-to-Lines</i>	0 to 15 feet. May include variations in front setbacks to provide façade interest, areas for entry plazas, site furnishings, landscape areas, common yards and stoop frontages.
<i>Parking</i>	On-street angled and parallel parking. Public off-street surface parking located behind buildings with mid-block entrances.



## MIXED DENSITY NEIGHBORHOOD

<i>Land Uses</i>	Existing and new neighborhood uses including single-family detached and medium-density attached and detached housing.
<i>Building Types</i>	Suburban style residential dwellings.
<i>Building Scale and Placement</i>	Existing, renovated and new one- to two-story buildings aligned along public streets and sidewalks.
<i>Build-to-Lines</i>	0 to 25 feet. Driveway access from the front or rear of the property.
<i>Parking</i>	On-street parallel parking. Off-street driveway parking.



# LAND USES & MASTER PLAN

## LIGHT MANUFACTURING

<i>Land Uses</i>	Existing light manufacturing uses such as warehousing, manufacturing, suppliers and other uses that generate minor daytime nuisances (e.g., noise, light, etc.).
<i>Building Types</i>	Existing offices, workshops and storage facilities.
<i>Building Scale and Placement</i>	One-story buildings aligned along public streets and sidewalks. Storage of materials, equipment and dumpsters should be located towards the rear of the property.
<i>Build-to-Lines</i>	0 to 25 feet for buildings with parking behind the building. Up to 80 feet building setback with single bay of parking located in front of building.
<i>Parking</i>	On-street parallel parking. Off-street surface lots behind or in front of building.



## ILLUSTRATIVE MASTER PLAN

Significant investment has been made to Kilgore's Downtown Core. This includes enhanced landscaping at street corners and string lighting lining the streets. While some of the buildings in the core remain vacant or underutilized, there are a few pioneers leading the way in making Downtown Kilgore a more vibrant place to be. To continue these efforts, residential and mixed-use projects will bring a nighttime population to Downtown that is currently missing. New development within Downtown should have an urban rather than suburban character. When possible, new development in Downtown should add a mix of uses to better enliven the streetscape and key corridors. To better define the pedestrian realm and create a distinctive sense of place, buildings should generally be placed along block perimeters with modest or very little setbacks. Heights should be generally consistent along block frontages and across streets. Off-street parking should not be a dominant feature of the pedestrian view-shed.

Specific development opportunities should help capture market potential and offer something new to Downtown Kilgore. The City should strive to create public-private partnerships in order to create a successful, vibrant place. Greater connectivity and activity throughout Downtown should be encouraged with the introduction of medium- to high- density housing and streetscape improvements. Future projects will promote a pedestrian-scale environment allowing people to

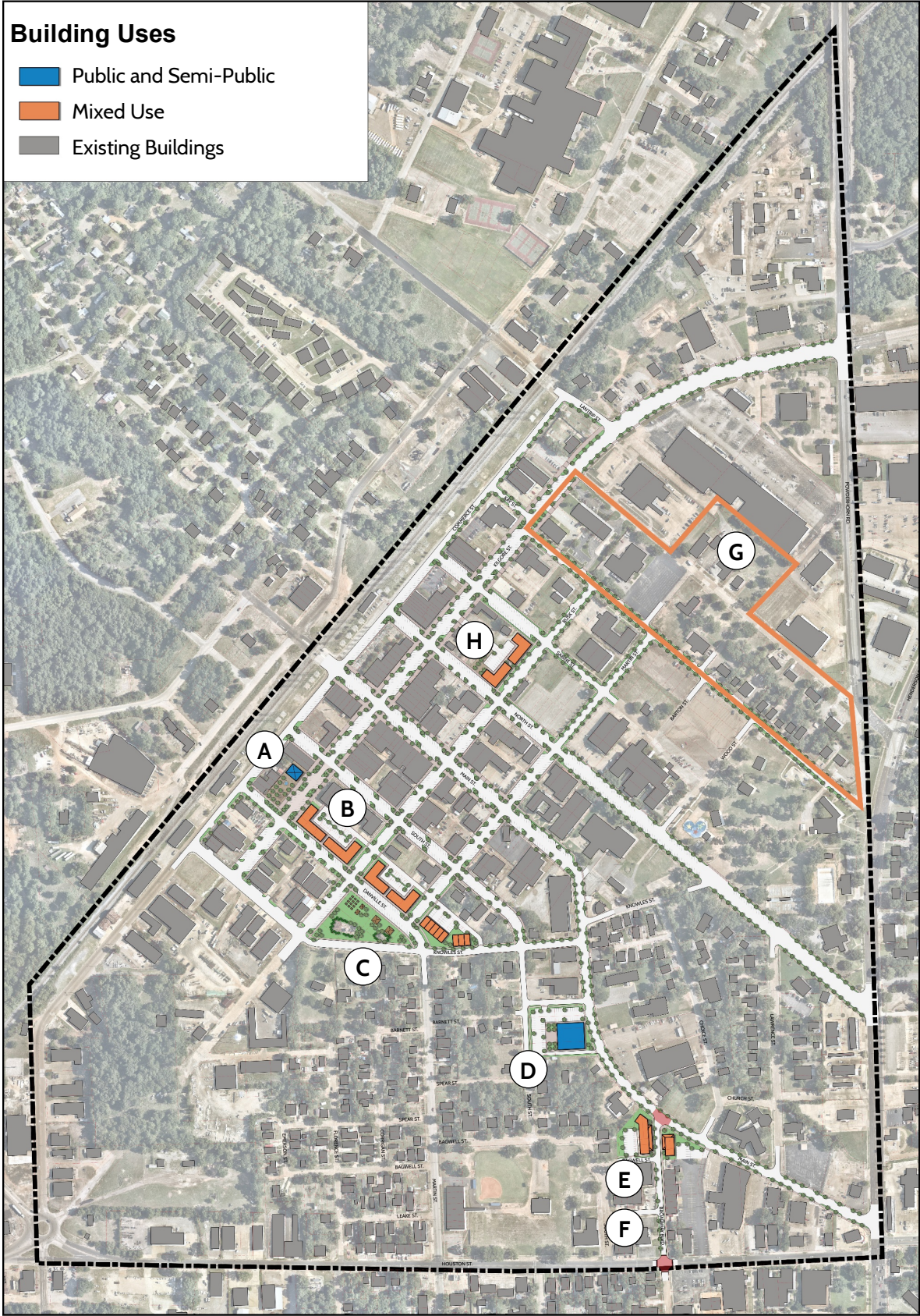
feel safe walking from the World's Richest Acre to Kilgore City Park. Project sites will rely less on conventional parking standards and segregated uses, and more on linking entertainment, business, educational and public activity generators.

