

Choices '08

CITY OF TEMPLE
COMPREHENSIVE PLAN
2008 - 2030



*Families, merchants, and industry leaders
CHOOSE TEMPLE... where suburban
neighborhoods and an urban center
combine with unequaled medical
facilities, schools, parks, and people to
create economic growth and an excellent
quality of life!*



ACKNOWLEDGEMENTS

The Temple City Council would like to extend our heartfelt thanks to the several hundred citizens who participated in the process of creating this new long-range plan for our community. Your attendance at district meetings, focus group meetings, CPAC meetings, participation in the telephone survey and opinions submitted using our online survey are greatly appreciated.

THANK YOU FOR CHOOSING TEMPLE!

CITY COUNCIL

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Patsy Luna (District 2) – Mayor Pro Tem
Tony Jeter (District 1)
Marty Janczak (District 3)
Russell Schneider (District 4)

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 - Michael Norman, P&Z Commissioner
 - Mike Pilkington, P&Z Commissioner
 - Randy Ramsey, Reinvestment Zone #1
 - Greg Rhoads, Schlotzky's and Maggie Moo's
 - Russell Schneider, Temple City Council
 - Lloyd Thomas, Aldrich-Thomas Group
 - Eldon Tietje, Central Counties Ctr for MHMR
 - Danette Toone, Temple College
 - Brent Welch, Historic Preservation League
 - Wendell Williams, Bioscience District
- Student Forum participants from Temple High School and Belton High School

CITY DEPARTMENTS

Airport
City Attorney's Office
City Manager's Office
City Secretary's Office
Construction Safety
Finance

Information Technology Services
Parks and Leisure Services
Planning
Public Works
Temple Fire and Rescue
Temple Police Department

TABLE OF CONTENTS

1

INTRODUCTION & VISION

Purpose of the Comprehensive Plan	1-1
Use of the Plan	1-2
Planning Authority	1-3
Why Plan?	1-5
Plan Development	1-6
Community Vision.....	1-9

2

COMMUNITY OVERVIEW

Introduction	2-1
Location	2-2
Population Trends.....	2-2
Projected Change in Population.....	2-4
Population Characteristics.....	2-9
Housing Characteristics.....	2-11
Economic Characteristics.....	2-13
Community Comparison	2-14
Additional Information.....	2-15

APPENDIX 2A – SOCIOECONOMIC DATA

Population Characteristics.....	2A-1
Housing	2A-5
Economy	2A-6

3

URBAN DESIGN & FUTURE LAND USE

Purpose	3-2
Community Character.....	3-3
Issues and Opportunities	3-3
Goals, Objectives, and Action Recommendations.....	3-8
City of Temple 2030 Future Land Use and Character Plan.....	3-16
Urban Design Considerations.....	3-24
Effective Plan Implementation and Use of Development Regulations	3-35

APPENDIX 3A – CHARACTER & DESIGN

Community Character – More Than Just Land Use.....	3A-1
Urban Character	3A-2
Auto-Urban Character.....	3A-2
Suburban Character.....	3A-4
Estate Character	3A-5
Rural Character	3A-6
Other Land Use Types	3A-7
Urban Design Checklist.....	3A-8

4

GROWTH PLAN

Purpose	4-1
Growth Context	4-2
Issues and Opportunities	4-5
Goals, Objectives, and Action Recommendations	4-8
Growth Management Methods	4-14
Water and Wastewater Master Plan Updates	4-20
Public Safety Services	4-26

5

TRANSPORTATION

Purpose	5-2
Issue and Opportunities	5-2
Goals, Objectives, and Action Recommendations	5-5
City of Temple Thoroughfare Plan Map	5-15
Roadway Design Standards	5-18
Plan Implementation	5-22

APPENDIX 5A – THOROUGHFARE PLANNING

What is a Thoroughfare Plan?	5A-1
Functional Classification	5A-2
Requirements and Standards	5A-4

6

HOUSING

Purpose	6-1
Issue and Opportunities	6-2
Goals, Objectives, and Action Recommendations	6-7
Housing Characteristics	6-15
Regional Market Situation	6-21
Housing Assistance Programs	6-22

7

ECONOMIC DEVELOPMENT

Purpose	7-2
Issue and Opportunities	7-2
Goals, Objectives, and Action Recommendations	7-6
Economic Base and Retail Analysis	7-13

8

IMPLEMENTATION

Methods and Responsibility for Implementation	8-2
Action Plan	8-3
Plan Administration	8-13
Implementation Strategies	8-14
Plan Implementation Logistics	8-18
Plan Amendment	8-19

FIGURES

2.1	Planning Area	2-2
2.2	Historical Population	2-3
2.3	Bell County Population Projections	2-5
2.4	City of Temple Population Projections	2-7
2.5	Gender and Age	2-10
2.6	Median and Per Capita Income, 1999	2-11
2.7	Income Below Poverty Level in 1999	2-11
2.8	Monthly Owner Costs as Percentage of Household Income	2-12
2.9	Unemployment Rate	2-13
3.1	2030 Future Land Use and Character	3-16
4.1	Historical Growth Patterns	4-5
4.2	20-Year Growth Planning	4-6
4.3	Projected Water Demand	4-23
4.4	Recent Water Demand	4-23
4.5	Ultimate Wastewater System Capacity and Service Population	4-25
5.1	Traffic Volumes	5-2
5.2	City of Temple Thoroughfare Plan	5-14
5.3	Collector Street Sections	5-20
5.4	Arterial Street Sections	5-21
5.5	Alternative Cross Sections for Bicycle Facilities	5-23
5A.1	Functional Classification Criteria	5A-3
6.1	Housing Types in Temple, 2000	6-15
6.2	Year Housing Structures Built in Temple, 2000	6-15
6.3	Trend in Temple-Belton Home Price Distribution	6-18
6.4	Property Tax Rate Comparison	6-19
6.5	Annual Housing Cost Relative to Income	6-20
7.1	Net Annual Job Change for Bell County and Peer Counties	7-14
7.2	Jobs Located in the City of Temple, 1998-2005	7-15
7.3	Distribution of Population by Major Age Group, 2007	7-16
7.4	Educational Attainment, 2000	7-17
7.5	Median Household Income, 2007	7-17
7.6	Median Household Income Growth (CAGR), 2007-2012	7-18
7.7	Occupational Distribution of Total Employed Population, 2007	7-18
7.8	Occupational Distribution of Employed White Collar Population, 2007	7-19
7.9	Retail Trade Area	7-20

TABLES

2.1	Historical Population	2-3
2.2	Minority Population.....	2-10
2.3	Occupancy Status.....	2-11
2.4	Community Comparison	2-15
5.1	Existing City of Temple Roadway Design Standards.....	5-18
6.1	Estimated Qualitative Demand for New Market-Rate Sales in Killeen-Temple HMA	6-22
8.1	Plan Actions by Type.....	8-5
8.2	Action Agenda.....	8-18

DOCUMENTS INCLUDED BY REFERENCE

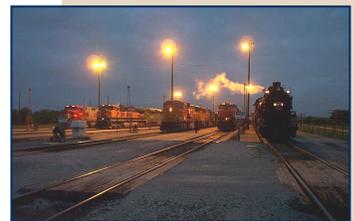
The following documents are included in the Comprehensive Plan by reference. These documents may be updated from time-to-time. The most current version of the document is considered a part of the Comprehensive Plan.

- Airport Master Plan**
- Aviation Planning Document**
- Capital Improvement Plan**
- Drainage Master Plan**
- Parks, Recreation and Open Spaces Master Plan**
- Temple Fire and Rescue Master Plan**
- Water and Wastewater Utilities Master Plan**

Choices

EXECUTIVE SUMMARY

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



Purpose of the Comprehensive Plan

The plan lays out a “big picture” vision for growth and enhancement of the community; considers at once the entire geographic area of the community, including potential growth areas; and assesses near- and longer-term needs and desires across a variety of inter-related topics that represent the key “building blocks” of a community.

Plan Development

In early 2007, the City engaged a community planning consultant and appointed a broadly-representative Comprehensive Plan Advisory Committee (CPAC) including liaisons from City Council and the Planning and Zoning Commission, to work with City officials, staff and residents. A variety of public involvement activities were conducted, background studies were completed, and individual elements of the plan were drafted, and refined to arrive at a draft plan document for public and official consideration.

The resulting plan contains the following chapters:

- Chapter 1 – Introduction and Vision
- Chapter 2 – Community Overview
- Chapter 3 – Urban Design and Future Land Use
- Chapter 4 – Growth
- Chapter 5 – Transportation
- Chapter 6 – Housing
- Chapter 7 – Economic Development
- Chapter 8 – Implementation

Community Involvement

Public outreach and leadership involvement efforts in support of the comprehensive planning process included the following activities:

- Completing a series of four “focus group” sessions with a cross section of Temple residents, business and property owners, public officials, and representatives of community organizations.
- Holding public meetings in each of the City’s four Council districts.
- Meeting eight times with the Comprehensive Plan Advisory Committee (CPAC) to present and refine the plan content.
- Conducting a formal telephone survey of Temple residents.
- Briefing and obtaining input from City Council periodically.
- Interacting with local media throughout the process.
- Posting background information and updates on the City’s website, as well as providing an online comment form.
- Conducting a joint workshop with the City Council and Planning & Zoning Commission to overview the draft plan and obtain their input into the plan’s implementation priorities.
- Presenting the proposed plan at public hearings.

The following documents are included in the Comprehensive Plan by reference. These documents may be updated from time-to-time. The most current version of the document is considered a part of the Comprehensive Plan.

- Airport Master Plan**
- Aviation Planning Document**
- Capital Improvement Plan**
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- Water and Wastewater Utilities Master Plan**



The plan development process provided various opportunities for citizens and community leaders to participate in planning for the City's future and have their individual concerns heard and taken into account. The issues and comments received through this process, as well as observations of the planning consultant, are woven throughout this plan document in the form of issue summaries, goal and objective statements, and specific recommendations for action.

The CPAC reviewed, discussed and provided input to each of the plan chapters, with additional input from various community stakeholders. Upon incremental review of all eight chapters, the CPAC made a recommendation for plan acceptance and adoption. Following a joint workshop between City Council and the Planning and Zoning Commission to consider plan implementation priorities, plan adoption occurred on September 4, 2008, after a City Council public hearing on the final proposed plan.

Use of the Plan

This new Comprehensive Plan has the potential to take a city to a completely new level in terms of livability and tangible accomplishments. However, the plan is only words and images on paper if the action recommendations are not pursued and effectively implemented. The plan is ultimately a guidance document for Planning and Zoning Commission, City Council, and staff who must make decisions on a daily basis that will determine the future direction, financial health, and “look and feel” of the community. These decisions are carried out through:

- **Targeted programs and expenditures** prioritized through the City’s annual budget process;
- **Major public improvements and land acquisitions** financed through the City’s capital improvements program and related bond initiatives;
- **New and amended City ordinances and regulations** closely linked to comprehensive plan objectives;
- **Departmental work plans** and staffing in key areas;
- **Ongoing planning and studies** that will further clarify needs and strategies undertaken by departments;

- **Pursuit of external funding** to supplement local budgets and/or expedite certain projects; and
- **Partnering initiatives** pursued in conjunction with other public and private groups to leverage resources and achieve successes neither could accomplish alone.

There is an important distinction between the function of the Comprehensive Plan relative to the City's Zoning Ordinance and Subdivision Regulations. The plan establishes overall policy and direction for various aspects of community enhancement. The Zoning Ordinance and zoning district map then implement the plan in terms of specific land uses and building and site development standards. The Subdivision Regulations also establish standards in conformance with the plan for the division of land, layout of streets and buildings, and the design of roads, water and sewer lines, storm drainage, and other infrastructure that dedicated to the City for long-term maintenance.

Our VISION is that...

Families, merchants and industry leaders **CHOOSE TEMPLE** ...where suburban neighborhoods and an urban center combine with unequalled medical facilities, schools, parks and people to create economic growth and an excellent quality of life!

Chapter 2 - Community Overview

This chapter highlights key planning considerations that emerged from initial background study efforts, primarily regarding Temple's demographic characteristics, socioeconomic indicators, and the apparent trend in the City's projected population growth over the 20-year horizon of this comprehensive plan. All of these factors will provide the basis for determining needs and action priorities throughout the rest of the plan.

This Comprehensive Plan assumes Temple's population will be nearing **70,000 in 2010**, will just surpass **80,000 by 2020**, and will increase to approximately **90,000 by 2030**. This means that, over the 30 years from 2000 to 2030, Temple will have added an increment of new residents equal to two-thirds of its current population.

This chapter compares Temple to several other Texas cities in roughly the same population range. This population comparison indicates that Temple has the following characteristics when measured against similar Texas cities:

- Steady growth
- Aging population
- Increased racial diversity
- Comparable household incomes and lower property rates
- Comparable educational attainment
- Affordable housing

Chapter 3 - Urban Design and Future Land Use

This chapter provides a vision for the future physical development of Temple and preferred growth areas in the ETJ. The purpose of this chapter is to establish the necessary policy guidance that will enable sound decision-making about the compatibility and appropriateness of individual developments within the context of the larger community. The land use plan and associated community design principles will serve as the City's policy for directing ongoing development and managing future growth, preserving valued areas and lands, and protecting the integrity of neighborhoods, while also safeguarding and enhancing community image and aesthetics. All of these strategies will achieve and maintain an envisioned community character for Temple.

Issues and Opportunities

- Protection and enhancement of economic assets
- Management of long-term development patterns in growth areas
- Revitalization of the City's core neighborhoods
- Enhanced community image and design quality

Land Use Policies

1. Development should not occur within floodplains unless there is compliance with enhanced floodplain management practices.
2. The City's land use pattern should focus new development and significant redevelopment where adequate public services and utility capacity are already in place or projected for improvement.

3. Development should be focused in infill areas and areas contiguous to the existing developed area and planned to occur sequentially outward as adequate facilities are available.
4. Development patterns should provide for transitions and buffering between various land use intensities. Where land uses of incompatible intensities abut, there should be adequate bufferyards to separate them.
5. Residential areas should not be situated next to intense nonresidential uses without provisions for increased separation and bufferyards to mitigate adverse impacts.
6. Neighborhoods should provide for a variety of housing types, thereby encouraging affordable living options in all areas.
7. Development form should be such that neighborhoods are highly walkable.
8. Appropriate standards should be in place to ensure the compatibility and visual cohesiveness of mixed-use development.

Temple's community character is defined by:

- Gently rolling terrain
- Creek corridors
- Nearby lake area
- Surrounding countryside vistas
- Prominent landmarks on high elevation points, including the downtown skyline and Scott & White medical complex
- Tree-lined streets and distinctive homes in older neighborhoods
- Estate lot living opportunities in newer areas
- Large structures and campus settings where the community's economic "engines" are located (manufacturing, distribution, medical, education)
- Numerous small businesses and retail sites all across the community
- Kids and adults at play at the City's parks and sports fields
- I-35 corridor through the heart of the community, which delineates east from west and also makes Temple a highly visible city in Central Texas.

9. New development or redevelopment on infill parcels should maintain compatibility with existing uses and the prevailing land use pattern in the area.
10. Areas of historic value should be maintained and enhanced in accordance with preservation guidelines and development standards.
11. Multiple-family housing should be developed at a density and scale that is compatible with the surrounding neighborhood and available utilities and roadway capacity..
12. Uses that commonly have moderate- to large-scale assemblies of people should be appropriately located with sufficient space for off-street parking and accessory needs.
13. Commercial development should be concentrated in nodes at major intersections and other appropriate locations along primary roadways to maintain safe and efficient traffic flow on major roads. Commercial development should also be developed in neighborhood centers which encourage more integrated and pedestrian-oriented commercial settings.
14. Smaller-scale neighborhood retail and service uses should be located at intersections of collector and arterial streets and at the edge of logical neighborhood areas.
15. Industrial activities should be conducted within enclosed structures whenever possible and outdoor activities and/or storage should be properly screened from public view.
16. Less intensive industrial and heavy commercial development should be encouraged in high-quality business park settings.
17. The area around the Regional Airport should be reserved for appropriate uses that are less affected by aircraft noise, including office and/or industrial development.

Chapter 4 - Growth Plan

This chapter outlines methods by which the community can effectively manage its future development in a wise and fiscally responsible manner. It includes an assessment of the City’s utility infrastructure and public service capacities, both for serving today’s community as well as future development and population. It then outlines policies regarding how the City intends to accommodate growth and new development to ensure efficient land and roadway network utilization, orderly extension of public services, and achievement of a desired urban form and character over the coming decades. Tools are also provided for more accurately weighing the benefits and costs of new development and potential annexation activity by the City (including a fiscal impact analysis model to be developed in conjunction with the plan). This will help ensure that Temple does not overestimate – through its future land use plan – the likely amount of non-residential development the local market can support.

Reasons for Temple’s Recent Growth Pattern

- Lure to “green field” development due to the ease of development approval.
- The City’s cost-sharing ordinance
- Both allowances and limitations within the Zoning Ordinance
- There are several rural water providers around the periphery of the City.
- The Bell County Health Department’s requirement for septic systems is a minimum of a one-half acre lot.

Quantifying the Fiscal Impact of Growth

A parallel effort to the comprehensive planning process was the calibration of a fiscal impact computer model that will assist the City in comparing and contrasting government costs to the resulting revenue flow associated with growth. This financial modeling will assist the City in making decisions about such things as proposed land uses and capital improvements.

- The Texas Local Government Code allows rural development to occur without platting.
- Development outside the city limits does not pay City taxes.
- Land is generally less expensive outside the city limits.
- The natural amenities offered by the gently rolling terrain, mature vegetation, and lake are highly desirable as a living environment.
- There are multiple school districts.

Consequences of Sprawl

- Erosion of a defined community edge
- Degradation of environmental resources
- Overwhelmed public infrastructure
- A lack of coordinated planning between individual developments
- Premature and unexpected shifts in traffic patterns
- The private provision of streets and infrastructure systems
- Cumulative impacts on the natural environment
- Inefficient provision of services
- Declining rural character and agricultural operations
- Disinvestment in the original town area

Issues and Opportunities

- Exploring growth management mechanisms
- Maintaining basic water and wastewater infrastructure
- Supporting essential public safety services

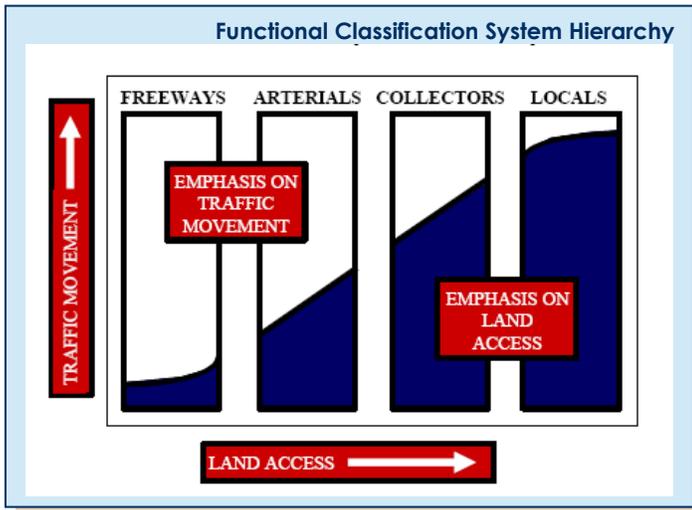
Growth Management Tools

In broad terms, growth management techniques considered for Temple include:

- **Comprehensive planning** to establish the policy basis for the institution and administration of growth regulations
- **Regulatory mechanisms**, including zoning and subdivision controls
- **Annexation**, which expands the geographic jurisdiction of the City to implement a full range of regulatory and fiscal approaches to growth management
- **Development and/or participation agreements**, which provide for infrastructure funding (and may, in some instances, include land use controls)
- **Improvement districts and political subdivisions**, which are independent entities that provide for infrastructure funding and operation
- **Interlocal cooperation contracts** as a means for local governments to agree with other units of government for the provision of infrastructure and public services, as well as administrative functions.
- **Extension of public utilities** by way of capital improvement programming

Chapter 5 - Transportation

This chapter addresses community-wide mobility needs on all levels, from sidewalks and trails, to local streets and neighborhood access, to arterial roadways and highways, and to public transit and freight movement. This plan element includes an updated Thoroughfare Plan, which is the long-term plan for orderly development of an overall system of roadways for the City and its planning area. This long-range transportation plan is to be used as a guide for securing



rights-of-way and upgrading and extending the network of arterial and collector roads and highways in an efficient manner. This should be done concurrent with ongoing development and consistent with the urban form and community character objectives contained in the Urban Design and Future Land Use element. Effective local transportation planning and improvements also require close coordination with

the Texas Department of Transportation, the Central Texas Council of Governments, and other local jurisdictions.

Issues and Opportunities

- Regional transportation
- Local transportation network
- Alternative modes of travel
- Neighborhood safety and connectivity

Roadway Design Standards

Local streets allow direct property access within residential and commercial areas. Through traffic and excessive speeds should be discouraged. Local streets typically comprise about 65 to 80 percent of the total street system.

Subdivision street layout plans include **collector streets** to provide efficient traffic ingress/egress and circulation. Collectors generally carry higher traffic volumes than local streets and require a wider roadway cross-section and added lanes at intersections with arterial streets to provide adequate capacity for both through traffic and turning movements. Speeds on collectors are slower and more turn movements are expected versus arterials; therefore, a higher speed differential and much closer intersection/access spacing can be used than on arterials. Collectors typically make up about five to 10 percent of the total street system.

Arterial streets form an interconnecting network for broad movement of traffic. Although they usually represent only five to 10 percent of the total roadway network, arterials typically accommodate between 30 and 40 percent of an area's travel volume. Since traffic movement, not land access, is the primary function of arterials, access management is essential to avoid traffic congestion and delays caused by turning movements for vehicles entering and exiting driveways.

Chapter 6 - Housing

This chapter offers an analysis of the area housing market to evaluate the existing housing stock and assess current and future housing needs of area residents. This includes the potential location, scale and mix of future residential development and redevelopment, as well as consideration of factors and amenities that may be impacting home-buying decisions and location preferences. The design of neighborhoods is also considered within the context of the City's current development regulations and the impact this has on housing development, infill potential, community form, land use compatibility, and connectivity – as well as the community's economic development potential and livability for residents.

Issues and Opportunities

- Making Temple an attractive living option
- Maintaining affordability
- Addressing special needs
- Neighborhood safety and connectivity

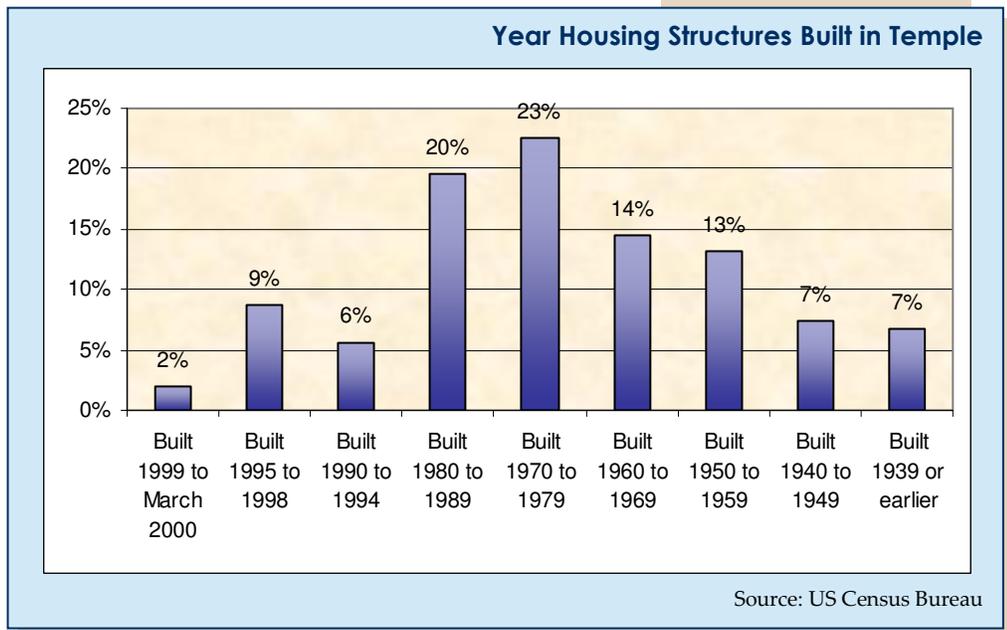
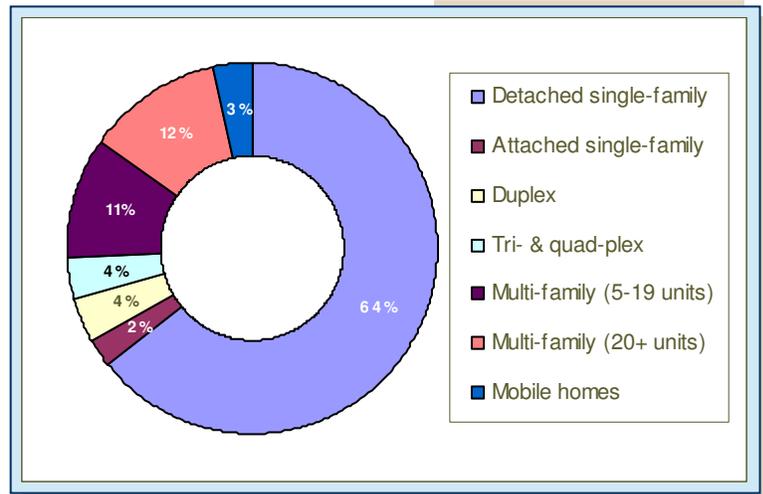
Housing Characteristics

According to data from the Real Estate Center at Texas A&M University, as a result of recent building activity in the MSA, more than 17 percent of area housing units have been built since 2000 compared to just fewer than 13 percent statewide. The comparison for owner-occupied housing is 18.3 percent locally versus 13.7 percent for all of Texas. For renter-occupied housing, 15.5 percent of units in the MSA are new since 2000 compared to 10.9 percent statewide.

The average household size in Temple in 2000 was 2.44 persons. Using this same average as a starting point, **Temple will need approximately 36,900 housing units by 2030** to accommodate its projected population and – assuming a variety of housing types are provided – maintain a sound, balanced housing market. **This will require the addition of nearly 13,500 more housing units by 2030**, compared to the 23,453 units Temple had as of Census 2000.

The two essential factors in housing affordability are incomes and home prices in a market area. For Temple, median household income has increased from

\$35,135 in 1999 (as reported through Census 2000) to \$48,800 (as estimated by the Real Estate Center at Texas A&M University). This represents a 39 percent increase over this period. For home costs, the median price from area home sales (as reported by the Temple-Belton Board of Realtors) increased from \$86,000 in 2000 to \$113,500 in 2006, which is a 32 percent increase. Based on this data, the Temple market has managed to keep the median home sale price from increasing as rapidly as median income growth so far this decade, which is a plus for general housing affordability.



Housing Unit Projections (2000-2030)

2010
 Population = 70,000
 Housing Units = 28,688
 Added Units = 5,235

2020
 Population = 80,000
 Housing Units = 32,787
 Added Units = 4,099

2030
 Population = 90,000
 Housing Units = 36,885
 Added Units = 4,098

Chapter 7 - Economic Development

This chapter provides a set of strategies for both strengthening and diversifying the economy, focusing especially on Temple’s desire for more retail investment and commercial redevelopment. It includes an economic assessment and outlines ways to support and retain existing businesses, attract and grow new job-creating businesses, and train the community’s workforce for current and future labor needs – all with a view toward achieving improved livability. This chapter integrates with the rest of the plan by highlighting the importance to economic development of adequate public facilities and services; available, affordable, adequate, accessible, and quality housing; and a quality, sustainable living environment for all residents of the community.

Today, economic development is as much about employee attraction as it is about employer attraction.

Issues and Opportunities

- Developing a Healthcare and Bioscience Cluster
- Pursuing Nontraditional Economic Development Opportunities
- Promoting Further Logistics, Distribution and other Light Industrial Investments
- Establishing a Positive Image for Temple Education

Economic Base and Retail Analysis

To better understand the economic development opportunities available in Temple, an assessment of the community’s demographic and economic trends was conducted. The purpose of this analysis is to identify Temple’s overall economic strengths and weaknesses in the context of the wider regional and national economies from a data standpoint; and, to provide a basis for the goals, objectives, and action statements outlined earlier in this chapter to address these issues. This quantitative analysis included a review of:

- **Employment Trends**
- **Demographic Characteristics**
- **Household Income Trends**
- **Occupations**
- **Retail Sectors and Retail Trade Area**
- **Retail Surplus**
- **Retail Leakage**

This assessment of Temple’s overall economic conditions reveals the need increased higher-wage employment. Employment data seem to indicate that the momentum for employment growth within Bell County has swung to areas away from Temple. At the same time, income levels appear to be lagging

Redefining PLACE

Much has been written about the importance of quality of life to the site selection process. Communities throughout the nation have positioned themselves by touting their advantages in this regard – good schools, safe streets, pleasant weather. These factors obviously are important, but the focus is still too narrow. Quality of life assumes that everyone thrives in the same environment and is attracted to the same amenities. It assumes that current residents’ view of what makes a community would be shared by all.

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

Expanding Temple’s quality of place amenities and enhancing its community character will go far in making the city a more attractive location for educated and skilled workers. This chapter builds upon the core community character theme – and associated action strategies – that are found throughout this Comprehensive Plan, particularly in the Urban Design & Future Land Use and Housing chapters.

while the community's population is growing older. Combined, these trends indicate that specific catalysts may be required to stimulate activity in higher-wage and more rapidly growing employment sectors, such as through the development of the Temple Medical and Education District (TMED) or an intermodal freight site. Temple is also leaking a significant amount of retail dollars, at a time when the daytime population is nearly double the residents due to major employers.

Chapter 8 - Implementation

This final chapter utilizes the recommendations of the individual plan elements to consolidate an overall strategy for executing the comprehensive plan, particularly for the highest-priority initiatives that will be first on the community's action agenda. Specific tasks are cited which must be accomplished to achieve the community's vision and goals. This chapter also outlines the organizational structure necessary to implement the plan effectively, including roles and responsibilities, and establishes a process for annual and periodic appraisal of plan implementation efforts and necessary updating of the plan.

Plan implementation is the most important step of the plan development process. It requires the efforts and commitment of the City's leadership, including the City Council, Planning and Zoning Commission, other City boards and commissions, and City staff. It is also necessary for there to be close coordination with and a joint commitment from the TEDC, Temple Chamber of Commerce, Bell County, Central Texas Council of Governments, Hill Country Transit District, Texas Department of Transportation (TxDOT), and many other public and private organizations and individuals to serve as champions of the plan.

Each chapter outlines the specific issues that must be addressed in order to achieve what is envisioned by community leaders and residents. In response to these issues are a number of recommended actions that relate to regulatory changes, programmatic initiatives, and capital improvement projects. While these recommendations are comprehensive and intended to be accomplished over the 20-year horizon of this plan, near-term strategies must be put in place to take the first step toward successful implementation. These strategies must then be prioritized, with decisions made by the community as to the sequencing of implementation activities, the capacity to fulfill each initiative, and the ability to obligate the necessary funding.

The purpose of this chapter is to integrate the different elements of the plan together in such a way as to provide a clear path for sound decision making. This chapter outlines the organizational structure necessary to implement the plan, including methods of implementation, roles and responsibilities, and specific implementation strategies. Additionally, this plan element establishes a process for annual and periodic evaluation and appraisal of the plan to ensure it is kept relevant through needed updates.

Key methods of plan implementation include:

- **Development Ordinances**
- **Capital Improvements**
- **Special Projects, Programs, and Initiatives**

The following table establishes an Action Agenda, prioritizing all of the recommendations of the Plan into the following categories: (1) Immediate, (2) Short-Term, (3) Mid-Term, and (4) Long-Term. The table is intended to be kept up-to-date and updated on an annual basis.

