

City of Corpus Christi

# Padre/Mustang Island Area Development Plan



**JUNE 29, 2021**



**Padre/Mustang Island  
AREA DEVELOPMENT PLAN**

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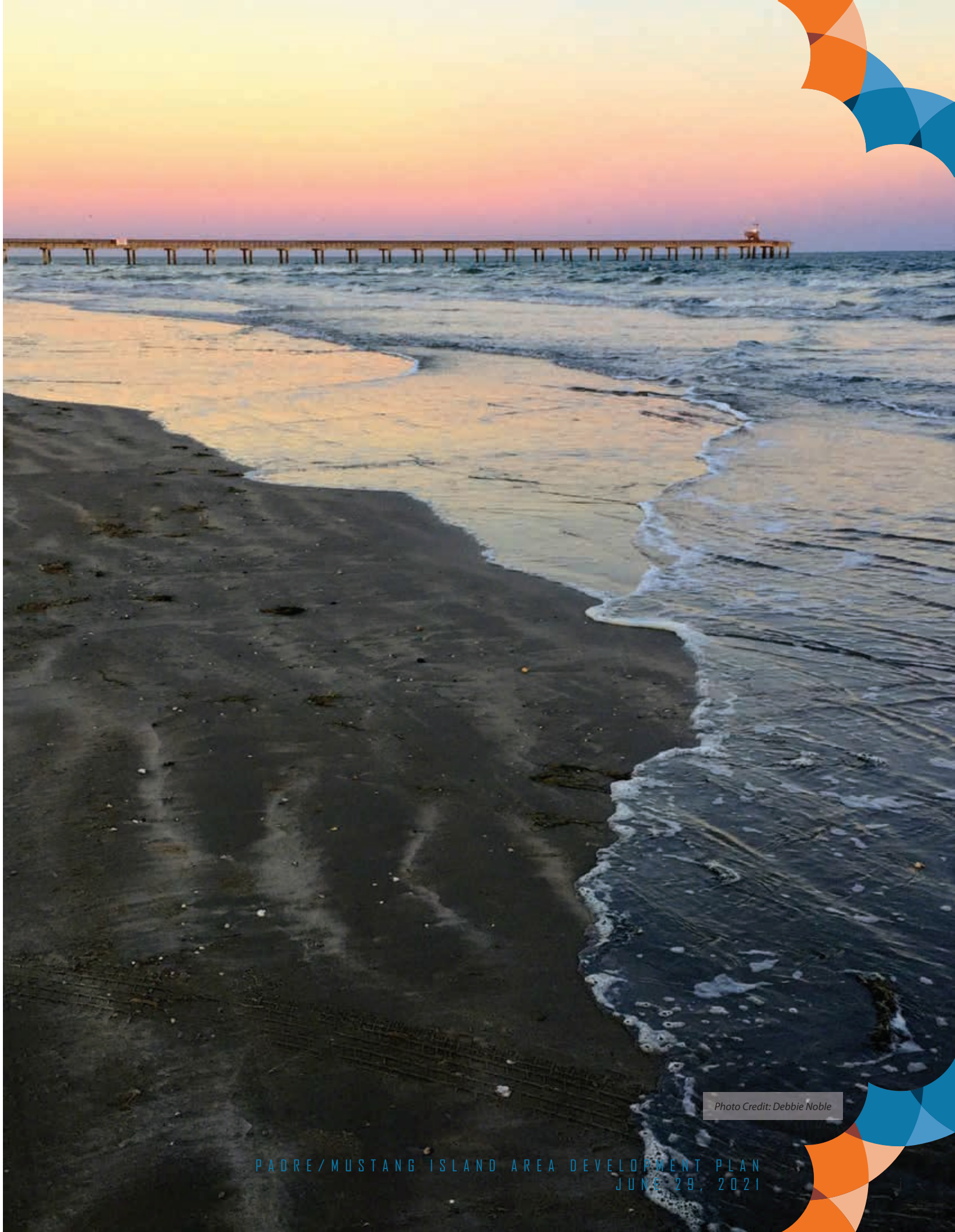


Photo Credit: Debbie Noble



# ACKNOWLEDGMENTS

## CITY COUNCIL

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Mayor

**Michael T. Hunter**  
Council Member At-Large

**John Martinez**  
Council Member At-Large

**Mike Pusley**  
Council Member At-Large

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**Ben Molina**  
Council Member District 2

**Roland Barrera**  
Council Member District 3

**Greg Smith**  
Council Member District 4

**Gil Hernandez**  
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City Manager

**Steve Viera**  
Assistant City Manager

**Dan McGinn**  
Director of Planning

**Keren Costanzo**  
Economic Development Manager

**Leane Heldenfels**  
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**Avery Oltmans**  
City Planner

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Corpus Christi Metropolitan Planning Organization (MPO)

**Craig Casper**  
Corpus Christi Metropolitan Planning Organization (MPO)

**Gordon Robinson**  
Corpus Christi Regional Transportation Authority (CCRTA)

## ADVISORY COMMITTEE

### ISLAND STRATEGIC ACTION COMMITTEE

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Padre Isles Property Owners Association

**Daniel Brown III**  
At-Large

**Roy Coons**  
At-Large

**Charles Duffley**  
Developer

**Jay Gardner, Chair**  
Environmental Group

**Daniel Grimsbo**  
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**Tommy Kurtz**  
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**Dotson Lewis Jr., Vice Chair**  
Residential Property Owner

**Robert Pruski Jr.**  
Construction Contractor

**Melanie Salinas**  
At-Large

**Cheri Sperling**  
Padre Island Business Association

**William Uhlarik**  
Realtor

### FORMER ISLAND STRATEGIC ACTION COMMITTEE MEMBERS\*

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**Brud Jones**  
**David Perry**

**Jodi Steen**  
**Carter Tate**

### EX-OFFICIO / NON-VOTING MEMBERS

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Nueces County

**Keith McMullan**  
Nueces County Water Control and Prevention District #4

**Brett Oetting**  
Convention and Visitors Bureau

**Terry Palmer**  
Watershore and Beach Advisory Committee

**Twila Stevens**  
Parks and Recreation Advisory Committee

### PLANNING COMMISSION LIASION

**Daniel Dibble**  
Planning Commission Liaison

## CONSULTANT TEAM



**Freese and Nichols, Inc.**  
11200 Broadway Street, Offices West  
Suite 2320  
Pearland, TX 77584

*\*Members that served during the ADP update process.*

**Ordinance adopting a new Padre/Mustang Island Area Development Plan, an element of the Plan CC Comprehensive Plan; rescinding the former Mustang/Padre Island Area Development Plan adopted on January 31, 2017; and amending the Plan CC Comprehensive Plan.**

**WHEREAS**, the Planning Commission has forwarded to City Council its reports and recommendations concerning the adoption of the Padre/Mustang Island Area Development Plan;

**WHEREAS**, with proper notice to the public, public hearings were held during a meeting of the Planning Commission and during a meeting of the City Council, during which all interested persons were allowed to give testimony and present written evidence;

**WHEREAS**, City Staff invited the public to online Community Meetings and online Community Surveys and Open House Forums to give input to help develop a Padre/Mustang Island Area Development Plan for Corpus Christi, and to receive public feedback;

**WHEREAS**, the Island Strategic Action Committee provided guidance and assistance throughout the process and staff coordinated with various community agencies;

**WHEREAS**, the City shall use the Padre/Mustang Island Area Development Plan as a guideline for urban growth, implementation of policy initiatives and public investments, and to facilitate other plans that the city considers necessary for systematic growth and development; and

**WHEREAS**, the City Council has determined that these amendments would best serve public health, safety, necessity, convenience, and general welfare of the City of Corpus Christi and its citizens.

**NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF CORPUS CHRISTI, TEXAS:**

**SECTION 1.** The Mustang/Padre Island Area Development Plan, adopted by City Council ordinance #31057 on January 31, 2017 is hereby rescinded.

**SECTION 2.** The Padre/Mustang Island Area Development Plan, as shown in Exhibit A, which is attached and incorporated by reference, is adopted as an element of the Plan CC Comprehensive Plan (Comprehensive Plan).

**SECTION 3.** To the extent that the amendment made by this ordinance represents a deviation from the Comprehensive Plan, the Comprehensive Plan is amended to conform to the amendment made by this ordinance. The Comprehensive Plan, as amended from time to time and except as changed by this ordinance, remains in full force and effect.

**SECTION 4.** The City Council intends that every section, paragraph, subdivision, clause, phrase, word or provision hereof shall be given full force and effect for its purpose. Therefore, if any section, paragraph, subdivision, clause, phrase, word or provision of this ordinance is held invalid or unconstitutional by final judgment of a court of competent jurisdiction, that judgment shall not affect any other section, paragraph, subdivision, clause,

phrase, word or provision of this ordinance.

**SECTION 5.** This ordinance takes effect after final passage on second reading.

That the foregoing ordinance was read for the first time and passed to its second reading on this the 22<sup>nd</sup> day of June, 2021, by the following vote:

Paulette M. Guajardo	<u>Aye</u>	John Martinez	<u>Aye</u>
Roland Barrera	<u>Aye</u>	Ben Molina	<u>Aye</u>
Gil Hernandez	<u>Aye</u>	Mike Pusley	<u>Aye</u>
Michael Hunter	<u>No</u>	Greg Smith	<u>absent</u>
Billy Lerma	<u>Aye</u>		

That the foregoing ordinance was read for the second time and passed finally on this the 29<sup>th</sup> day of June, 2021, by the following vote:

Paulette M. Guajardo	<u>Aye</u>	John Martinez	<u>Aye</u>
Roland Barrera	<u>Aye</u>	Ben Molina	<u>Aye</u>
Gil Hernandez	<u>Aye</u>	Mike Pusley	<u>Aye</u>
Michael Hunter	<u>Absent</u>	Greg Smith	<u>Aye</u>
Billy Lerma	<u>Aye</u>		

PASSED AND APPROVED on this the 29<sup>th</sup> day of June, 2021.

ATTEST:

Rebecca Huerta  
Rebecca Huerta  
City Secretary

Paulette M. Guajardo  
Paulette M. Guajardo  
Mayor

032480

032480





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# INTRODUCTION



## DEVELOPMENT OF THE PLAN

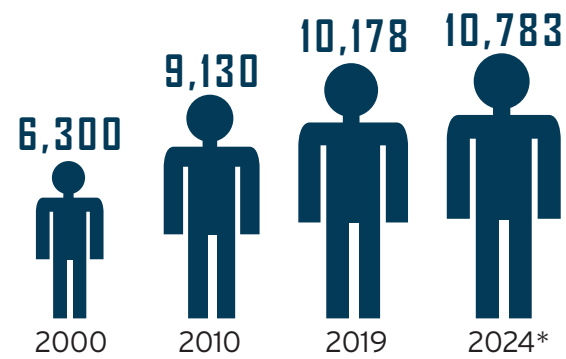
The Padre/Mustang Island Area Development Plan (ADP) is an element of the Plan CC Comprehensive Plan. The ADP is intended to provide an analysis of Padre/Mustang Island and create strategic recommendations to guide future development. As the community grows, the City should have plans in place to guide the anticipated growth. By understanding development patterns and the impact it has on the community, the City will be better prepared for the future. This plan serves as a guide for City leadership to make regulatory and policy decisions as well as prioritize infrastructure improvements to increase the quality of life.