The strategies for Downtown cannot solely rely on capital improvement projects. Rather, the community must recognize market-based opportunities that can be implemented in the short-term. In order to successfully realize the community's vision, it will require both public and private investments, projects and partnerships. The Master Plan identifies examples of opportunities aimed to transform the area by implementing quality development that meets the community's goals for the future. These opportunities provide visible physical change and implementable projects to help knit the entire Downtown together.

Projects should be implemented incrementally as the market warrants or as sites and/or funding become available. The most important item related to implementation is to develop the infill opportunities. Phasing for these development opportunities will be dependent on market conditions. Implementation of the recommended programs will require continuous creative partnerships, input and coordination with the City, stakeholders, Kilgore College, landowners, developers, financial institutions, the Economic Development Corporation and the Chamber of Commerce.

# LAND USES & MASTER PLAN

Figure 6. Illustrative Master Plan



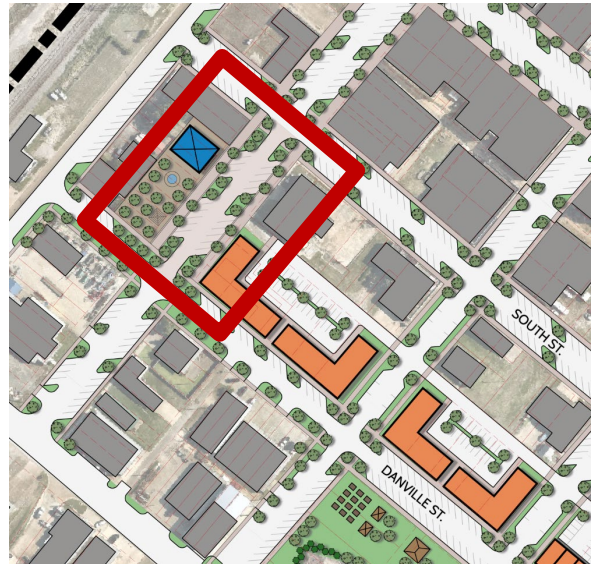
## CATALYST PROJECTS

Part of the overall Master Plan strategy is to recognize the market potential and community desire, then address both by turning the focus to investments through catalyst redevelopment projects. The focus should be on changing the perception of Downtown, one project at a time. The goal is to create new investment that will create added housing, capture market leakages, create amenities and enhance the overall Downtown experience. The Master Plan targets opportunities for new infill that can build excitement for even more redevelopment and long-term change to the area's appearance.

After consolidating the results of the physical analysis, market assessment and stakeholder involvement, the opportunities and challenges to redevelop in the study area were carefully analyzed. Potential locations were identified to provide example sites for the recommended catalyst projects. These projects are intended to display real potential for new investment in the Downtown. It is understood that as the market embraces such concepts, modifications will likely occur to their programming and basic site approach. However, the general concepts have been devised to create a stronger identity in Downtown, provide greater draw to the area, and create opportunities for socialization and community interaction in Downtown Kilgore.

Figure 7. Catalyst Projects


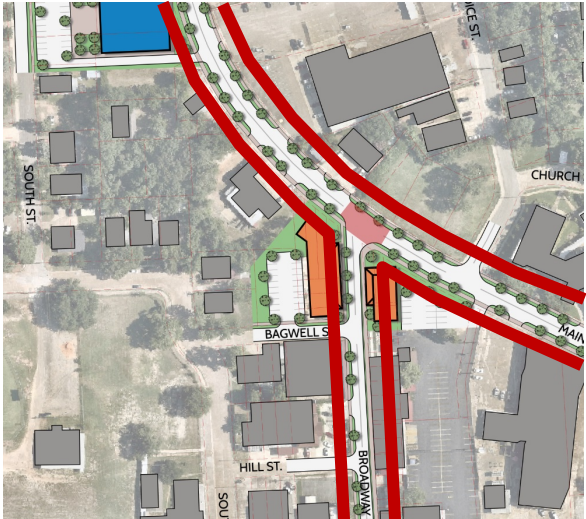
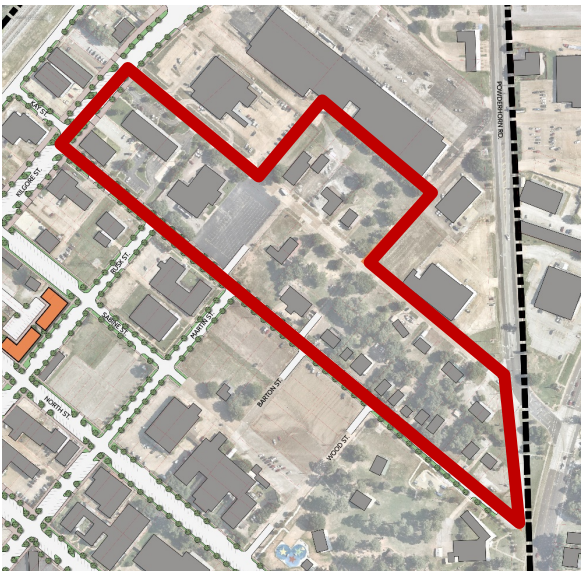
MAP LABEL	PROJECT
A	<p>A new visual terminus to Kilgore Street is created through the closure of Kilgore Street between South and Danville Streets and development of a new activity area near the Texan Theater and Old Post Office. This plaza and pedestrian street could include features such as shaded seating, space and electric hook-ups for food trucks, shade trees, enhanced landscaping, art installations (e.g., large "KILGORE" letters for photos, mural), and a dual-purpose water element for play and ambiance. This space creates a great location in the Entertainment District to host outdoor events. Access for food trucks and EMS and maintenance vehicles should be preserved at the north end of the space. Trees and landscaping along the southern edge of the space provide a green buffer between the Downtown core and light manufacturing uses to the south.</p> <p>If market conditions support an expansion of this activity area in the future, redevelopment of the blocks located southwest along Kilgore Street could be considered. Potential complementary uses could include an activity generator such as a municipal or governmental complex. If such a time comes, the City should first conduct a feasibility assessment to determine the viability of this development.</p>