ACTION	Action Type	PRIORITY				Lead Dept.	Funding Sources
		Immediate	Short Term	Mid Term	Long Term		
AIR – Airport, CD – Community Dev, CM – City Manager, CS – Construction Safety, DRC – Design Review Comm., FD – Fire, IT – Info Tech, L – Legal, PALS – Parks, PD – Police, PL – Planning, PW – Public Works, \$ - Finance							
Chapter 3 – Urban Design & Future Land Use							
Goal 3.1 - Enhanced character & development guidance around Temple's key economic assets							
3.1.1. Consider character based zoning	Reg		X			PL, L	
3.1.2 Consolidate zoning districts	Reg		X			PL, L	
3.1.3 Move toward a UDC (Phase I and Phase II)	Reg	X (I)	X (II)			PL, L	
3.1.4 Incorporate dynamic bufferyards into code	Reg		X			PL, L	
3.1.5 Create targeted plans as necessary	Study			X		PL	
3.1.6 Immediately revise and modernize the Use Table in the code	Reg	X				PL, L	
Goal 3.2 - Development patterns & outcomes in Temple's growth areas that establish long-term character & a quality living environment							
3.2.1 Increase open space & preserve suburban character	Policy			X		PL, PALS	
3.2.2 Consider resource protection standards	Reg				X	PL, L	
3.2.3 Consider alternative subdivision design	Reg		X			PL, L, PW	
3.2.4 Encourage open space preservation	Policy	X	X	X	X	PL, L, PALS	
3.2.5 Update FLUP when improvements are extended	Policy	X	X	X	X	PL, IT, PW	
3.2.6 Consider a housing palette	Reg		X			PL, L	
3.2.7 Allow planned development (PD) by right	Reg		X			PL, L	
3.2.8 Density bonus for open space	Reg		X			PL, L, PALS	
3.2.9 Consider min # of housing types	Reg		X			PL, L	
Goal 3.3 - Renewed vitality & development interest in Temple's oldest neighborhoods							
3.3.1 Define Neighborhood Conservation boundaries	Study				X	PL, IT	
3.3.2 Preserve existing neighborhood character	Reg			X		PL, IT	
3.3.3 Ease the redevelopment process	Reg				X	PL, L	
3.3.4 Create incentives for infill construction	Program			X		DRC	
3.3.5 Clarify the Central Area (CA) District	Reg				X	PL, CS, CD	
3.3.6 Identify disinvestment & deteriorating areas	Program			X		PL, L	
3.3.7 Develop a grant for "self-help" rehab	Program			X		CS, \$	
3.3.8 Continue to use CDBG funds	Program	X	X	X	X	CS, CD, \$	
3.3.9 Assist in forming neighborhood organizations	Program		X			CS, L	
3.3.10 Continue pro-active code enforcement	Program	X	X	X	X	CS, L	
Goal 3.4 - Better image & identity for Temple by setting a higher standard for public & private development practices.							
3.4.1 Create standards for high-priority corridors	Reg	X				PL, L	
3.4.2 Establish more significant gateways	Capital	X	X	X	X	CM, \$	
3.4.3 Consider suburban designations for land along arterials & highways	Reg		X			PL, L	
3.4.4 Explore a point system for site development standards	Reg		X			DRC	
3.4.5 Consider tree protection standards (private)	Reg				X	PALS, L	

ACTION	Action Type	PRIORITY			Lead Dept.	Funding Sources
		Immediate	Short Term	Mid Term		
AIR – Airport, CD – Community Dev, CM – City Manager, CS – Construction Safety, DRC – Design Review Comm., FD – Fire, IT – Info Tech, L – Legal, PALS – Parks, PD – Police, PL – Planning, PW – Public Works, \$ - Finance						
3.4.6 Adopt specifications protecting trees (public)	Reg		X			PALS, L
3.4.7 Possibly limit wholesale site clearing	Study			X		CS
Chapter 4 – Growth Plan						
Goal 4.1 - Growth & development patterns that are consistent with the City's infrastructure & public service capacities & desired community form & character.						
4.1.1 Accommodate infill development in "developed areas"	Policy			X	X	CM, PW
4.1.2 Encourage new development in "growth areas"	Policy				X	PL, PW
4.1.3 Minimize development in "protection areas"	Policy			X	X	PW, AIR PALS
4.1.4 Limit development in "holding areas"	Policy			X	X	CM
4.1.5 Allow utility extensions using cost-sharing only in 20-year "growth areas"	Policy		X			PW, L, \$
4.1.6 Use the City's annual annexation capability in areas under short-term development pressure	Policy				X	CM, L
4.1.7 Employ growth management measures in areas annexed for strategic/long-term value	Policy			X	X	CM, L, PL
4.1.8 Encourage voluntary annexation when both parties long-term interests are served	Program	X	X	X	X	CM, L, PL
4.1.9 Use development agreements outside the 20-year "growth area"	Program			X	X	CM, L, PL
4.1.10 Evaluate cost-benefit of proposed annexation	Program				X	PL, \$
4.1.11 Consider making Ag lots > 1 acre	Reg		X			PL, L
4.1.12 Establish allowable residential density in the "holding areas"	Reg		X			PL, L
4.1.13 Consider amending the code to incorporate Adequate Public Facilities provisions	Reg		X			PW, PL, L
4.1.14 Consider reworking the parkland dedication/fee requirements	Reg		X			PALS, L, \$
4.1.15 Revise cost-sharing ordinance & utility extension policies	Policy				X	PW, \$
4.1.16 Consider using cost-sharing as an incentive	Policy				X	PW, \$
4.1.17 Negotiate non-annexation agreements outside the "growth area"	Program			X	X	CM, L, PL
4.1.18 Investigate the use of improvement districts as an alternative to the use of impact fees	Study				X	PL, PW, L
Goal 4.2 - Sufficient water & wastewater system capacity to accommodate growth expectations through 2030 & ensure state/federal regulatory compliance						
4.2.1 Implement phased water treatment plant expansion	Capital			X		PW, \$
4.2.2 Monitor maximum daily water demand closely	Study	X	X	X	X	PW
4.2.3 Ensure the water system meets TCEQ requirements	Capital	X	X	X	X	PW, \$
4.2.4 Complete multiple feed points for water distribution to avoid service interruption	Capital				X	PW, \$
4.2.5 Complete phased pump station & storage	Capital				X	PW, \$

ACTION	Action Type	PRIORITY				Lead Dept.	Funding Sources
		Immediate	Short Term	Mid Term	Long Term		
AIR – Airport, CD – Community Dev, CM – City Manager, CS – Construction Safety, DRC – Design Review Comm., FD – Fire, IT – Info Tech, L – Legal, PALS – Parks, PD – Police, PL – Planning, PW – Public Works, \$ - Finance							
improvements							
4.2.6 Provide additional ground storage for water	Capital		X			PW, \$	
4.2.7 Consider arrangements for emergency water connections	Coord				X	PW, FD	
4.2.8 Implement the projects in the Wastewater Master Plan	Capital	X	X	X	X	PW, \$	
4.2.9 Minimize rainfall & groundwater infiltration	Capital	X	X	X	X	PW, \$	
4.2.10 Eliminate various lift stations	Capital				X	PW, \$	
4.2.11 Construct new interceptors	Capital				X	PW, \$	
4.2.12 Ensure sufficient treatment plant capacity	Policy		X	X	X	PW	
4.2.13 Monitor potential sites for a 3 rd water treatment plant	Study				X	PW, PL	
4.2.14 Monitor growth trends & development patterns	Study	X	X	X	X	PL, PW, IT	
4.2.15 Coordinate discharge permits with TCEQ	Coord		X			PW	
Goal 4.3 - Adequate public safety facilities, equipment & professional staffing to meet current needs & prepare for future demands							
4.3.1 Consider TFR Master Plan recommendations relating to staffing	Study	X				FD, \$	
4.3.2 Address TPD needs associated with increased staffing	Capital				X	PD, \$	
4.3.3 Determine how best to achieve a new TFR headquarters (new construction or remodel)	Study	X				FD	
4.3.4 Consider a new location for the EOC	Study	X				FD	
4.3.5 Develop & implement a long-range facilities plan recommended by the TFR Master Plan	Capital		X			FD, \$	
4.3.6 Construct new TFR stations or upgrade existing stations	Capital	X				FD, \$	
4.3.7 Consider adopting a residential sprinkler ordinance	Reg			X		FD, CS, L	
4.3.8 Update & unify codes used by TFR & Construction Safety	Reg	X				FD, CS, L	
Chapter 5 – Transportation							
Goal 5.1 - A regional transportation network for moving people & goods to, from & through the community in an efficient & effective manner.							
5.1.1 Immediately after adopting the comp plan, prepare a Transportation Master Plan	Study	X	X			PW	
5.1.2 Between comp plan adoption & completion of a Transportation Master Plan, highest priority should be west of I-35 & south of Airport Road	Policy		X			CM, PW	
5.1.3 Coordination with TxDOT to improve mobility along I-35 & handle future traffic	Coord	X	X	X	X	CM, PW	
5.1.4 Participate with TxDOT during the TTC-35 EIS process; Evaluate implications for Temple	Coord	X	X	X	X	CM, PW	
5.1.5 Coordinate with K-TUTS to identify & prioritize regional transportation projects	Coord	X	X	X	X	CM, PL	
5.1.6 Prioritize & implement improvements in updated Airport Master Plan	Capital		X	X	X	AIR, \$	

ACTION	Action Type	PRIORITY				Lead Dept.	Funding Sources
		Immediate	Short Term	Mid Term	Long Term		
AIR – Airport, CD – Community Dev, CM – City Manager, CS – Construction Safety, DRC – Design Review Comm., FD – Fire, IT – Info Tech, L – Legal, PALS – Parks, PD – Police, PL – Planning, PW – Public Works, \$ - Finance							
5.1.7 Amend development regulations around airport to protect from incompatible dev.	Reg		X	X		AIR, PL, L	
5.1.8 Encourage expanded rail service & capitalize on major rail infrastructure in City	Policy	X	X	X	X	CM	
Goal 5.2 - A local transportation system that moves people through the community in a safe & convenient manner							
5.2.1 Ensure that CIP projects undertaken by the City conform to land development regulations	Policy	X	X	X	X	PW	
5.2.2 Adopt functional classifications of arterial & collector roadways to implement the plan	Reg		X			PL, PW, L	
5.2.3 Amend Sub Regs to include cross sections, required ROW & pavement widths for arterial & collector streets	Reg		X			PW, PL, L	
5.2.4 Consider adopting standards for wider collectors at intersections with arterials	Reg		X			PW, PL, L	
5.2.5 Explore incorporating performance standards for local residential streets into regulations	Study			X		PW, PL, L	
5.2.6 Utilize the FLUP with the K-TUTS model to define functional classifications & capacities	Coord	X	X	X	X	PW, PL, IT	
5.2.7 Consider requiring a traffic impact analysis study under certain conditions	Reg		X			PW, PL, L	
5.2.8 Prepare an access management study for 31st Street & other corridors	Study			X		PL, PW	
5.2.9 Develop appropriate access design requirements based on functional classification	Program		X			PL, PW	
5.2.10 Consider limiting/prohibiting driveways on collector streets & restrict access on arterials	Reg		X			PW, PL, L	
5.2.11 Periodically conduct signal warrant studies as volumes increase with new development	Study	X	X	X	X	PW, PD	
5.2.12 Review current standards relative to the need for handicap & van-accessible parking	Study		X			CS	
5.2.13 Identify & evaluate alternative transit options for seniors	Study		X	X	X	CD	
Goal 5.3 - A mobility system that offers a variety of choice in modes of travel							
5.3.1 Work with the Hill Country Transit District (HCTD) in preparing a transit study	Coord				X	CM, PL, IT	
5.3.2 Explore the option of developing a transit service for choice/ discretionary riders	Study				X	CM	
5.3.3 Revisit the feasibility & potential ridership of a route to the industrial district	Study		X			CM	
5.3.4 In coordination with HCTD develop a campaign to educate about transit in Temple	Coord				X	CM	
5.3.5 Evaluate potential locations for the installation of bus pull-out bays	Study			X		PW, PL	
5.3.6 Identify locations for curbside improvements (i.e., shelters, preferential signal timing, etc.)	Study			X		PW, PL	
5.3.7 Prepare guidelines for pedestrian access to transit stop locations	Study			X		PW, PL	
5.3.8 Incorporate sidewalks, accessible ramps & pedestrian amenities in projects on bus routes	Capital	X	X	X	X	PW, PL	
5.3.9 Immediately following adoption of the Comp	Study	X				PALS, PL,	

ACTION	Action Type	PRIORITY				Lead Dept.	Funding Sources
		Immediate	Short Term	Mid Term	Long Term		
AIR – Airport, CD – Community Dev, CM – City Manager, CS – Construction Safety, DRC – Design Review Comm., FD – Fire, IT – Info Tech, L – Legal, PALS – Parks, PD – Police, PL – Planning, PW – Public Works, \$ - Finance							
Plan, prepare a bike & pedestrian plan						CM, PW	
5.3.10 Consider adopting alternative street sections that incorporate bike lanes	Study		X			PW, PL, PALS	
5.3.11 Work w/Central Texas Trails Network on trails that link the communities in Bell County	Coord		X			PALS, PL	
5.3.12 Add sidewalks on roadways where there are none when roadways are improved/ widened	Policy	X	X	X	X	PW	
5.3.13 Identify intersections heavily used by pedestrians & implement safety improvements	Study		X			PW, PL, PALS	
5.3.14 Conduct a community-wide sidewalk inventory	Study		X			PL, PW	
5.3.15 Prepare a Safe Sidewalks Program to identify where maintenance is particularly important	Program		X			PW, PL	
5.3.16 Consider amending street design standards for pedestrian & bicycle-actuated traffic signals	Reg		X			PALS, PW, PL	
Goal 5.4 - A mobility system that is integrated with & complements neighborhood & community character							
5.4.1 Consider context sensitive solutions when widening existing/constructing new roadways	Policy	X	X	X	X	PW, PL	
5.4.2 Periodically conduct travel speed studies to determine speed restrictions in neighborhoods	Study	X	X	X	X	PD	
5.4.3 Perform localized traffic calming studies in areas w/cut-through & high-speed traffic	Study	X	X	X	X	PW, PD	
5.4.4 Evaluate street regulations for # and location of street connections; Improve directness of routes; create more options for peds & bicycles	Reg		X			PW, PL, PALS, L,	
Chapter 6 – Housing							
Goal 6.1 - Neighborhood environments & residential living options that make Temple an inviting place to call home							
6.1.1 Implement CH 3 recommendations contributing to neighborhood character	Reg		X			PL, L	
6.1.2 Encourage establishing HOAs for all new residential developments	Policy	X	X	X	X	PL, L	
6.1.3 Adopt design standards for high-density residential	Reg		X			PL, L	
6.1.4 Consider incentivizing bufferyards at the edges of residential development	Reg		X			PL, L	
6.1.5 Establish a neighborhood planning program	Program			X	X	PL	
6.1.6 Offer incentives to perimeter wall alternatives	Reg			X		PL, PW, L	
6.1.7 Consider allowing off-street trails in lieu of local street sidewalks	Reg		X			PALS, L, CM, PW	
6.1.8. Establish standards for gated communities	Reg		X			PL, FD, L	
6.1.9 Consider incorporating anti-monotony provisions	Reg		X			PL, L	
6.1.10 Ensure that subsidized housing renovations address compatibility, aesthetics, & safety	Policy	X	X	X	X	CD, CS	
Goal 6.2 - An expanding housing stock that offers local buyers & renters both affordability & value							
6.2.1 Incorporate a housing palette into the zoning code	Reg		X			PL, P	
6.2.2 Consider requiring >1 housing type under some conditions	Reg		X			PL, P	

ACTION	Action Type	PRIORITY			Long Term	Lead Dept.	Funding Sources
		Immediate	Short Term	Mid Term			
AIR – Airport, CD – Community Dev, CM – City Manager, CS – Construction Safety, DRC – Design Review Comm., FD – Fire, IT – Info Tech, L – Legal, PALS – Parks, PD – Police, PL – Planning, PW – Public Works, \$ - Finance							
6.2.3 Maintain DRC as a “rapid review” committee	Program	X	X	X	X	DRC	
6.2.4 Identify & address regulations that are barriers to housing affordability	Program			X		CD, CS	
6.2.5 Incorporate an inclusionary housing provision	Reg				X	PL, L	
6.2.6 Use density bonuses to encourage reduced price units	Reg		X			PL, L	
6.2.7 Establish average rather than minimum lot sizes	Reg		X			PL, L	
6.2.8 Add incentive to increase housing density adjacent to arterials	Reg		X			PL, L	
6.2.9 Consider standards allowing modular housing in some situations	Reg				X	CS, PL, L	
Goal 6.3 - A diverse mix of residential options to address both life-cycle needs & interests of various niche groups seeking new or existing housing in Temple							
6.3.1 Ensure continued support of the Down Payment Assistance Program of the THA	Program	X	X	X	X	CD, \$	
6.3.2 Ease transitions to home ownership	Program	X	X	X	X	CD	
6.3.3 Inventory small homes & target for preservation and rehabilitation	Program		X	X	X	CD, CS	
6.3.4 Consider assistance for improving older, smaller dwellings	Program		X	X	X	CD, CS	
6.3.5 Work toward meeting the 20/20 Alliance’s housing targets	Policy	X	X	X	X	CD, CS	
6.3.6 Pursue adding upper-end MF residential units each year	Policy				X	PL	
6.3.7 Incorporate sliding scale density bonuses into the code	Reg		X			PL, L	
6.3.8 Encourage downtown residential projects & other investment types with a rail “quiet zone”	Program		X	X		PL	
6.3.9 Establish a true Ag district	Reg		X			PL, L	
6.3.10 Create a true Suburban Estate district	Reg		X			PL, L	
6.3.11 Incorporate provisions for accessory dwelling units in residential areas into the code	Reg		X			PL, CS, L	
Chapter 7 – Economic Development							
Goal 7.1 - A vibrant & growing Healthcare & Bioscience economic cluster in Temple							
7.1.1 Designate both the TMED and Scott & White West campus area as a SIZ	Program	X				CM	
7.1.2 Buffer these campuses by designating compatible land uses surrounding the campus	Policy	X				PL	
7.1.3 Market the campuses’ unique assets locally, regionally, & nationally	Program	X	X	X	X	CM	
7.1.4 Develop a revitalization plan for the TMED area promoting dense, mixed-use environment	Study	X	X			CM	
7.1.5 Develop incentives to promote investment in the TMED area	Policy	X	X			CM, \$	
7.1.6 Identify ways to preserve in perpetuity TMED becomes a truly mixed-income community	Study	X	X			CM	
7.1.7 Link both campuses with downtown area	Capital			X		CM, \$	

ACTION	Action Type	PRIORITY				Lead Dept.	Funding Sources
		Immediate	Short Term	Mid Term	Long Term		
AIR – Airport, CD – Community Dev, CM – City Manager, CS – Construction Safety, DRC – Design Review Comm., FD – Fire, IT – Info Tech, L – Legal, PALS – Parks, PD – Police, PL – Planning, PW – Public Works, \$ - Finance							
through mobility options							
7.1.8 Expand research capacity by obtaining grants to support product commercialization	Program			X		CM, \$	
7.1.9 Hold quarterly workshops linking existing researchers with “problems” in the region/state	Coord		X			CM	
7.1.10 Hold an annual site selector’s conference focused on commercial applications of research	Coord		X			CM	
7.1.11 Create a bioscience business incubator to bridge research & commercialization	Program		X			CM	
7.1.12 Improve the entrepreneurial climate in life sciences through venture capital networks	Coord	X	X	X	X	CM	
7.1.13 Support TC in educating the workforce to grow the healthcare/bioscience research cluster	Coord	X	X	X	X	CM	
7.1.14 Actively engage in finding funding sources to expand healthcare/bioscience cluster	Program	X	X	X	X	CM, \$	
7.1.15 Lobby for additional resources to expand the Texas A&M Medical School in Temple	Coord	X	X	X	X	CM	
7.1.16 Identify businesses interested in supporting building construction or equipment purchases	Program		X			CM	
7.1.17 Market the ingredients put in place to promote & enhance the life sciences cluster	Program	X	X	X	X	CM	
7.1.18 Enhance resources at K-12 level & TC to promote life science education & skills training	Program		X			CM	
7.1.19 Integrate K-12 education with businesses involved in the bioscience industry	Coord		X			CM	
7.1.20 Market career opportunities in life sciences in K-12 & Temple College	Program		X			CM	
Goal 7.2 - Tax base enhancement – & the revitalization of downtown Temple – through nontraditional economic development opportunities to assist in the attraction of a talented workforce.							
7.2.1 Focus on SIZ areas & TMED for new/expanded retail locations	Policy	X				PL	
7.2.2 Inventory vacant & underutilized parcels & buildings	Study			X		PL, CS	
7.2.3 Develop area-specific plans for redevelopment/retail areas	Study			X		PL, PW	
7.2.4 Target sectors where Temple is “leaking” dollars	Policy		X			CM, \$	
7.2.5 Develop a Retail Recruitment Strategy	Program		X			CM	
7.2.6 Expand cultural programs in downtown	Program		X			PALS	
7.2.7 Promote revitalization of historic buildings in downtown	Program	X	X	X	X	CM	
7.2.8 Encourage loft living in downtown	Reg		X			PL, CS, L	
7.2.9 Implement R/UDAT plan & TDDA parking study recommendations	Program		X			CM, \$	
7.2.10 Implement TDDA revitalization & enhancement recommendations	Program		X			CM, \$	
7.2.11 Encourage establishing fine arts & digital arts school downtown	Coord				X	CM	
7.2.12 Develop an artistic incubator downtown	Program				X	CM	

ACTION	Action Type	PRIORITY				Lead Dept.	Funding Sources
		Immediate	Short Term	Mid Term	Long Term		
AIR – Airport, CD – Community Dev, CM – City Manager, CS – Construction Safety, DRC – Design Review Comm., FD – Fire, IT – Info Tech, L – Legal, PALS – Parks, PD – Police, PL – Planning, PW – Public Works, \$ - Finance							
7.2.13 Encourage TEDC to target specific sectors downtown	Program	X	X	X	X	CM	
Goal 7.3 - An expanded economic base in Temple by investing in infrastructure & businesses that grow & diversify the manufacturing, medical, technology, & primary sector economic base.							
7.3.1 Support TEDC's effort regarding opportunities in the industrial zone	Program	X	X	X	X	CM, PW, \$	
7.3.2 Promote investment in the North Temple Industrial Park	Program	X	X	X	X	CM, PW	
7.3.3 Aggressively pursue & monitor improvements along TTC-35	Coord	X	X	X	X	CM, PL	
7.3.4 Promote a route for TTC-35 that runs closer to Temple	Coord	X	X	X	X	CM, PL	
7.3.5 Include SE Industrial Park on SIZ list	Program	X	X	X	X	CM	
7.3.6 Prioritize CIP projects within the SIZ areas	Study	X	X			CM, \$	
Goal 7.4 - Excellence in Temple schools & higher education to assist in attracting employers & employees							
7.4.1 Develop a best practices database illustrating successful collaboration	Study			X		CM	
7.4.2 Meet w/industry clusters regarding potential collaborations	Coord		X			CM	
7.4.3 Share school performance measurements with community	Program	X	X	X	X	CM	
7.4.4 Identify specific business/educator collaborations	Coord			X		CM	
7.4.5 Explore possibility of adding more "academies" in TISD	Coord			X		CM	
7.4.6 Coordinate w/TC & others on skill development programs	Coord	X	X	X	X	CM	
7.4.7 Identify school perception by talented employees new to Temple	Program			X		CM	
7.4.8 Develop marketing campaign to change school perceptions	Program		X			CM	
7.4.9 Develop a "Pride in Schools" program	Coord			X		CM	
7.4.10 Recognize & utilize university students & graduates	Coord			X		CM	
7.4.11 Annually survey school perception of residents & business owners	Program		X			CM	
7.4.12 Focus initial improvement efforts on area schools using volunteers	Coord			X		CM	
7.4.13 Develop a revitalization plan for the TC area	Study		X			CM	
7.4.14 Develop initiatives with CAD/GIS classes at TC & TAM Med school	Coord		X			CM, IT	

Choices

INTRODUCTION & VISION

1

CHAPTER

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

Purpose of the Comprehensive Plan

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

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

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

Planning Area

In geographic terms, this Comprehensive Plan addresses the current city limits of Temple, as well as its surrounding “extra-territorial jurisdiction” (ETJ). As stipulated by Chapter 42 of the Texas Local Government Code, based on city population size, Temple's ETJ extends 3.5 miles beyond the city limits. However, it does not extend this full distance in certain directions (primarily south and west) due to the presence of adjacent cities with their own ETJs.

Temple's ETJ would increase to five miles if and when the city's population surpasses 100,000 persons.

“Planning” is ...

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

Local Government Planning

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

Comprehensive Plans Cannot Do it All

The Comprehensive Plan is a great thing but not a remedy for everything that we want to see change, in and of itself.

*Senior Planner,
City of Temple*

Use of the Plan

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

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

- targeted programs and expenditures prioritized through the City’s annual budget process, including routine but essential functions such as code enforcement;
- major public improvements and land acquisitions financed through the City’s capital improvements program and related bond initiatives;
- new and amended City ordinances and regulations closely linked to comprehensive plan objectives (and associated review and approval procedures in the case of land development, subdivisions, and zoning matters);
- departmental work plans and staffing in key areas;
- support for ongoing planning and studies that will further clarify needs and strategies, including the City Council’s Strategic Plan;
- coordination and consistency between departments and the planning efforts they undertake (including but not limited to: Temple Fire and Rescue Master Plan, Water and Wastewater Utilities Master Plan, Airport Master Plan, Parks Master Plan, Master Greenways Plan, and the Capital Improvement Program);
- pursuit of external grant funding to supplement local budgets and/or expedite certain projects; and
- initiatives pursued in conjunction with other public and private partners to leverage resources and achieve successes neither could accomplish alone.

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

Elements of the comprehensive plan, such as the 2030 Future Land Use & Character Plan map and the Thoroughfare Plan map, will be used by staff, Planning and Zoning Commission, and City Council to evaluate the appropriateness and compliance of development proposals with the stated goals, objectives, and policies of the City as spelled out in the plan.

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

The Choices '08 plan replaces the following plans previously adopted by the City of Temple:

- Temple Comprehensive Plan
- West Temple Comprehensive Plan
- South Temple Comprehensive Plan
- East Temple Comprehensive Plan
- 31st Street Corridor Land Use Plan
- 25th Street Corridor Land Use Plan
- Central-Adams Corridor Land Use Plan
- Avenue H Corridor Plan
- Thoroughfare Plan

Planning Authority

State Support for Community Planning

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

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

Comprehensive (Master) Plan:
 The comprehensive plan of the city and adjoining areas adopted by the planning and zoning commission and approved by the city council, including all its revisions. The plan indicates the general locations recommended for various land uses, transportation routes, public and private buildings, streets, parks, and other public and private developments and improvements, to include detailed plans for water, sewer, etc.

*Section 21, Definitions,
 Temple Zoning Ordinance*

*Section 33-3, Definitions
 Temple Subdivision Regulations*

Planning Charge

(1) In the preparation and maintenance of the comprehensive plan, the Planning and Zoning Commission shall make careful and comprehensive surveys and studies of present conditions and future growth of the City and with due regard to its relation to neighboring territory. The plan shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the City and its environs.

(2) In amending and implementing the Comprehensive Plan, the Planning and Zoning Commission shall further the following objectives: to promote health, safety, morals, order, convenience, prosperity and general welfare, as well as efficiency and economy in the process of development; among other things, adequate provision for traffic, the promotion of safety from fire and other dangers, adequate provision for light and air, the promotion of good civic design and arrangement, adequate provision of public utilities and other public requirements.

Section 16-104, Comprehensive Planning Related to Present/Future Needs, Temple Zoning Ordinance

Basis for Comprehensive Planning in Temple

Temple's commitment to planning is evident by the fact that comprehensive planning is cited within the City Charter, which is not the case in all cities. Section 3.27 of the Charter states that:

The City Council shall establish by ordinance a comprehensive plan for the orderly development of the City. The comprehensive plan of the City shall be used as a guide by the City Council and the Planning and Zoning Commission for development of the City with respect to land use, thoroughfares and streets, buffer zones, parks, and other matters affecting development within the City and its extraterritorial jurisdiction.

This Charter section also stipulates that the comprehensive plan may be amended by majority vote of the entire City Council after a public hearing, and such plan amendments become part of the City's official records.

Then, in establishing a Planning and Zoning Commission, the City's zoning ordinance, in Section 16-03, requires that:

- (1) The Planning and Zoning Commission shall adopt and maintain a comprehensive plan for the City of Temple and its extra-territorial jurisdiction. Such plan as approved by the Planning and Zoning Commission shall be presented to the City Council for its ratification and acceptance by ordinance.
- (2) The Comprehensive Plan, with accompanying maps, plats, charts and descriptive matter, shall show the Planning and Zoning Commission's recommendations for the development of said territory, including, among other things, the general location, character and extent of land use, economic development, streets and parkways, playgrounds, aviation fields, municipal airports, water and wastewater systems, athletic fields, school grounds, or public improvements, and the removal, relocation, widening or extension of such public works that exists. The Planning and Zoning Commission shall from time to time alter, amend, extend or add to the plan.

Zoning is used in Temple to achieve compatible land use arrangements in implementing the City's Comprehensive Plan.

Section 3, Zoning Districts Established, Temple Zoning Ordinance

The zoning ordinance also reinforces the authority of the Commission – and the comprehensive plan itself – by requiring, in Section 16-105, that once the plan is adopted by City Council, “no public buildings, streets, subways, viaducts, bridges, railroads, terminals, parks, parkways, playgrounds, aviation fields, athletic fields, school grounds, fire station sites, or other public grounds or public improvements, or part thereof, shall be constructed within areas affected by said plan, until and unless the location thereof shall be recommended by the Planning and Zoning Commission and approved by the City Council.”

The City's development regulations also lend support to the value and importance of the comprehensive plan by citing its central role in decision-making on land development and related physical improvements. The Temple zoning ordinance and subdivision regulations

both require consideration of and conformance with the comprehensive plan in a variety of situations:

- requiring conformity of all proposed subdivisions with the City’s adopted comprehensive plan [Subdivision Regulations, Section 33-90(a)(1)] – and also requiring that staff reports include comments relative to a subdivision’s plan compliance [Subdivision Regulations, Section 33-32(b)]
- requiring that street layouts and design features in proposed subdivisions conform to the comprehensive plan [Subdivision Regulations, Section 33-93(a)]
- requiring reservation of certain lands within subdivisions for potential public acquisition for parks or other public uses consistent with the comprehensive plan or related City plans [Subdivision Regulations, Section 33-102(f)]
- applying appropriate zoning designations to newly-annexed territory [Zoning Ordinance, Section 6]
- the Board of Adjustment granting zoning variances only if this “will not adversely affect the land use pattern as outlined by the Comprehensive Plan or any Area Plan and will not adversely affect any other feature of the Comprehensive Plan or any Area Plan of the City of Temple.” [Zoning Ordinance, Section 17(3)(c)]
- granting conditional use permits for personal wireless service facilities [Zoning Ordinance, Section 7-660(4)(c)]
- the Planning and Zoning Commission reviewing the City’s proposed Capital Improvements Plan for comprehensive plan compatibility prior to City Council review and approval [Zoning Ordinance, Section 16-107]

Besides the City’s own planning capabilities, it is vitally important for there to be close coordination between the City, County and nearby cities with regard to more regional planning issues for which jurisdictional boundaries have little meaning, such as the economy, housing needs, and protection of environmental resources. This can occur through direct communication and periodic meetings; existing forums for regional coordination such as the Central Texas Council of Governments and Killeen-Temple Urban Transportation Study (K-TUTS); formal intergovernmental agreements; and potentially through jointly-sponsored planning studies and/or joint grant applications.

Why Plan?

Local planning allows the City of Temple to have a greater measure of control over its destiny rather than simply reacting to change. Planning allows the City to pro-actively manage future growth and development as opposed to reacting to development proposals on a case-by-case basis without adequate and necessary consideration of community-wide issues.

The process required to update the Temple Comprehensive Plan may prove more valuable to the community than the plan itself since the document is ultimately only a snapshot in time. The planning process involves major community decisions about how much and where growth will occur, the nature of future development, and whether the community can afford to provide the necessary public services and facilities to support this growth.

CHOICES & PRIORITIES

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

Getting to Action

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

Historical Timeline

Below are key dates in Temple's history:

1850: Bell County created from Milam County, with Belton as county seat.

1880: 187 acres of land sold to the Gulf, Colorado & Santa Fe Railway for use as a construction camp. Railroad company names the site Temple Junction in honor of its chief engineer (given other names by locals).

January 1881: Post office opening makes "Temple" official name.

June 1881: Railroad sells town lots in new planned community, attracting stores to area.

1882: Missouri, Kansas & Texas (MKT) rail line built through Temple, making the town a division point for the Santa Fe Railway. Town grows in response.

1882: City of Temple incorporated. Has over 3,000 residents by 1884. Town of Killeen also emerges.

1891: Gulf, Colorado & Santa Fe Railway Hospital established (employing doctors Scott and White).