The Padre/Mustang Island area of Corpus Christi incorporates the land area of both Padre and Mustang Islands within the Corpus Christi city limits. Padre/Mustang Island includes residential neighborhoods, commercial development, and miles of beaches and natural areas. As the development on the Island grows in the future, the Island must focus on balancing future development with the environmental sustainability of the existing natural areas on the Island.

The ADP was developed through a comprehensive public engagement process that integrated the examination of the existing conditions and the vision of the community. An Advisory Committee was created to guide the planning process and provide a representation of the area's residents, business owners, and stakeholders. The Advisory Committee consists of the Island Strategic Action Committee (ISAC) Ex-Officio members and a Planning Commission liaison. The Committee's participation was essential to the development of the final plan. Although the Advisory Committee championed the plan, the community was involved throughout the process and participated in multiple engagement events and activities. Residents and stakeholders gave their input regarding the future of Padre/Mustang Island through online surveys and various community engagement events, including an online community open house and focus group meetings. Many of the recommendations identified in this plan are a direct product of the input received, resulting in a community-driven plan.

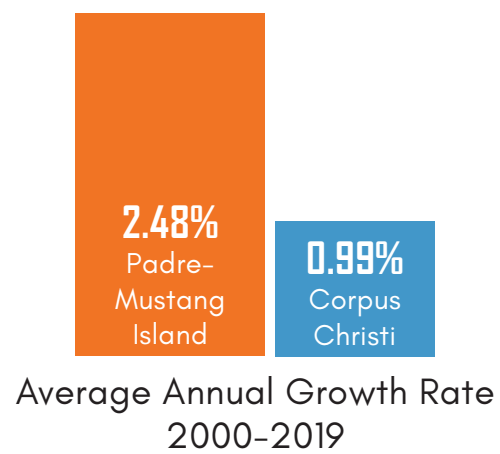
# DEMOGRAPHICS

## POPULATION<sup>1</sup>



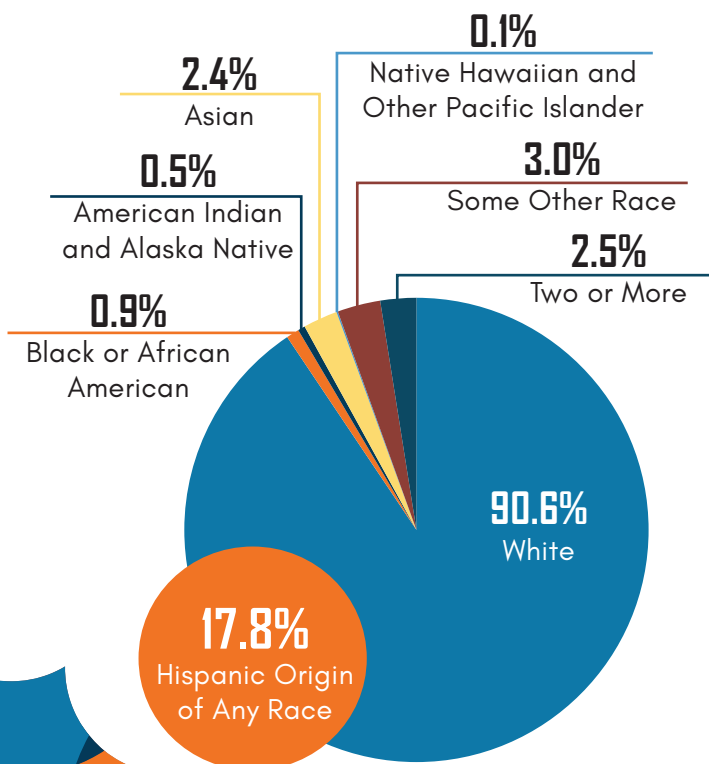
Population Growth by Year

\*Projected Population

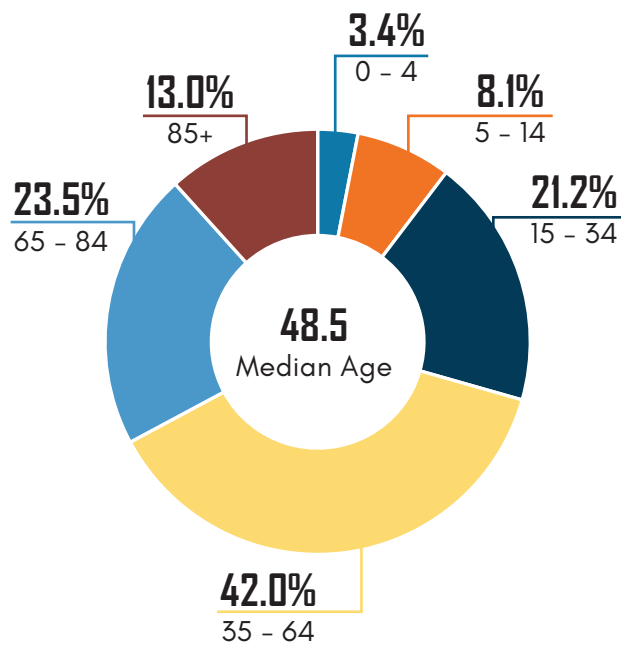


Average Annual Growth Rate 2000-2019

## RACE AND ETHNICITY (2019)<sup>1</sup>



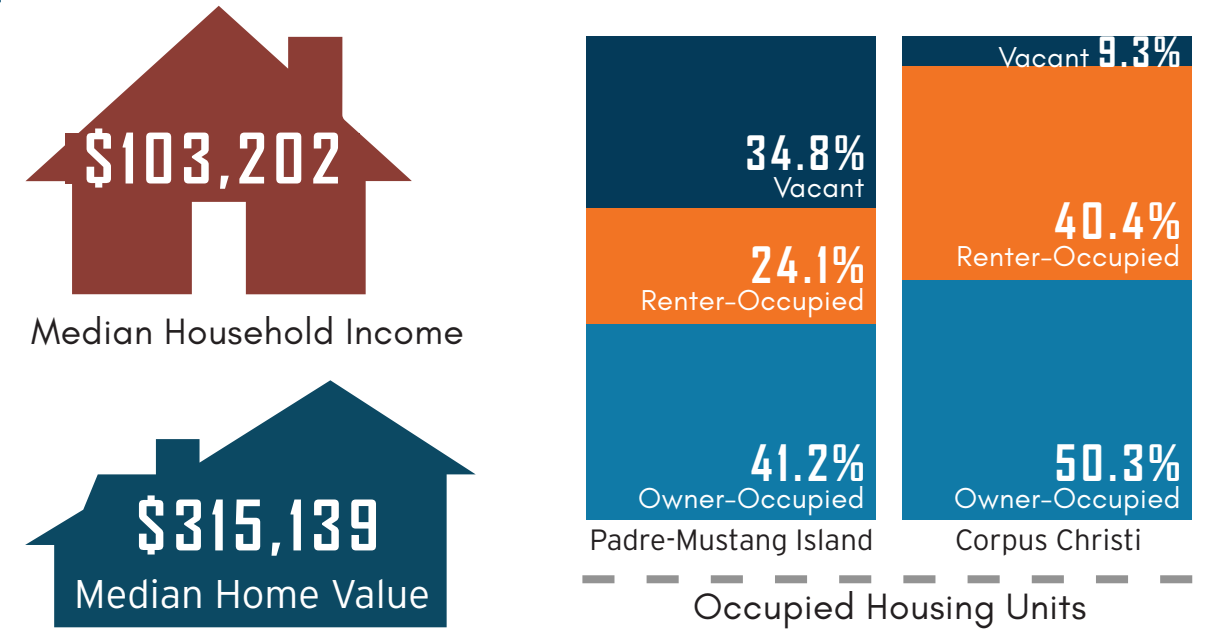
## AGE (2019)<sup>1</sup>



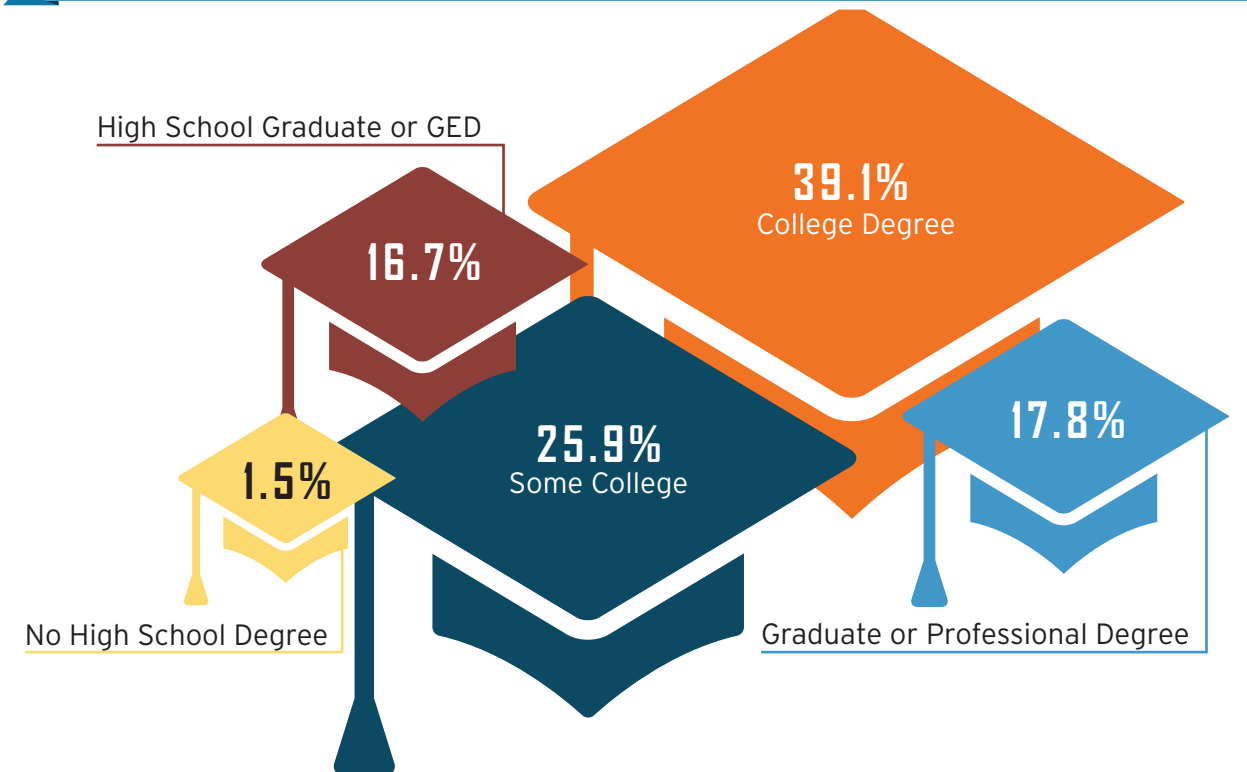
## COMMUNITY DEMOGRAPHICS

The snapshot of the current demographics of Padre/Mustang Island paints a picture of the level of growth and diversity in the area based on Census data and estimates.