# LAND USES & MASTER PLAN

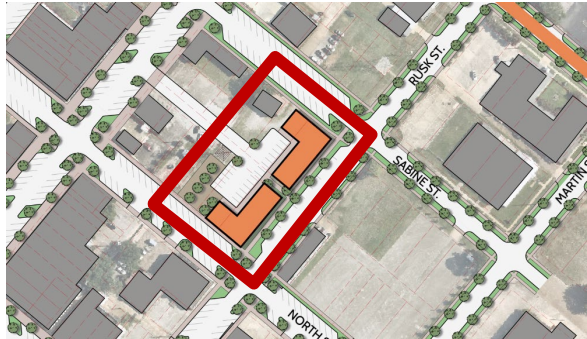
MAP LABEL PROJECT

<p>B</p>	<p>New medium- to high-density housing near the new activity area and Entertainment District will further add daily day and nighttime activity to the area. This development should consider a “flex space” configuration, which would allow for eventual transition to mixed-use development if supported by the local market. This new infusion of residential and possible mixed-use traffic establishes a higher and better use of currently vacant parcels and provides a natural transition between the existing residential neighborhood to the south and the entertainment and commercial uses in the Downtown core.</p>	
<p>C</p>	<p>A new public park including a community garden, picnic amenities and unprogrammed open space occupies a currently underutilized triangular parcel adjacent to the new Downtown residences. An oil well and other utility infrastructure are currently located on the property. These uses should be screened with landscaping to lessen their visual impact on the site.</p>	
<p>D</p>	<p>As an example of adaptive reuse of an underutilized large building, repurposing this building as a Community Center or other civic function helps to extend the regular Downtown activity south along Main Street. This venue could include programmed indoor and outdoor recreational opportunities.</p>	

MAP LABEL	PROJECT
E	<p>Currently vacant or underutilized properties provide an opportunity to expand the retail, nightlife, food and/or entertainment options near Kilgore College and The Back Porch. Including covered outdoor seating/dining adjacent to the sidewalk will help to emphasize the pedestrian activity in the area, thus piquing the interest of passersby.</p> 
F	<p>Streetscape improvements along Main Street and Broadway Boulevard provide enhanced aesthetics and continuity between Downtown and Kilgore College. Recommended streetscape improvements include wide sidewalks, shade trees and benches, where appropriate. Enhancing these roadways will improve the appearance of the corridor for those approaching Downtown.</p> 
G	<p>Medium-density residential developments are appropriate in the area generally northeast of Kay Street, between Kilgore Street and Henderson Blvd. Examples of appropriate housing types include townhomes, live/work units, and bungalow homes. Age-restricted housing is particularly desirable to provide housing choices for seniors near Downtown. Communal gathering spaces are also appropriate within these developments.</p> 

# LAND USES & MASTER PLAN

MAP LABEL PROJECT

H	<p>Mixed-use developments are envisioned throughout Downtown at vacant or underutilized parcels. These developments should be focused near the core of Downtown – as shown in the example – to help generate activity.</p>	 An aerial photograph of a downtown area. A red rectangle highlights a specific parcel in the center. The parcel is a large, irregularly shaped lot with a white building footprint and an orange-shaded area. Surrounding streets include Rusk St, Sabine St, and Martin St. Other buildings and green spaces are visible in the surrounding area.
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## DISTRICT BRANDING

District branding strategies consist of organized design elements used to create a cohesive pedestrian experience and a positive image to remain in visitors' memories. Branding can include elements such as consistent use of distinctive materials or colors, a cohesive signage program, and a series of special places around the area. The following branding strategies are recommended to further enhance Downtown Kilgore.

### EXTEND STREETScape ENHANCEMENTS TO OTHER AREAS IN DOWNTOWN

Currently, portions of Kilgore Street and Main Street contain ornamental lighting, landscaped bulb outs, outdoor furniture and clay pavers. To attract further investment and enhance the pedestrian experience, it is recommended that the City continue to incorporate similar streetscape elements into other areas of Downtown. Streetscape elements should be programmed to create a visual hierarchy, with tiers of design standards for primary and secondary corridors (see **Figure 8. Branding Plan** on page 48 for locations). Design guidelines should include elements such as streetscape materials, landscaping, signage and entry treatments.



### FOSTER A STRONGER SENSE OF PLACE THROUGH THE CREATION OF GATHERING PLACES LIKE PLAZAS AND PARKS

Parks and open space provide places for recreation and gathering. In areas as urbanized as Downtown Kilgore, parks and plazas can improve street-level activity and enhance the pedestrian experience by creating points of interest within the built environment. A number of these elements have been proposed in the study area. A public plaza and pedestrian street have been identified near the Texan Theater and Old Post Office – increasing activity in an otherwise stagnant portion of Downtown. Additionally, a small park with community gardens has been identified just north of the existing neighborhood. (see Catalyst Projects A and C)



# LAND USES & MASTER PLAN

## ENCOURAGE NIGHTLIFE THROUGH THE INTRODUCTION OF DYNAMIC FEATURES

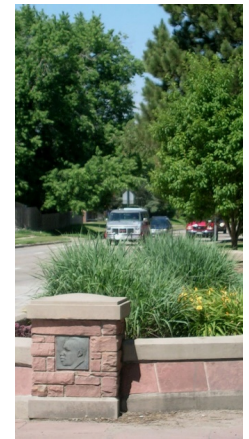
A stronger emotional connection with the urban environment can help create community, social and economic opportunities that enhance nightlife in Downtown Kilgore. This emotional connection can be improved using dynamic features such as public art initiatives and other creative urban elements. The main component of increasing emotional connection relies on the idea that Downtown will remain a fun place for social interactions, meaning community events, parades and festivals will need to continue to be a mainstay of the Downtown Kilgore experience. Urban art such as murals and additional light installations in the study area will further support the experience in Downtown.