1896: King's Daughter's Hospital established.

1900: 7,065 residents reported in Census. City sewer system installed.

1904: Temple Sanitarium (later Scott & White Hospital) established, making Temple a leading medical center in the Southwest.

1905: Interurban rail line begins operation to and from Belton (until 1923).

This leads to pivotal discussions about what is "best" for the community and how everything from taxes to "quality of life" will be affected.

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

Local planning is often the most direct and efficient way to involve members of the general public in describing the community they want. The process of plan preparation provides a rare opportunity for two-way communication between citizens and local government officials as to their vision of the community and the details of how that vision is to be achieved. The plan will result in a series of goals and policies that, ideally, will guide the City in administering development regulations; in determining the location, financing and sequencing of public improvements; and, in guiding reinvestment and redevelopment efforts. The plan also provides a means of coordinating the actions of many different departments and divisions within the City.

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

- To ensure adequate facilities to meet the demands of future growth and development.
- To develop an efficient growth pattern that reflects the values of the community.
- To ensure the long-term protection and enhancement of the visual image and appearance of the community.
- To maintain the community's local heritage and culture.
- To involve local citizens in the decision-making process and reach consensus on the future vision for Temple and its ongoing development.
- To develop annual work programs and prioritize improvements consistent with the Comprehensive Plan.

Plan Development

To facilitate the process of updating its comprehensive plan, the City of Temple in early 2007 engaged a community planning consultant and appointed a broadly-representative Comprehensive Plan Advisory Committee, or CPAC (including liaisons from City Council and the Planning and Zoning Commission), to work with City officials, staff and residents. Over the course of roughly a one-year period, a variety of public outreach and involvement activities were conducted, background studies were completed, and individual elements of the plan were drafted, reviewed and refined to arrive at an overall draft plan document for public and official consideration.

The resulting plan contains the following chapters:

- Chapter 1, Introduction and Vision.** This chapter explains the purpose of planning and the value that will be accrued from undertaking a comprehensive planning process in Temple and its extra-territorial planning area. It also documents the public participation activities that served as the foundation of the planning process, leading to a consensus Vision Statement from which the plan’s goals and policies all flow.
- Chapter 2, Community Overview.** This chapter highlights key planning considerations that emerged from initial background study efforts, primarily regarding Temple’s demographic characteristics, socioeconomic indicators, and the apparent trend in the City’s projected population growth over the 20-year horizon of this comprehensive plan. All of these factors will provide the basis for determining needs and action priorities throughout the rest of the plan.
- Chapter 3, Urban Design and Future Land Use.** This chapter provides a vision for the future physical development of Temple and preferred growth areas in its extra-territorial jurisdiction. The purpose of this chapter is to establish the necessary policy guidance that will enable sound decision-making about the compatibility and appropriateness of individual developments within the context of the larger community. The land use plan and associated community design principles will serve as the City’s policy for directing ongoing development and managing future growth, preserving valued areas and lands, and protecting the integrity of neighborhoods, while also safeguarding and enhancing community image and aesthetics. All of these strategies are intended to achieve and maintain an envisioned community character for Temple.
- Chapter 4, Growth Plan.** This chapter outlines methods by which the community can effectively manage its future development in a wise and fiscally responsible manner. It includes an assessment of the City’s utility infrastructure and public service capacities, both for serving today’s community as well as future development and population. It then outlines policies regarding how the City intends to accommodate growth and new development to ensure efficient land and roadway network utilization, orderly extension of public services, and achievement of a desired urban form and character over the coming decades. Tools are also provided for more accurately weighing the benefits and costs of new development and potential annexation activity by the City (including a fiscal impact analysis model to be developed in conjunction with the plan), and to ensure that Temple does not overestimate – through its future land use plan – the likely amount of non-residential development the local market can support.
- Chapter 5, Transportation.** This chapter addresses community-wide mobility needs on all levels, from sidewalks and trails, to local streets and neighborhood access, to arterial roadways and highways, and to public transit and freight movement. This plan element includes an updated Thoroughfare Plan, which is the long-term plan for orderly development of an overall system of roadways for the City and its planning area. This long-range transportation plan is to be used as a guide for securing rights-of-way and upgrading and extending the network of arterial and collector roads and highways in an efficient manner. This should be done concurrent with ongoing development and consistent with the urban form and community character objectives contained in the Urban Design and Future Land

1907: Temple Chamber of Commerce created.

1912: Blackland Research Center established after major cotton crop loss.

1926: Temple Junior College opens.

1928: Doering Hotel built as Temple’s first luxury hotel and skyscraper. Kyle Hotel opens in 1929.

1930s: Population rise stagnates over this decade due to the Great Depression and agriculture difficulties. Bell County population passed 50,000 by 1930.

1942: Camp Hood (later Fort Hood) established.

1942: Veterans Administration opens a hospital, drawing military retirees to area.

1944: First recorded city “master plan” prepared by Julian Montgomery of Austin.

1945: City adopts first zoning ordinance.

1950s: Temple Industrial Park established.

1954: Belton Lake completed by U.S. Army Corps of Engineers to limit Brazos River floods.

1960s: Loop 363 completed around city.

1972: Comprehensive Plan prepared by Marvin Springer & Associates of Dallas.

1989: City adopts 1988 Comprehensive Plan Update prepared by Texas A&M team.

1990: Killeen-Temple metropolitan statistical area surpasses 250,000 population.

Community Involvement

Public outreach and leadership involvement efforts in support of the comprehensive planning process included the following activities:

- Completing a series of four “focus group” sessions with a cross section of Temple residents, business and property owners, public officials, and representatives of community organizations.
- Holding public meetings in each of the City’s four Council districts.
- Meeting 12 times with the Comprehensive Plan Advisory Committee (CPAC) to present and refine the plan content.
- Conducting a formal telephone survey of Temple residents.
- Briefing and obtaining input from City Council periodically.
- Interacting with local media throughout the process.
- Posting background information and updates on the City’s website, as well as providing an online comment form.
- Conducting a joint workshop with the City Council and Planning & Zoning Commission to overview the draft plan and obtain their input into the plan’s implementation priorities.
- Held a public hearing on the proposed plan.

Use element. Effective local transportation planning and improvements also require close coordination with the Texas Department of Transportation, the Central Texas Council of Governments, and other local jurisdictions.

- **Chapter 6, Housing.** This chapter offers an analysis of the area housing market to evaluate the existing housing stock and assess current and future housing needs of area residents. This includes the potential location, scale and mix of future residential development and redevelopment, as well as consideration of factors and amenities that may be impacting home-buying decisions and location preferences. The design of neighborhoods is also considered within the context of the City’s current development regulations and the impact this has on housing development, infill potential, community form, land use compatibility, and connectivity – as well as the community’s economic development potential and livability for residents.
- **Chapter 7, Economic Development.** This chapter, prepared by TIP Strategies, Inc. of Austin, provides a set of strategies for both strengthening and diversifying the economy, focusing especially on Temple’s desire for more retail investment and commercial redevelopment. It includes an economic assessment and outlines ways to support and retain existing businesses, attract and grow new job-creating businesses, and train the community’s workforce for current and future labor needs – all with a view toward achieving improved livability. This chapter is also integrated with the rest of the plan by highlighting the importance to economic development of adequate public facilities and services; available, affordable, adequate, accessible, and quality housing; and a quality, sustainable living environment for all residents of the community.
- **Chapter 8, Implementation.** This final chapter utilizes the recommendations of the individual plan elements to consolidate an overall strategy for executing the comprehensive plan, particularly for the highest-priority initiatives that will be first on the community’s action agenda. Specific tasks are cited which must be accomplished to achieve the community’s vision and goals. This chapter also outlines the organizational structure necessary to implement the plan effectively, including roles and responsibilities, and establishes a process for annual and periodic appraisal of plan implementation efforts and necessary updating of the plan.

The plan development process provided various opportunities for citizens and community leaders to participate in planning for the City’s future and have their individual concerns heard and taken into account. The issues and comments received through this process, as well as observations of the community planning consultant, are woven throughout this plan document in the form of issue summaries, goal and objective statements, and specific recommendations for action.

The CPAC reviewed, discussed and provided input to each of the plan elements, with additional input from various community stakeholders. Upon incremental review of all eight chapters, the advisory committee made a recommendation for plan acceptance and adoption. Following a joint workshop between City Council and the Planning and Zoning

Commission to consider plan implementation priorities, plan adoption occurred on September 4, 2008, after a City Council public hearing on the final proposed plan.

Community Vision

Our VISION is that ...

Families, merchants and industry leaders **CHOOSE TEMPLE ...**
where suburban neighborhoods and an urban center combine
with unequalled medical facilities, schools, parks and people to
create economic growth and an excellent quality of life!

Choices

COMMUNITY OVERVIEW

2

CHAPTER

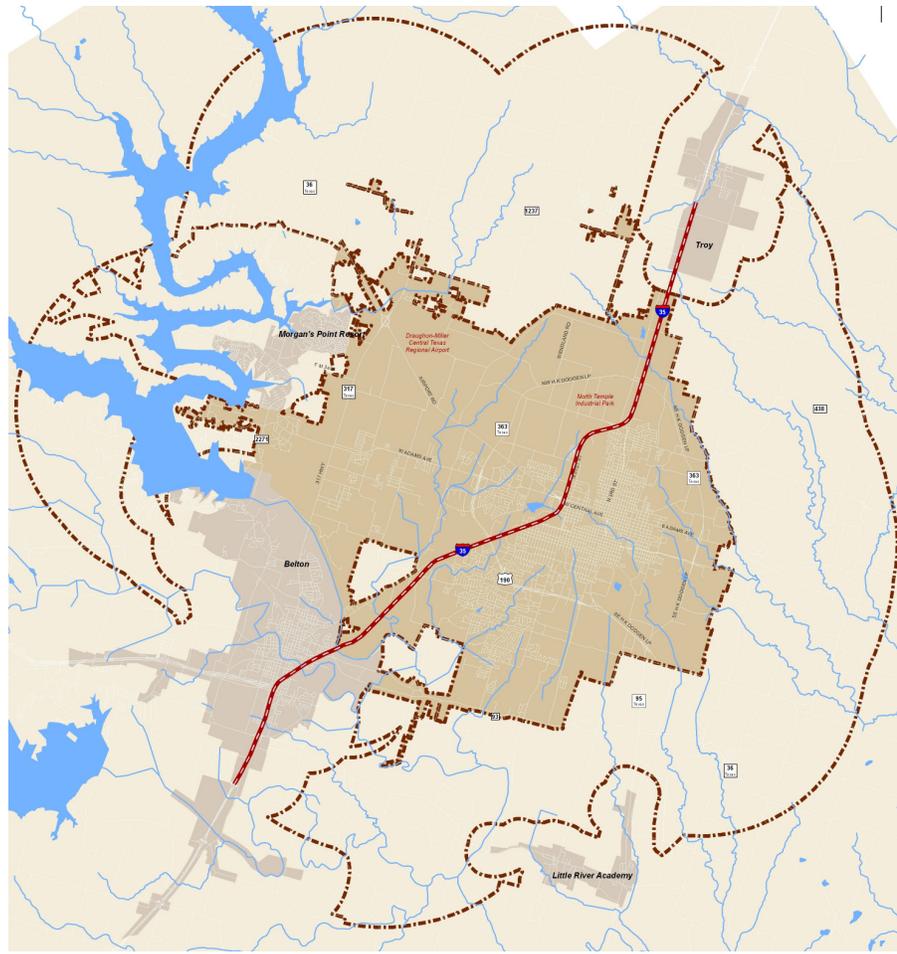
Before beginning to plan for Temple's future, it is important to have an understanding of where the community has been, where it is now, and where it is headed in the future if current trends and patterns continue. An appreciation of these conditions allows the community to appropriately plan for future growth and associated amenities and facilities. Community characteristics determine what types of housing and parks and recreation facilities are needed, while population projections help identify the need for new infrastructure and public services. This Community Overview provides a snapshot of Temple's past and present conditions and establishes assumptions for future growth.

Introduction

The Community Overview offers a summary-level introduction to Temple, documenting its existing socioeconomic conditions and demographic characteristics (e.g., historical and current population; age, gender, and educational attainment of its people; and the economic position of the community). The purpose of this chapter is to examine how the community has grown over the years, identify its current characteristics and resources that will contribute to the envisioned future, and analyze where the community appears to be headed in the future. In addition to the discussion of key indicators within the chapter, supplemental data tables and charts are included in **Appendix 2A, Socioeconomic Data**.

An important component of this chapter is the Year 2030 projected population, which is referenced throughout the plan to project such factors as future land use demands, infrastructure capacity needs, and economic development priorities. An understanding of existing population characteristics and future population demands is essential for determining the community's anticipated growth and the resulting demands on municipal government and its facilities and services.

Figure 2.1, Planning Area



Location

As illustrated in **Figure 2.1, Planning Area**, the City of Temple is located in the heart of Central Texas on Interstate 35, 60 miles north of Austin and 30 miles south of Waco. Its location along I-35 connects the community to the international markets of Mexico via Laredo and three of the largest metro areas in Texas: Austin, San Antonio, and Dallas/Ft. Worth.

In addition to I-35, other major highways in the community include US Highway 190, SH 36, SH 53 and SH 95. Temple is the second largest city in Bell County after Killeen, which had approximately 103,000 residents in 2006. Belton is the county seat and abuts Temple on the southwest. Other neighboring communities include Troy to the north, Morgan's Point to the west, and Little River to the south.

Temple is easily accessible from all over Texas via the Interstate and US highway systems. In addition, Temple is just 30 minutes from two commercial service airports (Killeen Regional Airport and Waco Regional Airport) and 1.5 hours away from Austin's Bergstrom International Airport.

Population Trends

Historical and Current Population

- Temple has been experiencing steady growth over the past several decades. Between 1970 and 2000 the City grew at an average annual rate of 1.64 percent, from 33,431 to 54,514 persons (**Figure 2.2 and Table 2.1** show Temple's historical population trend by decade since 1940).
- The Texas State Data Center estimated the City's 2006 population to be 57,216 people.
- The City's population has been declining as a share of the County's overall population, which reflects the increasing growth occurring outside the city limits in the extra-territorial jurisdiction (ETJ), as well as in neighboring communities.
- It is recognized that Temple, as a regional employment, medical and trade center, has a significantly higher "daytime population" (estimated to be approaching

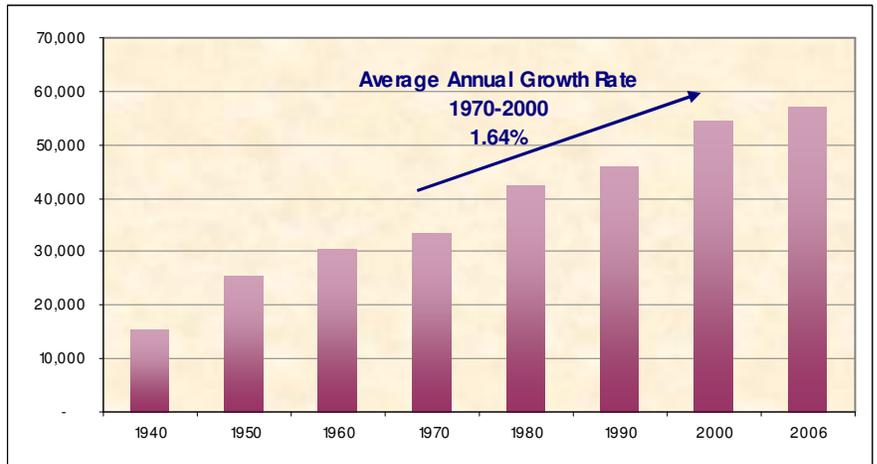
90,000 persons by some local calculations) since incoming commuters and other visitors greatly offset those residents who leave for jobs and activities elsewhere.

In reviewing historical population growth from decade to decade, past annexation activity by the City must also be taken into account. Starting in the 1950s, the City of Temple began to annex some small areas on its periphery, as well as making some larger, strategic acquisitions (the vicinity of today’s Scott & White medical complex plus Temple College, many of the present-day residential and commercial areas near Loop 363 in the Bird Creek vicinity, the vicinity of Draughon-Miller Central Texas Regional Airport, the eventual south I-35 corridor plus FM 817 to the Leon River, and the eventual north I-35 corridor – plus the adjacent railroad areas to the east – roughly from Saulsbury Drive north to about one-half mile south of present-day Loop 363). Then, during the 1960s, Temple added more than 1,500 acres in an area from Loop 363 south to E. Blackland-Canyon Creek, between the Union Pacific railroad on the east and Hickory-Thornton on the west. Other significant annexations were made on the west side in the area between Loop 363 and I-35, south of SH 36-Airport Road. Initial annexations also occurred in the North Temple Industrial Park area, just north of Industrial Boulevard.

One reason for the City’s 27 percent population growth during the 1970s was further large-scale annexation activity. This included a huge swath of territory on the east side, stretching from the north I-35 crossing of Little Elm Creek to the Friars Creek vicinity and Waters Dairy Road over to S. 31st Street, which encompassed nearly 7,000 acres. Continuing to the west of S. 31st Street over to I-35, another 1,770 acres was annexed in areas south of Midway Drive toward the Leon River. To the west of I-35, narrower “strip” annexations were completed along the Leon River out to Lake Belton, along FM 2305 to the west of SH 317, and along the north side of Airport Road. Some larger additions were made just north of Airport Road, as well as a 1,000-plus acre area around Pepper’s Creek down to W. Adams Avenue. Finally, another roughly 625 acres was added in North Temple Industrial Park.

During the 1980s, nearly all annexation activity occurred west of I-35. This included 559 acres in the vicinity of Wildflower Country Club, with all the rest in the northwest area

Figure 2.2, Historical Population



Source: US Census Bureau and Texas State Data Center

Table 2.1, Historical Population

Year	Temple	% Change	Bell County	% Change
1940	15,344	-	44,863	-
1950	25,467	65.97%	73,824	64.55%
1960	30,419	19.44%	94,097	27.46%
1970	33,431	9.90%	124,483	32.29%
1980	42,483	27.08%	157,889	26.84%
1990	46,109	8.54%	191,088	21.03%
2000	54,514	18.23%	237,974	24.54%
2006	57,216	4.96%	264,960	11.34%

Source: US Census Bureau, Texas State Data Center

between Airport Road and north I-35. Annexations in the industrial area totaled just over 2,600 acres, and the City also annexed 11.5 acres along Old Howard Road and McLane Parkway – part of the eventual Outer Loop alignment.

Most significantly, Temple completed annexations in the latter half of the 1990s which added approximately 23 square miles to the city limits – a 48 percent increase in the City's incorporated area. This instantly added roughly 6,100 new residents to Temple's population – a 13 percent increase from 48,861 to approximately 55,000. This also accounted for nearly three-quarters of the community's population growth during the 1990s, meaning Temple's growth over the decade would have been closer to five percent versus over 18 percent with large-scale annexation. New areas were annexed on nearly all sides of the community, but the most territory was taken west of Kegley Road toward SH 317 and beyond, in the northwest in the Outer Loop vicinity and around the north I-35 corridor, and on the south toward FM 93. Annexation activity since 2000 has been relatively minimal to date, partly due to tightened requirements for municipal annexations enacted by the Texas Legislature in 1999.

Projected Change in Population

Population projections are an important component of the long-range planning process. Their purposes are to:

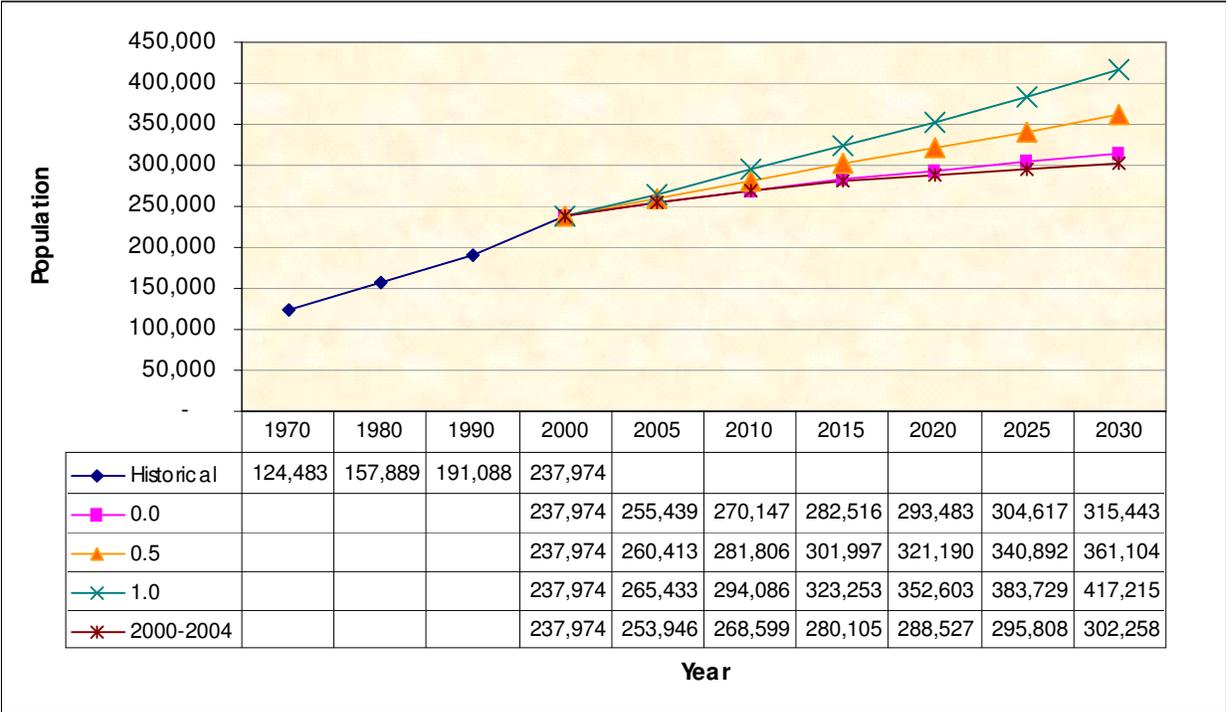
- Evaluate a range of future population scenarios, enabling the community to identify the internal and external factors that may contribute to the rate of population change;
- Adequately determine and quantify the demands that will be placed on public facilities and services, such as fire and police protection, water and wastewater facilities, transportation and drainage infrastructure, parks and open space, and municipal buildings and staff;
- Support advanced planning to effectively guide new development, coordinate timely provision of adequate infrastructure, and appropriately direct available resources; and
- Promote foresight so that strategies may be created to seize opportunities and overcome foreseen challenges.

Bell County Projections

The Texas State Data Center (TSDC) prepares four population scenarios for the State of Texas and all counties in the State that use the same set of birth and death rate (fertility and mortality) assumptions but differ in their assumptions regarding net migration (incoming versus outgoing population). The net migration assumptions for three scenarios are derived from 1990 to 2000 patterns, which have been altered relative to expected future population trends. The TSDC scenarios are referred to as the Zero Migration (0.0) Scenario, the One-Half 1990-2000 (0.5) Scenario, and the 1990-2000 (1.0) Scenario. A fourth scenario uses 2000 to 2004 estimates of net migration, with the 2004 population values being taken from the Texas State Data Center age, sex and race/ethnicity estimates. The following summarizes the four scenarios:

- The **Zero Migration (0.0) Scenario** assumes that in-migration and out-migration are equal, resulting in growth only through natural increase (the surplus or deficit of births relative to deaths). This scenario produces the lowest population projection for counties with historical patterns of population growth primarily from net in-migration.
- The **One-Half 1990-2000 Migration (0.5) Scenario** was prepared as an approximate average of the Zero (0.0) and 1990-2000 (1.0) Scenarios. It assumes rates of net migration that are one-half of those of the 1990s. This scenario is included in projections because many counties in Texas are unlikely to continue to experience the high rate of growth seen in the 1990s. Since the One-Half (0.5) Scenario projects rates of population growth that are approximately an average of the Zero (0.0) and 1990-2000 (1.0) scenarios, it suggests slower growth than the 1990-2000 (1.0) Scenario while still indicating steady growth.
- The **1990-2000 Migration (1.0) Scenario** assumes that 1990s trends in net migration rates by age, sex, and race/ethnicity will continue in the future. The 1990s was a period of substantial growth (22.8 percent growth between 1990 and 2000 in Texas). Due to the fact that growth was so significant during the 1990s, it is not likely to be sustained over time, thereby making this scenario a high growth alternative.
- The **2000-04 Scenario** takes into account post-2000 population trends. Statewide and in some counties the post-2000 period has resulted in reduced levels of net migration. In other counties post-2000 net migration rates have been greater than those of the 1990s. Under this scenario the 2000-2004 specific migration rates by

Figure 2.3, Bell County Population Projections



Source: Texas State Data Center

Forecasting Options

Linear regression forecasts are “straight-line” projections of historical population, where the same *absolute number* of additional persons is added to the population each period. This results in a declining rate of growth over time since the same amount is added to an ever-expanding base.

Exponential (or “geometric” growth) assumes a constant *rate* of growth over time. Depending on the rate, this can result in significant growth, similar to how an initial dollar investment can increase dramatically through the power of compounding interest. The **step-down** method simply assumes that Temple’s population will remain an established proportion of that of the County. This method uses the State Data Center’s scenarios as the basis for the County projections.

age, sex, and race/ethnicity are assumed to prevail from 2000 through 2040. This scenario allows those users who believe that the 2000-2004 period has produced fundamental long-term changes in population patterns to ascertain the likely future size and characteristics of the population.

The scenarios vary widely in the forecasted future population for the County, as illustrated in **Figure 2.3, Bell County Population Projections**. The 0.0 Scenario reflects a relatively modest increase from 237,974 persons in 2000 to 315,443 persons in 2030, or a 32.6 percent population increase. The 0.5 Scenario indicates 361,104 persons in the Year 2030, representing a 51.7 percent increase in population from 2000. The 2000-2004 Scenario indicates 302,258 persons in the Year 2030, reflecting a 27 percent increase from 2000 to 2030. The 1.0 Scenario represents the most optimistic growth projection, assuming a continuation of the trend from 1990 to 2000, and showing an increase to 417,215 persons in the Year 2030, or a 75.3 percent increase from 2000 to 2030.

The State Data Center recommends the One-Half (0.5) Scenario as the most appropriate scenario for most counties in Texas. For Bell County, this means the county-wide population would increase by just over 50 percent by 2030, to roughly 361,000 residents.

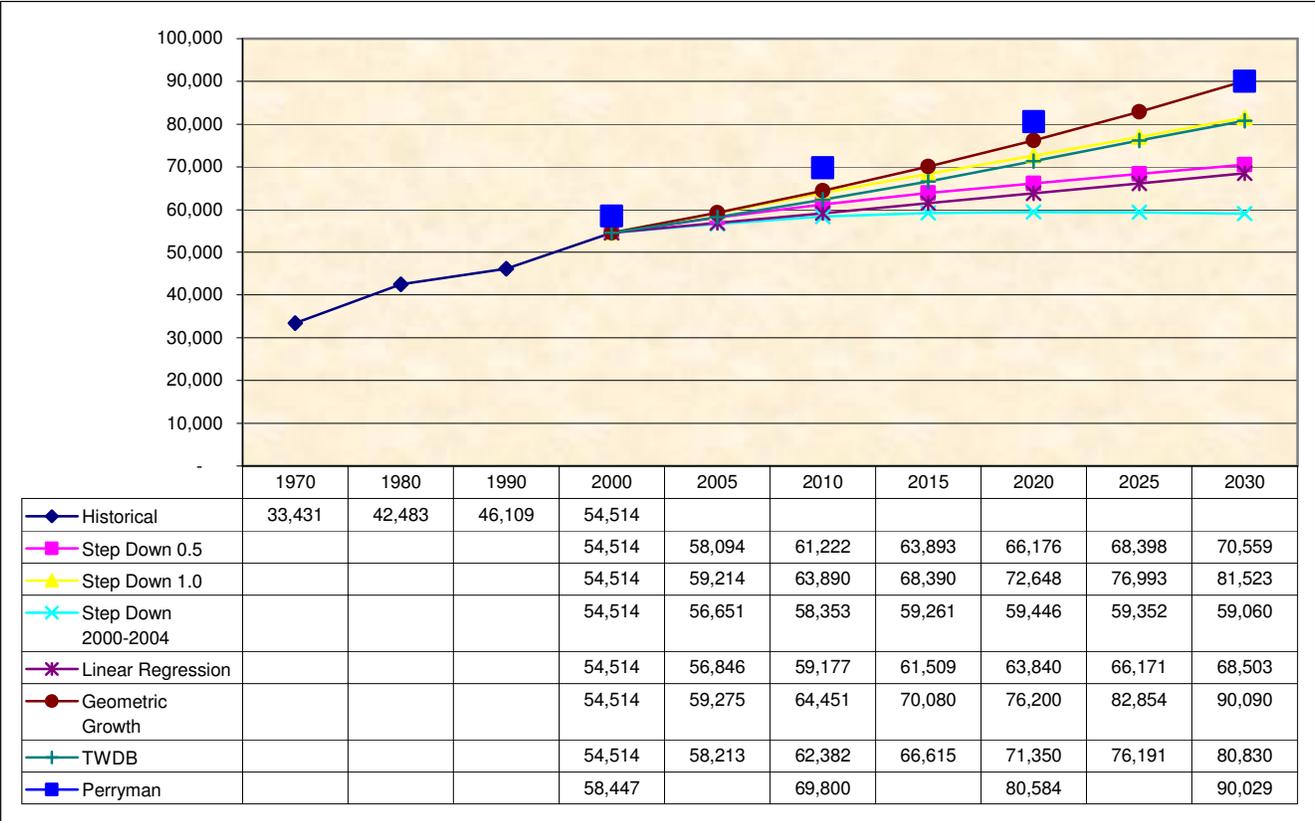
Temple Population Projections

First, it should be noted that population forecasting methods that model births, deaths, and migration are more appropriately used at the county and regional levels, where records of these statistics are kept. Sub-county population growth is strongly influenced by less predictable nuances such as housing prices, availability of vacant land to develop, and annexation of additional territory (and, in some cases, additional residents) by cities.

Therefore, to project future population at the city level, there are several techniques that can be used including linear regression, exponential (or “geometric”) growth, and step-down methods. Projections prepared by the Texas Water Development Board (TWDB) can also be referenced. These statistical methods were used to compare alternative population forecasts based on the comprehensive plan’s 20-year horizon. The projection results are shown in **Figure 2.4, City of Temple Population Projections**.

The projections of Temple’s population in 2030 vary from approximately 68,500 (linear regression) to roughly 90,000 (geometric growth), discounting the low projection resulting from the 2000-04 scenario. The latter projection to the 90,000 level is on target with an earlier projection prepared by The Perryman Group in 1999, which forecasted a City population of 90,029 in 2030. Both the City of Temple’s current utility master planning and the Metropolitan Transportation Plan maintained by the Killeen-Temple Urban Transportation Study are based on the Perryman projections. Therefore, this Comprehensive Plan will be based upon the same population growth assumptions.

Figure 2.4, City of Temple Population Projections



Source: US Census Bureau, Kendig Keast Collaborative

It is wise for cities to think in terms of a range of potential growth rather than absolute numbers given the uncertainty of any small-area forecast that extends beyond a few years. If the projection of 81,523 resulting from the Step Down 1.0 scenario is treated as a more conservative forecast, this figure is roughly 10 percent below the 90,000 projection for 2030. A similar 10 percent buffer above the 90,000 mark would fall at 99,000. **It is recommended that Temple monitor its growth trend from year to year, over the time horizon of this plan, to determine if the potential 2030 population is still remaining within a range from 81,500 to 99,000 persons.** Any variance outside this range, higher or lower, would indicate the need for immediate rethinking of the assumptions and strategies reflected in this plan.

Population Growth Assumptions for Temple’s Long-Range Planning

This Comprehensive Plan assumes that Temple’s population will be nearing the 70,000 mark in 2010, will just surpass the 80,000 level by 2020, and will increase to **approximately 90,000 residents by 2030.**

If actual growth follows this path, this means that, over the 30 years from 2000 to 2030, Temple will have added an increment of new residents equal to two-thirds of its current population (about 35,000 more residents).