## HOUSING (2019)<sup>1</sup>



## EDUCATIONAL ATTAINMENT POPULATION 25+ (2019)<sup>1</sup>



<sup>1</sup>Source: U.S. Census Bureau, Census 2010 Summary File 1. Esri forecasts for 2019 and 2024. Esri converted Census 2000 data into 2010 geography.

# ENGAGEMENT PROCESS

## ABOUT THE ADVISORY COMMITTEE

The Advisory Committee is comprised of the Island Strategic Action Committee (ISAC), Ex-Officio Members, and a Planning Commission Liaison. The Committee consists of **18 Members** including residents, business owners, property owners, environmental stakeholders, and representatives of both governmental and non-governmental organizations.

### Advisory Committee Meeting 1

The Advisory Committee met during the regular ISAC meeting to identify issues and opportunities for the Island.

March 3, 2020

### MetroQuest Survey Launched

An online survey was available to the public, allowing for input to be received regarding the current conditions and vision for the Island.

March 12, 2020 to May 11, 2020

### Online Community Meeting 1

Participants joined the live presentation for the first Online Community Meeting to learn about the Area Development Plan process and give input related to the Island's future growth.

March 26, 2020

### Focus Group Meetings

A series of five focus group meetings were held to discuss specific topics related to the Island. The purpose of the meetings was to discuss topics that are significant to the future development of the Island.

August 24 & 26, 2020

### Advisory Committee Meeting 3

The Advisory Committee met during the regular ISAC meeting to review draft renderings, action items, and projects.

December 3, 2020

### Online Open House 1

The Online Open House was available for the community to provide feedback on the draft vision themes, policy initiatives, and future land use plan.

October 1, 2020 to October 15, 2020

### Online Community Meeting 2

A live online presentation was given to the community to provide the draft vision themes, policy initiatives, and future land use plan. The meeting was broadcast on Facebook Live. A recording of the presentation was available on the project website following the meeting.

October 1, 2020

### Advisory Committee Meeting 2

The Advisory Committee met during the regular ISAC meeting to review the online survey summary and discuss the draft vision themes, policy initiatives, and future land use plan.

September 1, 2020

### Advisory Committee Meeting 4

The Advisory Committee met during the regular ISAC meeting to review the draft Area Development Plan.

March 2, 2021

### Online Community Meeting 3

A live online presentation was given to the community to provide the draft plan. The meeting was broadcast on Facebook Live. A recording of the presentation was available following the meeting.

March 25, 2021

### Online Open House 2

The Online Open House was available for the community to provide feedback on the draft plan.

March 22, 2021 to April 11, 2021

### Advisory Committee Meetings 5 & 6

The Advisory Committee met to recommend the draft plan move forward to be presented to Planning Commission and City Council.

April 6, 2021 & May 4, 2021

### Adoption

June 29, 2021



# ONLINE SURVEY SUMMARY

## ABOUT THE SURVEY

Community members had an opportunity to participate in an online survey available from March 12, 2020 to May 11, 2020 to give their feedback on the future of Padre/Mustang Island. Below is a snapshot of the results.



### WHAT IS IMPORTANT TO YOU?



### WHAT IS YOUR FAVORITE THING ABOUT PADRE-MUSTANG ISLAND?



### WHAT IS YOUR VISION FOR THE ISLAND?

"Better entertainment, restaurants and shopping without taking away from the Island Coastal community "

"50/50 split between primary residences and destination recreation."

"Beautiful and safe beaches and views"

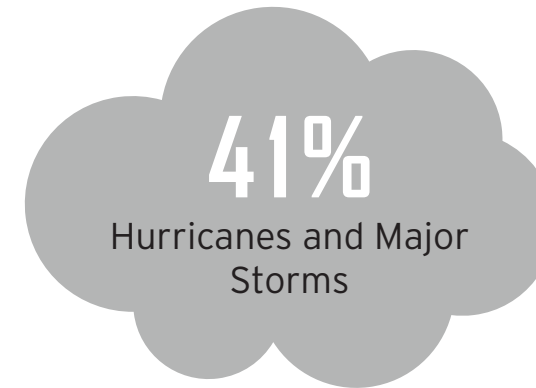
"A balance between a sustainable environment, inviting tourism spot and community engagement."

"Keeping the island clean, peaceful, and prosperous. Encourage small businesses to provide much needed goods and services."

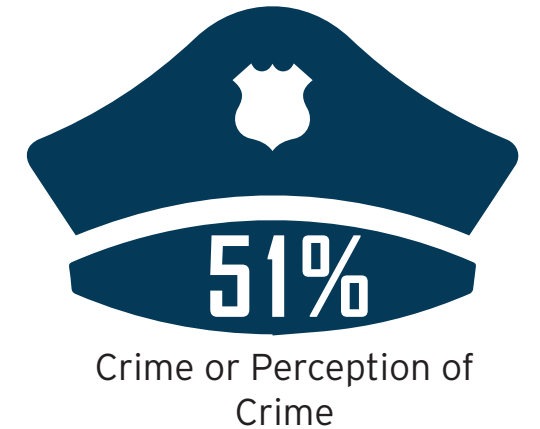
"A safe, family friendly place with open beaches and parks where kids can play."

"A destination for vacationers and locals alike with quality amenities."

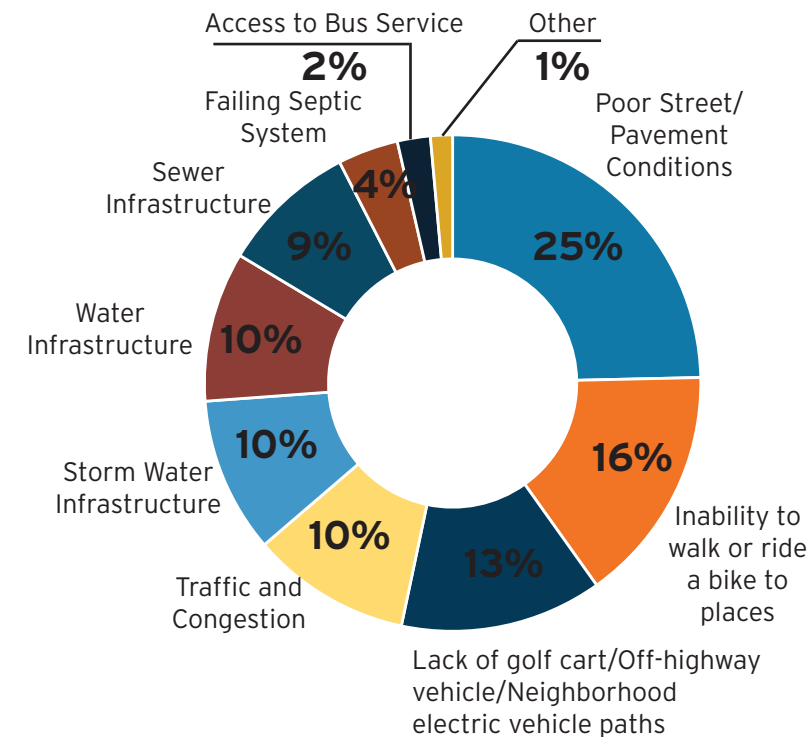
### WHAT WOULD YOU CONSIDER THE GREATEST ENVIRONMENTAL ISSUE FACING PADRE-MUSTANG ISLAND?



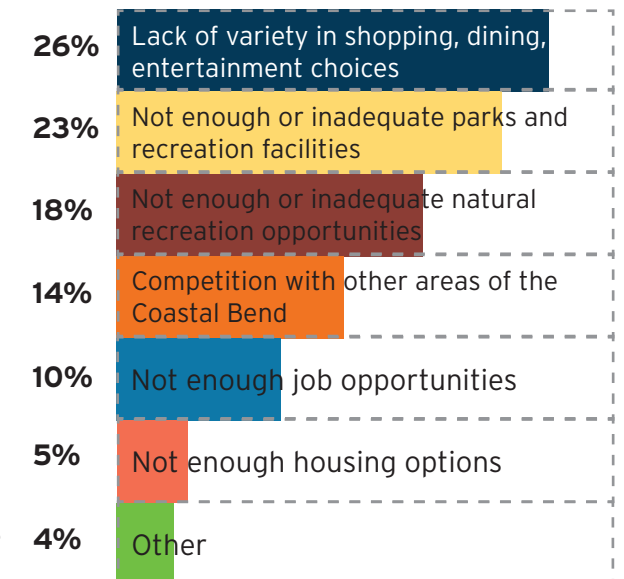
### WHAT WOULD YOU CONSIDER THE GREATEST SOCIAL ISSUE FACING PADRE-MUSTANG ISLAND TODAY?



### WHAT WOULD YOU CONSIDER THE THREE GREATEST INFRASTRUCTURE ISSUES FACING PADRE-MUSTANG ISLAND TODAY?



### WHAT WOULD YOU CONSIDER THE THREE GREATEST LAND USE ISSUES FACING PADRE-MUSTANG ISLAND TODAY?



# FUTURE LAND USE MAP



## FUTURE LAND USE MAP

### ABOUT THE FUTURE LAND USE MAP

*The Future Land Use Map serves as a guide for zoning regulations and influences new development and redevelopment within the City. The Future Land Use Map for the City was adopted with Plan CC and has been revised through the ADP based on feedback from the community.*

The use of land is a critical ingredient in determining the way people live and work. There are two factors to consider when designating land use, how land is currently being used and potentially could be used in the future. In many cases, the existing active land use on the property remains unchanged. For undeveloped property, there are opportunities to shape the way land can be developed in the future. In both cases, the most direct tool cities have to guide the development of land is through zoning. Zoning is the prescribed legal use of a parcel of land based on city regulations. Zoning is, in large part, influenced by the designations identified on the Future Land Use Map.

The Plan CC Comprehensive Plan (adopted 2016) identified future land uses for the entire City and provided guidelines for development. The Area Development Plan process is intended to go into further detail

about land uses and development patterns specific to the Padre/Mustang Island planning area. The future land use designations for Padre/Mustang Island have been revised to reflect community input, anticipated development, and best practices.