## INCREASE INTEREST AND RECOGNITION THROUGH THE USE OF IDENTITY AREAS

Identity areas help to provide street-level interest and activity, allowing for portions of Downtown to be addressed individually. This is not to say that Downtown Kilgore should take on a completely different look north to south. Instead, a series of special urban design experiences can provide uniqueness and increased image recognition for the Downtown area while still blending in with the surrounding urban fabric.

As an integral part of Kilgore's image, it is recommended the City look to enhance the oil derricks throughout Downtown with the provision of shade (i.e., trees or shade fabrics), enhanced landscaping and string lighting to encourage public use of the areas. Additionally, the City should consider enhancing primary and secondary gateways into Downtown (see **Figure 8. Branding Plan** on page 48 for locations). Lastly, the City should consider strategically incorporating "Photo Spots". A relatively new tactic, Photo Spots encourage residents and visitors to create a memorable interaction with their environment by using urban design elements to create a photo opportunity. When individuals take their photos at these places and share them online, awareness increases for the element and the surrounding area, thereby increasing interest in the area.



## INCORPORATE KILGORE COLLEGE'S BRANDING AND VISUAL IDENTITY INTO AREAS OF DOWNTOWN TO FURTHER BLUR THE LINES BETWEEN CAMPUS AND THE DOWNTOWN AREA

Kilgore College's branding and visual identity should be expanded off campus to further blur the lines between campus and Downtown Kilgore. Downtown and Kilgore College should have a symbiotic relationship and, as one grows, the other should benefit. Within the study area, it is recommended that aesthetic enhancements be made on Broadway Boulevard from Houston Street to Main Street. Additionally, the City could consider a branded crosswalk at Broadway Boulevard and Houston Street that aesthetically matches a new branded pedestrian bridge located on Henderson Boulevard.

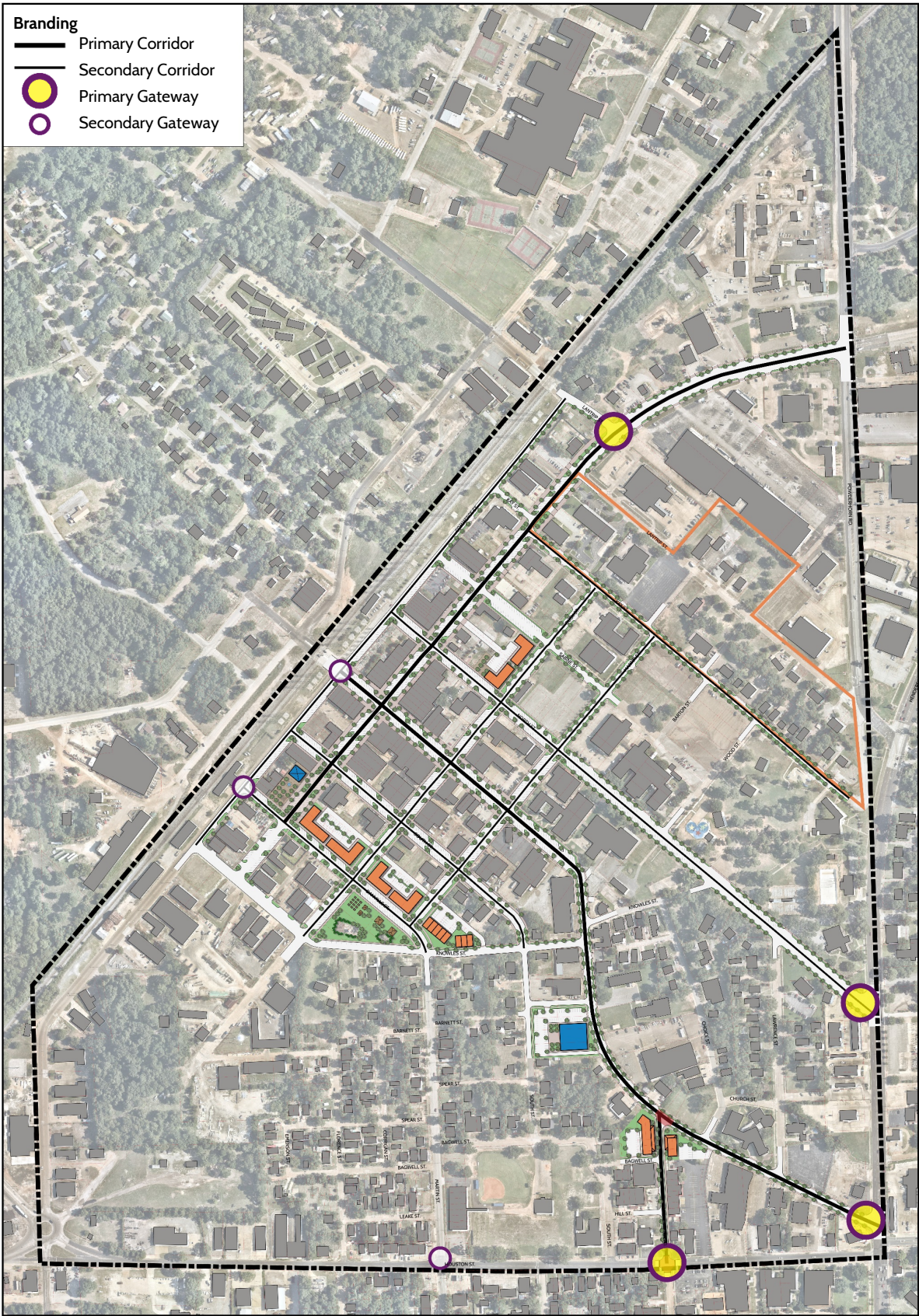
## CONTINUE TO FOCUS ON URBAN, NOT SUBURBAN

Previous City initiatives, volunteerism, preservation and persistent efforts by stakeholders have laid a foundation for Downtown Kilgore. The creation of urban design guidelines can provide further framework for illustrating desired urban forms. An emphasis on the urban form (e.g., seen along Kilgore Street between North Street and Main Street), rather than suburban-style development, will help to advance the community's vision. A fine line exists between suburban image and urban uniqueness. As such, Downtown Kilgore's buildings, architecture and site designs must remain unique. These urban principles apply to all aspects of physical design from building facades to parking enhancements.