In the meantime, through the preparation of this comprehensive plan (plus the recent Temple 20/20 Alliance Strategic Plan), the community's public and private leadership expressed confidence that Temple can and will sustain the growth that would take it to a population of 90,000 residents by 2030 based on the following factors:

- The sheer number of residential “rooftops” added in recent years through ongoing subdivision and building activity.
- The extent of retail and commercial investment which Temple is experiencing based on its residential and employment growth – with further development opportunities emerging as several of the area’s major highway corridors and interchanges are upgraded.
- The ongoing growth in Temple’s already strong medical sector, including hospital and clinic expansions, as well as the presence of the Texas A&M University Health Science Center College of Medicine and the specialized personnel and “doctors in training” it draws to the area.
- The outlook for research-oriented investment and growth, particularly through the Temple Life Science, Research & Technology Campus, as well as the ongoing presence of the Texas A&M University Blackland Research Center/USDA Research Center.
- The significant presence of Fort Hood in the region, from which Temple attracts military families seeking affordable housing, good schools, and jobs for spouses, as well as veterans drawn by the Teague Center and associated medical complex.
- Continued growth in area school enrollment, leading to construction of new campuses and upgrades to existing schools, plus hiring of additional teachers and support staff (the Temple and Belton school districts, together, have added roughly 1,000 students over the last 10 years, approaching 16,000 total students).
- Continued increases in programs, students and faculty at Temple College.
- Improvements to the I-35 corridor, which is already such a growth driver for all of Central Texas and promises to solidify Temple’s position as a distribution hub – spurring further the ongoing growth in North Temple Industrial Park.
- The potential for the TTC-35 segment of the proposed Trans Texas Corridor system to introduce a monumental new, multi-modal transportation corridor just east of Temple – which would fuel further growth in and around South Temple Industrial Park.

While the population figures presented in this section are simply projections, they reflect trends and recent experience and offer a basis to prepare for the future. It is important to remember that projections cannot account for all physical, social and economic phenomena that may occur over the next several decades – including potential annexation activity by the City – and which will likely cause subtle or drastic changes in the area population. It will therefore be important for the City to monitor population and economic growth on an ongoing basis to account for both short- and long-term shifts that will influence growth and development in the City, County and larger region.

Implications of Population Growth

The population projections and associated shifts in the community’s socioeconomic characteristics that are identified in this chapter are used as a basis to formulate the City’s growth policies and strategies for addressing various issues and challenges confronting the community. Though tempered by local market and microeconomic factors, the aforementioned future population projections will help the City and private business interests better evaluate:

- Underlying demands for varying housing types, sizes and prices;
- Employment opportunities and labor market trends in Temple and the surrounding area;
- Changes in the median household income and the effective buying power of residents;
- Numbers of school-age children moving to the area and the resulting impact on the demand for additional school facilities;
- Numbers of retired and elderly persons (including veterans and disabled individuals) increasingly attracted to Temple for its medical offerings, location and climate, and cost-of-living advantages;
- Projected future traffic volumes, likely congestion, and demands for new roadway infrastructure and alternative modes of transportation;
- Anticipated use of neighborhood, community, and regional parks and recreation facilities and the demand for additional areas, facilities and programs;
- Increased capacity requirements resulting from induced development for water and wastewater service, storm drainage improvements, and the requisite capital investments; and
- Impact on the number of police, fire and emergency medical service calls and associated response times, service levels, and facility and staffing needs.

The implications of the expected future population characteristics, and the physical and economic growth of Temple and its planning area, are reflected in other areas of this plan.

Population Characteristics

Race

- As shown in **Table 2.2**, minority population is approximately 37 percent of the total City population (minority population is defined as those persons who identified themselves in the 2000 Census as one of the following races: Black, American Indian, Asian or Pacific Islander, other race, or of Hispanic Origin).
- 18 percent of the population is of Hispanic or Latino Origin.
- Of those identified as not of Hispanic or Latino Origin, 63 percent are White followed by 16 percent who are Black or African American.

Data Availability

This comprehensive plan was updated toward the end of a decade. This is when one-of-a-kind data from the last decennial census is growing increasingly out of date and data from the next census is still up to five years away. In the meantime, results from the last census (cited as 1999 or 2000 data in the following sections) is still, in many cases, the best source of data about socioeconomic conditions at the local community level.

- Diversity increased in Temple during the 1990s as the minority population increased from 32 percent in 1990 to 37 percent in 2000.

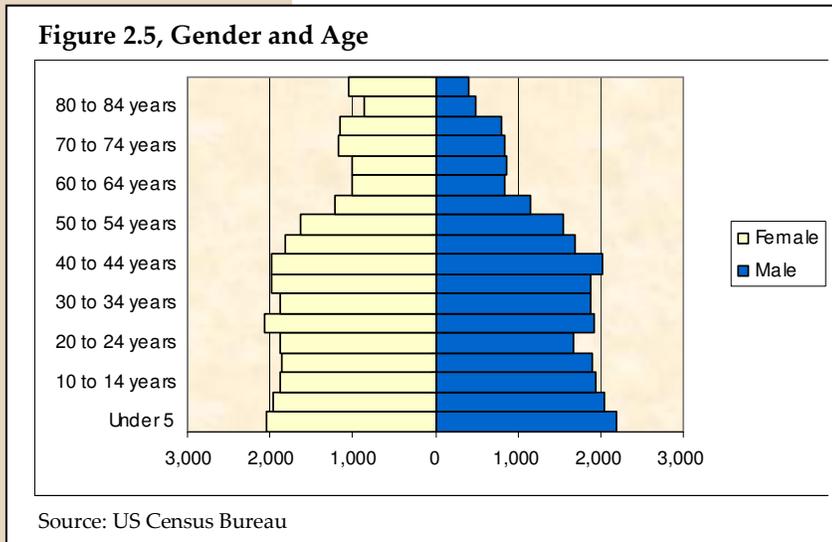
Table 2.2, Minority Population

	Texas	Bell County, Texas	Temple City, Texas	Percent of Temple Population	Killeen-Temple, TX MSA
Total:	20,851,820	237,974	54,514	-	312,952
Not Hispanic or Latino:	14,182,154	198,273	44,798	82.2%	263,827
White alone	10,933,313	136,241	34,176	62.7%	181,622
Black or African American alone	2,364,255	47,344	8,818	16.2%	63,320
American Indian and Alaska Native alone	68,859	1,297	200	0.4%	1,814
Asian alone	554,445	5,935	805	1.5%	7,188
Native Hawaiian and Other Pacific Islander alone	10,757	1,005	33	0.1%	1,339
Some other race alone	19,958	479	56	0.1%	649
Two or more races	230,567	5,972	710	1.3%	7,895
Hispanic or Latino:	6,669,666	39,701	9,716	17.8%	49,125

Source: US Census Bureau

Age

- The median age in Temple is 35.2, which is higher than the County and State averages of 29.2 and 32.3 respectively but right in line with the national median age as shown in **Table 2.4, Community Comparison**.



- As illustrated in **Figure 2.5, Gender and Age**, 16 percent of the population is 65 years of age or older, which is almost double the average for Bell County (9 percent) and Texas (10 percent).
- 29 percent of the population is under the age of 20, which is lower than the average for Bell County (32 percent) and Texas (31 percent).

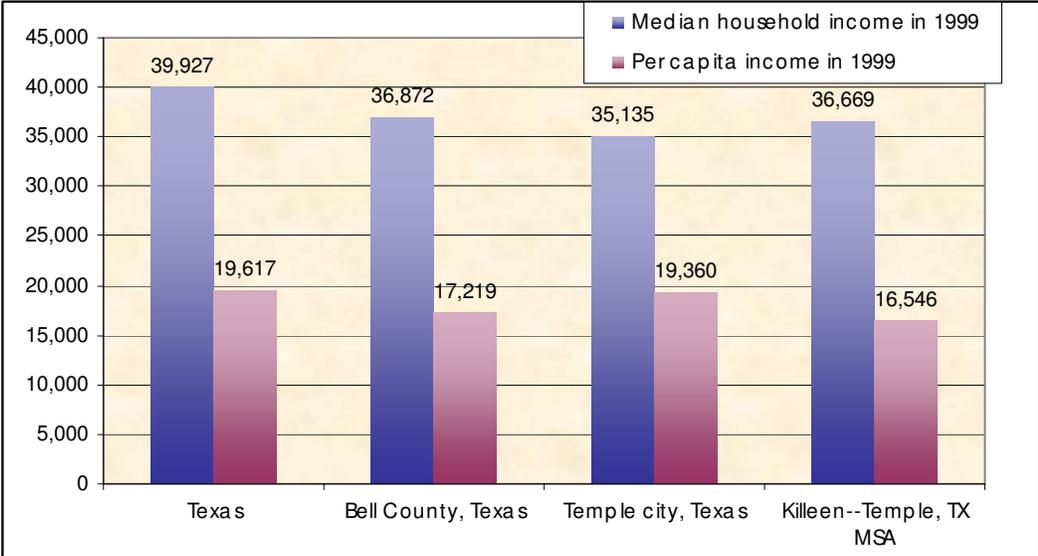
Income and Poverty

- Median household income in Temple rose from \$23,194 in 1989 to \$35,135 in 1999, an increase of

51 percent. Median household income in 1999 was slightly lower than the County and State averages, as shown in **Figure 2.6**.

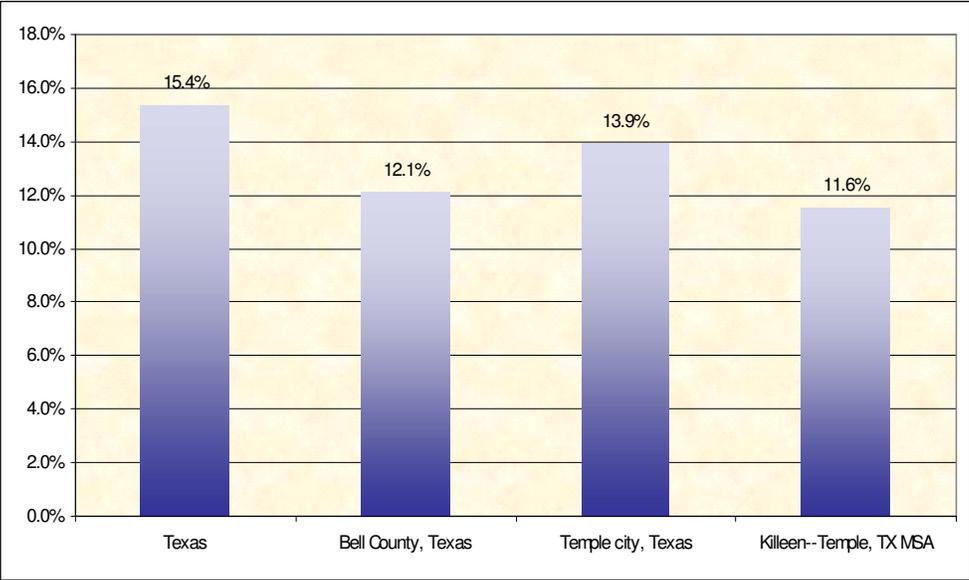
- As shown in **Figure 2.7**, the percentage of individuals living below poverty level (13.9 percent) was slightly higher than the County average but below the State average of 15.4 percent. Poverty levels have declined in Temple since the 1990s when it was approximately 20 percent.

Figure 2.6, Median and Per Capita Income, 1999



Source: US Census Bureau

Figure 2.7, Income below Poverty Level in 1999



Source: US Census Bureau

Housing Characteristics

- There were 23,453 housing units in Temple in 2000.
- Since 2000, 2,450 single-family and 46 multi-family building permits have been issued for residential development.

Table 2.3, Occupancy Status

	Texas	Bell County, Texas	Temple City, Texas	Killeen--Temple, TX MSA
Total	8,157,575	92,782	23,453	114,558
Occupied	90.6%	92.2%	91.7%	92.1%
Vacant	9.4%	7.8%	8.3%	7.9%

Source: US Census Bureau

- As shown in **Table 2.3**, Temple had a housing occupancy rate of 92 percent in 2000, which was comparable to County and State levels.
- Homeownership rates in Temple increased from 53 percent in 1990 to 57 percent in 2000.

Housing Affordability

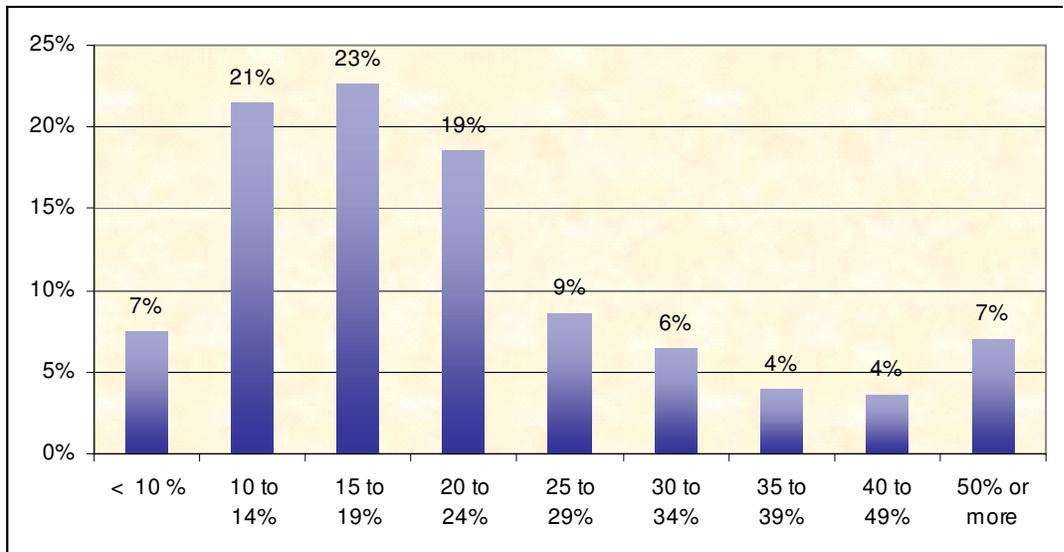
- According to the U.S. Census Bureau, median value for a home in Temple in 2000 was \$74,400, which was lower than County and State averages. The Temple-Belton Board of Realtors maintains data on prices at which area homes were listed and eventually sold.¹ This data shows that the median “sold” price increased steadily from \$86,000 in 2000 to \$106,000 in 2005. A banner year was experienced in 2006, with 2,055 total listings compared to a previous high of 1,808 in 2005 and 1,074 in 2000. As a result, the median sold price jumped to \$113,500 in 2006. Year-to-date data through late May 2007 showed Temple likely experiencing the same housing market cooling as was occurring nationwide. At nearly the halfway point of 2007, the median sold price year-to-date was \$110,650 based on 685 listings.
- As of the 2000 Census, median rent asked in Temple was \$457, which was below the statewide average.
- Among owner-occupied housing units with a mortgage, 21 percent of these owners spend 30 percent or more of their household income on their home, as shown in **Figure 2.8**, which is slightly below the State average of 22 percent.
- The first-time home buyer index in Temple is 1.48, while the statewide index is 1.23. This means that the median-income family in Temple has more than the necessary income to qualify for a loan to purchase the median-priced home.
- The overall housing affordability index for Temple has fluctuated in recent years,

Affordability Index

The index reflects general housing affordability in terms of the ability of the median-income family to purchase the median-priced existing house in the area using standard, conventional financing terms. A ratio of exactly 1.0 indicates that the median family income is exactly equal to the income a conventional lender would require for the family to purchase the median-priced house. A ratio of less than 1.0 means that a median-income family has insufficient income to qualify for the loan to purchase the median-priced house. A ratio of greater than 1.0 indicates that a median-income family earns more than enough to buy the median-priced house (that is, the family could afford to buy a house priced above the median price)

*Real Estate Center,
Texas A&M University*

Figure 2.8, Monthly Owner Costs as a Percentage of Household Income (owners with a mortgage)

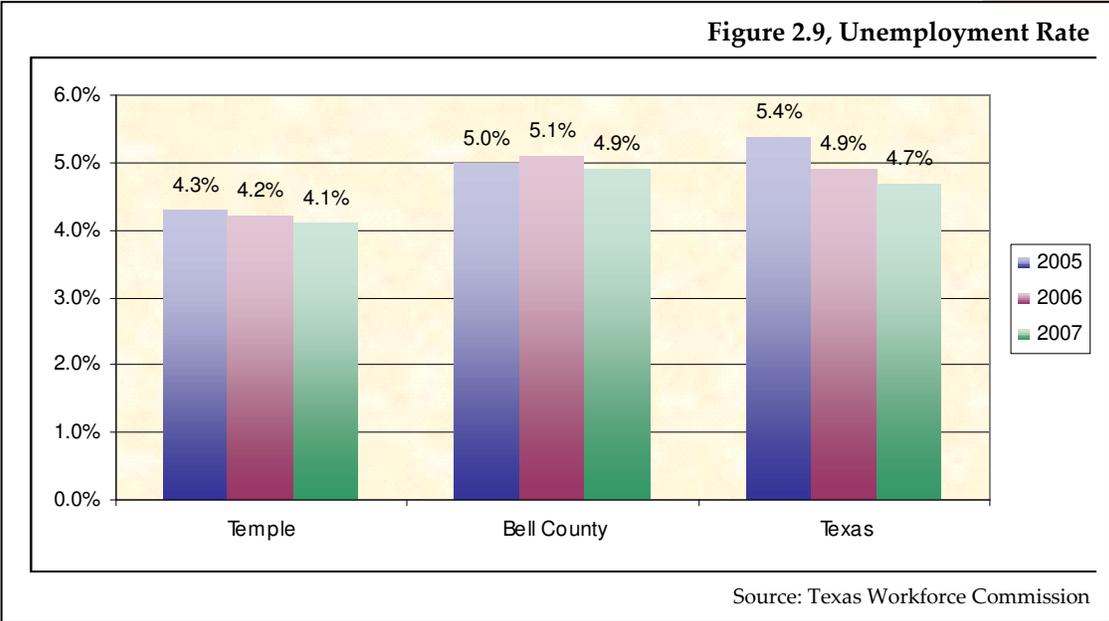


Source: US Census Bureau

ranging from 1.85 in 1992 to 2.61 in 2004. The 2005 housing affordability index was 2.14, meaning that a median-income family earns more than enough to buy the median-priced house.

Economic Characteristics

- As of first quarter 2007, Temple had a labor force of 28,818 people.
- Also as of early 2007, the unemployment rate in Temple was 4.1 percent, which was well below County and State rates, as illustrated in **Figure 2.9**.
- Temple’s top two industries in terms of employment and number of establishments are Trade, Transportation & Utilities and Education & Health Services.
- Major employers with over 1,000 employees include Scott & White Hospital and Clinic, Wilsonart International, McLane Company, Temple Independent School District, and Nextel Communications.



¹ This data is based on transactions captured through the Multiple Listing Service and does not include all new home sales or homes sold by owners without a realtor.

Community Comparison

As shown in **Table 2.4**, Temple was compared to several other Texas cities in roughly the same population range as suggested by the City and Comprehensive Plan Advisory Committee (CPAC) members. Although “apples to apples” comparisons may not always result, this additional indicator data is provided for the cities of Baytown, Bryan, North Richland Hills, and Victoria, as well as for Bell County, the State of Texas, and the nation.

Steady Growth

Temple experienced steady growth during the 1990s, increasing from 46,109 residents in 1990 to 54,514 in 2000. While not quite as rapid as growth in all of Bell County or statewide, this pace did put Temple close to its fastest-growing comparison cities.

Aging Population

The 2000 median age in Temple, 35.2, was comparable to the national median but higher than its peer cities and the statewide median of 32.3. Additionally, in comparison to the other cities, Temple had the largest percentage of people 65 years and older, 15.8 percent. This can be attributed to the aging population in the community and the increasing number of retirees choosing to live in Temple because of its well-known medical facilities.

Increased Diversity

While Temple’s population is not as diverse as most of its peer cities, diversity increased in the community during the 1990s, with the minority population increasing from 32 percent in 1990 to 37 percent in 2000.

Higher Incomes

Except for the relatively affluent community of North Richland Hills, Temple’s median household income and per capita income were comparable to those of its peer communities. Poverty rates are also lower in Temple than in all the comparison cities besides North Richland Hills.

Comparable Educational Attainment

The level of educational attainment in Temple is comparable to most of its peer communities, as well as State and national educational levels, although North Richland Hills has a much higher percentage of high school graduates than the other four comparison cities. Twenty-three percent of Temple residents graduated from college with a bachelor’s degree or higher, which falls in the middle of the other four comparison cities.

Affordable Housing

The median price for housing in Temple of \$76,100 was somewhat higher than in Baytown and Victoria and comparable to Bryan, but well below the \$100,300 level found in North Richland Hills through Census 2000. Housing costs in Temple also remained below State and national averages. Although the price of housing was comparatively low, the homeownership rate in Temple was also lower than in three of the four comparison cities (all except Bryan), as well as State and national ownership rates.

Table 2.4, Community Comparison

	United States	Texas	Bell County	Baytown	Bryan	N. Richland Hills	Temple	Victoria
Population, 2000	281,421,906	20,851,820	237,974	66,430	65,660	55,635	54,514	60,603
Population, percent change, 1990 to 2000	13.2%	22.8%	24.5%	3.4%	19.4%	21.2%	18.2%	9.3%
Land area, 2000 (square miles)	3,537,438	261797.12	1059.72	33	43	18	65	33
Persons per square mile, 2000	79.6	79.6	224.5	2,034.0	1,515.2	3,055.8	834.2	1,838.3
Median age in years, 2000	35.3	32.3	29.2	30.6	27.6	34.7	35.2	33.9
Persons under 5 years, percent, 2000	6.8%	7.8%	8.9%	8.7%	8.0%	7.1%	7.8%	7.9%
Persons under 18 years, percent, 2000	25.7%	28.2%	28.9%	30.0%	27.0%	27.2%	26.3%	28.8%
Persons 65 years old and over, percent, 2000	12.4%	9.9%	8.8%	10.0%	9.3%	8.8%	15.8%	12.6%
Average household size, 2000	2.59	2.74	2.68	2.8	2.65	2.66	2.44	2.68
Persons of hispanic/latino origin, percent, 2000	13.0%	32.5%	17.4%	34.2%	28.4%	9.5%	18.5%	42.9%
Housing units, 2000	115,904,641	8,157,575	92,782	26,318	25,780	21,600	23,453	24,192
Homeownership rate, 2000	66.2%	63.8%	55.7%	59.6%	51.0%	67.1%	55.7%	60.8%
Percent of housing units constructed since 1990	17.0%	20.7%	27.1%	10.0%	18.0%	22.1%	16.3%	12.8%
Percent of housing units constructed between 1980 to 1989	15.8%	22.6%	22.3%	16.4%	25.1%	30.3%	19.6%	20.5%
Percent of housing units constructed between 1970 to 1979	18.5%	21.5%	22.1%	26.6%	25.6%	25.0%	22.5%	21.4%
Housing unit vacancy rates, 2000	9.0%	9.4%	7.8%	10.4%	7.6%	3.7%	8.4%	8.5%
Median gross rent, 1999	\$602	\$574	\$543	\$529	\$566	\$702	\$522	\$512
Median household income, 1999	\$41,994	\$39,927	\$36,872	\$40,599	\$31,672	\$56,150	\$35,135	\$36,829
Median value for an owner occupied housing unit	\$119,600	\$82,500	\$78,100	\$66,800	\$78,900	\$100,300	\$76,100	\$72,600
Per capita income, 1999	\$21,587	\$19,617	\$17,219	\$17,641	\$15,770	\$25,516	\$19,360	\$19,009
Persons below poverty level, percent, 1999	12.4%	15.4%	12.1%	15.5%	22.3%	4.7%	13.9%	14.7%
High school graduates, percent of persons age 25+, 2000	80.4%	75.7%	84.7%	72.0%	72.8%	90.0%	79.8%	75.6%
Bachelor's degree or higher, pct of persons age 25+, 2000	24.4%	23.2%	19.8%	13.6%	26.0%	26.1%	22.9%	18.5%
Mean travel time to work (minutes), workers age 16+, 2000	25.5	25.4	21.1	23.6	16.8	26.4	17.9	19.2

Source: US Census Bureau, Kendig Keast Collaborative

Additional Information

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

- City of Temple Planning Department:
http://www.ci.temple.tx.us/departments/planning_zoning_home.html
- Temple Economic Development Corporation:
<http://www.choosetemple.com/index1.html>
- Temple Chamber of Commerce:
<http://www.choosetemple.com/index1.html>
- Temple Health & Bioscience District:
<http://www.templebioscience.com/>
- Central Texas Workforce:
<http://www.workforcelink.com/newworkforce/>
- Temple Public Library:
<http://www.youseemore.com/TemplePL/default.asp>

- Central Texas Economic Corridor:
<http://www.centraltexas.org/>
- Bell County Museum:
<http://www.bellcountytexas.com/Museum/>
- Texas State Data Center:
<http://txsdc.utsa.edu/>
- U.S. Bureau of the Census, American FactFinder website:
http://factfinder.census.gov/home/saff/main.html?_lang=en
- Texas Workforce Commission:
<http://www.tracer2.com/>
- Texas Education Agency, Academic Excellence Indicator System:
<http://www.tea.state.tx.us/perfreport/aeis/>
- Real Estate Center, Texas A&M University:
<http://recenter.tamu.edu/data/>

Choices

Appendix 2A: SOCIOECONOMIC DATA

Population Characteristics

Hispanic/Latino by Race

	Texas	Bell County, Texas	Temple City, Texas	Killeen-Temple, TX MSA
Not Hispanic or Latino:	68%	83%	82%	84%
White alone	52%	57%	63%	58%
Black or African American alone	11%	20%	16%	20%
American Indian and Alaska Native alone	0%	1%	0%	1%
Asian alone	3%	2%	1%	2%
Native Hawaiian and Other Pacific Islander alone	0%	0%	0%	0%
Some other race alone	0%	0%	0%	0%
Two or more races	1%	3%	1%	3%
Hispanic or Latino:	32%	17%	18%	16%
White alone	19%	6%	7%	6%
Black or African American alone	0%	1%	0%	1%
American Indian and Alaska Native alone	0%	0%	0%	0%
Asian alone	0%	0%	0%	0%
Native Hawaiian and Other Pacific Islander alone	0%	0%	0%	0%
Some other race alone	12%	8%	9%	8%
Two or more races	1%	1%	1%	1%

MSA = Metropolitan Statistical Area

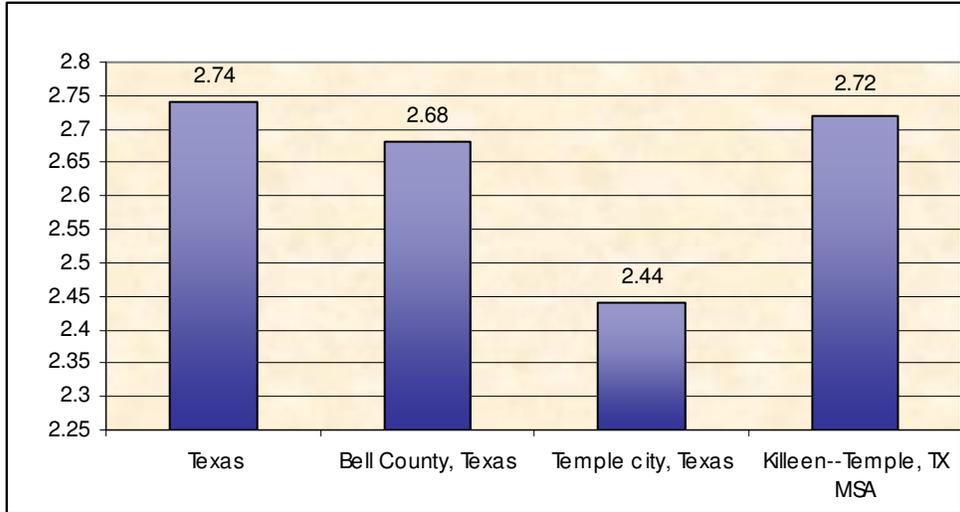
Source: US Census Bureau, 2000

Number of Households

	Texas	Bell County, Texas	Temple City, Texas	Killeen-Temple, TX MSA
Total	7,393,354	85,507	21,543	105,457

Source: US Census Bureau, 2000

Average Household Size



Source: US Census Bureau, 2000

Travel Time to Work (those who do not work at home)

	Texas	Bell County, Texas	Temple City, Texas	Killeen--Temple, TX MSA
Less than 5 minutes	3%	3%	3%	4%
5 to 9 minutes	10%	13%	21%	14%
10 to 14 minutes	14%	21%	30%	20%
15 to 19 minutes	16%	24%	21%	22%
20 to 24 minutes	14%	14%	7%	14%
25 to 29 minutes	5%	4%	2%	4%
30 to 34 minutes	14%	8%	6%	8%
35 to 39 minutes	2%	1%	1%	1%
40 to 44 minutes	3%	1%	2%	2%
45 to 59 minutes	8%	4%	3%	4%
60 to 89 minutes	5%	4%	3%	3%
90 or more minutes	2%	2%	2%	2%

Source: US Census Bureau, 2000

Means of Transportation to Work

	Texas	Bell County, Texas	Temple City, Texas	Killeen-Temple, TX MSA
Total:				
Car, truck, or van:	92%	93%	94%	92%
Drove alone	78%	79%	80%	76%
Carpooled	14%	14%	15%	15%
Public transportation:	2%	0%	0%	0%
Bus or trolley bus	2%	0%	0%	0%
Streetcar or trolley car	0%	0%	0%	0%
Subway or elevated	0%	0%	0%	0%
Railroad	0%	0%	0%	0%
Ferryboat	0%	0%	0%	0%
Taxicab	0%	0%	0%	0%
Motorcycle	0%	0%	0%	0%
Bicycle	0%	0%	0%	0%
Walked	2%	4%	3%	5%
Other means	1%	1%	0%	1%
Worked at home	3%	2%	2%	2%

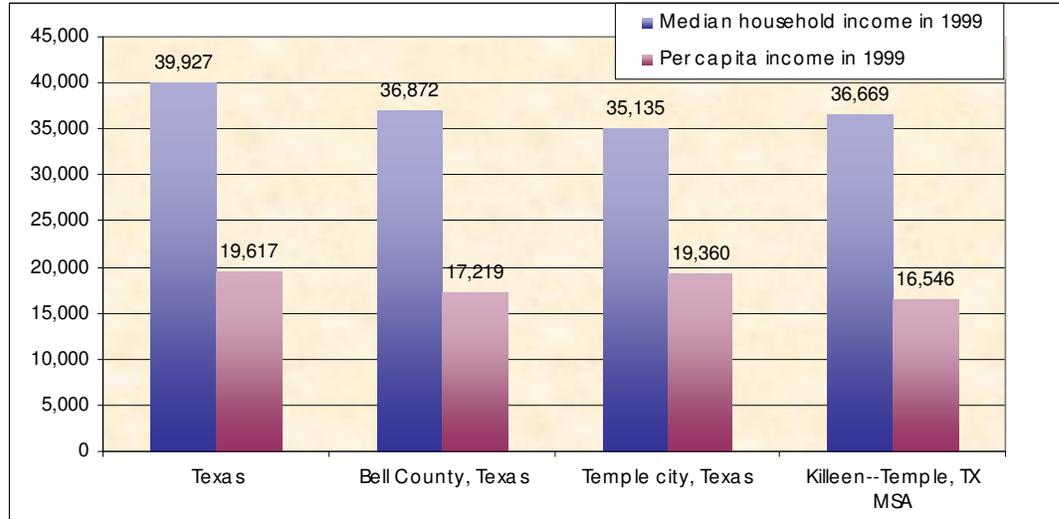
Source: US Census Bureau, 2000

Household Income

	Texas	Bell County, Texas	Temple City, Texas	Killeen-Temple, TX MSA
Total:				
Less than \$10,000	10%	9%	12%	8%
\$10,000 to \$14,999	7%	6%	8%	6%
\$15,000 to \$19,999	7%	7%	7%	7%
\$20,000 to \$24,999	7%	8%	7%	8%
\$25,000 to \$29,999	7%	9%	7%	9%
\$30,000 to \$34,999	7%	8%	8%	8%
\$35,000 to \$39,999	6%	7%	7%	7%
\$40,000 to \$44,999	6%	7%	6%	7%
\$45,000 to \$49,999	5%	6%	5%	6%
\$50,000 to \$59,999	9%	9%	9%	9%
\$60,000 to \$74,999	10%	9%	8%	9%
\$75,000 to \$99,999	10%	8%	8%	8%
\$100,000 to \$124,999	5%	3%	3%	3%
\$125,000 to \$149,999	2%	1%	1%	1%
\$150,000 to \$199,999	2%	1%	2%	1%
\$200,000 or more	2%	1%	2%	1%