The Padre/Mustang Island Future Land Use Map serves as the guide for future zoning and development decisions and provides a foundation to support the vision and recommendations of the plan. This is accomplished by setting a land use framework that influences regulatory mechanisms and policy decisions that shape the built environment. Each of the designations presented on the Padre/Mustang Island Future Land Use Map correlates with the designations identified in Plan CC.






# FUTURE LAND USE CATEGORIES

## AGRICULTURE/RURAL ENTERPRISE

This category includes farms and other enterprises that serve the rural population.

## RESIDENTIAL USES

The predominant residential land use in the City of Corpus Christi is the single-family dwelling at a range of densities. All residential categories also include schools, churches, and neighborhood-serving public uses.

-  Low-density residential: up to 3 units per acre
-  Medium-density residential: 4 to 13 units per acre (including two-family dwellings)
-  High-density residential: more than 13 units per acre

## COMMERCIAL USES

Commercial land uses include retail, services, hotel, and office uses that are typically open to the public at large. High-density residential uses, such as townhomes, cottage housing, apartments, and condominiums are considered compatible with commercial uses. Other commercial uses, such as wholesale and distribution businesses, are included in the light industry category because they have similar impacts, such as high volumes of trucking. Schools, churches, and neighborhood-serving public uses can be included in commercial land use areas.

## INDUSTRIAL USES

Most of the industrial uses within the city limits of Corpus Christi are light industrial; heavy industry is generally located in the industrial districts outside the city limits.

## TRANSPORTATION

Airports, railroads, highway and interstate rights-of-way.

## MIXED-USE AREAS

Mixed-use centers include residential, retail, hotel, and office uses. Mixed-use centers are pedestrian-friendly with buildings oriented towards the street. Residential uses are generally of a higher density, including apartments, condominiums, townhomes, cottage housing, and small-lot single-family residential. The mixture can be vertical, with different uses on different floors of a building, and horizontal, with different uses side by side. Churches, schools and public uses are included in mixed-use areas.

## INSTITUTIONAL

Hospitals, colleges, universities, schools, large churches, and similar institutions, whether public or private, are designated as separate land uses because of their campus-like character, which requires special attention to edges and relationships with adjacent areas.

## GOVERNMENT

Government uses include federal, state, county, regional and municipal government facilities and installations, except for government-owned institutions.

## PLANNED DEVELOPMENT

Planned development areas are lands that are currently undeveloped or underutilized but may be suitable in the future for a variety of uses, taking into account environmental and other constraints. Designated on Padre and Mustang islands and in the potential annexation areas, planned development areas are expected to require a rezoning tied to a master planning process or an Area Development Plan process.

## PERMANENT OPEN SPACE

Parks and playgrounds, recreational fields and facilities, greenways, and other green areas managed for public access and recreation.

*Note: For more information about categories included in the Future Land Use Map, please refer to pages 55-57 of Plan CC.*

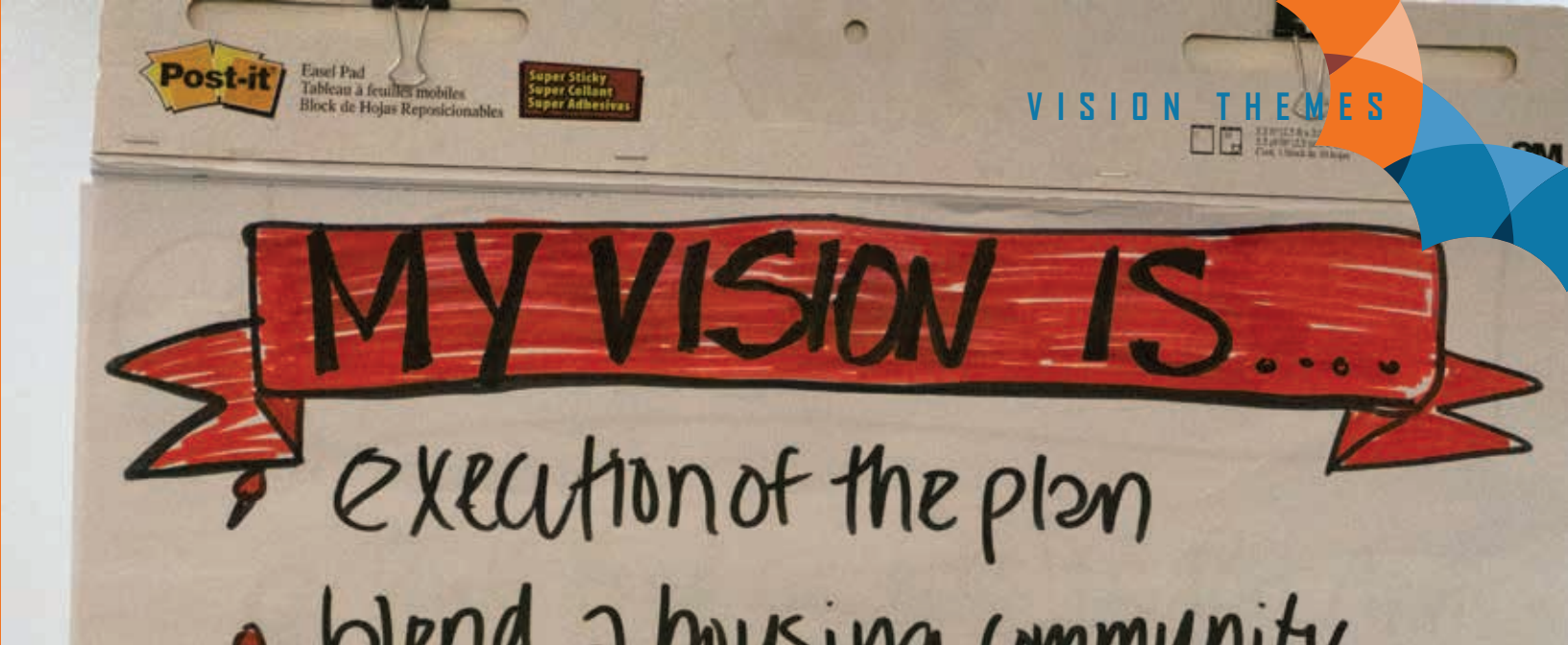
# FUTURE LAND USE MAP

LAND USE	ACRES	%
Mixed-Use	495	2%
Commercial	404	2%
Government	62	0%
Light Industrial	1	0%
Low-Density Residential	15	0%
Medium-Density Residential	877	4%
High-Density Residential	270	1%
Planned Development	3,787	17%
Transportation	821	4%
Permanent Open Space	6,482	30%
Water	8,530	39%
<b>Total</b>	<b>21,744</b>	<b>100%</b>





# VISION THEMES



## VISION THEMES

Although development is generally impacted by a variety of regulatory factors, market influences, and budgetary availability; a community with a clear vision can better focus the goals for the future. The vision for the community should be a high level overarching idea of the future that maintains a singular path for the future. To achieve that vision, the City must make an effort to direct development and make improvements that align with the vision.

Through the public engagement process, three vision themes emerged related to the residents' desires for the future. The following are the vision themes identified:

- **Safe, Family-Friendly Community**

- » Continue to foster safe, family-friendly neighborhoods that provide needed amenities and services for local residents.

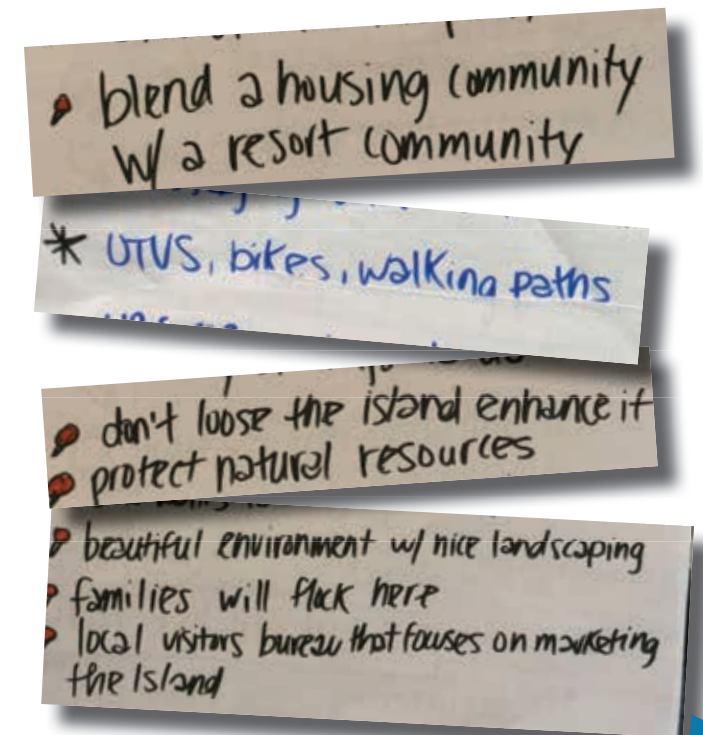
- **Blended Residential Community and Destination Location**

- » Encourage tourism and the development of local commercial businesses to build a strong economic environment and sufficiently support the year-round residential community.

- **Environmental Preservation**

- » Capitalize on existing environmental features as assets for the community and ensure the preservation of these areas as the Island continues to develop.

### MY VISION IS...







## SAFE, FAMILY-FRIENDLY COMMUNITY

Continue to foster safe, family-friendly neighborhoods that provide needed amenities and services for local residents.

### VISION

The Island is a coastal community that features family-friendly neighborhoods and a strong sense of community. With safe neighborhoods and quality amenities, the Island continues to be a wonderful place to live, work, and raise a family. Close access to the beach and water activities is only one of the many reasons that people call the Island home. In the future, the local parks are maintained and include a variety of amenities like walking trails, community gardens, and recreational equipment for all ages. A well-connected system of safe, walkable streets and trails encourages walking, cycling, and the use of neighborhood electric vehicles, and allows residents to traverse the Island from beach-to-bay. As the Island evolves, the future vision is to continue to maintain the existing sense of community that already permeates throughout the Island.

### KEY ELEMENTS

- Family-Friendly Neighborhood
- Well-Maintained Park Facilities
- Walkable/Bikeable Streets
- Park Amenities like Community Gardens and Playground
- Access to Water Activities
- Golf Cart Paths

### COMMUNITY INPUT

The following community input supports the vision theme:

“A great place to live and raise my kids while still being an attraction for recreation and entertainment.”

“A family friendly community where people can enjoy living and feel safe.”

“More things to do, such as shops, places to run, family activities.”

“Encourage small businesses to provide much needed goods and services.”





## BLENDING RESIDENTIAL COMMUNITY AND DESTINATION LOCATION

Encourage tourism and the development of local commercial businesses to build a strong economic environment and sufficiently support the year-round residential community.