# LAND USES & MASTER PLAN

Figure 8. Branding Plan



## PARKING STRATEGIES

One major challenge to planning and implementing downtown developments is parking. Parking management should consider best practices for parking to meet current and future demands. Parking supply and management is different in a downtown compared to suburban-style development. To make the most effective use of development densities, traditional suburban approaches to parking standards and minimum requirements should be examined. **Many downtown parking resources suggest that most mixed-use areas do not actually have a parking supply problem; instead they have a parking management problem due to spaces that are unavailable to the motorists who need them close to their destination.** Getting the parking strategy right is essential to creating the desirable form and function of downtown blocks and streets.

While neither feasible or reasonable to eliminate all parking in a downtown district, applying conventional parking ratios to Downtown Kilgore would undermine the expected community benefits of new development and could cause long-term initiatives to fail. Conventional parking standards are typically developed to address suburban development and low-density single-use zoning. Parking minimums can be unnecessarily burdensome, and even a barrier, to infill development. In some cases, minimum parking requirements can cause excessive development costs and empty lots leading to blight. Downtown land needs to be put to the best use by providing adequate parking that does not create an auto-dominant future for Downtown.

The benefits to a well-organized system of parking, regardless of ownership, can result in better utilization of existing facilities and reduce the perceived need for additional parking to accompany investments in mixed-use developments. An important benefit is avoidance of oversupply of parking that could compete with the desired vision. As parking demands increase over time, there will be many opportunities for the City to partner with the private sector to provide parking solutions as part of new mixed-use development projects. The recommended policy is to develop projects that serve needs for mixed-uses, shared parking and multiple trip destinations. This strategy will require the City and development community to create partnerships to jointly address parking needs to meet parking demands efficiently and effectively.

### REDUCE OR ELIMINATE UNNECESSARY PARKING REQUIREMENTS

In general, the suburban-oriented parking requirements that favor single-use sites should continue to be reduced for the Downtown area. When possible, requirements for additional parking for new developments in the Downtown area should be scrutinized and considered on a case-by-case

basis, even to the extent that the development may establish its own needs for dedicated parking spaces. The reductions in parking minimums can allow developments to proceed with lower amounts of parking in specific situations where developers and the City think this is viable and will not prevent successful development. Additionally, it may be appropriate for the City to consider parking *maximums* in Downtown to help reduce automotive congestion and over-built parking.

# LAND USES & MASTER PLAN

## ON-STREET PARKING

In general, on-street parking should be provided along streets in mixed-use areas. In addition, on-street parking should continue to be counted towards fulfilling parking requirements for adjacent uses. However, adjacent users must understand that on-street parking cannot be dedicated to their own use but be shared by all Downtown users. The City should retain full control over time limitations and pricing of on-street parking, if necessary, to control space turnover and availability. In general, the higher-demand on-street parking spaces should not be used for employee parking.

## ALLOW SHARED PARKING

All new non-residential parking in Downtown should allow for shared parking. Shared parking resources are available through the Urban Land Institute. Shared parking ratios are usually based upon land use, time of day and peak demand times.

## ALLOW BUY-IN TO CENTRAL PARKING IN LIEU OF ON-SITE PARKING SPACES

The City can establish a central parking facility and allow developers or landowners to pay an amount per space to the parking facility in lieu of building a certain percentage of the development's required parking spaces on-site. The City would establish the cost per space, proximity requirements and the maximum number of equivalent parking spaces that would be available in the central facility, using the principles of shared parking and other management tools.

## IMPROVE USER INFORMATION

Provide convenient information on parking availability using maps, signs and electronic communication. Wherever parking is prohibited, locations of available parking should be indicated.

## PARKING PLACEMENT

Parking placement should be located to support the Downtown function and identity. The goal of Downtown is not an auto-dominated environment, but rather one that equally accommodates vehicles, pedestrians and bicyclists. Surface parking should be located behind buildings with mid-block entrances, to the extent possible, to accentuate Downtown development and create a walkable environment.

On-street parking is proposed for most streets in Downtown. The landscaped parking bulb-outs found in the core of Downtown Kilgore should be extended to other priority streets and blocks. Angled parking is preferred for on-street parking, however, where the right-of-way is not large enough, parallel parking is recommended.

A shared parking garage may be appropriate in the long-term to consolidate land otherwise dedicated to surface parking. When the critical mass has been reached, a parking garage should have a quality façade and be wrapped by retail, restaurants or mixed-use developments to screen the facility.



# IMPLEMENTATION STRATEGIES

# IMPLEMENTATION STRATEGIES

This Downtown Plan for Kilgore presents an ambitious but pragmatic vision for the future. Various Downtown entities and stakeholders will be required to maintain focus on the plan and work toward implementing its recommendations over the coming years. There is no one agency, project or funding source that can do it alone. Coordination will be critical to achieve the long-term goals set out in this plan. While a large amount of investment will be necessary, anticipated social and economic benefits greatly outweigh the costs. To guide investment, the work must be managed by a group of individuals, key organizations and agencies that are committed to the Downtown vision. To maintain momentum, progress must be tracked, communicated and celebrated.

## FINANCING STRATEGIES

There are a variety of financing strategies that can help implement this Downtown Plan. A range of financing strategies may be appropriate within a given location and, therefore, each possible strategy should be understood and examined to determine where it may be most appropriately used. In most cases, funding could include private funding, City funds, Tax Increment Reinvestment Zone funds, improvement districts, tax abatements, and state and federal grants. There are three types of economic development and incentive mechanisms that the City can implement as the tools to spur private investment in Downtown. These include:

**Public-born actions** to help prepare a larger development landscape for private investment.

**Public actions simultaneous with private investment** to induce the desired development form, pattern and density in this Downtown Plan.

**Incentives** to reduce the risk of project development.

Many of the recommended catalyst projects outlined in the Illustrative Master Plan section of the Land Uses & Master Plan chapter will require financial assistance in order to be implemented. When possible, local, state and federal funding sources should be used to leverage private sector dollars in the three areas outlined above. The following are key financing tools, programs and potential funding sources along with summarized development roles.