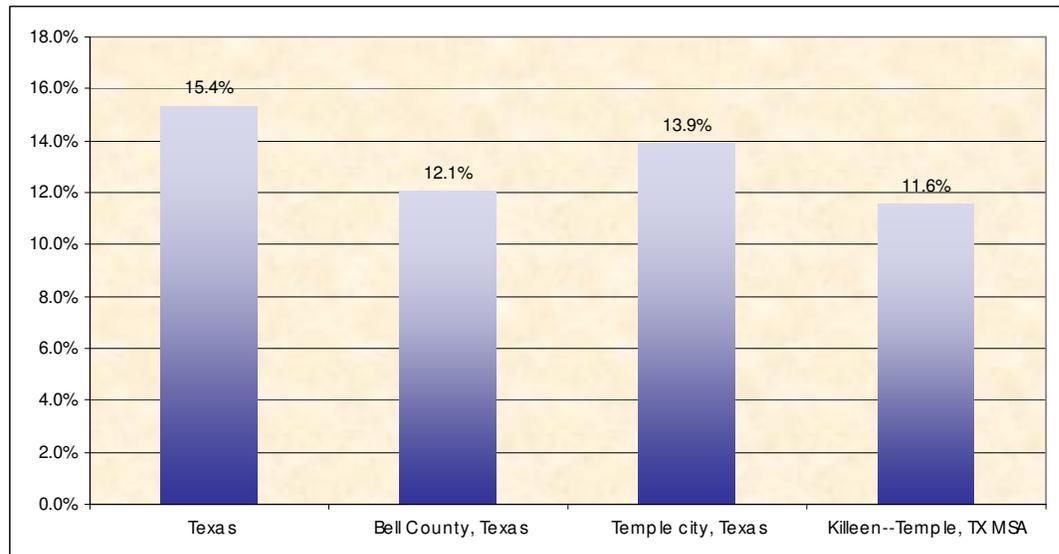
Source: US Census Bureau, 2000

Median Household Income and Per Capita Income



Source: US Census Bureau, 2000

Income below Poverty Level



Source: US Census Bureau, 2000

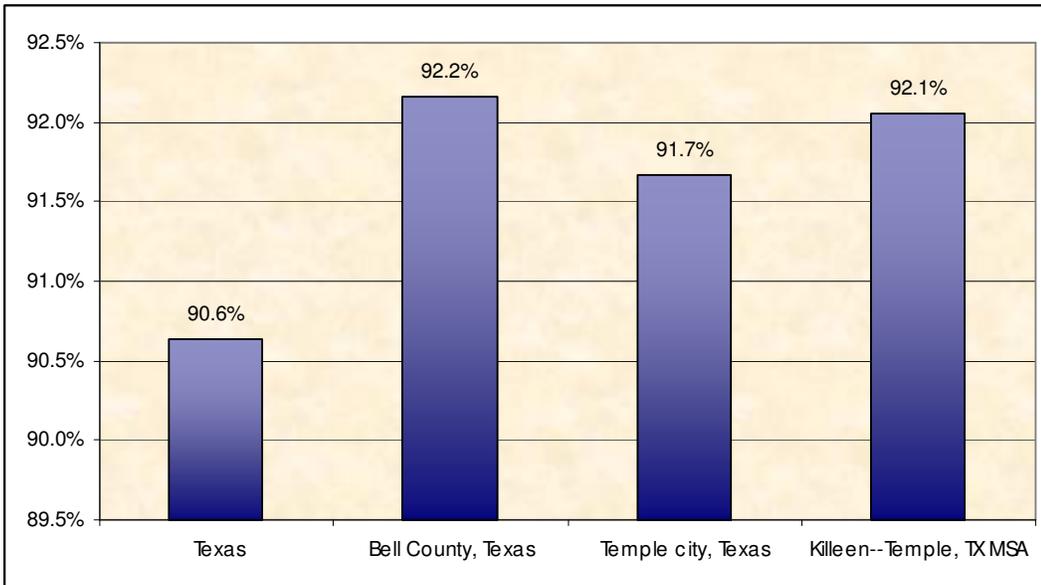
Housing

Housing Units

	Texas	Bell County, Texas	Temple City, Texas	Killeen-Temple, TX MSA
	8,157,575	92,782	23,453	114,558

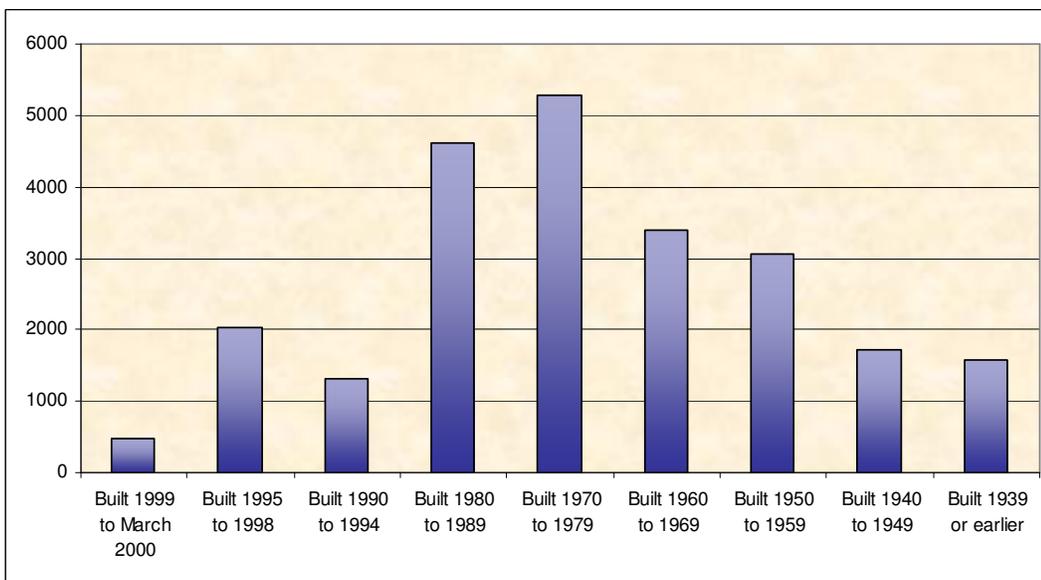
Source: US Census Bureau, 2000

Occupancy Status



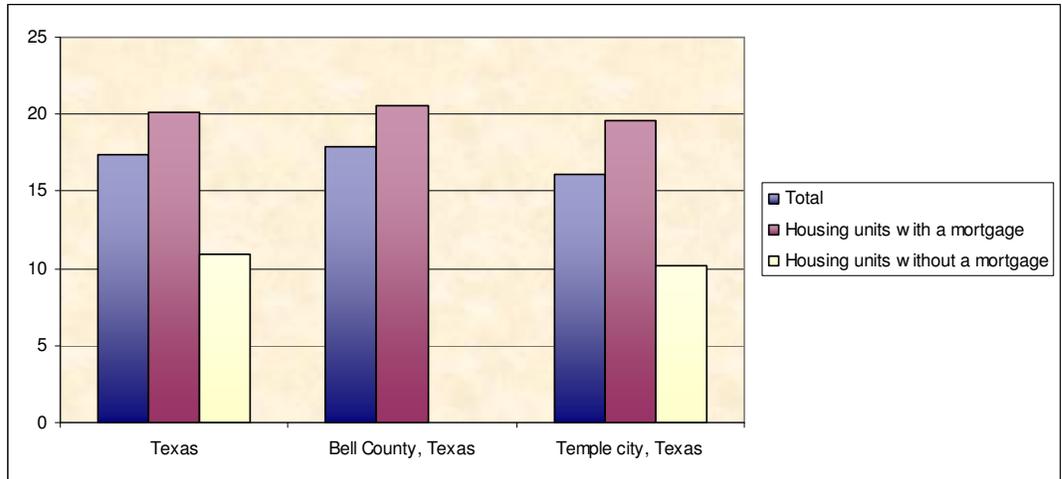
Source: US Census Bureau, 2000

Year Structure Built, Temple



Source: US Census Bureau, 2000

Median Selected Monthly Owner Costs as a Percentage of Household Income in 1999



Source: US Census Bureau, 2000

Economy

Employment Status (16 years and over)

	Texas	Bell County, Texas	Temple City, Texas	Killeen-Temple, TX MSA
Male:	49%	50%	47%	50%
In labor force:	35%	39%	32%	39%
In Armed Forces	1%	12%	1%	14%
Civilian:	34%	27%	31%	25%
Employed	32%	26%	30%	24%
Unemployed	2%	1%	1%	1%
Not in labor force	14%	11%	14%	11%
Female:	51%	50%	53%	50%
In labor force:	29%	30%	29%	29%
In Armed Forces	0%	2%	0%	2%
Civilian:	29%	28%	29%	26%
Employed	27%	26%	27%	24%
Unemployed	2%	2%	2%	2%
Not in labor force	22%	20%	24%	21%

Source: US Census Bureau, 2000

Bell County, Employment by Industry

Industry	Establishments	Percent	Average Employment	Percent
Total, All Industries	4,375		97,845	
Natural Resources and Mining	41	0.9%	278	0.3%
Construction	401	9.2%	4,284	4.4%
Manufacturing	153	3.5%	7,360	7.5%
Trade, Transportation and Utilities	1,054	24.1%	21,170	21.6%
Information	63	1.4%	2,476	2.5%
Financial Activities	552	12.6%	5,175	5.3%
Professional and Business Services	528	12.1%	8,191	8.4%
Education and Health Services	475	10.9%	29,310	30.0%
Leisure and Hospitality	488	11.2%	9,571	9.8%
Other Services	476	10.9%	3,287	3.4%
Public Administration	79	1.8%	6,636	6.8%
Unclassified	65	1.5%	105	0.1%

Source: Texas Workforce Commission, 2007

Major Employers (from Temple Economic Development Corporation)

Employer	Full Time	Part Time
Scott & White Hospital and Clinic	6,640	968
Central Texas Veterans Healthcare Systems	2,686	67
Wilsonart International	1,681	4
McLane Company, Corp. HQ., Distribution Center, Professional Datasolutions, Inc. (PDI).	1,535	14
Temple Independent School District	1,340	28
Nextel Communications	1000	
PACTIV Packaging	800	246
Texas Hydraulics, Inc.	708	25
Wal-Mart Distribution Center	650	10
City of Temple	582	55
King's Daughters Hospital & Clinic	563	125
Wal-Mart Super Store	404	81
C & H Die Cast	430	35
Artco-Bell Corporation	450	
Performance Food Group (PFG)	435	
HEB Food Stores (2)	325	45
Burlington Northern Santa Fe Railroad	361	
Temple College	312	
Carpenter Company	250	
Shallow Ford Construction Company, Inc.	200	
Extraco Bank	163	30
Materials Transportation Company	163	
Lowes Home Improvements	154	
Temple Daily Telegram	112	35
Panel Specialist, Inc. (PSI)	134	1
Jeld-Wen Windows and Doors	119	1
Best-Rite Manufacturing Company, Inc.	115	2
Delta Centrifugal Corporation	115	
Temple Bottling Company	98	8
Danhil Containers, Inc.	105	
McGuire Transportation Company, Inc.	100	

Choices

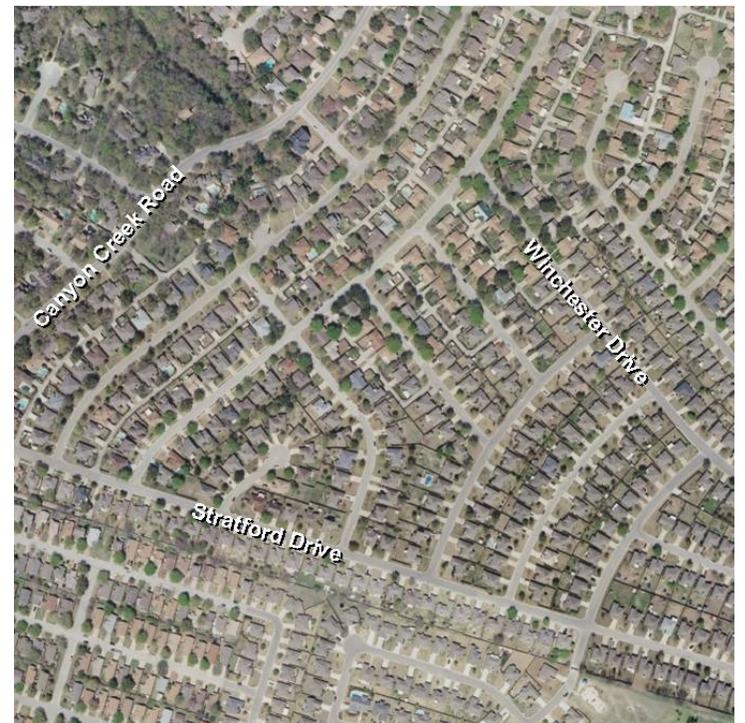
URBAN DESIGN &
FUTURE LAND USE

3

CHAPTER

The pattern of land use and its density, arrangement, and scale each contribute to the overall visual character of a community. Therefore, individual land use decisions that are made over the course of time, whether through zone changes for proposed new development, reuse or redevelopment of vacant and underutilized properties, or major public facility and infrastructure improvements, have a role in determining the future form and character of the community. The importance of character in creating the image of the community, which contributes to its economic development potential and desirability as a place to live and work, warrants sound planning as to when, where, and how the community develops in the future. Community expectations for development quality must also be clear for both private sites and public facilities.

Temple has a long history of community planning, dating back to its very origins as a railroad company town. In addition to overall “comprehensive” plans, Temple has periodically considered more targeted needs and strategies through special studies and plans prepared for particular districts, corridors, and unique areas of the community. Temple also has a proud heritage of private leadership and widespread volunteerism by residents and business people seeking to make their community a great place to live.



What does the future hold for Temple? And, how and where will people live in coming years as the community continues to grow and expand outward? Will it be an attractive place? All these questions and more are the subject of this plan chapter.

The challenge for today and the years ahead is to come to consensus on how best to accomplish the continuing vision of a well-planned and highly attractive community, balancing private interests and public prerogatives in the process.

OBSERVATIONS on Existing Urban Design and Land Use-Development Conditions

- Like many communities, Temple definitely faces the challenge of balancing and responding to the differing needs of clearly “old” and “new” parts of town, each with its own distinct character.
- Perhaps most striking is the extent of land included within Temple’s city limits (as a result of past annexation activity) and how much of this land is undeveloped or in farming and pasture uses.
- Growth pressures are most evident in West and South Temple, while development activity and interest appears much more limited on the east side, aside from some infill efforts on individual lots.
- Temple has a true downtown that, while still limited in its appeal according to some residents, is much better off today than it was just a decade ago thanks to public and private revitalization efforts.
- The I-35 corridor through Temple is a magnet for a variety of retail, office and even industrial uses. But the cumulative result over time has been a “mish-mash” of activities – on relatively small sites in some cases – which are sometimes incompatible with each other and with the notion of this key corridor being Temple’s “front door” and best opportunity for presenting a positive image to visitors and passersby.
- The scale and ongoing success of the northwest industrial area is an impressive testament to years of economic development effort, Temple’s location and market advantages, and, most importantly, the effectiveness of coordinated planning, infrastructure investments, and industrial zoning.
- Temple’s railroading heritage is evident in many areas of town, but especially in the significant roadway overpasses that dominate the landscape and create a barrier in some places but also offer views of downtown and the treetops of surrounding neighborhoods.
- In some areas of Temple, effective landscaping, limited signage, and quality building design are evident and contribute to a quality atmosphere, but there are too many other corridors and areas in Temple where appearances suggest an almost “anything goes” situation that detracts from the quality standard established elsewhere.
- Temple’s Historic District and other older neighborhoods are lush with trees, which offers an example for newer subdivisions and growth areas that are set in more typical, prairie conditions for this part of Texas but can aspire to be “greener” and gain more substantial vegetation and tree cover over time.

As Temple enters a new phase of accelerating growth and land development activity, it is more critical than ever to plan for orderly accommodation of additional residents, homes and businesses and the traffic, housing, and public service demands they will bring. Municipal government, in particular, must position itself to be responsive and meet the level-of-service expectations of new citizens in the community, as well as the needs of longtime residents. This is particularly true if the City is to satisfy its own expressed policy – “Delivery of services that maintain a community of high standards and desirability” – as contained under the “Quality of Life” portion of its *Temple Tomorrow* Strategic Vision and Plan, adopted in December 2006.

Purpose

The purpose of this plan element is to establish the necessary policy guidance to enable the City of Temple to plan effectively for future growth, development, and redevelopment. Sound planning is essential to ensure that the community is prepared for anticipated growth, can serve it adequately with public services, and can manage its impacts to maintain compatibility of land uses and preserve community character. This plan element also addresses urban design considerations, which further influence Temple’s attractiveness and livability. The purpose is to document unique and appealing aspects of the natural and built environments in Temple and ensure that community image and aesthetics are safeguarded and enhanced as part of ongoing growth guidance efforts.

The preparation of this plan element involved examination of the community’s past growth, the existing pattern and character of development, and development constraints such as government-owned lands and flood-prone areas. As a result of these planning considerations, the alternatives as to the community’s land use and future growth were evaluated and compared against the projected future population, economic development priorities, and other essential factors. The vision as to how Temple will develop in the future was also formed by the concerns and ideas expressed by residents during focus group sessions, community meetings held in each City

Council district, and through a series of working meetings with the Comprehensive Plan Advisory Committee. Additionally, urban design issues and priorities were explored in more depth through two Community Design Workshops, in which a variety of local interests participated.

Community Character

Throughout this chapter the term “community character” is used. Community character goes beyond typical classification of land uses to also account for the physical traits one can see in an area. Typical land use classifications such as residential, commercial, office, industrial, and public/semi-public indicate the general functional use of land. But a community character approach also encompasses such factors as development density (generally determined by lot and building size), intensity (floor area or building coverage), ratios of open space and impervious cover, and the amount of vegetation or volume of landscaping. It is this combination of basic land use and the



Temple has a special character that must be a focus of all long-range planning and plan implementation efforts.

characteristics of such use that more accurately captures the “look and feel” of an area. As an example, both the Historic District in central Temple and the newly-emerging subdivisions in far west Temple are used primarily for single-family residential, yet these areas exhibit very different characters. Simply conducting an inventory of uses and classifying them according to their functional type does not account for the widely varying characteristics which determine the physical character that is seen and experienced in an area. Therefore, examined in this chapter is the generalized use of land in Temple, along with its character. Further background on the community character approach, the categories used to describe various character types, and examples of each type in Temple, are included in **Appendix 3A, Character & Design**, at the end of this chapter.

Community character in Temple is established by gently rolling terrain, creek corridors, the nearby lake area, and surrounding countryside vistas; prominent landmarks on high elevation points, including the downtown skyline and Scott & White medical complex; tree-lined streets and distinctive homes in older neighborhoods, and suburban streets and estate lot living opportunities in newer areas; the large structures and campus settings where the community’s economic “engines” are located (manufacturing, distribution, medical, education), along with numerous small businesses and retail sites all across the community; kids and adults at play at the City’s parks and sports fields; and, finally, the I-35 corridor through the heart of the community, which delineates east from west and also makes Temple a highly visible city in Central Texas.

Issues and Opportunities

Through the plan development process a number of issues and concerns were expressed related to land use and development patterns in the community, as well as various urban design features in Temple involving both private site development and public spaces. These discussions formed the basis of the following issue statements, along with assessment of existing conditions, review of current plans and special area studies, and examination of expected future growth trends. These statements bring focus to this plan regarding the community’s values, expectations and priorities for urban design and future land use in Temple. Following the identification of the key issues is a set of community goals and objectives along with discussion of necessary implementation steps.

Protection and Enhancement of Economic Assets

Temple is in the enviable position of having multiple economic drivers which generate jobs, investment and income for the area. These include high-profile medical facilities, a significant concentration of industrial and warehousing/distribution activity, a busy and relatively healthy downtown, a regional airport, and various corridors and nodes where

retail shopping and services are focused, including at and around Temple Mall. Just as protection of neighborhood integrity is a prime mission of community planning, the community's key economic assets must also be protected from intrusive and/or incompatible development. Otherwise, their economic development appeal and long-term success can be undermined by nearby development that is out of character, contributes to localized traffic congestion, or detracts from area aesthetics. With the emergence of Temple's Life Science, Research and Technology Campus on the west side, as well as the potential for the Central Texas segment of the Trans Texas Corridor system to be constructed just east of the city, Temple has even more economic assets to nurture for the future through careful planning and land use management.



Key planning considerations for protection and enhancement of economic assets, as addressed by Goal 3.1, include:

1. Appropriate land use planning and zoning protections in the vicinity of key community assets (including airport buffering and flight path and noise zone management in the vicinity of Draughon-Miller Central Texas Regional Airport).
2. Close attention to traffic implications of new and ongoing development at 31st Street and Loop 363 (hospital district and Temple Mall area), around the Airport Road-Kegley Road intersection (Life Science, Research and Technology Campus), in northwest Temple (North Temple Industrial Park area, airport vicinity), and in other corridors and areas where ease of access and circulation by customers, employees, visitors and freight and service vehicles – especially at peak traffic hours – is critical to economic success.
3. Provision for effective screening and buffering of potentially incompatible uses, particularly near sites where an open, green, campus-like atmosphere is desired for the long term.
4. Potential use of zoning overlay and/or improvement districts to better manage development compatibility and impacts, as well as to make targeted enhancements in an area, including aesthetic and beautification initiatives.

Management of Long-Term Development Patterns in Growth Areas

Residential growth is burgeoning in south Temple and particularly in west Temple, where numerous new subdivisions have emerged in recent years and further construction continues. Retail stores will inevitably follow these new “rooftops,” as is already occurring in some locations. The City must also respond with appropriate utility infrastructure, new

Work in Progress

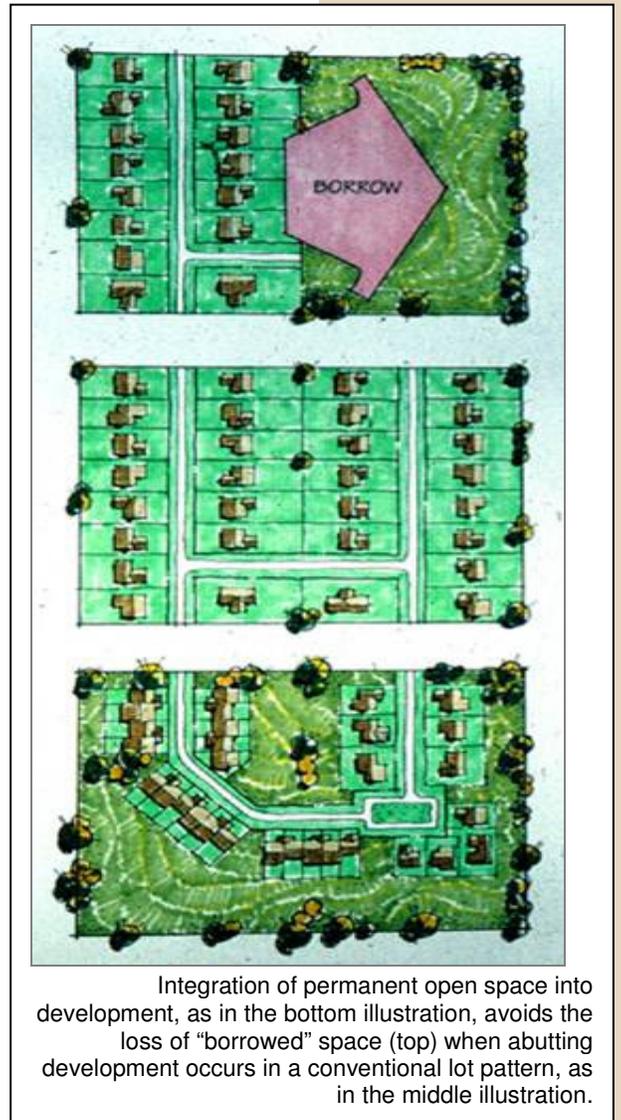
During the time this Comprehensive Plan was being prepared, Temple was experiencing both a surge in new residential and non-residential development, as well as several major roadway improvement projects by the Texas Department of Transportation (I-35, Loop 363). Large-scale, multi-year construction zones bring disruption and traffic congestion for a time, but the economic benefits of all this public and private investment are sure to last for the long term.

fire station locations, and parks and recreational opportunities, among other municipal services. Likewise, area school districts must ensure adequate school capacity in the right locations as the area population grows and begins to settle in new areas.

Residents in these growth areas expressed very typical concerns during this planning process about increasing traffic volumes and safety concerns, lack of nearby trails and other amenities, and loss of rural and suburban character as the development wave proceeds. Temple must focus a substantial amount of its planning, land use management, and public investment efforts in these areas to ensure a beneficial and desirable long-term development pattern in terms of coordinated land use, transportation and utility infrastructure; good connectivity of the area roadway network, both for vehicular as well as pedestrian, bicycle and transit circulation; and maintenance and enhancement of a safe and comfortable living environment. The City also faces challenges in needing to manage development pressures in strategic areas that are just outside the city limits and/or have inadequate roads and water or sewer infrastructure for the growth that is occurring (e.g., Lake Belton area).

Key planning considerations for management of long-term development patterns in growth areas, as addressed by Goal 3.2, include:

1. Ensuring that a balanced land use and development pattern is achieved over time – for traffic management and other community planning reasons – including supportive retail and services in close proximity to residential areas; schools and other public facilities; parks, trails and other recreational amenities; office developments and other potential employment sources; and semi-public and institutional uses such as churches and other places of public assembly.
2. Development of an effective thoroughfare network of arterial and collector roadways in areas where significant new development is placing extreme pressure on narrow two-lane roads and previously rural intersections with inadequate capacity for today’s demands (including appropriate spacing and placement of parallel roadways to provide multiple circulation options and traffic relief for major arterials, upgrading of key intersections – with signalization, as warranted – where many more vehicles are now needing to access and make turns onto and off of busy highways, and revisiting speed limits as nearby development proceeds).
3. Integrating public facilities and amenities in good locations and with appropriate designs as private development proceeds (e.g., school campuses, branch library locations, municipal recreation center and/or pool, community parks and athletic



“What I would like to see is development of retail businesses I had when I was a kid, like cleaners, a grocery store, a tailor, and a cab service.”

East Temple resident,
May 2007
Public Meeting

facilities, sidewalk and trail networks for connectivity between neighborhoods and other nearby destinations, etc.).

4. Managing the transition of previously developed areas from on-site to centralized utility service, where feasible.
5. Pursuing open space and character preservation strategies as desired by both new and long-time residents in growth areas.

Revitalization of the City’s Core Neighborhoods

Residents of East Temple and other older, established neighborhoods in the central part of the city speak passionately about where they live, what drew them and keeps them there, and what is missing and needed to improve these areas and increase residents’ quality of life. Part of the challenge involves ingrained perceptions by non-residents about security, housing options, and public school quality relative to other parts of the community – some of which, unfortunately, have some basis in truth. The task for the City and community is to pursue strategies aimed at stabilizing neighborhoods at risk of further decline while working to avoid a similar trend in areas vulnerable to such problems. Neighborhood revitalization initiatives must be multi-faceted but partly involve land use management measures to protect homes and property values. Residents also described their hopes for re-establishing some of the old “fabric” of the east side in terms of neighborhood stores and services and more visibility of friends and neighbors on the streets and in area parks. As suggested in the R/UDAT study by an American Institute of Architects team in 1998, Temple’s central and east side neighborhoods will also benefit from a vibrant downtown that caters to and is easily accessible to nearby residents.

Key planning considerations for neighborhood revitalization, as addressed by Goal 3.3, include:

1. Removal of incompatible and/or problematic land uses from neighborhoods (e.g., bars, liquor stores, motels), either short-term through nuisance abatement strategies, or over time through targeted redevelopment efforts.
2. Potential attraction of a grocery store and/or other neighborhood-oriented retail and services, especially to benefit older residents and others in the area with limited mobility.
3. Protecting mature trees and pursuing other character preservation strategies to maintain and/or restore the charm of Temple’s older neighborhoods.
4. Continued focus on historic preservation and adaptive re-use of older buildings, where appropriate.
5. Phased expansion of HOP bus service in East Temple, as feasible, partly through transit-supportive land development and design features at new and redeveloped sites.
6. Coordination between the City and all area school districts on upgrading and managing land use conditions around school campuses, ensuring safe walking routes, using school facilities for after-hours programming, and pursuing “marketing” and image enhancements efforts.

Enhanced Community Image and Design Quality

As in many communities at Temple’s stage of growth, residents and leaders are increasingly concerned about the image the community presents and not just the quantity of new businesses and housing developments. Quality is on people’s minds, whether in terms of what they see within public rights-of-way as they move through or around Temple, or the “curb appeal” of development outcomes on private sites, as well as at municipal facilities and other properties maintained by public agencies. In considering where and how best to focus effort and resources to upgrade aesthetics in the community, Temple should take a holistic approach which recognizes that design quality and community appearance result from the cumulative influences of many factors, including private site development, development code requirements and standards, public roadway design and access management methods, and streetscape treatments. The community must also be mindful of what various beautification strategies will cost – both up front and over time for ongoing maintenance – and who will be ultimately bear those costs (e.g., home buyers, small businesses, taxpaying residents) depending on the methods used and their associated funding mechanisms. Yet, there appears to be broad consensus that Temple must do better in presenting a positive image to visitors, while also working toward a community that is more “green” and attractive for those who live and work here every day.

Key planning considerations for enhanced community image and design quality, as addressed by Goal 3.4, include:

1. Careful management of new development and land use transitions along main highways and major arterials to address development compatibility and traffic impacts, as well as general character and aesthetic considerations.
2. Clarifying public and private sector roles and considering a mix of strategies for upgrading community appearance (e.g., regulatory, incentive-based, public-private partnerships, etc.).
3. Refining and moving forward with the City’s Strategic Investment Zone (SIZ) initiative as it takes the recommended holistic approach to corridor (and district) planning and enhancement (i.e., the SIZ strategy reflects an appreciation of how corridor quality and appearance results from the cumulative influences of private site development, development code requirements and standards, public roadway design, access management methods, streetscape treatments, and property and building maintenance).
4. Determining where to “set the bar” on various potential regulatory approaches aimed at enhancing development quality (e.g., landscaping, signage, building design/materials, mature tree protection, etc.).
5. Encouraging and assisting property owners to achieve code compliance, using incentives as appropriate, and recognizing those owners, neighborhoods, developments, institutions, etc. which positively impact community image.
6. Abating abandoned sites and structures in prominent locations within the community.
7. Ensuring the visual delineation of all neighborhoods and other special districts and places within the community, and incorporating design elements and features that establish such identity for the long term.

**From the
“Vision for Success”
and Objectives of the
Temple 20/20 Alliance
Strategic Plan:**

“We will be successful when our efforts improve the beauty and livability of our city and heighten the sense of demonstrated pride we all share as citizens of Temple.”

Objective 1

Enhance the image of the Temple community to that of a high-energy city that is on the move.

Objective 2

Across all segments of our community create and nurture an enhanced sense of pride in Temple that is reflected in its appearance and in the feeling of well-being enjoyed by citizens and visitors alike.

Land Use Policies

In addition to the goals and associated action statements presented in this section of the chapter, a series of Land Use Policies is also provided under the City of Temple 2030 Future Land Use & Character Plan section as a basis for ongoing planning and decision-making related to new development and redevelopment in Temple.

Goals, Objectives and Action Recommendations

The following goals, objectives, and recommended actions were formulated to specifically address the issues and needs outlined above. The goals reflect the overall vision of the community, which may be achieved through the objectives and by acting on the recommendations. It is important to note that these are also general statements of policy that may be cited when reviewing development proposals and used in making important community investment decisions regarding the provision and timing of facilities and services.

GOAL 3.1: Enhanced character and development guidance around Temple’s key economic assets.

♦ ***Evaluate the feasibility of moving toward a regulatory strategy to govern local land development that treats the use of property as only one determinant of an area’s ultimate character, allowing for greater flexibility to achieve compliance.***

1. Consider adoption of character-based versus traditional, use-based zoning regulations. Character-based zoning allows a range of development options on individual properties with the application of performance standards to require compatibility for adjacent uses exhibiting varying use intensities. This permits a greater mixing of land uses within a community subject to integrated design and compatibility standards.

2. Consolidate the City’s current array of 20+ zoning districts, many of which are geared toward very specific land use situations, into a more manageable set of districts which focus on the actual character of various types of residential and nonresidential development. This would also help to further differentiate the types of uses based on their density (lot size and dwelling units per acre) and intensity (floor area ratio, impervious cover). As described further in this chapter, each character district may then include bufferyard provisions and incentive-based mechanisms to mitigate adverse impacts of adjoining uses and protect and maintain the character of both. This is particularly important in outlying and growth areas where increasing development causes character to change – and would be directly applicable to the “economic asset” areas which are the focus of Goal 3.1.