### VISION

The Island aims to be a premier destination location that seamlessly blends a coastal residential community with a lively tourism center. Commercial and mixed-use development is encouraged along PR22 to provide needed services and create entertainment opportunities to attract residents and visitors to the Island. Creating a town-center style development will serve as the community center and focus of entertainment activities on the Island. Improvements in tourism infrastructure such as hotel facilities, creation of a marina, and conference facilities allow the Island to better accommodate large events like festivals and tournaments. Amenities encourage visitors to extend their stay on the Island without having to use their personal vehicles during their visit. Additionally, using various wayfinding and branding elements throughout the Island could promote its identity.

### KEY ELEMENTS

- Improved PR22 with New Bridge and Golf Cart Path
- Commercial/Mixed-Use Development
- Town Center Style Development
- Marina Development
- Tourist Activities

### COMMUNITY INPUT

The following community input supports the vision theme:

“Good restaurants, resort atmosphere, geared to both tourists and residents.”

“To see our community as a great place to live and a great place to visit.”

“More developed with hopefully shops and restaurants along the Canal and lake padre where park road 22 bridge is to be built.”





## ENVIRONMENTAL PRESERVATION

Capitalize on existing environmental features as assets for the community and ensure the preservation of these areas as the Island continues to develop.

### VISION

Padre and Mustang Islands feature miles of beaches and wetlands stretching across both islands that serve as unique assets for residents and visitors. As the development of the Island progresses, it is essential to balance the preservation of natural areas with a sustainable level of growth. There should be a focus on protecting the beaches to support the dune system and protect the Island community and, ultimately, the mainland. Creating conservation corridors and mitigating barriers between critical habitat areas will benefit local wildlife and overall environmental stability. Implementing educational and monitoring programs will support the on-going maintenance and enhancement of preservation and conservation areas on the Island.

### KEY ELEMENTS

- Healthy Dunes
- Beach Activity
- Vehicle Access to the Beach
- Conservation Corridors
- Limited Development

### COMMUNITY INPUT

The following community input supports the vision theme:

“A balance between a sustainable environment, inviting tourism spot and community engagement.”

“Preserve natural beauty, avoid overdevelopment.”

“Better entertainment, restaurants and shopping without taking away from the Island Coastal community.”





# POLICY INITIATIVES AND IMPLEMENTATION

## POLICY INITIATIVES

Six policy initiatives were established to focus on implementation efforts to achieve the vision themes described in this plan. Policy initiatives are not exclusive and may further the goal of one or more vision themes. For each policy initiative, strategies are identified to support the implementation of the efforts. These strategies are the actions taken by the City that lead to the successful implementation of the plan.

POLICY INITIATIVES	VISION THEMES		
	SAFE, FAMILY-FRIENDLY COMMUNITY	BLENDED RESIDENTIAL COMMUNITY AND DESTINATION LOCATION	ENVIRONMENTAL PRESERVATION
1 Improve traffic flow, Island ingress and egress, safety, and roadway quality.	✓	✓	
2 Enhance park and recreation facilities to provide various activities and entertainment for all ages.	✓	✓	✓
3 Expand tourism on the Island by increasing marketing efforts and providing a variety of events and attractions.	✓	✓	✓
4 Protect and monitor natural resources and assets critical to the health of the barrier island and regional ecosystem.	✓	✓	✓
5 Accommodate safe, efficient movement of pedestrians, bikes, and golf carts throughout the Island.	✓	✓	
6 Support and encourage compatible and context-sensitive development that provides a mix of land uses and respects the environment.	✓	✓	✓

## ABOUT THE ISLAND STRATEGIC ACTION COMMITTEE

The Island Strategic Action Committee (ISAC) was established by the City Council of the City of Corpus Christi to accomplish the following:

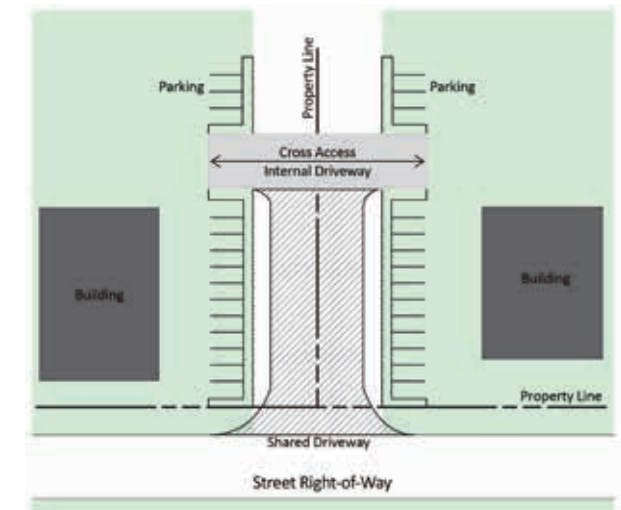
1. The ISAC shall develop specific strategies for implementation of the Padre/Mustang Island Area Development Plan with specific timelines to implement the respective strategies and a clear determination of which agency or individual is responsible to implement specific projects or programs.
2. The highest priority projects for the ISAC include, but are not limited to:
  - a) Recommending appropriate Padre/Mustang Island ADP projects for inclusion in the next City Bond program;
  - b) Recommending implementation of sustainable new or additional funding sources for the Padre-Mustang Island area, i.e., tax increment reinvestment zones, public improvement districts, municipal management districts, or other mechanisms to fund projects;
  - c) Providing annual input on the City's Capital Improvements Program;
  - d) Recommending State legislation pertaining to island concerns.



## IMPROVE TRAFFIC FLOW, ISLAND INGRESS AND EGRESS, SAFETY, AND ROADWAY QUALITY

### HOW WE GET THERE

- 1.1. Coordinate with the Corpus Christi Metropolitan Planning Organization (MPO) to update the Urban Transportation Plan based on traffic demand modeling.
  - 1.1.1. Delete the proposed collector street located on the west side of SH361, located within Mustang Island State Park and between Beach Access Road 2 and Seaway Drive Extension, from the Urban Transportation Plan.
- 1.2. In coordination with Federal, State, Regional, and County agencies, prioritize a long-term action plan for maintaining sufficient emergency egress from the Padre and Mustang Islands, which may include a second crossing of the Laguna Madre, expanding the current JFK Causeway Bridge, and/or replacing the JFK Causeway Bridge (constructed in 1973).
- 1.3. For public safety and to protect roadway capacity on SPID/PR22 and SH361, work with TxDOT on access management controls for future development, i.e., shared driveways, interconnected parking, etc.
- 1.4. Work with the MPO and TxDOT to develop a solution for traffic congestion at the PR22 and SH361 intersection.
- 1.5. Continue to work with private landowners, TxDOT and the Texas General Land Office to identify potential beach accesses and get them constructed (i.e. Access 2B) and continue to maintain these access roads for the benefit of the public.
- 1.6. Rename beach access roads to correspond with their adjacent mile marker to facilitate emergency response.



Example of Access Management Controls



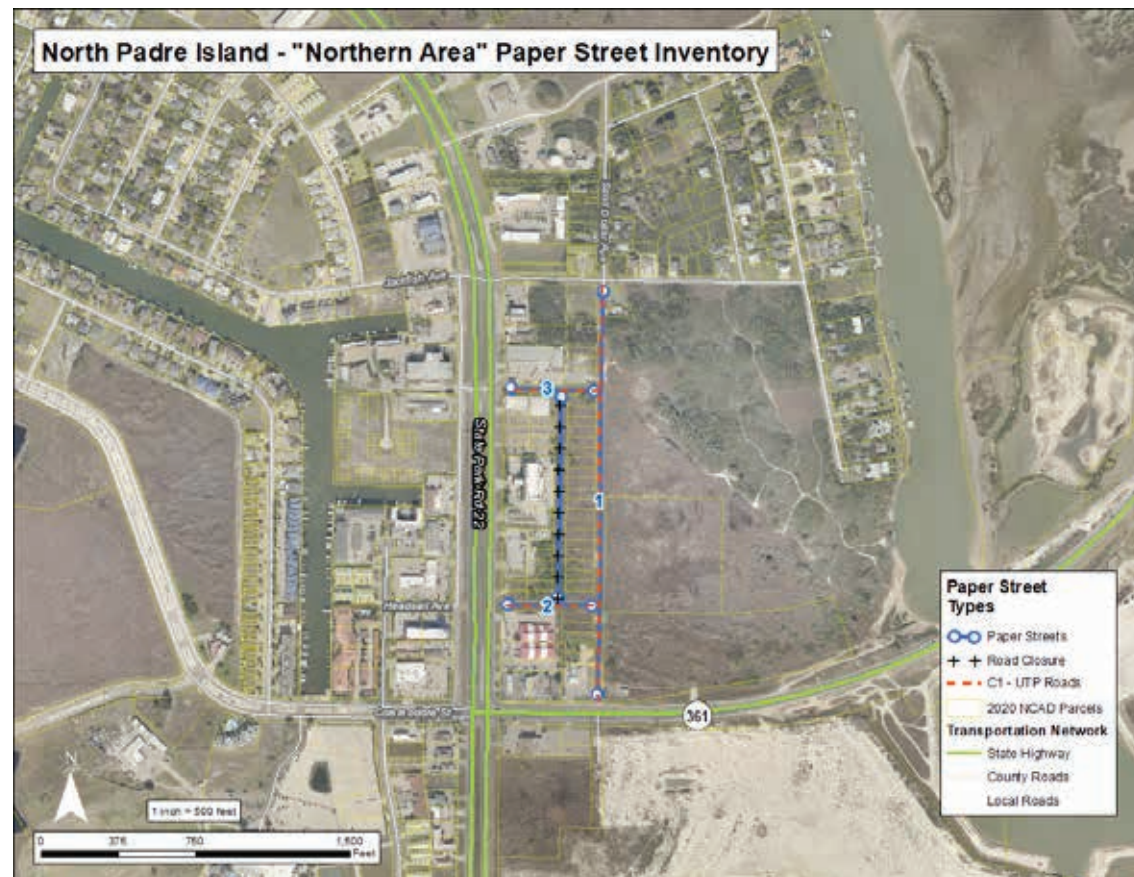
17. Ensure priority residential streets are incorporated in the City's Infrastructure Management Plan.

17.1. Monitor roadway speed limits on major corridors and consider methods and improvements to reduce vehicular speeds if necessary, such as installing street trees and landscaping, incorporating roundabouts, speed humps, medians, or pinch points, and the introduction of safe pedestrian facilities along the roadway.

1.8. Collaborate with property owners to explore opportunities and tools to privately finance construction of paper streets on the Island.

1.9. Coordinate with the Corpus Christi Regional Transportation Authority (CCRTA) or private commercial providers to develop flexible mobility services to meet diverse travel needs that serve points of interest on the Island for residents and visitors.

1.9.1. Investigate options for adding water transportation, microtransit, on-demand, and other modes of connecting destinations on the Island.



Northern Area Paper Street Inventory

1.10. Conduct a transportation study to identify walking, cycling, and golf cart pathways that connect residential neighborhoods to commercial and retail uses, as well as the east and west sides of the Island.