### EXAMPLE FUNDING SOURCES AND PROGRAMS

- General funds
- Impact fees
- Texas Chapter 380 Economic Development Grant
- Tax Increment Financing
- Bonds
- Tax Abatement
- Municipal Management Rebates
- Infrastructure Cost Participation
- Block Grant (Section 108 Mezz Debt program)
- Sales Tax Sharing
- Tax Exempt Financing
- Façade Maintenance Loan Program
- Predevelopment Funding Grants
- Community Development Corporation (CDC) Tax Credits source/program
- Community Development Assistance (CDA)
- Community Development



## CITY OF KILGORE

The City can help promote catalytic developments by positioning access to special funding and incentive mechanisms for the renovation and selective new infill in existing under-performing areas and new development as identified in this plan. Further, as a landowner in the district, the City can leverage its current land assets to facilitate the implementation of the Master Plan in the most efficient manner.

## KILGORE ECONOMIC DEVELOPMENT CORPORATION

The KEDC is an organization dedicated to the development of industry and creation of jobs. Faced with the opportunity for new investment formats identified in this plan, KEDC should work with the City's strategic implementation body. This would involve KEDC identifying the specific catalytic projects and marketing these concepts to targeted regional developers/investors in the marketplace that have shown past successes in the implementation of such projects.

## PRIVATE DEVELOPMENT MARKETPLACE

The private development marketplace can act as the tool to realize the investment potential in Downtown. Initial catalytic projects that will likely require a public-private partnership must be completed to provide comparable successful projects in Downtown for underwriting of additional Downtown development exclusively funded by the private development marketplace.

# IMPLEMENTATION STRATEGIES

## PRIORITY INITIATIVES

The implementation strategy is broken down into four priority initiative areas. These initiatives are not mutually exclusive and should be viewed as a package strategy to achieve the desired outcome for Downtown Kilgore. The four initiative areas include:

1. Regulatory and Policy Actions
2. Connectivity and Parking Actions
3. Community, Culture and Heritage Actions
4. Built Environment Actions (including both private projects and capital improvement projects)

The entities that are responsible for implementing each action are included in the table. These are not necessarily the funding entities. Rather, these are the various parties that will need to coordinate to ensure a successful implementation effort.

### REGULATORY AND POLICY ACTIONS

Downtown’s success is tied to its appeal to visitors and residents. Uses that cater to living in Downtown contribute to the vibrancy of the community and attract residents to live, work and shop. Allowing and encouraging ground floor retail activates street frontages and creates energy in Downtown. One notable challenge in Kilgore is the number of vacant buildings in the core of Downtown. Providing regulatory updates can encourage property owners to maintain their buildings and have a long-term plan for their use. Regulatory and policy recommendations are outlined in **Figure 9**.

**Figure 9. Regulatory and Policy Actions**

	STRATEGY	RESPONSIBLE ENTITY
RA-1	Update the current regulations and policy document to incorporate the Downtown recommendations. Ensure the uses and goals laid out in this Plan are allowed by right and preserve flexibility for increased diversity of land uses over time. It is key that future developments can respond to evolving market conditions.	Planning Department
RA-2	Adopt the Downtown Plan by ordinance. This plan should ultimately function as an integral component of the City’s Comprehensive Plan.	Planning Department
RA-3	Preserve retail, restaurant and entertainment land uses as the only allowable ground-floor uses on Kilgore Street between North Street and South Street and on Main Street between Commerce Street and Martin Street. Allow greater diversity of uses, including office and residential, on the ground floor outside of this core area.	Planning Department
RA-4	Create a Vacant Building Registration ordinance to keep track of the existing vacant buildings in Downtown. This ordinance requires owners to register vacant properties within the City. This action needs to include a full inventory and assessment of vacant buildings. As a collaborative effort between the City and building owners, buildings should be evaluated, and improvements required to bring	Planning Department

# IMPLEMENTATION STRATEGIES

	STRATEGY	RESPONSIBLE ENTITY
	the building into compliance and the best method for implementing improvements should be identified.	
RA-5	Collaborate with the private development community to make safety improvements to vacant buildings. Fire suppression requirements as dictated by the International Fire Code (IFC) and International Building Code (IBC) are required to protect the people using a building and the surrounding area from fire-related catastrophes. Often, meeting these code requirements is too costly for developers interested in renovating vacant structures. To continue to protect the public and attract investment to Downtown, it is recommended the City assist developers with the cost of fire suppression through the use of grant funding.	Planning Department
RA-6	Create a position for a Development Coordinator dedicated to working with property owners in the City. This position will help create a business-oriented, developer-friendly environment in which the City can begin to create relationships with owners of structures in Downtown to help solve the vacancy issue.	Planning Department
RA-7	Coordinate public improvement efforts in the right-of-way with adjacent property owners. Part of the high cost of fire suppression installation comes from the cost of tapping into public water supplies and the associated construction in the right-of-way. One way to reduce the cost and make properties ready for occupancy is to include the installation of risers and any other utility construction needed by adjacent properties during other public improvements in the right-of-way.	Various City departments
RA-8	Conduct case studies of other cities (e.g., Mesquite, Nacogdoches, Grapevine, Denison, Georgetown) to identify and evaluate strategies they have used to achieve occupancy of vacant buildings. As part of this effort, contact the Texas Downtown Association to discuss additional ideas and strategies they have seen work and not work around the state. Both incentive- and penalty-based strategies should be evaluated as a blended approach is needed to address different situations.	Planning Department
RA-9	Provide incentives through the development review process to encourage greater housing diversity in the Downtown Core and Mixed-Use areas. This includes allowing flexibility in exchange for multi-family housing in Downtown (e.g., reduced parking requirements, increased floor area ratio allowances, first-floor retail requirements).	Planning Department
RA-10	Engage in public-private partnerships between the City and developers to provide attainable housing units on City-owned parcels. The City should consider purchasing select parcels from entities in Downtown to create greater opportunities for partnerships.	Various City departments
RA-11	Consider establishing increased development standards in the Light Manufacturing area to require neat and clean aesthetics for the view from the road along Commerce Street, Houston Street and Knowles Street. Increased standards could include low- to no-cost improvements such as moving dumpsters to the rear of buildings, disallowing outside storage in the first 30 feet of property frontage and incentives for enhanced landscaping, among others.	Planning Department

# IMPLEMENTATION STRATEGIES

## VACANT BUILDING STRATEGY CASE STUDY: NACOGDOCHES, TEXAS “IMAGINE THE POSSIBILITIES” TOUR

The City of Nacogdoches partnered with Nacogdoches County Board of Realtors to host an “Imagine the Possibilities” self-guided tour of vacant properties in their downtown. Professionals from their Small Business Development Center; Economic Development Corporation; and City Engineering, Fire and Inspections Departments were available to answer questions throughout the day. This event was a great positive way to draw attention to opportunities to create dynamic places out of vacant buildings.