3. Follow the example of other Texas cities – and many others across the U.S. – by moving toward a unified development code. This code approach integrates zoning, subdivision, buffering, landscaping, parking/loading, signs, and various other development-related regulations and standards into a more consistent, overall package, with the added benefit of streamlined application, review and hearing procedures.

♦ ***Re-evaluate how Temple addresses buffering and screening of development by considering more integrated and flexible techniques relative to the existing provisions of zoning code sections 8-910 (Area***

A Commitment to Implementation

A comprehensive plan establishes long-range goals for a community to pursue in coming years. A variety of implementation measures is then necessary to start making near-term progress toward these goals. In particular, the period immediately after adoption of a new plan is a pivotal time for a community to revisit and amend, as necessary, its development regulations to ensure they are in line with new planning objectives and policies.

As a result of this plan (and a concurrent development code critique), Temple is considering whether to move toward a zoning system that elevates community and neighborhood character over a typical regulatory focus on land use and development density. Only the actual code revision process will reveal how much of a transition community leaders and stakeholders are comfortable making. One potential scenario is that Temple will take some incremental steps away from a purely use-based code, leading to a “hybrid” code that mixes aspects of both use- and character-based zoning.

To the extent it is agreed that Temple’s current code lacks adequate standards, compliance flexibility, and incentives to perform effectively in yielding desired outcomes, then time is of the essence to act on interim amendments that will move the community forward. This is true no matter how far the larger code transition process ultimately goes. Prompt action on this plan’s action agenda was also a foremost priority of the Comprehensive Plan Advisory Committee. This will require a commitment by the City of both staff and budget.

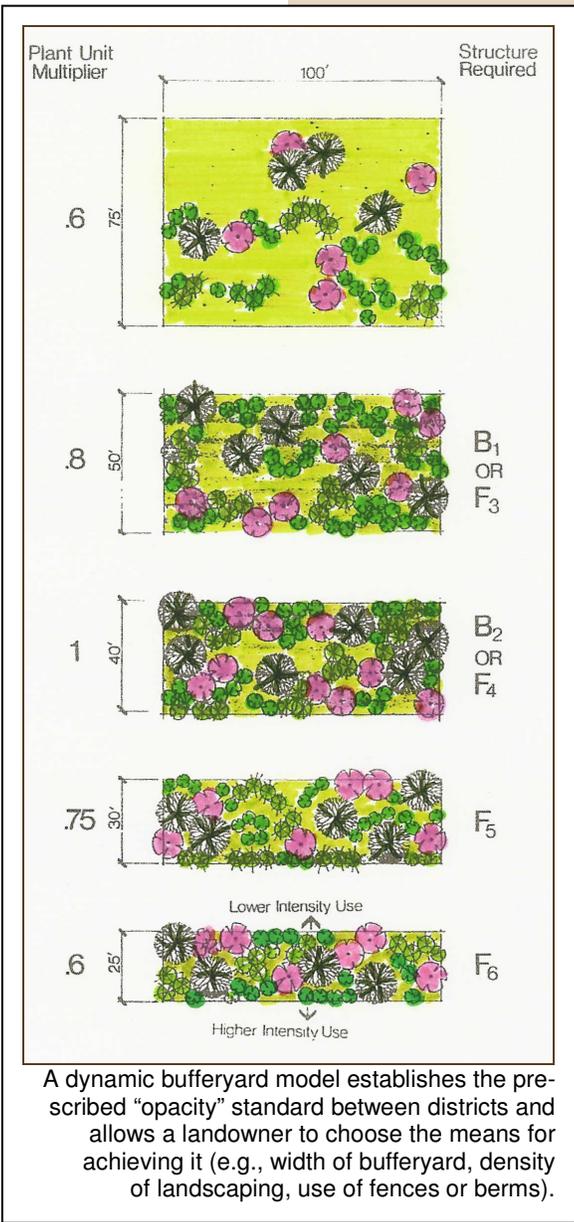
Regulations for Landscaping) and 13 (Fence and Wall Regulations, Display for Sale, and Open Storage).

- 4. Incorporate into the zoning code a dynamic bufferyard model, which establishes a set standard between, and in certain cases within, each of the character-based zoning districts. The dynamic nature of the model allows an applicant to determine their own preferred method of achieving the standard. A combination of bufferyard width, landscape material selection and density, earthen berms, and fences or walls may be used in various arrangements, each meeting the standard. In this way, either a wide bufferyard with limited plant density or a narrow bufferyard with or without a fence and increased plant density may each meet the requirement, which may be altered due to the size of the parcel, site constraints, or individual preference. The bufferyard model should offer a credit for choice of native, drought-resistant plant materials and xeriscaping. The bufferyard standards should be applied between adjacent properties and districts, along public or private rights-of-way, and within parking areas. The standards must vary according to road classification, the adjoining district or use, and the size and location of parking areas.

The basis of a bufferyard approach is to vary the buffering requirements based upon the character of the subject and abutting properties rather than designating the requirements according to major use categories (residential, commercial and industrial). A palette of plant unit options should also be developed to allow flexibility and encourage an assortment of plantings.

- ◆ **Continue special-area studies and focused planning and implementation for high-profile areas of the community, in conjunction with public and private partners.**

- 5. Continue to create targeted plans as necessary for designated districts and corridors, particularly to clarify special features that contribute to their existing character and/or a unique setting within the community. While past studies and plans of this sort have tended to focus on entire corridors or broader areas of Temple, the City should work with key community partners to sponsor more focused, small-area planning efforts in the “economic asset” areas cited under this goal, particularly the hospital district and Temple Mall area and the vicinities of Temple College and the Life Science, Research and Technology Campus. The City’s SIZ initiative can also be applied in such areas, as is discussed in more detail later in this chapter.
- 6. Immediately update and modernize the Land Use Tables currently found in Section 7-101 through 7-114 in the Zoning Ordinance.



GOAL 3.2: Development patterns and outcomes in Temple’s growth areas that establish long-term character and a quality living environment.

- ◆ **Elevate character and particularly open space preservation as a central focus of land use management efforts in new growth areas.**



Development clustering as shown in the lower example is an alternative approach for conventional subdivision development (displayed in the upper example). Clustering allows an equivalent density while conserving natural resources and preserving open space. This technique is especially beneficial for accommodating new development while still maintaining a rural feel at the fringe of a community.

1. On the Future Land Use Plan, balance the amount of land designated as Auto-Urban (Single-Family) and Suburban so as to increase the overall amount of open space within the community. In particular, designate Suburban areas adjacent to those that have an existing suburban character so as to preserve the character of adjacent development. The areas which are most suitable as Auto-Urban (Single-Family) are those of similar abutting character and adjacent to higher-intensity uses, with adequate buffering and separation between them.
2. Consider incorporating more explicit resource protection standards into the City’s development regulations to preserve stands of existing vegetation, which form effective natural buffers within and between uses (although removal of dead/diseased trees or low-value vegetation should be allowed). Just as with the bufferyard approach described elsewhere in this chapter, preserved vegetation would be required to meet certain standards of performance, such as opacity and vegetation density, as a means of avoiding conflict between incompatible land uses. The requirements could also be structured to where incentives or increased development flexibility make preservation of existing vegetation a more favorable option versus general site clearing and installation of new landscaping.
3. Consider incorporating provisions in the subdivision regulations that would permit and encourage alternative

subdivision design in appropriate areas, including options for development clustering (30 percent open space), conservation development (50 percent open space), and preservation development (80 percent open space). This approach allows the developer an equivalent (or higher) development yield, in terms of gross units per acre, as under a more typical development layout. At the same time, community priorities for character enhancement and resource protection are addressed by concentrating the development in a smaller area of the site rather than spread across the site as would occur through a conventional design. This is accomplished through smaller lot sizes, reduced building setbacks, increased floor area ratios, and added flexibility in other regulatory standards in exchange for setting aside more open space and preserving natural areas such as floodplains, wetlands, creek buffers, and forested areas. A density “bonus” rewards – and provides the incentive – for the developer to use practices that will better meet community objectives. This clustering strategy can also open up development possibilities for constrained sites in urban areas, as well as sites that are adjacent to railroads, wells, or other less desirable features.

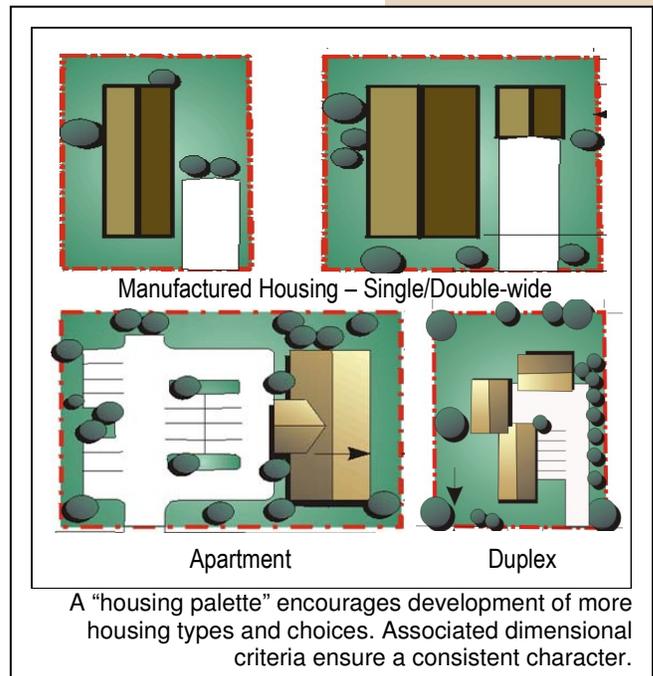
Quality of Open Space

Land to be dedicated for eventual park and recreation use, passive open space, or potential trail or linear greenway development must be usable, safe and accessible to provide a true public benefit. Therefore, all planning and regulatory strategies which emphasize greater set-aside of preserved open space should also establish criteria related to its practicality for public access, use and ease of maintenance.

4. Encourage open space preservation within adjacent development, dedication of conservation easements (maintaining open space in perpetuity or for a prescribed period), or fee simple acquisition of land near valued creeks and water bodies to protect these water resources from the impacts of urban development, including increased erosion and flooding, water pollution, and loss of natural protective buffers. This would also preserve the positive visual amenity such natural areas provide. The City's subdivision regulations or other code provisions could also require dedication of public access easements along natural features and linear greenways to promote recreational opportunities and to enable new developments to comply with park land dedication requirements. Any lands dedicated to the City as parks, open space, or natural areas should be usable, safe and attractive for the benefit of the public.
5. Incorporate automatic updates of the Future Land Use Plan to the Suburban Residential designation from the Agricultural/Rural designation when water or sewer improvements are extended or are available for development in an area.

◆ ***Incorporate appropriate standards, incentives and flexibility into the City's development regulations to encourage the private marketplace to produce desired outcomes that also satisfy private business objectives.***

6. Consider incorporating a housing "palette" into the City's zoning code, thereby permitting a range of lot sizes within standard residential development, rather than requiring the more rigorous submittal procedures and requirements of a Planned Development District (PD) for such variation. The lot size options would supplement the current provisions in zoning code section 8-101 (Lot Area). Criteria should also be adopted to maintain control over development character, such as an average lot formula, minimum open space ratio, and maximum allowable gross and net density. A palette would provide a wide range of options to housing developers, allowing adaptation to market forces and creating opportunity for varying housing styles and price points within the same development. Another benefit of a housing palette is to avoid monotony in dwelling and neighborhood design.
7. Adjust the City's zoning code to where a "planned development" is permitted by right within Urban and Suburban character districts, subject to increased design and performance standards. By doing so, planned development is permitted without an often tedious and time-consuming zone change and site plan review process. The allowable density and required open space would correspond with the suburban or urban character of its respective district. In addition, rather than a flat, uniform percentage-of-open-space requirement, the required ratio of open space should correspond to the increase in density, which secures the character of development. This approach maintains the suburban or urban character by increasing the ratio of open space within increased density, thereby maintaining control of gross development density.



8. A density bonus may also be offered to encourage the set-aside of even more open space within planned developments, which effectively compensates the landowner with higher development efficiency. Providing incentives for planned development would promote development of integrated neighborhoods versus isolated, individual subdivisions and housing complexes. As such developments occur within Suburban and Urban character districts, applicable design standards must ensure this character. For instance, a commercial use within a Suburban district would be scaled to be compatible with the adjacent residences, with an increased ratio of open space and an appropriate floor area ratio (ratio of building floor area to site area) to secure the suburban character. Within an Urban district, a commercial use would have greater intensity, with a minimum (versus maximum) building height, maximum build-to line (rather than a minimum setback), limited open space, and a higher floor area ratio.
9. The City should also consider requiring a minimum number of housing types within a planned development, each with dimensional criteria to preserve development character. With no minimum lot areas, widths, or yard requirements, there are no certain controls to manage development character in planned developments other than negotiated approval.

GOAL 3.3: Renewed vitality and development interest in Temple’s oldest neighborhoods.

- ◆ ***Use a neighborhood conservation approach to delineate neighborhoods where no significant change is desired, or to better clarify and manage needed changes to stabilize or renew a neighborhood.***
1. Conduct a detailed land use and zoning study to define the boundaries distinguishing proposed neighborhood conservation districts in Temple. Pertinent factors could include street and block pattern, lot size, housing style/design, street or alley access, floor area ratio, and landscape volume. Appropriate neighborhood conservation districts or overlays must also be established through zoning, and such districts should be customized to each area to avoid creating excessive nonconforming situations and variance requests (e.g., where an area has an existing mixture of use intensities such as single- and multiple-family dwellings of different types and scales).
 2. Adopt policies and standards within the zoning code for preserving the integrity and character of established neighborhoods, including compatibility provisions relating to the type and construction of infill housing and other uses on vacant lots. Also consider expanding the range of permitted uses within neighborhood conservation districts to include complimentary nonresidential uses such as small-scale neighborhood commercial and office uses that add character, convenience, and vitality to a neighborhood.
 3. Incorporate into the City’s subdivision and zoning regulations provisions allowing a relaxation of specified standards that may prevent or add difficulty to the redevelopment process, so long as certain precautions and criteria can be met. These provisions may apply community-wide or within specified boundaries, such as the defined neighborhood conservation districts. Common constraints to redevelopment include problems with property ownership and clear title, assembly of numerous small lots into a feasible development site, site access and circulation, limited areas for parking and loading, nonconforming setbacks, and on-site drainage requirements.

“If the revitalization of East Temple occurs, then the infrastructure is in place to allow new businesses to move in and begin hiring local residents, thus increasing the tax base for the community and instilling a sense of pride in the citizens as well.”

Economic Development & Neighborhood Revitalization Strategy for East Temple (2000)

Certain of the City's development-related standards may be acceptable for variations so as not to overburden areas with longstanding redevelopment needs.

4. Create incentives such as permit streamlining, fee waivers, tax deferral, and infrastructure cost-sharing for builders and organizations that provide infill construction on vacant lots or parcels in a manner that complements the surrounding neighborhood. To ensure consistency and compatibility of infill units, establish design guidelines that address building materials, roof pitch, façade treatment, porches, proportional dimensions, and other elements to ensure that new development and rehabilitation maintains or enhances neighborhood character.
5. Clarify both the intent of the Central Area (CA) zoning district and the envisioned role and type of residential uses to be permitted within the downtown area. Temple should encourage a broad mixture of downtown uses including offices and retail businesses, service-related establishments, cultural and entertainment activities, and higher-density residential use (current use regulations allow single-family detached dwellings and duplexes within the CA district). To ensure compatible co-existence, establish performance standards regarding lighting, signage, parking, and noise, among other locally-determined variables. Also create incentives for the use of upper floors of commercial buildings for residential purposes, including important provisions for reserved resident parking, a blend of uses that offer convenient services, and protection from nuisances associated with intensive commercial districts. Also seek ways to introduce retirement/senior housing into the downtown area, thereby offering close proximity to services and community amenities.

◆ **Target City programs and direct assistance to neighborhoods and residents in greatest need, in partnerships with other public agencies and private and non-profit partners.**

6. Identify areas of the community that are experiencing or at risk to experience particularly high levels of disinvestment and deterioration and provide both technical and administrative assistance to aid in redevelopment efforts. Coordinate with area property owners to identify and prioritize needed infrastructure improvements funded by a target-area capital investment program.
7. Develop a municipal grant program for “self-help” rehabilitation of substandard housing units using government-funded programs, while also leveraging the value of public dollars with private resources, such as financing institutions, foundation, and non-profit funds. Furthermore, establish an education and awareness program to inform persons with limited income about various programs for rehabilitation assistance.
8. Continue to utilize Community Development Block Grant (CDBG) funds to leverage the amount of reinvestment and to implement projects and programs, such as infrastructure repair, park development or improvement, or removal of unsafe structures, aiming to eliminate blight and improve neighborhood conditions in areas of low to moderate income.



Whistle Stop Park and Playground is a particular point of community pride given the “hands-on” nature of this revitalization project in Temple’s historical center. Residents of older neighborhoods wish to see similar efforts and pride on display in their areas.

9. Assist residents of older areas with formation of official neighborhood organizations. City staff or legal volunteers may offer assistance in drafting deed restrictions that may be adopted by individual neighborhood associations to restrict and enforce certain uses and conditions. Participation in neighborhood improvement and revitalization efforts may also be initiated by churches, civic organizations, schools, and businesses through programs such as neighborhood clean-up, home improvement, and beautification.
10. Continue a pro-active code enforcement strategy that first offers helpful assistance to property owners in complying with municipal codes rather than a punitive approach, so that enforcement resources may be targeted to the worst areas and offenders. A recent City ordinance to allow creation of Neighborhood Code Enforcement Boards (NCEBs), as authorized by the Texas Local Government Code (Section 54.043), fits very well with this approach. As an extension of the city-wide Building & Standards Commission, each NCEB (once established through a neighborhood-driven application process) would in essence empower residents of an area to get more involved in protecting the quality, appearance and safety of their own neighborhood. As was pointed out to City Council prior to ordinance adoption, the NCEB strategy could increase the effectiveness of the City's code enforcement efforts by allowing neighborhoods "to deal with and eliminate some code enforcement cases that might otherwise have come before the staff and the Building & Standards Commission—through education, peer pressure, and voluntary compliance." A key to the NCEB approach will be the commitment and effectiveness of volunteers at the neighborhood level, who will supplement the efforts of full-time City enforcement personnel.

GOAL 3.4: Better image and identity for Temple by setting a higher standard for public and private development practices.

- ◆ ***Focus on development quality and outcomes, as well as public beautification efforts, along Temple's major roadway corridors and at community entries.***

1. Create special performance standards for properties abutting the Interstate 35 corridor, Loop 363, and other high-priority corridors (particularly the designated SIZ corridors and those covered by Reinvestment Zone #1) to improve corridor appearance and reduce "visual clutter," including potential provisions pertaining to increased landscape surfaces and reduced impervious surface coverage; floor area ratios (ratio of floor space relative to site area); enhanced requirements for screening and buffering between uses; outdoor storage, display, and use activity; the type, size, number, and placement of signs; outdoor lighting standards; site access and circulation; building placement and orientation; building design and appearance; and potential underground placement of utility lines typically installed overhead and on poles.



This initial gateway treatment in north Temple, along southbound I-35, should be emulated elsewhere on the interstate corridor, followed by enhancement of more key intersections within the community.

2. Establish more significant gateways at major community entranceways. Gateway treatments should include large permanent monuments, extensive landscaping leading to and around the entry point, lighting, a boulevard cross section (where possible), well-manicured open space, and textured or patterned pavement. Also focus on the pending I-35 / Loop 363 interchange as a key focal point for establishing community identity and image. Keep Temple Beautiful (KTB) should be a key partner in efforts to prioritize and accomplish such enhancements.
3. By moving toward a character-based method of development regulation, as discussed under Goal 3.1, Temple could designate more prime highway and arterial frontage for a Suburban character, which sets a higher standard for minimum landscape surface area. The Suburban character district also typically includes provisions to ensure improved compatibility and design cohesiveness of non-residential development (e.g., offices, retail) with adjacent and surrounding residential neighborhoods (for instance, the increased landscape surface better reflects that of residential uses). Design standards can also be applied within this district to manage building scale and massing, building and roof design, lighting, signage, and access.
4. Explore a “menu” or point system approach for applying minimum site development standards that establish a “level playing field” among all developments, with encouragement to exceed such minimum requirements for the long-term benefit of the site investment and the community. Under this approach, an applicant would have a range of ways to achieve compliance with various potential standards, which could include provisions related to:
 - building façade materials (types, percent coverage, standards relative to visibility of front/side/rear walls from public streets);
 - building articulation (variation in the horizontal and/or vertical aspects of building façade elevations, variation in rooflines and roof pitch, use of overhanging eaves, and other architectural features such as entrance and window treatments, variation in colors/textures, canopies/awnings, covered walkways/arcades, etc.);
 - landscaping (frontage, parking areas, base of building, screening);
 - screening of on-site support uses (depending on on-site location and visibility from public streets or adjacent properties), including trash receptacles, loading docks, delivery entrances, ground-mounted equipment (pad-mounted transformers, telephone switch boxes, gas meters, etc.);
 - screening of roof-mounted mechanical equipment, fans, vents, cooling towers, etc.;
 - screening of outdoor storage areas (depending on the district);
 - fence/wall treatments where used for screening purposes;
 - lighting (type/intensity, height, landscape lighting, fixture design, direction/shielding);
 - placement of parking areas on-site relative to buildings and frontage; and
 - pedestrian pathways within parking areas and to/from public streets and transit stops.

Under a typical point system approach, all applicants must meet specified “base” standards, and then a certain point total must be reached by choosing from among a menu of “value added” options, which are assigned varying point values based on their relative impact on site design.

- ♦ ***Identify and preserve existing natural features and vegetation that helps to establish area and corridor character, while supplementing it with required new landscaping on development and redevelopment sites.***
- 5. Consider adding provisions within the City's development regulations to protect existing, mature trees on properties and along streets. Such an approach could be based on established criteria and/or thresholds to focus on only the very largest trees over a certain size (meaning that it could quickly be determined whether this code provision even applied to a proposed development site). The City and/or other community partners (e.g., Keep Temple Beautiful) could also relieve some of the potential inventory burden on individual property owners/developers by sponsoring a city-wide inventory of the largest and most prominent trees (individual trees or clusters/stands of mature trees) which warrant immediate protection through direct property acquisition, creation of easements, or protections applied during property development.
- 6. Adopt street repair and improvement specifications that, to the maximum extent practicable, will not disrupt the drip line of existing trees, including provisions for protective construction fencing, limitations on grade changes, and prohibition of storing or dumping materials.
- 7. Investigate the community's potential support for or discomfort with a possible limitation on wholesale clearing and grading of vacant sites prior to processing and final approval of development applications and zone change requests. Such restrictions could potentially be limited to certain designated, high-priority corridors versus being applied on a community-wide basis.

City of Temple 2030 Future Land Use & Character Plan

The essence of comprehensive planning is a recognition that Temple does not have to wait and react to growth and development. Rather, it can determine where growth will occur and what character this new development will reflect. Through active community support, this plan will ensure that development meets certain standards and, thus, contributes to achieving the desired community character.

As a guide for land development and public improvements, the plan depicted in **Figure 3.1, 2030 Future Land Use & Character**, captures and develops into the City's policies the community's values regarding how, when, and where Temple will grow over the course of the next two decades. This is significant since the findings and recommendations contained in this plan provide the basis for the City's development ordinances as the primary tools to implement the plan.

Character Districts

The City is currently divided into more than 20 zoning districts. The existing ordinance establishes residential lot sizes for a variety of housing types and situations, ranging from rural (one acre) and urban estate (half acre) to single-family detached (7,500; 5,000; and 4,000 square feet), single-family attached (2,300 square feet), townhouse (1,800 square feet), patio home (4,500 square feet), and multi-family housing (15 to 40 units per acre). However, there is little relationship to development character due to the span of uses and intensities allowed within each of the districts. The fact that the ordinance is cumulative in

nature, meaning that uses allowed in less intensive use districts – including residential uses – frequently carry over into more intensive use districts, creates an even more problematic situation for applying regulations to achieve land use planning and community character objectives.

Described below are the character districts used on the Future Land Use & Character map. Both the Auto-Urban and Suburban residential districts are intended to offer a range of development options. For instance, within the Suburban Residential district, a character-based approach might provide several options ranging from something similar to the current Urban Estate standard (one-half acre lots) to something in the range of the current SF-1 standard of 7,500 square feet. To ensure that a suburban character is maintained among the various development options, a smaller lot size within a development must be offset by a corresponding increase in the required open space ratio (OSR) on the site. The increased lot yield serves as a built-in bonus for the development maintaining a consistent character. This incentive would be greatest for sites that employ a cluster layout or planned development approach since the site development standards for these options would already ensure that adequate open space is incorporated into the design to maintain compatibility with the area's intended character. Where lot sizes become small enough that other housing types beyond the single-family detached unit are necessary, then the density bonus also supports housing diversity and affordability objectives.

The Auto-Urban Residential district is typically intended to support a range of housing types, from single-family detached dwellings to patio homes and even townhouses. A conventional land use system would consider these development options to be incompatible. Under a character-based approach, however, these uses may co-exist in a compatible manner due to the corresponding increases in required open space as density increases, bufferyard requirements between different development types within the same district, and "limited use" standards for certain development options (e.g., townhouses, apartments, and manufactured homes) to ensure compatibility and quality outcomes.

Through the process of incorporating character-based provisions into the City's development code, each development option must be assigned a required minimum lot size, amount of open space (residential) or landscape surface (nonresidential), and allowable dwelling units per acre (residential) or floor area (nonresidential). Then, each of the development options will be similar in character within each district as the associated standards come into play. This approach is beneficial because it better defines uses according to their relevant impacts and increases development flexibility within the individual districts.

The set of character districts used on the Future Land Use & Character map includes:

- **Agricultural / Rural** is intended for those areas within the City limits that do not yet have adequate public facilities and services and may, therefore, have on-site utilities. This district is also meant to protect areas in active farm and/or ranch use. As discussed in **Chapter 4, Growth Management & Capacity**, a much larger minimum lot size is recommended than the City's current one-acre minimum to manage premature growth in such areas and maintain the rural character. This is especially important for areas beyond the 20-year growth area also established in

Chapter 4. Residential development at very low intensities is permitted if it is clustered, with significant open space preservation. Public services would be required at a certain density.

- **Estate Residential** is for large lot rural development generally on the fringes but should also be available within the City so this character and lifestyle setting is not limited only to the ETJ. The minimum lot size should be larger than the City's current Urban Estate standard of one-half acre, and then this minimum could be reduced, with a corresponding increase in the required open space ratio, for developments that cluster the estate lots within an overall site. A minimum site area should also be required for clustering to maintain character. The Estate lot size should be large enough to allow for on-site versus centralized water and wastewater service, consistent with county regulations.
- **Suburban Residential** is for mid-size single family lots, allowing for greater separation between dwellings and more emphasis on green spaces versus the streets and driveways that predominate in an auto-urban setting. The lot size may be reduced in developments that make corresponding increases in open space on the site to maintain the suburban character. At some point, smaller lot sizes would require development clustering to achieve the allowable densities. As in the estate district, a minimum required site area would be necessary at some point to allow for more significant clustering – and separation between clusters – and to maintain character if additional housing types are introduced within a planned development, subject to appropriate density limits for the suburban district. Floor area ratios (FARs) can also be used to ensure residential structures of a consistent scale and, hence, neighborhood character.
- **Auto-Urban Residential** is for smaller single family lots similar to the range of lot sizes available in the City's current SF and SFA zoning districts. The current 7,500 square foot minimum in SF-1 could serve as the baseline for conventional single-family detached dwellings in this district. Then, additional density would require corresponding increases in open space, but to a lesser standard than is required in the Suburban Residential district. To the extent that other housing types on smaller lots are allowed under the corresponding zoning district (e.g., garden/patio homes, two-family dwellings, townhouses), density limitations and open space requirements would serve to maintain the auto-urban character and avoid crossing over into an urban residential character. Bufferyard requirements and design standards would also be needed to provide adequate separation and buffering from other less intensive uses within the district and ensure their compatibility. A minimum site area requirement would be needed for planned development, as well as for multi-family and/or manufactured home developments if these are to be permitted in the district. A "limited use" approach for such development options would also allow for more in-depth site conformance review.
- **Auto-Urban Multi-Family** can either be a stand-alone district – if the intent is to accommodate multi-family only development – or it can be a development option within the Auto-Urban Residential district. If it is the latter, it would require a minimum site area and minimum open space ratio, and it would be subject to increased bufferyards and building design standards. Another option is to allow multi-family development only within a planned development, which would be

restricted by the density limitations of the district. The minimum site area is commonly five acres to meet parking and open space needs, but this may be increased or decreased to encourage larger or smaller-scale projects.

- **Auto-Urban Mixed Use** is a “hybrid” district proposed for areas along and in the vicinity of the central portion of Avenue H, south of downtown. Given the mixing of residential and non-residential uses that has occurred in this area to date, this designation would allow such mixing to continue subject to appropriate buffering and screening standards, and limitations on non-residential intensity (via maximum floor area ratio), to protect the residential uses that remain. The alternative is to draw district boundaries that separate more residential from more nonresidential blocks and lots, and then cause certain properties to be nonconforming in each case to encourage one use type or the other to predominate. The concern is that this could discourage redevelopment interest and activity as opposed to the greater flexibility afforded by a mixed district, subject to appropriate compatibility standards.
- **Suburban Commercial** is appropriate for office, retail and services uses adjacent to and abutting residential neighborhoods and in other areas where the community’s image and aesthetic value is to be promoted, such as at “gateways” and high-profile corridor locations. Therefore, it limits the floor area ratio and requires a higher landscape surface ratio than in the Auto-Urban Commercial district. To maintain the suburban character and achieve higher quality development, design standards should also be integrated into the zoning ordinance. These can address various of the building design and site amenity features itemized elsewhere in this chapter. In locations where neighborhood compatibility is the primary objective, the building scale is usually limited by a maximum square footage (such as 15,000 square feet – the size of a typical drug store, which is more effective than itemizing a list of permitted “neighborhood commercial” uses) and possibly by a maximum total square footage per intersection (e.g., 60,000 square feet). “Residential in appearance” design standards should also be applied (i.e., roof style and material, lighting, signage, parking, landscape surface ratio, etc.) to ensure compatibility. The minimum site area requirement would increase for taller buildings.
- **Auto-Urban Commercial** is for the majority of the areas identified for commercial use, generally concentrated at intersections versus strip development along the major roads. The use of a higher landscape surface area, better landscaping along frontages and around and within parking areas, a build-to line (rather than a large front yard setback), and other signage and design standards would significantly enhance the appearance of these areas, especially as sites redevelop over time. Similar to the Suburban Commercial district, the minimum site area is commonly 10,000 square feet but may be larger for multi-tenant buildings and centers. More intensive uses will naturally require larger sites to meet other site standards such as parking and on-site circulation.
- **Urban Center** is for the immediate downtown area, providing for the most intensive site development within the community. In addition to buildings devoted entirely to office, commercial, or service uses (including commercial lodging), buildings should be allowed – and encouraged – to include a mix of ground-floor

retail or service uses with upper-floor residential use. A minimum (rather than maximum) building height would be established to maintain the urban character of the district. This also allows for higher floor area ratios to be achieved. All off-street parking requirements are also typically eliminated in favor of on-street parking and/or structured parking (public or private). Depending on market conditions, bonuses (FAR and density) can sometimes be used to encourage structured parking, which promotes the urban character. A series of form (architecture detail) and design standards could also be put in place as desired. The minimum site area typically ranges from 5,000 square feet for retail uses to 20,000 square feet for mixed use.

- **Temple Medical Education District (T-MED)**, as described elsewhere in this plan, encompasses an area intended for transformation over time. This would include more of an “urban village” feel as areas are allowed to develop or redevelop into a mixed-use setting. The major institutions in the area can continue to expand and enhance their facilities, which already exist in campus-like settings, and would benefit from nearby residential, retail and dining options, all in a more walkable environment. A blend of housing types within an urban context should be permitted and encouraged. A certain amount of first-floor retail should be permitted for live-work arrangements and convenience shopping and services. Because of the mixed-use environment, all development intensities should be controlled by a floor area ratio (FAR). Maximum height limits will need to be determined for non-institutional buildings, but the location of taller buildings should be away from the T-MED boundary with less intense districts. Design standards should also be considered that would ensure that all new development and redevelopment maintains the area’s intended character.
- **Industrial** is for all the community’s manufacturing, warehousing/distribution, and light industrial areas. In “industrial park” areas, design standards (building materials, higher landscape surface area, screening of storage and loading areas, etc.) can be applied to the “outer ring” uses that are visible from public rights-of-way and nearby character districts, with reduced standards for those within the interior. For stand-alone industrial sites, adequate screening and buffering standards must be applied – along with performance standards related to noise, vibration, odor, glare, etc. – to protect nearby uses and character areas. The minimum site area for this district is commonly one acre.
- **Business Park** is for areas already developed as, or envisioned for office, service and research and technology-related uses in a campus-like environment. To create and maintain an attractive character, a minimum open space ratio of 30 percent is typically required, which still allows for a significant building footprint since most such developments offer large sites. Such areas are almost always governed by private covenants as well. Both the public and private standards are intended to create a highly attractive business environment that will encourage investors to build quality structures, which sets the tone to attract additional businesses. The exterior of the park should be heavily landscaped along with the major streets and intersections.