1.11. Develop a program to install street lighting on Padre Island where current conditions are not meeting the City lighting standards for the distance between light poles. Ensure lighting standards reduce light pollution to maintain dark skies to protect sea turtles and birds.

1.12. Pursue grant opportunities to implement Safe Routes to School Programs that promote safe opportunities for walking and bicycling to school.



Example of Signage Along Golf Cart Path



Example of Bicycle and Pedestrian Improvements with On-Street Parking, Protected Multiuse Path, and Pedestrian Crosswalk on Leeward Drive



# 2 ENHANCE PARK AND RECREATION FACILITIES TO PROVIDE VARIOUS ACTIVITIES AND ENTERTAINMENT FOR ALL AGES

## HOW WE GET THERE

- 2.1. Prioritize full development of existing parks on the Island. These parks include Jackfish, Aquarius, Commodores, Billish, and Douden Parks. The improved parks will be regularly maintained according to the City's Parks Master Plan.
  - 2.1.1. Identify appropriate locations to incorporate or add new park amenities, including walking trails, community gardens, volleyball courts, pickleball courts, tennis courts, splash pads.
  - 2.1.2. Encourage community participation and partnerships to implement the recommendations of the Parks Master Plan Update (underway at time of print).
- 2.2. Improve and maintain the Packery Channel recreational facilities such as roadway access, parking, pavilions, concessions, bathhouses, restrooms, public fishing facilities, beach maintenance, observation areas, nature trails, and street lighting.



Sandy and Don Billish Park



Packery Channel Recreational Facilities

- 2.3. Analyze and pursue alternative means of creating special funds for capital improvements, public facilities, and beach operations/maintenance. These funding mechanisms may include bond program funding, hotel/motel tax, beach parking fees, grants, and other local, State, or Federal programs, such as Coastal Erosion Planning and Response Act (CEPRA), Coastal Management Plan (CMP), Gulf of Mexico Energy Security Act (GOMESA), RESTORE Act, Texas Parks and Wildlife (TPWD) Outdoor Recreation Grants, etc.
  - 2.3.1. Conduct on-going coordination with Nueces County and other organizations that focus on environmental improvements and sustainability to provide consistency and efficiency in beach maintenance efforts.
  - 2.3.2. Conduct a beach parking fee study to determine how current parking fees compare to industry standards and if they sufficiently fund beach maintenance needs and safety operations.
  - 2.3.3. Work with partner agencies to evaluate extension of the TIRZ.
- 2.4. Pursue additional public boat ramps and parking for access to the Laguna Madre and Corpus Christi Bay. Joint public agreements between the County, the State, or other entities could facilitate this objective and reduce overall costs.
- 2.5. Explore the development of a public, private, or joint multi-purpose meeting facility as a place for senior citizen activities, voting facility, resident public



Padre Balli Park Beach Maintenance

Photo Credit: Debbie Noble

- functions, and other public/recreational functions. If land on existing City parks is not suitable, the City should consider a joint agreement with the County on County park land in the area.
- 2.6. Encourage the development of an ocean safety and educational training center, nature center, canoe/kayak clubs, surf clubs to promote water recreation and water safety programming.
- 2.7. Investigate opportunities to utilize effluent from the Whitecap Wastewater Treatment Plant to irrigate landscaping at parks, public rights-of-way, and other municipal facilities where feasible.
- 2.8. Investigate opportunities for providing public library services on the Island such as via a vending machine, a bookmobile library, or by placing satellite book collections within publicly accessible buildings. Programming services, such as storytime, could be provided at a publicly accessible building via a roving Librarian.



# 3

## EXPAND TOURISM ON THE ISLAND BY INCREASING MARKETING EFFORTS AND PROVIDING A VARIETY OF EVENTS AND ATTRACTIONS

### HOW WE GET THERE

- 3.1. Signage requirements should promote a coordinated and cohesive design and reinforce a desirable identity of the Island.
  - 3.1.1. Develop and implement a consistent branding strategy for the Island in coordination with the overall Visit Corpus Christi wayfinding master plan currently in development.
  - 3.1.2. Develop sign code requirements that promote the identity of the Island.
- 3.2. Promote tourist-oriented development east of State Highway 361/Park Road 22 and between Zahn Road and Whitecap Boulevard by providing public and private amenities to make the area more attractive and “people-friendly”. These amenities should support a multimodal transportation system (pedestrian, bicycle, vehicular, golf cart, and water transit) and uniquely attractive developments, both public and private, with facilities using the highest quality design and materials.



Example of Signage with Consistent Character Meeting Design Requirements Such as Colors and Sign Type



Example of Directional Signage with City Branding

- 3.3. Private land located south of the Packery Channel and landward of the seawall should be developed with a mix of high-density tourist-oriented commercial and residential activities. Development standards for this area will be of a very high order requiring abundant landscaping, a consistent urban design theme, and public improvements that exceed standard requirements.
- 3.4. Encourage the development of a full-service marina in Lake Padre opening up Padre Island to recreational sailing and power vessels with unfettered access to the Gulf.
- 3.5. Encourage festival sites on the Island for special events. Facility improvements are intended to make the Corpus Christi Gulf Coast a premier location for hosting special beach events. Festival site facilities and locations may be developed as joint ventures with the County, State, or with private property owners.
  - 3.5.1. Evaluate the feasibility of various City or County-owned property on the Island to serve as a festival site.
- 3.6. Provide destination, recreation, and entertainment options and activities that encourage visitors to lengthen their stay on Padre/Mustang Island.
- 3.7. Partner with Visit Corpus Christi for a focused campaign to promote the Island.
  - 3.7.1. Specify tourism opportunities for eco-tourism, fishing, birding, water sports, and family-friendly activities through marketing efforts.
  - 3.7.2. Coordinate with Visit Corpus Christi to implement initiatives identified in the 2021-2023 Strategic Plan.
  - 3.7.3. Conduct a feasibility study for a conference and events center and hotel on the Island.
- 3.8. Facilitate town center style development around Lake Padre to serve as a central gathering space for residents and visitors.
  - 3.8.1. Implement commercial or mixed-use zoning around Lake Padre to support retail and commercial uses as well as visitor accommodations and housing.
  - 3.8.2. Coordinate with property owners about the future development of properties around Lake Padre.



Barefoot Mardi Gras  
Photo Credit: Debbie Noble

# 4 PROTECT AND MONITOR NATURAL RESOURCES AND ASSETS CRITICAL TO THE HEALTH OF THE BARRIER ISLAND AND REGIONAL ECOSYSTEM

## HOW WE GET THERE

- 4.1. The design and use of naturally regenerating systems for prevention and control of beach dune erosion are encouraged and preferred over bulkheads and other hard structures provided the protection system is a reasonable solution to the site where it is proposed. Regenerating systems include, but are not limited to:
1. Beach nourishment;
  2. Adaptive beach management practices;
  3. Planting with short-term mechanical assistance, when appropriate; and
  4. Any other method consistent with the recommendations of the Texas General Land Office's Dune Protection and Improvement Manual for the Texas Gulf Coast.
- 4.2. Encourage the protection of sensitive wildlife habitats and the Islands' environment by considering innovative design techniques, implementation of incentives for developers, and allowing higher than typical development density in uplands where practical. It is not the intent of this plan to initiate requirements for protection of non-jurisdictional wetlands.
- 4.2.1. Incentivize developers to voluntarily preserve the existing natural environment by concentrating the total number of units allowed, based on gross acreage (including wetlands), into a multi-story building or buildings. This "cluster development" results in large setbacks, buffer zones, reduced infrastructure costs, and more permanent open space.
- 4.3. Develop a revision to the landscape requirements in the City's Unified Development Code to create an indigenous species and wetlands allowance for landscaping on the barrier islands. New development may incorporate natural wetlands and vegetation to partially satisfy landscape requirements where such features can meet the screening performance criteria.
- 4.4. Complete construction of the Park Road 22 bridge and canal connecting Lake Padre/Packery Channel with the existing Padre Isles Subdivision to improve canal system water quality in Padre Isles; improve surface drainage along SPID by providing outfalls for storm drainage along the roadway; and provide a convenient water transportation system for small watercraft between the Padre Isles residential area and future commercial development in Lake Padre/Packery Channel.
- 4.5. Encourage the development of future expanded canal systems as part of future developments on North Padre Island and Mustang Island.
- 4.6. Continue on-going maintenance of the Packery Channel as it is a valuable resource for material to re-nourish the beach.
- 4.7. Continue to reuse effluent from the Whitecap Wastewater Treatment Plant to benefit the Island as a source of water for landscaping on the Islands.
- 4.8. Coordinate with responsible agencies to update and implement the Joint Erosion Response Plan.
- 4.9. Establish a baseline and sufficient funding to support sustainable
- 4.10. Participate in development and updates of other agencies' documents, such as the Texas General Land Office's Texas Coastal Resiliency Master Plan.
- 4.11. Implement dune construction and repair methods recommended by the Dune Protection and Improvement Manual for the Texas Gulf Coast.
- 4.12. Improve stormwater infrastructure to address flooding on roadways and standing water. Where appropriate, incorporate rainwater infiltration infrastructure such as bioswales and permeable parking surfaces.
- 4.13. Work with environmental organizations to conserve the critical habitat for protected species, including Red Knots, Black Rails, and Piping Plover.
- 4.13.1. Develop and preserve conservation corridors to provide freedom of movement



Example of Effluent Water Used for Landscaping

monitoring of the beach and dune resources and assess effectiveness of policies and programs in place.



for wildlife. Explore options and feasibility of connecting critical habitats across SH361 and PR22, such as large culvert tunnels and land bridges.

4.14. Work with the Texas General Land Office and local environmental and community organizations to implement restoration projects on Padre and Mustang Islands.

4.15. Discourage invasive and nuisance animal and plant species and encourage the use of native coastal plant species on the Island through education programs and by updating city ordinances.

4.15.1. Provide a program to educate the public about the dangers of invasive species to the sensitive ecosystem on the Island, such as the Brazilian Pepper Tree.

4.15.2. Partner with and expand the Texas Gulf Coast Cooperative Weed Management Area program south, beyond the current Packery Channel project boundary.

4.15.3. Develop a program to educate residents about the benefits and services the urban forest provides and encourage tree preservation and planting activities on public and private lands.

4.15.4. Work with other public, environmental, and community organizations to identify and prioritize preservation of remnant native groves, such as oak mottes, that provide critical habitat to resident and migratory birds.



Example of Bioswale



Example of Permeable Parking Surface

4.15.5. Work with residents to identify appropriate locations within public parks and grow native dune vegetation to replant on dunes after storms.

4.15.6. Work with other public, environmental, and community organizations to develop a strategy for balancing habitat needs and managing wildlife in developed and developing areas of the Island.