## VACANT BUILDING STRATEGY CASE STUDY: CUERO, TEXAS VACANT BUILDING AND PROPERTY ORDINANCE

The City of Cuero enacted a Vacant Building and Property Ordinance to help revitalize the Downtown commercial District. Vacant building owners must register their building, identify the timeframe during which the building will remain vacant and a maintenance plan for while it is vacant. Owners need to re-register their building each year it is vacant. Fees include a \$100 registration fee, a \$50 inspection fee and late fees. All exterior materials used to board a vacant building must be painted to match the building.

## VACANT BUILDING STRATEGY CASE STUDY: WILMINGTON, DELAWARE VACANT PROPERTY REGISTRATION ORDINANCE

Wilmington, Delaware uses a sliding annual fee scale in the vacant property registration ordinance; the longer the property remains vacant, the greater the fee. The ordinance includes a \$500 fee for the first year. This fee increases in year the property remains vacant up to a \$5,000 maximum fee if the property has been vacant 10 years or more.

## CONNECTIVITY AND PARKING ACTIONS

A well-organized system of parking and pedestrian and bicycle connections can result in better utilization of existing facilities/amenities and reduce the perceived need for additional parking with future development. It is important to avoid excessive parking and encourage a “park and walk” culture in a thriving Downtown. Strategies such as shaded sidewalks, enhanced crosswalks and landscaping create a more welcoming pedestrian atmosphere. Connectivity and parking recommendations are outlined in **Figure 10**.

**Figure 10. Connectivity and Parking Actions**

	STRATEGY	RESPONSIBLE ENTITY
CP-1	Develop Streetscape Design Guidelines as part of greater Urban Design Guidelines for Downtown (see Action BE-5). Streetscape guidelines should include tiers of design standards for primary corridors (Kilgore Street, Main Street and Broadway Boulevard) and secondary corridors (Kay Street, North Street, South Street, Danville Street, Commerce Street, Rusk Street, and Martin Street) or street segments. Streetscape Design Guidelines should include elements such as defining the choices for and placement of specific paving materials, bulb-outs, furnishings (including bike racks), landscaping, signage and entry treatments, among others. The design aesthetic along primary corridors should continue the aesthetic already found on Main Street between Rusk and Commerce Streets. The design aesthetic along secondary corridors should use the same family of materials found on primary corridors but can include a lesser use of enhanced materials such as pavers.	Various City departments
CP-2	Design and bid streetscape projects along primary corridors including Kilgore Street, Main Street and Broadway Boulevard. Primary corridors are intended to provide a connection between Kilgore College and Downtown. As such, they should include enhanced pedestrian and bicycle infrastructure such as wider sidewalks (8-10 feet where possible), street trees and seating, where appropriate. Full implementation of improvements will likely need to be phased in over time.	Various City departments, design consultants
CP-3	Design and bid streetscapes along secondary corridors including Kay Street, North Street, South Street, Danville Street, Commerce Street, Rusk Street, and Martin Street. Secondary corridors provide connectivity to and throughout Downtown as well as connections to Kilgore City Park. Full implementation of improvements will likely need to be phased in over time.	Various City departments, design consultants
CP-4	<p>Primary gateways are those that mark the entrance from a major road, designed to be seen from a distance by vehicular traffic. Such gateways could include monument signs, large-scale landscaping and other features to define the area. Some may have lighting, artwork, enhanced materials or other features that highlight the local flavor of Kilgore. The City should consider developing primary gateways at the following intersections:</p> <ul style="list-style-type: none"> <li>• Kilgore Street and Lantrip Street</li> <li>• North Street and Henderson Boulevard</li> <li>• Main Street and Henderson Boulevard</li> <li>• Broadway Boulevard and Houston Street</li> </ul>	Various City departments, design consultants

# IMPLEMENTATION STRATEGIES

STRATEGY		RESPONSIBLE ENTITY
CP-5	<p>Secondary gateways also mark entrances to an area but are lower intensity in nature. These gateways are smaller than their primary counterparts because they are located where vehicular trips are more locally based and traffic is slower moving. Smaller in scale, they include similar materials and aesthetic of primary gateways but to a lesser extent. The City should consider developing secondary gateways at the following intersections:</p> <ul style="list-style-type: none"> <li>• Commerce Street and Danville Street</li> <li>• Commerce Street and Main Street</li> <li>• Martin Street and Houston Street</li> </ul>	Various City departments, design consultants
CP-6	<p>Provide greater pedestrian crossing infrastructure (e.g., enhanced intersection paving, pedestrian signal) at Broadway and Houston Streets and Broadway and Main Streets along the route from Kilgore College to the Downtown core. This infrastructure will help to improve pedestrian safety and visually communicate to drivers an increased need for awareness.</p>	Various City departments, design consultants
CP-7	<p>Implement shared parking strategies to allow businesses and mixed-use developments to share parking facilities.</p>	Planning Department
CP-8	<p>Consider establishing parking agreements with Downtown churches to allow public parking in their lots outside of church hours of use.</p>	Various City departments, local churches
CP-9	<p>Incentivize Downtown churches to add landscape islands and shade trees to their existing parking lots to provide greater user comfort; mitigate the visual impact of the large, open lots; and help to alleviate some of the localized heat-island effect.</p>	Various City departments, local churches
CP-10	<p>Add additional signage directing people to parking throughout Downtown.</p>	Various City departments

## COMMUNITY, CULTURE AND HERITAGE ACTIONS

History plays a vital role in Kilgore’s culture and heritage. Protecting key historic buildings in Downtown can help to preserve the City’s history, add to the memorable experience in Kilgore and foster a sense of pride in the community. Continued promotion and management of events in Downtown, will encourage both locals and visitors to explore the amenities, restaurants and shops in area. Community, culture and heritage recommendations are outlined in **Figure 11**.

The Texas Historical Commission (THC) awards the Recorded Texas Historic Landmark (RTHL) designation to buildings at least 50 years old that are worthy of preservation for their architectural and historical associations. Benefits of designation include recognition that a property is of local, regional or state significance and eligibility for state preservation grant funds, among others.