- **Public / Institutional** includes the community’s major public and civic facilities, including schools, government buildings, community facilities, and cemeteries. “Semi-public” uses such as churches, clubs/lodges, and other places of assembly are typically not included as they should be situated and designed in accordance with their respective character areas. The design of public sites and buildings should also respect the character context of their locations, especially in and near residential neighborhoods as with the Suburban Commercial category.
- **Parks and Open Space** includes the local park system and other outdoor recreation areas and open spaces available for public use and enjoyment.
- Finally, existing residential neighborhoods should be zoned **Neighborhood Conservation** (NC), as indicated on the Future Land Use & Character map, with a corresponding description as to the prevailing lot size or mixture of uses in each case (resulting in a series of NC districts for particular neighborhood areas). The purpose of this district is to establish standards consistent with those at the time of development (i.e., lot size, setbacks, etc.) so as not to create nonconforming situations – and to ensure that any infill activity or redevelopment maintains the neighborhood character. In some cases the NC district delineation may include properties in nonresidential use. The associated NC description can indicate whether such uses contribute to local character and should be maintained (and possibly allowed to occur on other vacant or redeveloping properties), or whether such uses should be curtailed in the area over time.

Areas that are reflected on the Future Land Use & Character map differently than as they are now developed are expected to transition over time, which could be many years into the future. Reinvestment in these locations and neighborhoods may be initiated by individual landowners or, in some instances and under certain circumstances, may be assisted by the City or another public agency. The land use and character plan is meant to guide land use and infrastructure decisions and does not express any particular intent as to the timing of development or redevelopment nor the means by which such may occur.

Any densities, open space ratios, or other dimensional standards mentioned in this section are for illustrative and explanatory purposes only. Actual standards and other site requirements will be determined at the time the City’s development code is amended. This process will require dialogue with Temple’s stakeholders to account for local circumstances and desired development outcomes.

Transitioning to the New Land Use Map

The 2030 Future Land Use & Character Map reflects a new approach to development guidance and regulation for Temple. To implement the character-based recommendations of the Comprehensive Plan, the City intends to adopt an expanded Unified Development Code (UDC) next fiscal year.

It is understandable that there will necessarily be some lag time between plan adoption and the adoption of an expanded UDC. In the interim, the City needs to clarify how to relate the new 2030 Future Land Use & Character Map to the existing Zoning Ordinance.

It is recommended that language be added to the Zoning Ordinance to explain how each zoning district relates to the land use categories on the 2030 Future Land Use & Character Map. This can be accomplished in a number of ways, either by: amending the Land Use Table as suggested in Action Item 3.1.6; by adding a separate table; or with text.

This hybrid approach will enable the City to immediately begin implementing the Plan using our existing ordinance while the expanded UDC is completed.

Land Use Policies

This plan is intended to be used as a policy framework to guide development and redevelopment in a manner that will positively contribute to the community's character and, hence, economic development, environmental sensitivity, and livability. Well-managed growth and orderly development leads to more effective use of limited public funds in providing adequate public services and needed capital improvements. Through pro-active and effective land use planning, design, and regulation, the City may fulfill its primary responsibility to promote the public health, safety, and welfare of the community and its residents.

The following land use policy statements indicate the City's intentions for managing its future growth and development character. These policies reflect the future vision of the community and its desired land use pattern. Together with the goals and action steps outlined in this chapter, these policy statements will serve to guide decision-making by the Planning and Zoning Commission, City Council, and others as they implement this Comprehensive Plan.

1. Development should not occur within floodplains unless there is compliance with enhanced floodplain management practices to maintain adequate capacity for storage and conveyance of flood waters.
2. The City's land use pattern should focus new development and significant redevelopment where adequate public services and utility capacity are already in place or projected for improvement, including streets, water, wastewater, and drainage infrastructure.
3. Development should be focused first on vacant infill areas and/or areas contiguous to the community's existing developed area and planned to occur sequentially outward as adequate facilities are available.
4. Development patterns should provide for transitions and buffering between various land use intensities. Where land uses of incompatible intensities abut, there should be adequate bufferyards to separate them.
5. Residential areas should not be situated next to intense nonresidential uses without provisions for increased separation and bufferyards. Less intense nonresidential development may be appropriate next to residential development with performance standards to mitigate adverse impacts.
6. Neighborhoods should provide for a variety of housing types, thereby encouraging affordable living options in all areas.
7. Development form should be such that neighborhoods are highly walkable, meaning there is a mixture of uses within convenient distance to where automobiles are not essential for relatively short trips.
8. Appropriate standards should be in place to ensure the compatibility and visual cohesiveness of mixed-use development, with provisions for buffering and impact mitigation.

9. New development or redevelopment on infill parcels in developed areas should maintain compatibility with existing uses and the prevailing land use pattern in the area.
10. Areas of historic value should be maintained and enhanced in accordance with preservation guidelines and development standards.
11. Multiple-family housing should be developed at a density and scale that is compatible with the surrounding neighborhood and available utilities and roadway capacity. Larger multi-family developments should be located on sites with adequate space for off-street parking, accessory structures, and recreational activity and toward the edge of single-family residential areas where higher traffic generation and taller building heights can be better accommodated.
12. Uses that commonly have moderate- to large-scale assemblies of people such as churches, funeral homes, membership organizations, and other institutions should be appropriately located on adequate-size parcels with sufficient space to accommodate the off-street parking and accessory needs. Such uses should be located so as to minimize any adverse or undue significant burden on adjacent or adjoining land uses, as well as that portion of the street network.
13. Commercial development should be concentrated in nodes at major intersections and other appropriate locations along highway frontages and primary roadways to maintain safe and efficient traffic flow on major roads. Commercial development should also be developed in neighborhood centers which encourage more integrated and pedestrian-oriented commercial settings.
14. Smaller-scale neighborhood retail and service uses should be located at intersections of collector and arterial streets and at the edge of logical neighborhood areas – or within neighborhoods where suitable sites exist and conditions are appropriate to balance compatibility with convenience.
15. Industrial activities should be conducted within enclosed structures whenever possible, and outdoor activities and/or storage should be properly screened from public view.
16. Less intensive industrial and heavy commercial development should be encouraged in high-quality business park settings (e.g., master-planned design, enhanced building exteriors, increased landscaping and amenities, and more open space).
17. The area around the Regional Airport should be reserved for appropriate uses that are less affected by aircraft noise, including office and/or industrial development. Any development that encroaches into the defined noise area should be of limited density and meet standards of construction for noise reduction, as well as any applicable height restrictions.
18. Development near community entrances should be suburban or rural in character or enhanced via regulations and standards if of an auto-urban character. The latter objective may be handled through zoning overlay provisions.

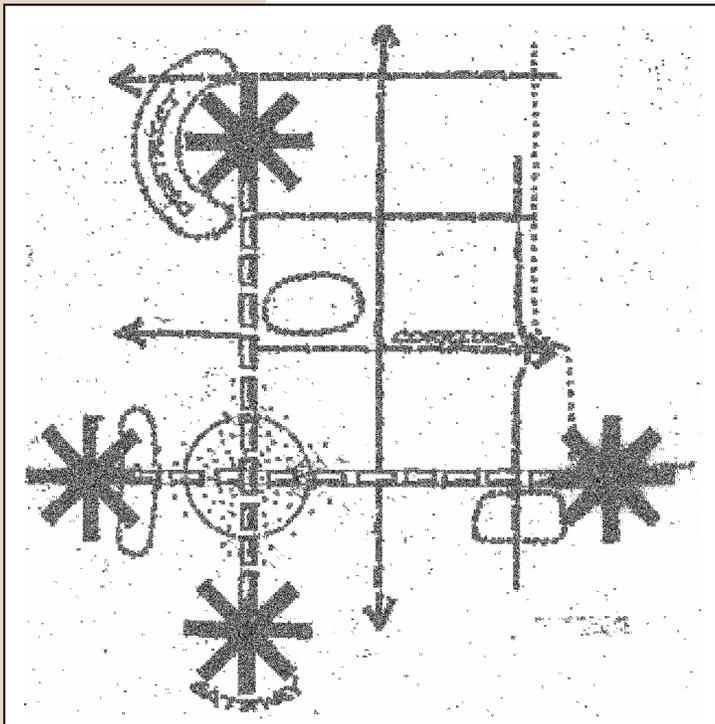
19. Development of land along area creeks and other water bodies and their riparian edges should be sensitive to these natural resources. Spring and wellhead areas, wetlands, and other environmentally sensitive or valuable areas should also be reserved as natural areas and “greenbelt” preserves for wildlife and recreation, whenever possible, and used as open space buffers between incompatible land uses, whenever appropriate.
20. Space should be maintained adjacent to each significant natural drainage course so as to facilitate future development of walkways and trails in and around the community.

Urban Design Considerations

A community’s appearance is crucial to its livability and, therefore, its physical and economic development. Simply put, beauty adds value to a community. Therefore, basic appearance and unique attributes are among a community’s most important assets. Residents and businesses want to have pride in their community, but it requires that they take pride since qualities such as charm and character do not just happen. Rather, they require concerted efforts by all to make improvements – both individually and collectively – to achieve the overall vision of a beautiful, appealing community.

Through the various outreach activities conducted for this comprehensive plan update, Temple residents and leaders highlighted community image and beautification as important priorities to them, both for the benefit of those who already live and work here and to support ongoing economic development efforts. As in most communities, Temple residents desire welcoming entryways, attractive corridors, unique and inviting districts (including Downtown), pleasant and quiet neighborhoods, beautiful parks and public open spaces, and well-kept properties – all of which reflect evident community spirit and pride.

The appearance of a community is formed by many factors. While some areas rely on the beauty of their natural environment, such as the mountains of Colorado or the Pacific coastline of California, others must focus their attention toward the design of their public spaces, municipal buildings, and infrastructure, while taking a proactive stance to ensure their land use standards deliver quality development outcomes. Without focusing attention on the quality and sustainability of physical development, character is left to chance, leaving little opportunity for the community to control its destiny in terms of design quality and community appearance.



Urban design on a city-wide scale recognizes that the physical elements of individual corridors and districts fit together to form a unified, whole community. It also highlights how the “framework” of the community ties important locations together and helps orient people as they move about, how new construction relates to the physical elements already in place, how districts and neighborhoods function and are designed, and how government processes – as well as private “peer pressure” and volunteerism – move the community toward achieving its appearance and beautification goals.

This section focuses on aspects of urban design which appear to be most essential for Temple to address given its community goals and priorities for coming years. Included in **Appendix 3A** to this chapter is a much more exhaustive list of urban design factors which was compiled for educational and discussion purposes during the Community Design Workshops held in support of this plan element.



Bentwood Professional Park in south Temple.

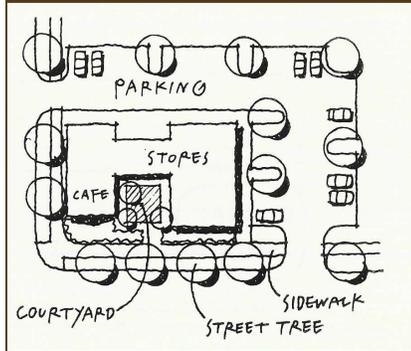
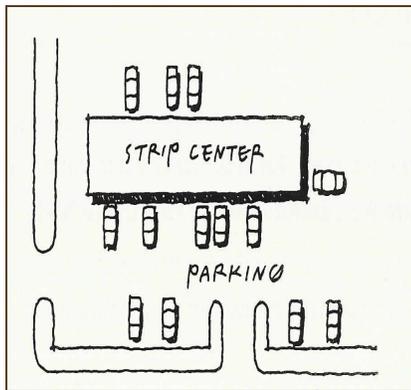


McDonald's in Sugar Land, Texas.



City of Temple Fire Station on Waters Dairy Road.

Use of a residential appearance in building design, plus more extensive open space on a site, are two techniques for **maintaining the suburban character of non-residential development**, such as offices or retail – or even a public facility – near residential uses.



The use of a "build-to" line (bottom) versus a large minimum front yard setback shifts the placement of parking, creating a very different corridor environment.



Despite the quality of building design used, the image of this recent office development on S. 31st Street is dominated by vehicle parking because the buildings were set back on the site and parking was oriented along the street frontage, without any associated screening.

Building placement and orientation relative to the street frontage is a key factor in the development character of a site and also dictates the placement of parking and where open space will be maintained.



This recent development at the southeast corner of I-35 and Loop 363 features variations in both the vertical and horizontal aspects of the front façade elevation, as well as a varying roofline, to add character to the basic building design.



CenterPointe Plaza, at 31st Street and Loop 363, exhibits various features of quality design.

Use of **building articulation** techniques, such as variation in the horizontal and vertical dimension of façade elevations, and changing or adding design features to the roofline, makes buildings more interesting and unique.



Whataburger and Chili's restaurants in Sugar Land, Texas, both feature multiple instances of building articulation and use of architectural details which ensure a consistent style while maintaining their individual corporate identities.





This Home Depot in Sugar Land, Texas, meets the City's requirements for building articulation (roofline and horizontal and vertical façade variation), as well as use of masonry construction.

Requirements for the use of particular **façade materials** (such as stone, brick, concrete masonry units, stucco, etc.) – or the prohibition of certain materials (such as metal, fiberglass panels, or plywood or other composite wood products) – can be framed in a variety of ways. This includes potentially applying the requirements only to certain sides of a building (or a certain percentage of a building, or of particular sides); only imposing the requirements within certain districts or along particular corridors; or possibly reducing the requirement if other design elements are incorporated into the development.



This recent office building on Canyon Creek Road (above and below) features the use of enhanced façade materials on all elevations – front, rear and side.



Metal buildings are a concern in most communities when they begin to appear in high-profile locations as opposed to industrial areas. Several recent examples in Temple (along Airport Road above, and along W. Adams Avenue near Downtown below) use other materials to try to “dress up” façades that are still predominately metal.

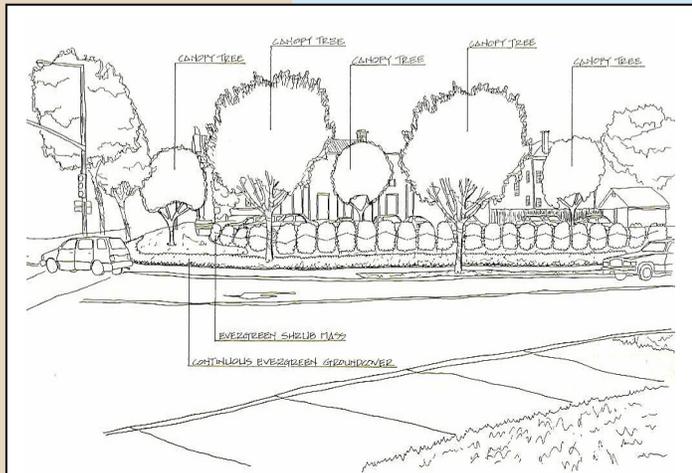


Recent buildings at Storage Solutions (above) and DuBois Furniture (below) – both along Canyon Creek Road – use front façade treatments to upgrade the appearance of their establishments.



United Rentals along I-35 (below) also enhanced its front building elevation, facing toward the interstate and many passersby traveling through Temple.





A combination of landscaping (trees, shrubs and ground plantings) on private sites and within public rights-of-way can create a much-enhanced streetscape, as in the example below from Sugar Land, Texas.



Landscaping helps to “soften” the urban environment, reduce the extent of non-permeable, impervious surfaces (like concrete, thereby reducing storm runoff and water quality impacts), and provide separation and buffering between potentially incompatible land uses.



Landscaping and other site design touches add value to both the private development site and the adjacent public realm.



Stands of mature trees and dense vegetation are still visible along some portions of the I-35 corridor through Temple, primarily in the south toward Belton. Wholesale clearing of sites for development – and the visual intrusion of large signs and other urban elements – are rarely offset by “replacement” plantings required by zoning and landscaping ordinances. The result is a visible loss of community character and reduced visual appeal for both residents and visitors.



Numerous sites within Temple exhibit nicely done and well maintained landscaping, such as the example above along I-35 near the Adams/Central interchange. However, landscaping installations are less effective amid large expanses of paved parking area.



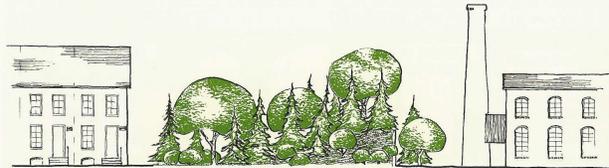


In this example from south Temple (Winchester Drive at S. 31st Street), no screening or buffering of any kind is provided between the rear of a rental storage business and an adjacent apartment development, where the playground and some residential units are only several yards away from the adjacent non-residential activity.

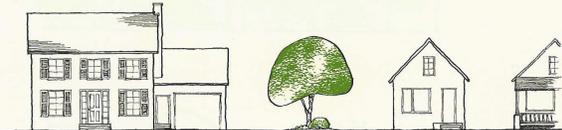
Landscaping and other **buffering and screening measures** (fences, walls, berms, etc.) provide a visual benefit. But they can also help to mitigate certain characteristics of a development type (e.g., noise, glare, substantial parking) that would otherwise make it incompatible with other land uses that might occur on adjacent sites. Application of the flexible “bufferyard” concept is a fundamental aspect of character-based zoning. Screening measures may also be required within sites to shield trash receptacles, loading and delivery areas, and ground- and roof-mounted mechanical equipment from public view.



This attractive dumpster enclosure at CenterPoint Plaza (S. 31st Street at Loop 363) provides effective screening of an on-site support activity as opposed to this clumsy fence enclosure example in the Houston area (below).



MAJOR DIFFERENCE-LARGE BUFFER



SMALL DIFFERENCE-SMALL BUFFER

Bufferyard requirements that vary according to the intensity of the adjacent use are important for infill development projects.





The I-35 corridor (above) is one of various locations in Temple where signs are a more prominent part of the landscape than they should be. The use of low-level monument signs along busy corridors contributes to a tidier appearance and a less distracting environment for drivers, as in these examples along State Highway 6 and the U.S. 59 corridor (bottom) in Sugar Land, Texas.



This pole sign is entirely out of scale with its associated site and nearly as large as the very building it is advertising. Worse, it is one of the most visible physical elements passersby see near the high-profile inter-section of I-35 and Loop 363.

Signs – in all their many forms – are a sensitive subject for regulation, but an aspect of the “built environment” where local governments can make a significant difference over time through reasonable, sensible standards. Private sites and public facilities are made even more attractive when signage placement and design is coordinated well with landscaping and lighting improvements.



Temple College and a nearby retail center at S. 31st Street and Loop 363 offer excellent examples of consolidated, highly legible, and attractive signage.



Directional, “wayfinding” signage aids both residents and visitors as they navigate area streets, especially when looking for popular destinations and associated parking. Such signage can consolidate numerous smaller signs, as has been done with wayfinding signs leading to various locations in Downtown Temple. Wayfinding signs, when done well, can also be an attractive streetscape element.



Abandoned signs and sign poles are a particular challenge for Temple, even along the I-35 corridor.





Banners and custom street signs clearly delineate a community's unique and designated districts, as with Temple's Historic District.



Significant gateway improvements serve as a formal entry and appealing welcome, and also help to establish – or solidify – a particular community image, as in this example from Lake Mary, Florida.

Gateway treatments and other elements that establish image and identity are important at community entries, key intersections, and entries to special districts.



Neighborhood identity is clearly established by prominent and well-designed entry treatments, as in the examples from Echo Village on S. 5th Street (above) and Timber Ridge on S. 31st Street (below).

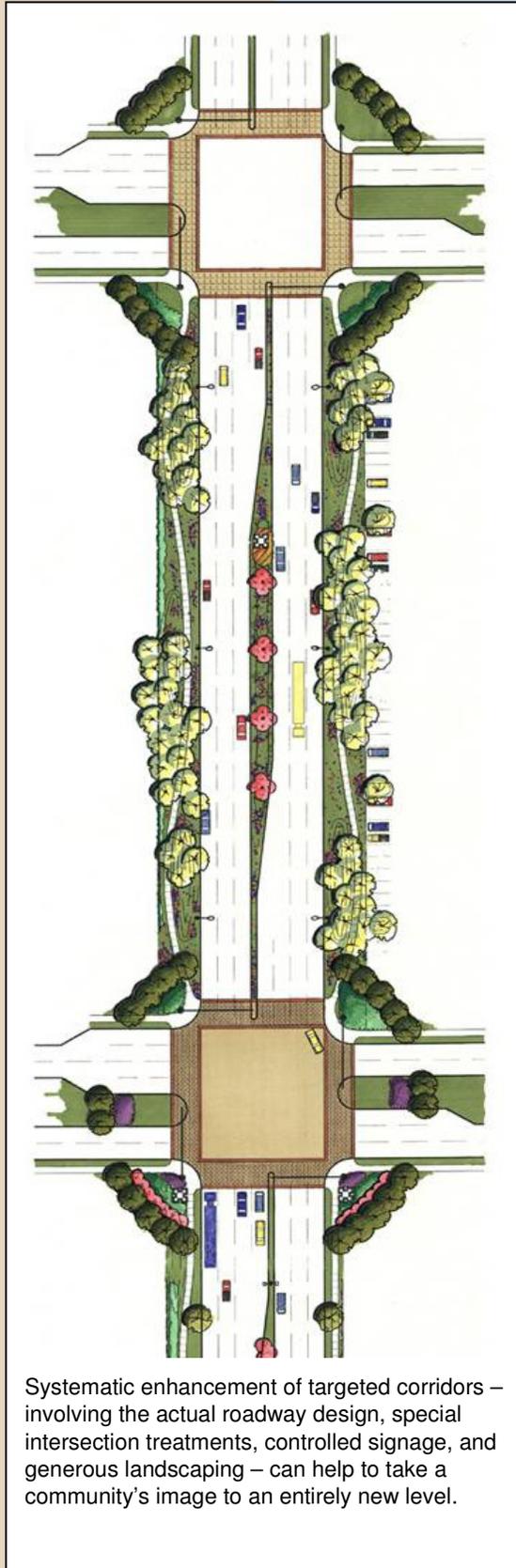


Bentwood Professional Park along S. 31st Street uses minimal signage, plus trees and other landscaping, to establish a polished, attractive image for a small office park. This larger-scale business park in Sugar Land, Texas (below), has a more significant entry treatment.



Corridor planning and enhancement requires attention to older roadways, which may take many years of effort to transition to a new image, as well as careful planning for new corridors, where character and image can be influenced from the start through coordinated design.

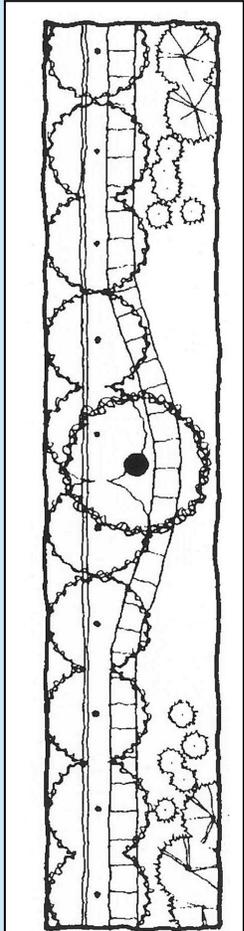
The potential TTC-35 alignment of the Trans Texas Corridor offers one such “advance” opportunity, just east of Temple, as does the Outer Loop project on the west side.



Systematic enhancement of targeted corridors – involving the actual roadway design, special intersection treatments, controlled signage, and generous landscaping – can help to take a community’s image to an entirely new level.



The I-35 interchange with Adams/Central Avenues (above) offers perhaps the best opportunity for Temple to establish its community image with the most people, partly because of the wide interstate right-of-way at this location. The same principle applies along other corridors through town, such as the landscaping and other amenities provided at the south bend in 31st Street (below).



Extra-wide rights-of-way can provide linear buffers along major corridors for pedestrian/bicycle pathways amid a lush landscaped setting.

Strategic Investment Zones / Corridors

Strategic Investment Zones

SIZs are “neighborhoods, thoroughfares/corridors, or specific properties within the City that because of their location, visibility, history or condition are likely to have a greater than normal impact on the City’s overall quality of life, vitality or well-being.”

Presentation to City Council (October 2006)

Through its Strategic Investment Zones (SIZ) initiative, begun in Fall 2006, the City of Temple has already recognized the importance of community appearance and “branding” and how this can have a direct “payoff” in terms of an enhanced investment environment and tax base, as well as the associated aesthetic benefits to the community. As in other communities, the SIZ effort was spurred by the interplay between incentives provided to economic development projects and the high-profile locations where such projects sometimes emerge (in Temple’s case, at a key “gateway” location into the Downtown area).

Through a cooperative study effort among City staff and community leaders, the SIZ concept was fleshed out and proposed to target geographical areas of the City, as would be designated by the City Council, “within which the City will: (1) employ new or existing economic development incentives, (2) develop and implement regulations and policies, or (3) provide an enhanced level of code enforcement, to achieve specific redevelopment goals and objectives.”

The City’s advisory committee recommended 10 areas as initial candidates for the SIZ designation (in no particular order):

1. I-35
2. Loop 363
3. FM 2305/Adams Avenue
4. SH 317 and the Outer Loop
5. SH 53/Airport Road
6. South 1st Street
7. North 3rd Street
8. South 31st Street
9. Avenues G and H
10. Martin Luther King, Jr. Drive
11. Historic District

The SIZ initiative is consistent with the holistic approach recommended for corridor and district revitalization and enhancement in that it recognizes – and would attempt to address – the cumulative influences of many factors which are found on both private and public properties and within public rights-of-way. Such factors discussed through the SIZ process include:

- Substandard structures (building demolitions);
- Abandoned and illegal signs (removal);
- Trash and litter (neighborhood clean-up days);



A concern expressed about Temple’s corridors (and neighborhoods) involves damage done to mature trees – and corridor aesthetics – when tree crowns and branches are trimmed drastically for the justifiable need to protect overhead utility lines from damage. The CPAC discussed several sensible steps to address this situation:

- (1) All tree planting and landscaping in public rights-of-way and easements, if authorized at all, should be coordinated with the appropriate utility provider to avoid these conflicts.
- (2) New and replacement utility lines should be “undergrounded,” where appropriate and feasible, recognizing that the significant cost involved will keep this from being a widespread practice.
- (3) Urban forestry guidelines should be followed for all tree plantings and landscaping within rights-of-way, including consideration of ultimate canopies and drip lines. In general, larger trees and shrubs should not be planted under overhead utility lines, and even smaller tree species should be regularly pruned and maintained.
- (4) If larger trees are removed to eliminate scenes such as the example above along W. Adams Avenue, then the replacement ratio for replacing canopy with understory trees should be at least 3:1.

It was also noted that this is an aesthetic issue mainly along corridors since utility lines are often buried, or placed within easements at the rear of properties, in many sewer subdivisions and developments.

- Level of landscaping along key corridors (TxDOT coordination on state highway corridors);
- Need for economic incentives (tax abatement, use of Tax Increment Financing Reinvestment Zone funds);
- Enhanced/prioritized code enforcement (new Neighborhood Code Enforcement Boards, code enforcement “blitz”);
- Reinvestment support (facilitated permitting, zoning and platting); and
- Need for public outreach (public education program).

In considering an array of potential tools for dealing with these opportunities and challenges, it was also recognized that some SIZs will need a tailored strategy while other SIZs – and perhaps even the entire city – would benefit from most all the tools under consideration. As with any potential new regulatory approach, certain tools that were identified were to undergo further study to consider specific ordinance provisions that would be necessary, their potential effectiveness, and the possible public and private costs of implementing them.

Potential tools deferred for further study include:

- Façade replacement/removal grants;
- Asbestos survey and abatement grants;
- Building articulation standards;
- Mandatory homeowners associations (HOAs);
- “Tree City USA” initiative (Temple has since received this recognition);
- Design assistance program (using volunteers and retirees); and
- Sidewalk replacement/installation grants

Other possible tools would require City policy decisions, including whether to:

- Strengthen the City’s landscaping standards;
- Expand the City’s beautification cost-sharing program (currently residential only);
- Strengthen the City’s sign ordinance;
- Install public lighting improvements;
- Strengthen the City’s building standards (e.g., potential limits on metal buildings); and
- Adopt zoning overlay districts for particular areas (the SIZ advisory committee thought this could be an effective tool in Temple, as elsewhere, since it allows for customization of zoning standards such as permitted uses, setback requirements, landscaping and screening provisions, etc.).

It was also suggested that the City consider allocating the necessary budget support to establish an SIZ Administrator position so one individual would have the daily and ongoing responsibility to coordinate with other City staff and partners, keep a “critical eye” on the SIZs, get to know property owners (assist, educate, listen), and facilitate requests for rezoning, platting and building permits.

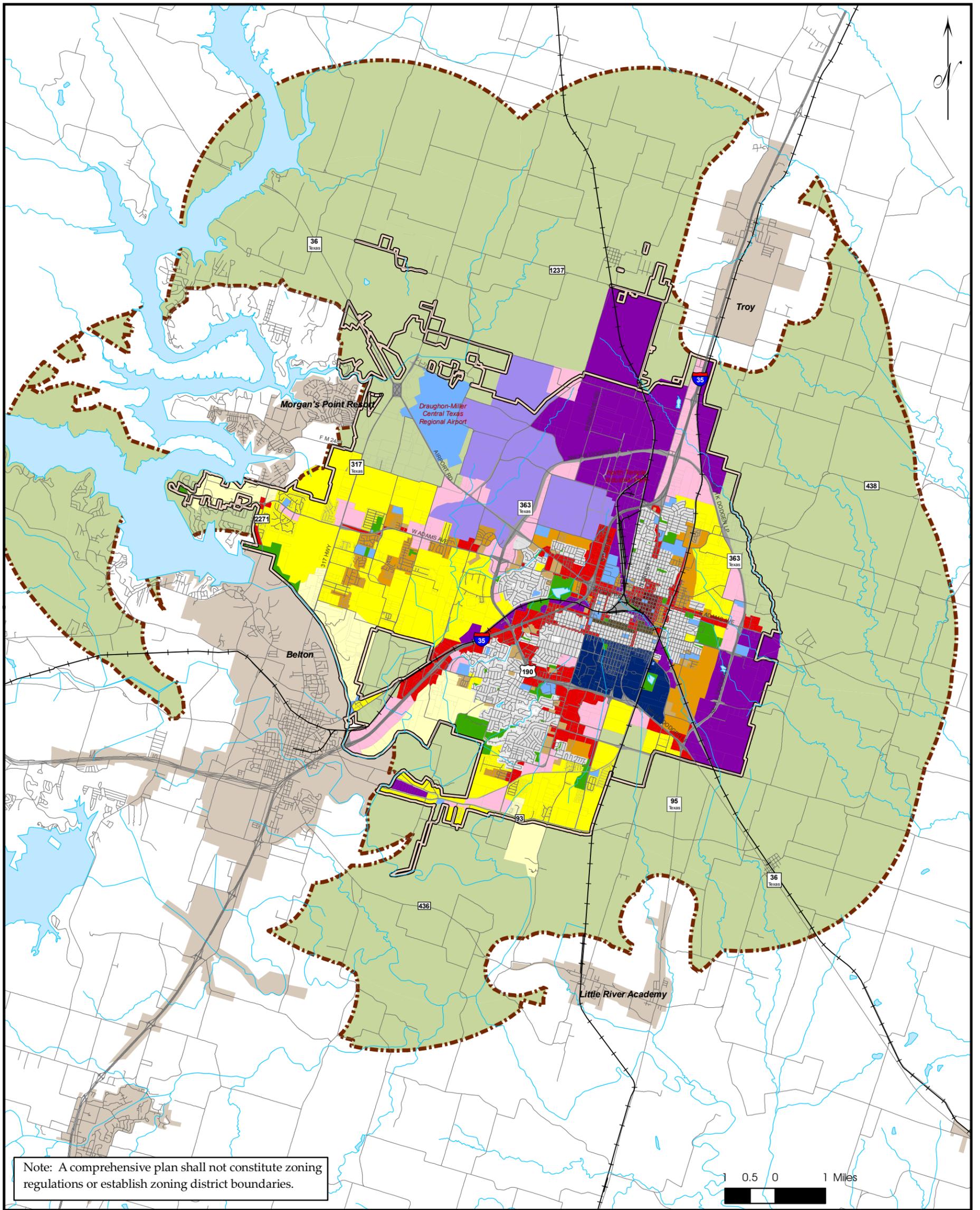
Effective Plan Implementation and Use of Development Regulations

Communities that are successful in achieving their aspirations are those that have established a collective vision, formed consensus, and are committed to action. Without this resolve, plans are largely ineffective and lack the support necessary to realize the community's stated goals and objectives. Therefore, in order to achieve desirable development outcomes, the Temple community must make a firm commitment to abide by the policies and recommendations of this plan.