# 5 ACCOMMODATE SAFE, EFFICIENT MOVEMENT OF PEDESTRIANS, BIKES, AND GOLF CARTS THROUGHOUT THE ISLAND

## HOW WE GET THERE

5.1. Implement the pedestrian and bicycle amenities as prescribed in the MPO's Strategic Plan for Active Mobility Phase I: Bicycle Mobility (adopted 2016) and Phase II: Pedestrian Mobility (under development). These plans are intended to foster cycling and walking as safe and viable transportation alternatives to enhance access to essential goods and services for all residents and visitors in our community.

5.1.1. Work with property owners to secure needed easements.

5.1.2. Coordinate with the MPO to update the Mobility Plan to include connectivity for a range of transportation options, such as pedestrians, bicycles, golf carts and other Neighborhood Electric Vehicles (NEVs), and possibly autonomous delivery robots and other technologies in the future.

5.2. Create a sidewalk network that provides pedestrian connectivity among residential, retail, commercial, and recreational uses.

5.2.1. Provide safe pedestrian facilities along PR22.

5.2.2. Encourage private developers to incorporate a pedestrian boardwalk along Lake Padre.

5.3. Make roadway and trail improvements to create a community that can easily be traveled from beach-to-bay.

5.3.1. Improve pedestrian safety infrastructure to facilitate crossing PR22 at Whitecap Blvd. and SH361.

5.3.2. Where feasible and appropriate, use simple and low-cost interventions to create safe pedestrian and bicycle facilities, such as painting trails on existing pavement, adding perpendicular concrete or rubber wheel blocks, or flexible delineator posts to separate pedestrians and bicycles from vehicles. Identify a location for a demonstration project, such as the streets in the vicinity of the North Padre Seawall.

5.4. Coordinate with the Corpus Christi Regional Transportation Authority (CCRTA) to increase transit service to and from the Island and enhance rider amenities.

5.5. Coordinate with the MPO and TxDOT to evaluate options for providing a pedestrian and bicycle connection to Flour Bluff.

5.6. Incorporate ADA accessibility in all pedestrian connectivity improvements ensuring people of all abilities are accommodated.



# 6

## SUPPORT AND ENCOURAGE COMPATIBLE AND CONTEXT-SENSITIVE DEVELOPMENT THAT PROVIDES A MIX OF LAND USES AND RESPECTS THE ENVIRONMENT

### HOW WE GET THERE

- 6.1. Place utility lines underground, where practical, and minimize disturbance of wetlands, dunes, or other sensitive habitats and wildlife. This will improve the aesthetics of the area and potentially improve public safety, particularly in times of weather emergencies.
  - 6.1.1. The installation of new electrical, telephone, or other utility lines, where practical along expressways, arterials, and collector streets, or the substantial expansion of existing electrical, telephone, or other utility lines along these roadways should be accomplished underground or underwater, where practical.
  - 6.1.2. Existing utility lines are to be relocated underground wherever practical, as the City and/or State undertake street or highway projects or when a utility company replaces overhead utility lines.
- 6.2. Update building code requirements to encourage new construction to implement resilient building standards and technologies paired with reduced insurance burdens for property owners.
- 6.3. Review existing Planned Unit Developments (PUDs) to determine common elements and incorporate them into a new base zoning district.
- 6.4. Identify priority wetland habitats on public lands for preservation and restoration and develop a program to facilitate development mitigation requirements within these prioritized sites.
- 6.5. Develop a consistent theme and character for Island businesses that create a sense of place.
  - 6.5.1. Review and update the Island Overlay District to incorporate design standards that align with the character of the Island. Recommended updates include adding golf cart and bicycle parking facilities, revised architectural design, and revised landscaping requirements.

- 6.6. Encourage the development of locally owned, boutique-style retail and entertainment venues.
  - 6.6.1. Work with the Corpus Christi Regional Economic Development Corporation (CCREDC) and the Del Mar Small Business Center to identify opportunities that encourage and incentivize small businesses development.
- 6.7. Expand the availability of 5G and broadband fiber connections on the Island.
- 6.8. Promote solid waste programs for brush and bulky items on the Island, such as the Community Cleanup Trailer, Litter Critter, and Super Bag programs.
- 6.9. Improve water and wastewater infrastructure to support future development along PR22 and continue to coordinate with the Nueces County Water Control and Improvement District #4 regarding water and wastewater service to Mustang Island north of Beach Access Road 3.
- 6.10. Police staffing will be increased as population grows and call volume increases.



Example of Development with Island Character



# PUBLIC INVESTMENT INITIATIVES



## PUBLIC INVESTMENT INITIATIVES

The built environment is the physical interpretation of the vision for the community. The following public investment projects represent improvements that directly support the implementation of the vision and goals. These projects should inform the capital improvement program (CIP) by prioritizing projects identified here for future CIP planning. Some identified projects are currently planned capital improvements by the City. Others are proposed projects for implementation based on feedback from the community. The public investment projects are divided into three time frames:

- Short-Term (Next 5 Years)
- Mid-Term (6-10 Years)
- Long-Term (More Than 10 Years)

Short-term projects can begin soon after adoption. These projects are considered “low hanging fruit.” They are more attainable and do not require large amounts of funding. These projects are generally planned CIP projects in the next five years.

Mid-term projects are not as attainable within the first five years. They require planning or funding to prepare but should be implemented in six to ten years.

Long-term projects may not currently have an anticipated time frame for implementation or may require prerequisite planning before implementation. Long-term projects should be revisited to assess the status of the project and determine if implementation can be accomplished sooner.



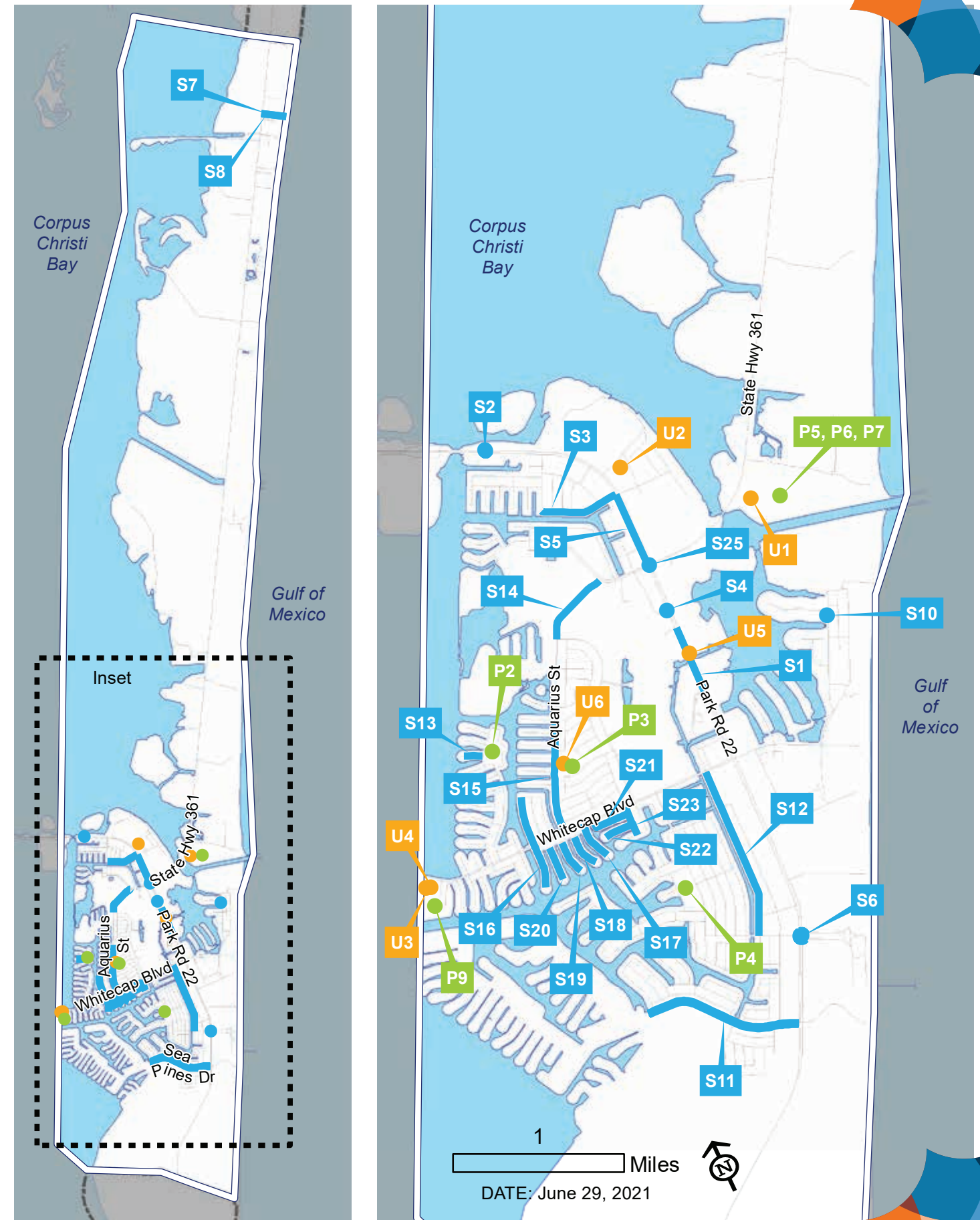
### SHORT-TERM (1-5 YEARS)

#	PROJECT NAME
<b>PARK AND TRAIL IMPROVEMENTS</b>	
P1	North Padre Island Beach Facility*
P2	Douden Park Improvements
P3	Aquarius Park Improvements
P4	Billish Park Park Amenity Improvements & Covered Basketball Court
P5	Packery Channel Dredging & Beach Nourishment
P6	Packery Channel Hurricane Harvey Repairs
P7	Packery Channel Monitoring
P8	Dune and Beach Monitoring*
P9	Riley P. Dog Park (Civic Organization)
<b>STREET IMPROVEMENTS</b>	
S1	Park Road 22 Bridge
S2	JFK Causeway Access Road Improvements (Bond 2018)
S3	Jackfish Ave. Improvements
S4	PR22 Median Improvements (Compass St.)
S5	PR22 South Access Road Improvements
S6	Encantada Traffic Safety Improvement Project
S7	Beach Access Road 2A Design (Bond 2020)
S8	Beach Access Road 2A Construction
S9	Island Mobility Plan for Pedestrian, Bicycle, Golf Cart, and Other Alternative Transportation*
S10	Pedestrian and Bike Safety Improvements (North Padre Sea Wall Area)

#	PROJECT NAME
S11	Sea Pines Dr. Rehabilitation
S12	Cruiser St. Rehabilitation
S13	King Phillip Ct. Rehabilitation
S14	Aquarius St. Rehabilitation (Commodores Dr. to Das Marinas Dr.)
S15	Aquarius St. Rehabilitation (Topsail St. to Whitecap Blvd.)
S16	Caravel Dr. Rehabilitation
S17	Yardarm Ct. Rehabilitation
S18	Bowspirit Ct. Rehabilitation
S19	Mutiny Ct. Rehabilitation
S20	Beaufort Ct. Rehabilitation
S21	Blackbeard Dr. Rehabilitation
S22	Man O War Ct. Rehabilitation
S23	Barataria Dr. Rehabilitation
S24	Years 3-5 IMP**
S25	PR22/SH361 Intersection Improvements Study and Implementation (TxDOT)
S26	JFK Causeway Evaluation*
<b>UTILITY/INFRASTRUCTURE IMPROVEMENTS</b>	
U1	Packery Channel Water Line
U2	Sand Dollar Pump Station
U3	Whitecap Wastewater Treatment Plant Improvements
U4	Whitecap Wastewater Treatment Plant, Odor Control, Bulkhead Improvements
U5	Park Road 22 Lift Station
U6	Aquarius Lift Station Repairs
U7	Impact Fee Study - Utility Master Plan Updates (Water, Wastewater, Stormwater, Roads)*

\*Project Not Mapped

\*\*The first two years of the Infrastructure Management Plan (IMP) are considered to be complete in the planning process, while the subsequent three-years are considered to be on a rolling list that is utilized for planning purposes. The IMP will be updated and presented to Council for adoption annually. Residents are encouraged to visit <https://www.cctexas.com/imp> for the most current list of projects.