The THC only has control of the exterior of a RTHL designated building.

**Figure 11. Community, Culture and Heritage Actions**

	STRATEGY	RESPONSIBLE ENTITY
CCH-1	Investigate the feasibility of designating the Crim, The Texan and Old Post Office as Recorded Texas Historic Landmarks (RTHL). Identify the positive and negative implications associated with RTHL designation including funding opportunities and development restrictions.	Various City departments
CCH-2	Create a summary list of state incentives for the maintenance and renovations of contributing structures as an easy reference for owners. Providing such a list could help owners of vacant structures more easily identify funding to conduct needed maintenance, helping to address vacant structures in Downtown.	Various City departments
CCH-3	Develop an overall wayfinding, signage and branding plan for Downtown to include elements such as directional signage, branded street signs, furnishings, etc.	Various City departments
CCH-4	Retrofit the Crim as an event venue to accommodate small groups. The space could be rented for private events and programmed for seniors and/or children.	Various City departments
CCH-5	Continue to support the use of the Old Post Office as a museum / small event center.	Various City departments
CCH-6	Continue to support the renovation of the Texan Theater as a larger event venue (e.g., concerts, theater productions, banquets, movies).	Various City departments
CCH-7	Consider enhancing the City’s existing Downtown event calendar with more regularly scheduled events of varying sizes throughout the year. This could include quality of life events such as a weekly farmers market and a monthly food truck festival. It is also important to include events that help fundraise for Downtown (e.g., ticketed dinners) and events that support local businesses (e.g., additional after-hours events, wine walks). To the extent possible, events should use or include the new public spaces described in this plan. A successful public space includes a well-thought out program schedule.	Various City departments
CCH-8	Consider developing a Community Center as an adaptive reuse of a building in Downtown. A potential location includes the building at the southwest corner of Barnett Street and Main	Various City departments

# IMPLEMENTATION STRATEGIES

	STRATEGY	RESPONSIBLE ENTITY
	Street owned by Kilgore College (Catalyst Project D). Use of this building would require coordination with Kilgore College.	
CCH-9	Establish a mural arts program for Downtown Kilgore. This could include commissioning murals as well as providing grants and/or design assistance to artists, residents and business owners interested in placing murals on private property.	Various City departments
CCH-10	Coordinate with Kilgore College to provide better visual ties between the campus and Downtown. This could include elements such as adding the college logo or colors to an enhanced crosswalk at Broadway Boulevard and Houston Street, incorporating college banners and/or Kilgore College stars on ornamental lighting in Downtown.	Various City departments, Kilgore College
CCH-11	Evaluate the benefits of listing historic properties on DowntownTX.org. This website helps to connect private sector investors with historic property listings and currently includes properties from nearly 50 cities around Texas.	Various City departments



## BUILT ENVIRONMENT ACTIONS

As is the case with any urbanized area, the built environment is crucial to what is experienced by the user. Therefore, it is important that the City work to enhance the built environment in Downtown. Through the following actions, the City can strengthen the arrival into Downtown, emphasizing its uniqueness relative to its surroundings. In addition, the City can integrate redevelopment and infill investment adjacent to the core of Downtown through context-sensitive design. Finally, the City can create a central gathering area in the Downtown core, creating a visual anchor that serves as an activity center for Downtown. Built environment recommendations are outlined in **Figure 12**.

**Figure 12. Built Environment Actions**

	STRATEGY	RESPONSIBLE ENTITY
BE-1	Design and develop a public plaza near the Texan Theater and Old Post Office. This includes closure of Kilgore Street to vehicles between South and Danville Streets. Design considerations should include the ability to program the space for varying sized events. (Catalyst Project A)	Various City departments, design consultants
BE-2	Design and develop a small public park at the south corner of Rusk Street and Danville Street. (Catalyst Project C)	Various City departments, design consultants
BE-3	Work with developers to build housing options in Downtown, including medium- to high-density residential (Catalyst Project B) and 55+ housing (Catalyst Project G).	Various City departments, private development community
BE-4	Coordinate with developers and local property owners to encourage a new mixed-use development adjacent to the future youth center. (Catalyst Project H)	Various City departments, private development community
BE-5	Develop guidelines for new, preserved and rehabilitated buildings in the Downtown core. Guidelines should address streets, open space and buildings.	Various City departments, design consultants
BE-6	Encourage the Kilgore Historic Preservation Foundation to allow businesses to develop rear patios with outdoor dining and gathering spaces along the World's Richest Acre. The addition of regular pedestrian activity along the southeast edge of the public space will help to further establish it as a daily destination for residents and visitors.	Various City departments, Kilgore Historic Preservation Foundation, local business owners
BE-7	Coordinate with the Kilgore Historic Preservation Foundation to enhance Christmas Tree Park with trees, landscaping and shaded seating to provide opportunities for pedestrians to linger at the north end of Downtown. Primary gateway elements could be integrated into this park.	Various City departments, Kilgore Historic Preservation Foundation
BE-8	Consider installing large "KILGORE" letters in a public space in Downtown to provide a fun photo opportunity and destination for locals and visitors. Potential locations include: <ul style="list-style-type: none"> <li>• The proposed plaza next to The Texan Theater</li> <li>• In a reimagined Christmas Tree Park (owned by Kilgore Historic Preservation Foundation)</li> <li>• The World's Richest Acre (owned by Kilgore Historic Preservation Foundation)</li> </ul>	Various City departments, Kilgore Historic Preservation Foundation

# IMPLEMENTATION STRATEGIES

STRATEGY		RESPONSIBLE ENTITY
BE-9	Encourage commercial/retail infill development along Kilgore Street between Lantrip Street and Sabine Street. This will help to create a more continuous and lively building edge along the right-of-way.	Various City departments, private development community
BE-10	Encourage neighborhood rehabilitation and the addition of single-family and/or duplex infill on the vacant parcels in Traditional Neighborhood areas.	Various City departments, private development community
BE-11	Encourage neighborhood commercial or mixed-use infill developments on vacant parcels in Mixed-Use areas.	Various City departments, private development community
BE-12	Target the Gateway Retail and Commercial areas for long-term redevelopment as high-quality retail development with emphasis on pedestrian infrastructure, indoor/outdoor amenities and landscaping.	Various City departments, private development community