### MID-TERM (6-10 YEARS)

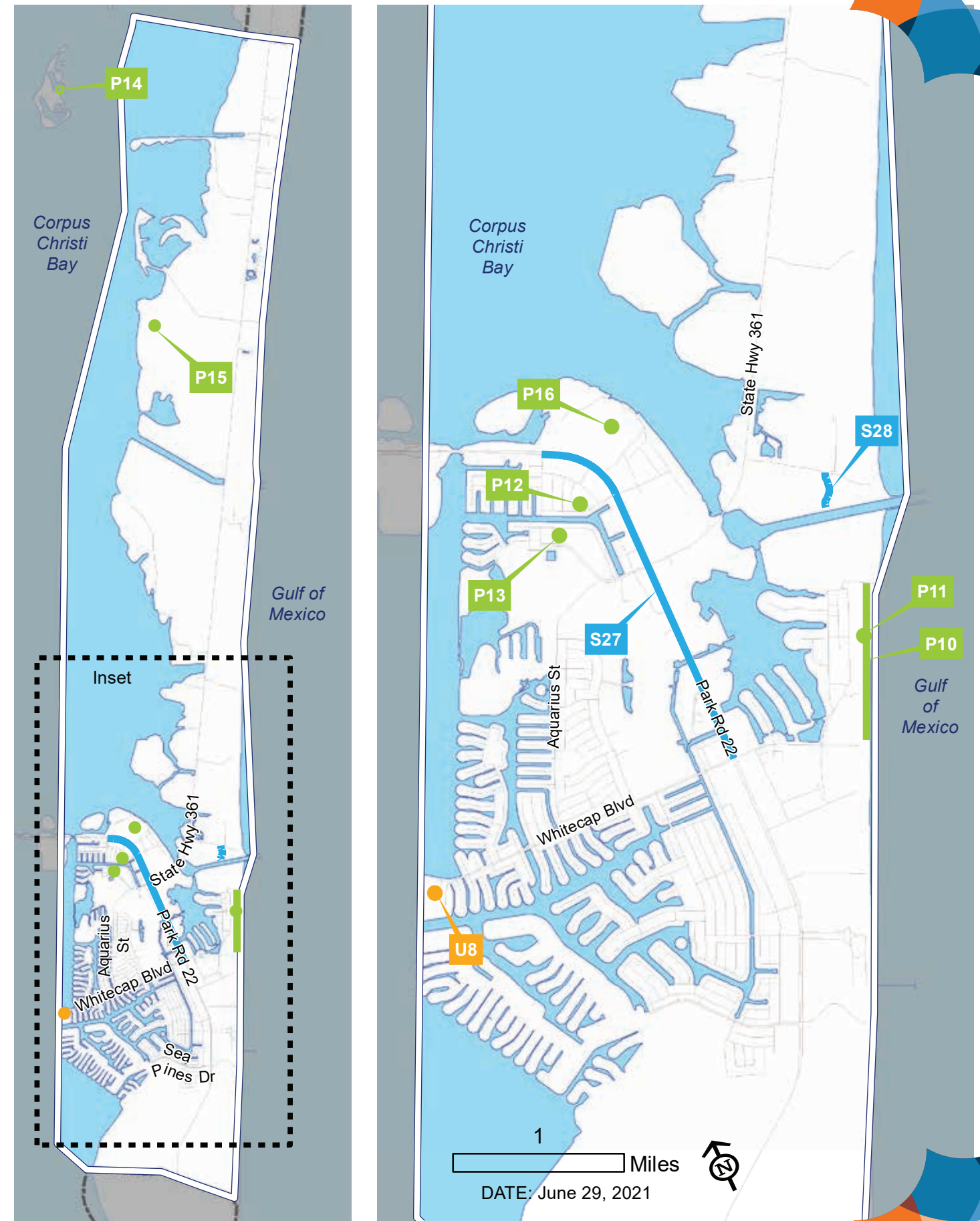
#	PROJECT NAME
<b>PARK AND TRAIL IMPROVEMENTS</b>	
P10	Seawall Repairs, Access Improvements, and Amenities (Private Owner-Funded)
P11	Seawall Parking Lot Pavilion
P12	Ulberg Park Improvements
P13	Commodore Park Improvements
P14	Shamrock Island Restoration (GLO Project)
P15	Mustang Island Bayside Wetlands Restoration (GLO Project)
P16	Packery Channel Nature Park Habitat Restoration (GLO Project)
<b>STREET IMPROVEMENTS</b>	
S27	PR22 Pedestrian and Access Management Improvements (TxDOT)
S28	Packery Channel Loop Road
S29	Mobility Plan Implementation Phase I*
S30	Paper Street Development* (Private Ownership)
<b>UTILITY/INFRASTRUCTURE IMPROVEMENTS</b>	
U8	Whitecap Wastewater Treatment Plant Improvements

\*Project Not Mapped

**Acronyms**

GLO - General Land Office (Projects are from the Texas Coastal Resiliency Plan)

TxDOT - Texas Department of Transportation

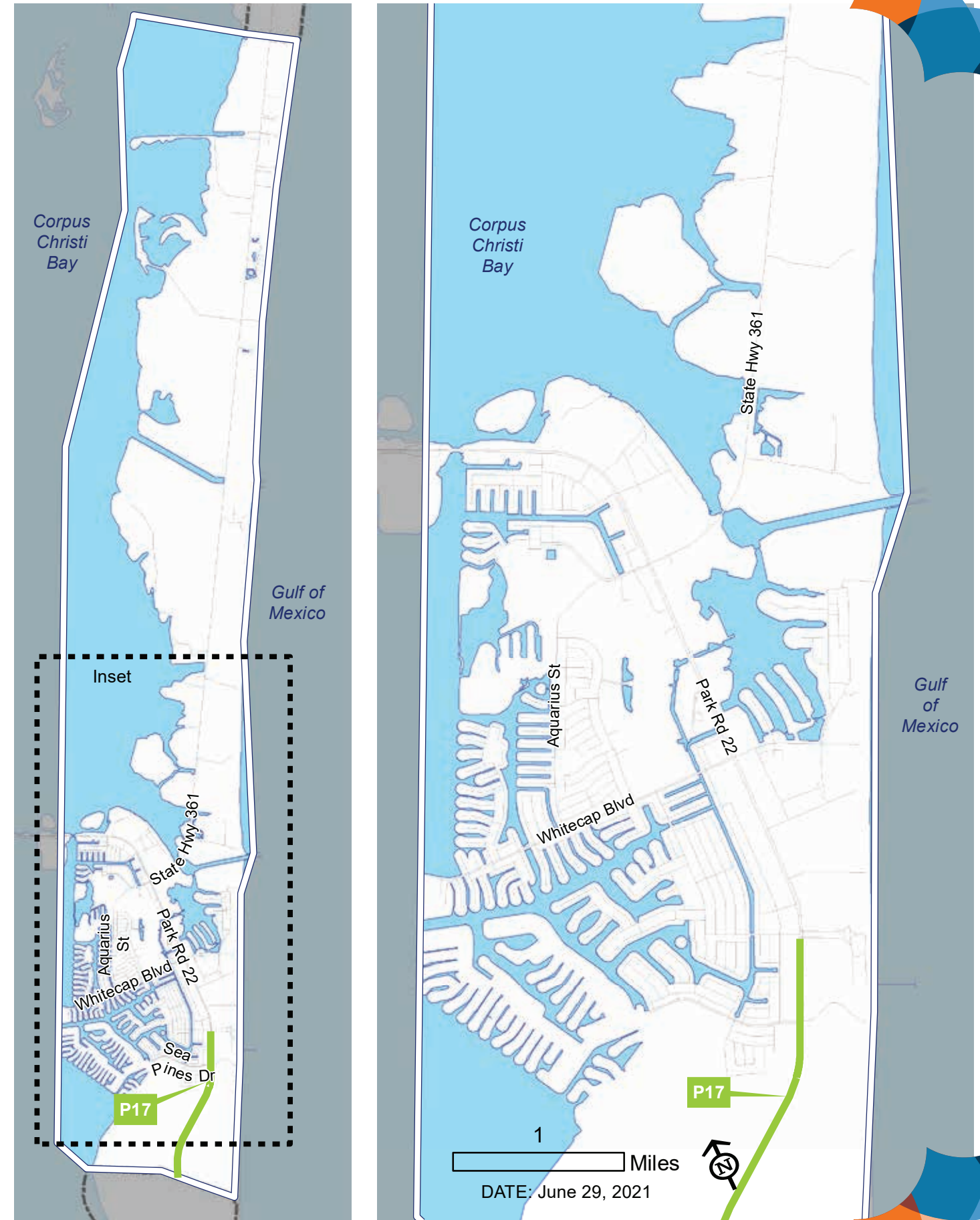




## LONG-TERM (10+ YEARS)

#	PROJECT NAME
<b>PARK AND TRAIL IMPROVEMENTS</b>	
P17	Bike Path from Balli Park to Padre Island National Seashore
P18	Multi-Purpose Community Meeting Facility*
<b>STREET IMPROVEMENTS</b>	
S31	Mobility Plan Implementation Phase II*

\*Project Not Mapped



PADRE/MUSTANG ISLAND AREA DEVELOPMENT PLAN  
JUNE 29, 2021



# TAX INCREMENT REINVESTMENT ZONE (TIRZ) #2

## Tax Increment Reinvestment Zone #2

- TIRZ #2
- Padre/Mustang Island
- Corpus Christi City Limits



# ISLAND OVERLAY DISTRICT

## Island Overlay

- Island Overlay
- Padre/Mustang Island
- Corpus Christi City Limits

The requirements of the Island Overlay District can be found in section 6.4 of the Unified Development Code.