The goals, policies, and recommended actions are intended to provide the guidance necessary for Temple to achieve the preferred type, pattern, and density of future development, as well as the envisioned character of the community. As conditions change over time, the plan will require periodic review and amendment to continue to reflect the City's economic development objectives, growth policies and regulations, and other long-range planning considerations.

Directly associated with the implementation of this plan is the enactment of appropriate incentives, standards, and regulations to ensure compliance with the City's policies and progress toward Temple's overall community vision. While regulations impose certain restrictions on the use of land, in the interest of all persons and the community as a whole, they are an essential component for realizing many of the values and priorities expressed by individuals and groups during this planning process. Regulations that are enacted must be reasonable, fair, and equally applied – and effective in achieving a specific public purpose. There must also be diligence in their enforcement so as to “maintain a level playing field” and protect the interests of all persons and not just those who are nearby or adjacent to the use.

Temple has a variety of methods available for enacting minimum standards and controls and, thus, managing development in a responsible manner. The approach taken is fully in the hands of the community and its leadership. While there are traditional means that are common among other communities, there are also creative variations which Temple can customize to address specific local issues and desired outcomes. The content of this chapter establishes a firm foundation and policy framework to support whichever implementation strategy Temple chooses to pursue.



2030 Future Land Use & Character

- | | | |
|---------------------------|---|-------------------------------------|
| Neighborhood Conservation | Urban Center | Water |
| Estate Residential | Temple Medical Education District (T-MED) | Railroad |
| Suburban Residential | Industrial | City Limits |
| Auto-Urban Residential | Business Park | Extraterritorial Jurisdiction (ETJ) |
| Auto-Urban Multi-Family | Public/Institutional | |
| Auto-Urban Mixed Use | Parks and Open Space | |
| Auto-Urban Commercial | Agricultural/Rural | |
| Suburban Commercial | Right-of-Way | |

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FIGURE

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Choices

Appendix 3A: CHARACTER & DESIGN

Community Character – More Than Just Land Use

Community character is a system for evaluating those features of individual sites and developments that collectively contribute to the “look and feel” of neighborhoods, districts, and the entire community. The components that determine the real compatibility and quality of development include factors other than land use, such as the amount of preserved open space and vegetation, the extent of imperviousness (structures and paved or “hard” surfaces), the orientation of buildings and parking areas, and the relationship of buildings (scale and bulk) to the site. Aesthetic enhancements such as the design of buildings, landscaping and screening, sign control, and site amenities also contribute to enhanced community character. This approach allows the formulation of standards to achieve the desired character in newly-developing areas, redevelopment and infill areas, and areas where a more rural atmosphere is desired for the long term.

The community character approach can be applied to the typical range of land use types. Examples include:

- a single-family home situated on a relatively large lot, with many mature trees and substantial separation from neighboring homes, versus a single-family bungalow on a small, narrow lot with rear-alley access and minimal yard space or vegetation;
- a master-planned business park in a campus-like setting versus an office building on a site dominated by surface parking;
- “storefront” shops and small cafes in a walkable, “neighborhood commercial” setting versus “big box” stores and associated pad-site restaurants and retailers in a large-scale shopping center dominated by surface parking, with minimal landscaping;
- an urban pocket park in a Central Business District versus a natural preserve on the outskirts of the city;
- a manufacturing facility that is on a large site accented by mature trees and extensive landscaping versus an intensive industrial operation, with extensive outdoor activity and unscreened equipment and storage; or
- a public library or community center that is designed to be compatible with the surrounding residential neighborhood versus a municipal public works

maintenance and storage site that is as intensive as most private industrial sites in the community.

The pattern and nature of existing land use and development in Temple was explored using the community character approach. The following section describes the range of community character types and their functions.

Urban Character

Urban areas are historically the center of commerce, government, culture and entertainment in a community. The features that contribute to an urban character similar to that found in Downtown Temple are the proximity of uses to the public ways, with little or



Urban Character

no building setbacks, and a strong pedestrian orientation at the sidewalk level. An urban center is designed with an intensity of use to draw people into close contact, where congestion and personal encounters are both expected and essential for a vibrant community center.

Urban spaces are “architectural,” meaning that they are enclosed by buildings. The width of a downtown street in relation to the height of abutting structures is essential for creating an “urban” environment. This environment is formed in sections of Downtown where a two-story building face abuts a moderately wide pedestrian

pathway (sidewalk) and a roadway narrowed by on street parking. An example in Temple includes Main Street between Avenue A and Calhoun Street.

Auto-Urban Character

In many communities that were shaped by the automobile era over the last century, this character type can account for nearly all existing commercial and industrial areas. It is most commonly associated with automobile-oriented retail “strip” centers and smaller commercial sites strung along major roadways. Fast food restaurants, gas stations, shopping centers of varying sizes, and “big box” retailers are the dominant commercial images of an auto-urban character. Higher-density residential uses such as attached and multiple-family housing, manufactured home communities, recreational vehicle “parks,” and site-built homes on small lots also have this character due to their density, limited open space, relative amount of impervious surface devoted to buildings and parking lots, and increased building enclosure.

The primary difference in urban and auto-urban characters is the role of the automobile in its site design. Rather than buildings oriented to the street, as in an urban setting like that found in Downtown Temple, auto-urban environments are characterized by buildings surrounded by parking lots with limited allowance for landscape surfaces.

Although the development intensity of auto-urban areas is usually less than that found within an urban setting, this is commonly due to parcel size, lower land values and design preference as opposed to development regulations. Auto-urban uses require a significant amount of space for high levels of automobile-related activity, particularly large surface parking lots and service and loading areas, with multiple points of site ingress/egress. As a result, buildings are constructed at the back of the site nearest neighboring uses and away from their roadway frontage. This outcome is even more predictable in communities with typical commercial zoning in which a minimum versus maximum front yard setback is established. Auto-urban uses also have a greater reliance on site access, thereby adding to the number of driveways along the public street. The result is expansive parking areas that dominate the front setback and, thus, the character of the development and the overall visual scene.

The primary focus on accommodating the automobile, as is typical of much contemporary development, is a primary determinant in the character of an auto-urban environment. Auto-urban uses, with very few exceptions, consume more land for on-site circulation, parking and other vehicular use areas than is covered by buildings, which commonly exceeds a two-to-one ratio. This type of development design demands large sites and proximity to a high-volume arterial roadway, which diminishes the importance of architecture and results in reduced open space and very often the elimination of natural site features.

Auto-Urban Commercial

Auto-urban development is the dominant character pattern in Temple. Examples of auto-urban commercial can be found along I-35, H.K. Dodgen Loop, 31st Street, and along Adams and Central avenues.



Auto-Urban Residential – Multi-Family

Examples of auto-urban residential, multi-family, include the apartment complexes located along Chadel Street and Village Way.

Auto-Urban – Single-Family

Auto-urban residential, single-family, can be found throughout the city and is the dominant residential development pattern of many of the older established neighborhoods as well as newer ones. A local example is the Western Hills neighborhood.

Suburban Character

This community character type is very different from the urban and auto-urban types. The distinguishing factors of a suburban character are increased open space – both on individual sites and cumulatively throughout a residential subdivision or other developed areas – and the preservation or installation of vegetation within and between developments, which helps to create a more even balance between building mass and “green mass.” Rather than creating a sense of enclosure by buildings, as in an urban environment, trees and vegetation form a very different sense of enclosure. Therefore, open space and vegetative cover are essential elements in creating a suburban environment.

The physical distinction between a suburban and urban (or auto-urban) character is the level of use intensiveness or magnitude of activity affecting adjacent uses. Suburban environments are sought as relief from more intensive urban settings, thereby leading to the popularity of contemporary neighborhoods characterized by larger lots, privacy fences, and open areas.



Suburban areas are normally quite different from traditional neighborhoods due to their curvilinear and less interconnected street patterns; contemporary “box-like” housing styles that result from volume building; an identical building envelope on each lot formed by consistent front, side and rear yard setbacks; and a relative lack of vegetation depending on the original site conditions and degree of preservation effort during development. Enhancing the suburban character of such areas may require varying lot sizes, housing styles and setbacks within

each neighborhood; integrating more open space throughout the development; and requiring the use of native vegetation along streets and on each lot to increase the vegetative cover.

All too often, the open space that contributes to the suburban character of a neighborhood is on abutting land that is not yet developed, as are the open vistas that are still intact. The natural open space and views of the landscape are “borrowed” from the adjoining land. Consequently, as additional development eventually occurs adjacent to these existing neighborhoods, the character will also change, leading to disappointed and dissatisfied homeowners who feel they have lost some value and enjoyment in their own property.

When there are no or minimal land development regulations to ensure compatible adjacent uses, the magnitude of character change may vary greatly depending upon the use type developed next door.

This is an important consideration in the design of new subdivisions – and for the protection and sustainability of neighborhoods and residential property values – in terms of whether such developments rely on adjacent land or incorporate permanent open space to sustain their original character. One means of achieving this character so desired by suburban and rural residents is clustered development, which maintains an equal or higher overall development density while preserving permanent open space.

Suburban Single-Family

There are several suburban residential developments in Temple including some of the neighborhoods around Lake Belton and the subdivision surrounding the Wildflower Golf Course. Although lots sizes are smaller around the golf course than you would typically see in a suburban development, the presence of a significant amount of common open space and resulting character gives it a suburban feel.

Suburban Commercial

Examples of suburban commercial development in Temple include the southwest corner of Industrial Boulevard and the Loop and the Biosciences facility. Suburban commercial development can be characterized by extensive landscaping and/or open space. The architectural style of buildings, building materials, roof, signage and lighting also all contribute to a suburban character.

Estate Character

An estate character requires low-density development on larger properties (typically one acre or larger), thereby producing a visual openness. Through these larger lot sizes, open space and vegetation are intended to be the more dominate views, while the buildings are to be apparent, yet secondary to the landscape. Depending upon the size of the home and its percent of coverage and location on the lot, the estate character may resemble a larger version of the typical suburban character. To achieve an estate character, the design of such subdivisions must intentionally seek to imitate more rural areas through the use of rural street sections without sidewalks, vast open space throughout the development, the use of rural



Estate Character

fence types and/or hedgerows to divide properties, the preservation or planting of native vegetation along property boundaries, and generous building setbacks on all sides.

In Temple there are only two subdivisions characterized as Estate. Both are located in south Temple and have lot sizes greater than one acre. One example is Springwood Creek Estates, located along FM 93 in south Temple.

Rural Character

This character class includes three types: countryside, agricultural and natural. Much of the area surrounding Temple is typical of a rural character given the prevailing agricultural landscape, with scattered homesteads and other development. Similar to the transition

from urban to suburban character, the visible distinction of rural character is the importance of the natural landscape, rather than buildings, as the dominant visual feature. Agricultural activities and undisturbed natural areas are the dominant land use rather than conventional suburban and estate residential developments.



Rural Character

Countryside

This type of rural character includes sparse residential acreages, which are often in ex-urban areas beyond the city limits where the first signs of suburbanization are present. Examples of a countryside character may be seen in some outlying areas around Temple, where dwellings are on larger acreages. The common fate of such areas is eventual conversion to a suburban estate (more dense) character as additional acreages are developed in near proximity. Very low intensities (minimum five-acre lot size) are needed to preserve a countryside character, which can be achieved by vegetative screening and locating homes where they are less visible. This character type may be sustained through stringent limits on minimum lot sizes or permanent protection of prime agricultural land and open space. Examples in Temple include scattered residential development off of Hillard Road and off of Forrester and Boutwell roads.

Agricultural

The character of this rural area type is defined by agricultural use, where homes are clearly accessory and secondary. Agriculture may also be a dominant land use in countryside areas, which accommodates a rural residential lifestyle while allowing agricultural use to continue. But in the more rural areas agricultural operations are intended as nearly the sole use. The landscape is accented by farmsteads, barns, fences lining farm fields and livestock areas, and a virtually unbroken horizon, all of which contribute to its rural character.

Natural

Natural areas are constrained for development due to features such as streams and floodplains, high water table, depth of bedrock, severe slopes, and densely vegetated areas. Examples of natural character in Temple include the Leon River, the fault line near Midway and Battle, and the green space in the Canyon Creek area.



Natural Character

Other Land Use Types

Four other land use types are common in most every community, including Temple. Three of these – Public / Institutional, Parks and Recreation, and Vacant – can potentially occur in any character category. The fourth type, Industrial, can be found in urban, auto-urban, and suburban settings, depending on the community. This is why, when examining existing development patterns, these four are treated more like traditional land use types than as distinctive character types of their own.

Industrial

Industrial activity includes both light and heavy uses with outdoor storage, display and work activities including office/warehouse, wholesale, product assembly and light and heavy manufacturing. Examples of industrial activity in Temple include the Wal-Mart distribution center located in the North Temple Industrial Park.

Public / Institutional

This category is comprised of public uses including schools, government buildings and semi-public uses such as churches, hospitals, cemeteries, community facilities, clubs/lodges and other places of assembly. Examples in Temple include the Scott & White Hospital and Temple College.

Parks and Recreation

Parks and Recreation includes public parks, outdoor recreation areas, and open spaces that are committed to public or private enjoyment. Examples in Temple include Lions Park and South Temple Community Park.

Vacant

The Vacant category is comprised of vacant and undeveloped land that is generally located within an urbanized area.

Urban Design Checklist

The following list of urban design factors was compiled for educational and discussion purposes during the Community Design Workshops held in support of this plan element. The wide-ranging nature of this list was intended to illustrate the many and varied features and elements that can influence a community's image and design quality. Therefore, it also suggested the need for Temple to set priorities as to where it should focus its efforts and resources in working to beautify the community.

Overall

- Special places
- Community landmarks
- "Edges"
 - Abutting cities
- "Nodes"
- Natural corridors (rivers, creeks, linear greenways)
- Vistas
- Image
 - First and lasting impressions ("front door")

Corridors

- Land use
 - Compatibility (residential and/or schools along arterials)
 - Character and performance standards
 - Outdoor storage, merchandise display/sales
 - Minimum commercial standards (paved parking area, permanent building)
- Site development
 - Setbacks
 - Building orientation
 - Parking location, setback (and encroachments into public rights-of-way)
 - Open space
 - Fences
 - Lighting
 - Amenities (e.g., outdoor seating, pedestrian pathways)
- Landscaping (private sites, public spaces)
 - Location and extent on private sites (frontage and entry drives, parking lots, building base)
 - Screening and buffering
 - Tree preservation
 - Maintenance
- Signs (on-site, off-site)
 - Size and height
 - Location/setback
 - Number
 - Lighting and effects
 - Temporary
 - Maintenance
 - Abandoned

- Lighting (private sites, public spaces)
 - Directional to avoid glare toward roadways, adjacent properties
 - Lighting design (hardware, lighting type)
 - Accent lighting (entrance focus, pedestrian focus, landscape and/or tree canopy lighting)
 - “Night sky” protection
- Roadway design
 - Cross section (width, sidewalks/trails, bike lanes, green space)
 - Surface (and maintenance)
 - Bridge design
 - Drainage infrastructure
 - Bike/pedestrian accommodation and safety
 - Transit stop location, design (pull-outs, shelter, seating), signage
- Access management
 - Number of driveways
 - Driveway design
 - Acceleration/deceleration lanes
 - Cross access
 - Median (control of turning movements)
- Streetscape (public space)
 - Roadway design (median)
 - Landscaping
 - Use of pavers or other surface variation (intersections, sidewalks, crosswalks, etc.)
 - Lighting
 - Traffic signal design
 - Signage design (traffic control signs, street signs)
 - Overhead utilities
 - Street furniture (benches, trash receptacles, newspaper vending machines)
 - Banners
 - Amenities (fountains, public art)
- Wayfinding
 - Location
 - Design, visibility

High-Profile Locations

- “Gateways” (community entries)
 - At/beyond city limits
 - Internal
- Key intersections

Neighborhoods and Districts

- Identity/entries
- Edges
 - Protection (land use and character compatibility, screening/buffering)
 - Fencing
 - Perimeter image

- Street design
 - Cross section
 - Surface (and maintenance)
 - Parking (on-street, off-street, alleys)
 - Traffic calming features
 - Block size/length
- Non-auto circulation
 - Sidewalks
 - Bike lanes
 - Off-street trails
- Land use
 - Mixed use (only via Planned Development?)
 - Coordinated school/parking siting
 - Master-planned development (incorporation of mixed housing types, school site, commercial reserve, public open space)
 - Institutional sites/campuses
- Lot size
 - On-site well and/or septic vs. centralized water/sewer
 - Character implications (urban, suburban, estate, rural)
 - Sprawl and growth management implications
 - Cluster development, conservation design
- Amenities
 - Public open space
 - Tree preservation
 - Creek corridors, other water features
- Connectivity
 - Adjacent neighborhoods, retail/office
 - Schools, parks
- Design features
 - Alleys
 - Overhead utilities
 - Drainage infrastructure (amenity design of on-site detention)
 - Building height/mass, setbacks
 - Residential garage location
 - “Anti-monotony” provisions (required variation in house styles/design)
 - “Canyon effect” along streets framed by perimeter fencing
- Redevelopment considerations
 - Compatible infill
 - Historic integrity
 - “Teardowns” (“McMansion” phenomenon)
 - Blight clearance, vacant properties/blocks

Building Design

- Façade materials
 - Permitted
 - Multiple materials
 - Front only, side and/or rear treatment
- Variation in building elevations (horizontal, vertical)
- Enhanced building entrances

- Architectural detail
 - Use of color, texture or minor projections/recesses to vary façade
 - Canopies/awnings over windows
 - Covered walkways, arcades
 - Variation in roof line elevation
- Government sites, buildings, facilities



Choices

G R O W T H P L A N



CHAPTER

Over the course of the last 60 years, Temple has experienced a stable rate of growth, averaging nearly 25 percent per decade. From an economic perspective, the increase in population and corresponding employment growth is a positive indicator of the community's competitiveness and stability. Continuing economic growth is a primary goal. A question confronting Temple is how to maximize the fiscal benefits of this growth?

The pattern of growth and efficiency of service provision are contributing factors to a community's fiscal well-being. Since 1985, the overall form of development has become increasingly scattered around the periphery of Temple and throughout the City's extraterritorial jurisdiction (ETJ). A scattered growth pattern strains local government resources – and can also undermine community character and individual quality of life as traffic congestion appears in more locations, provision of parks and other public facilities lags behind new growth, and older neighborhoods and retail areas lose their vitality. At this critical stage in its 130-year history, **Temple must consider mechanisms to coordinate the *pattern and timing* of development and to ensure cost efficiency in providing public facilities and services.** This means that Temple must get ahead of the “growth curve” and, to the extent possible, minimize the times when it is reacting to both the negative *and* positive impacts of growth.

Purpose

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

In addition to incorporating planning considerations and guidance related to the City's basic infrastructure and public service responsibilities, this chapter also establishes an overall framework for growth management, with strategic directions as to the changes in policies and practices that should be considered to better manage future growth and development. The emphasis is on viable and practical solutions the City can pursue to preserve its community character even as growth occurs, ensure efficient provision of adequate public infrastructure and services, protect its strategic community assets, and secure Temple's long-term fiscal health.

Growth Context

Reasons for Temple's Recent Growth Pattern

There are several reasons why the recent pattern of growth has occurred in and around Temple, including, but not limited to, the following:

- There is a lure to “green field” development due to the ease of development approval, particularly since the City has no authority within its ETJ to regulate:
 - The use of any building or property for business, industrial, residential, or other purposes;
 - The bulk, height, or number of buildings constructed on a particular tract;
 - The size of a building that can be constructed on a particular tract of land, including, without limitation, any restriction on the ratio of building floor space to the land square footage (floor area ratio);
 - The number of residential units that can be built per acre of land; or
 - The size, type, or method of construction of a water or wastewater facility that can be constructed to serve a developed tract of land, subject to specified criteria.
- The City's cost-sharing ordinance for utility extensions (originally adopted in the early 1990s and amended in January 2004) commits the City to pay 100 percent of the cost for the first 2,500 feet of line extension and 50 percent for the next 2,500 feet. The ordinance included stated exceptions regarding cost effectiveness; the condition of the Water and Wastewater Fund; conformance with the Water and Wastewater Master Plan, the Comprehensive Master Plan (zoning), or other development policies; and the financial resources of the developer. However, the Comprehensive Plan at the time did not define a designated growth area, nor was it directly coordinated with the Water and Wastewater Master Plan. Therefore, there was no mechanism to coordinate the pattern and timing of development and ensure cost efficiency in the provision of adequate public facilities and services.
- There are both allowances and limitations within the zoning ordinance, including:
 - The minimum lot size within the Agricultural “A” district is only one acre, meaning that estate development is allowed.
 - The pyramidal structure of the zoning ordinance, which permits the preceding uses within each subsequent district, allows incompatibility among uses within the same district. Without the protection of sound zoning within the city limits, there is little lost by developing in the ETJ. The zoning ordinance should provide adequate protection among developments by way of restructured

districts and bufferyard standards to create an advantage to living within the city limits.

- There are no incentives, such as density bonuses, integrated into the ordinance to encourage certain development types. An increased density in exchange for development clustering and increased open space could allow a rural development environment within the city limits rather than necessitating development in the ETJ to achieve this character. The infrastructure necessary to support this development type is more efficiently provided and the environmental impacts (e.g., storm water runoff) are greatly reduced.
- The current requirements for use transitions and buffering are generally ineffective, providing reason to develop in the open countryside to gain relief from the impacts of urban/suburban development.
- There are several rural water providers around the periphery of the City, meaning that development may gain access to a public water system that meets the standards of the Texas Commission on Environmental Quality (TCEQ) without requiring connection to the City’s water system.
- The Bell County Health Department’s requirements for permitting septic systems is a minimum of a one-half acre lot where there is public water available and one acre when there is a private well. These requirements allow rural development within the ETJ due to the ready availability of water and sewer.
- Platting requirements under the Texas Local Government Code include an exemption when the divided lots will be larger than five acres, which allows rural development to occur without platting and, thus, without any provision for right-of-way dedication, delineation of easements, or other typical – and warranted – pre-development requirements.
- The City’s parkland dedication requirements apply equally within the City and ETJ. Since land costs are generally lower in the ETJ, this effectively lowers the value of land dedication outside the city limits. Also, the scale of development in the ETJ is usually less than 399 units, which is the threshold beyond which a park fee must be paid in lieu of land dedication.
- Development outside the city limits does not pay City taxes. Therefore, residents and businesses outside the city limits benefit from access to municipal facilities and services, such as roads, parks, trails, libraries, and other community facilities, but they do not share the tax burden associated with constructing and maintaining those facilities and services. Over time, this increases the tax burden on in-City residents.
- Land is generally less expensive outside the city limits due, in part, to the absence of public infrastructure and improvements, which equates to cheaper development and hence, lower home and building costs.
- The natural amenities offered by the gently rolling terrain, mature vegetation, and lake are highly desirable as a living environment. There is an attraction to this open, rural landscape, which will slowly disappear with increasing development over time and a lack of land use controls to protect the desirable character.
- There are multiple school districts, which influences the choice of residential location as individuals assess perceived differences in program quality, special offerings, facilities, etc.

Consequences of Sprawl

While Temple's recent growth has brought great opportunity, without adequate foresight and preparedness it may involve long-term consequences, including:

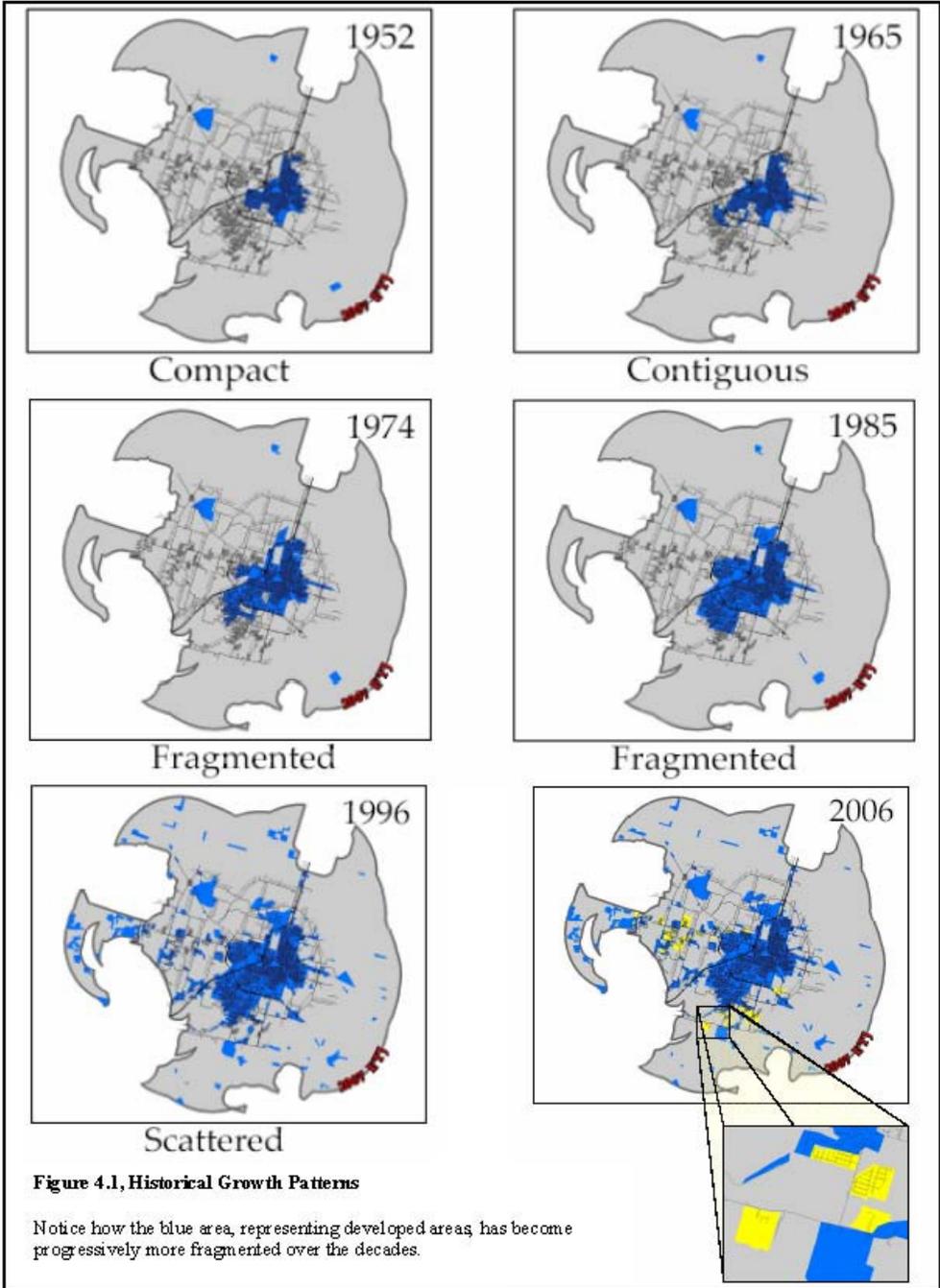
- Erosion of a defined community edge, thereby blurring its boundaries and contributing to a loss of community identity.
- Degradation of environmental resources such as floodplains, wetlands, habitat, vegetated areas, etc.
- Overwhelmed public infrastructure (e.g., roads, water and wastewater systems) and services (e.g., police and fire protection, parks, libraries, and schools), in some cases, creating unsafe conditions.
- A lack of coordinated planning between individual developments, leading to, among other things, a discontinuous and disjointed street system and inability to achieve linear linkages and greenways.
- Premature and unexpected shifts in traffic patterns, causing congestion and environmental impacts as development occurs in an uncoordinated fashion before adequate road infrastructure is in place.
- The private provision of streets and infrastructure systems, such as package treatment plants, in some locations, for which the burden may shift to the City in future years without the requisite funding to pay for it.
- Cumulative impacts on the natural environment due to urban stormwater runoff (increased drainage volumes and velocities) and non-point source pollution of Belton Lake and area streams and watercourses from contaminants and sediments carried by overland drainage.
- Inefficient provision of services, meaning a larger investment in infrastructure systems with fewer than the optimal number of connections/users to pay for them.
- Increased traffic as residents have to traverse relatively longer distances to reach places of work, shopping, services, education, recreation, and entertainment. This means that more public dollars must be expended on road building, expansion, maintenance, street lighting, and traffic enforcement (plus the associated drainage and environmental impacts of more widespread road surfaces).
- Declining rural character and agricultural operations as formerly large, contiguous farm and ranch properties are broken up by scattered development and the proliferation of "exurban", 5-plus acre lots. The agricultural industry is a significant sector of the regional economy, and the presence of local agricultural products is good for local consumers. Moreover, farming is an important part of the region's heritage that continues to contribute to the quality of life and identity of the community.
- Disinvestment in the original town area as new development continues to occur on the periphery.

Issues and Opportunities

Through the long-range planning process a number of issues and concerns were expressed related to management of growth in and around the community. These discussions formed the basis of the following issue statements, along with analysis of existing conditions, review of current plans and policies that factor into growth management, consideration of the City’s public infrastructure and service capacities – at present and in the years ahead, and examination of expected future growth trends. These statements bring focus to this plan regarding the community’s values, expectations and priorities for addressing Temple’s growth management needs. Following the identification of the key issues is a set of community goals and objectives along with discussion of necessary implementation steps.

Exploring Growth Management Mechanisms

As displayed in **Figure 4.1, Historical Growth Patterns**, since 1985 Temple’s overall form of development has become increasingly scattered. Dating to the early 1950s through the mid 1980s, the pattern of development occurred generally in a contiguous manner. Since 1986, however, development has become fragmented and scattered around the periphery of the City and throughout the extraterritorial jurisdiction (ETJ). Several factors have contributed to this post-1985 development pattern including annexation and utility (water and sewer) extension policies. Continuing this growth pattern will become increasingly problematic, resulting in service inefficiency, which strains the fiscal resources of the community. In fact, this strain is already apparent as seen by the proportion of



Home Rule City

In many cases, the availability of a particular growth management technique depends upon the type of municipality (e.g., general law or home rule), the population of the county, and the population and geography of the city. Temple is a home rule municipality with a land area of about 70 square miles. Its extraterritorial jurisdiction (ETJ) extends up to 3½ miles from its city limits, in accordance with Texas Local Government Section 42.021, Extent of Extraterritorial Jurisdiction (which also provides for a five-mile ETJ once a city's population exceeds 100,000 persons). Nearby municipalities and their ETJs prevent the full extension of Temple's ETJ to the south, west, and northeast.

required investment and priority need to rehabilitate and replace Temple's existing, aging utility infrastructure. Thus, the viability of expanding the system extensively in the near term to serve outlying development is questionable from a growth management – versus economic development and/or strategic interest – perspective.

There are an array of strategies for managing the pattern and timing of development, ranging from simply minimizing the impacts of growth without affecting the pattern to strictly controlling growth. Given the limitations of Texas law there are few, if any, mechanisms currently available to entirely prevent sprawl. Therefore, it is wise for Temple to consider the ways in which it can exert more influence over the direction and timing of development that it ultimately must serve.

Key planning considerations for managing Temple's growth more effectively, as addressed by Goal 4.1, include:

1. Maintaining a commitment to continuous long-range and strategic planning to ensure a sound policy basis for the institution and administration of growth management measures. Further, the policies and objectives of the Comprehensive Plan must carry through to the City's master plans for the provision of street and utility infrastructure, public safety services, and other municipal activities.
2. Evaluating available regulatory mechanisms, most notably through local zoning and subdivision provisions, which to varying degrees can directly impact the character, form, location, and quality of development.
3. Pursuing annexation and expansion of the City's geographic jurisdiction in a strategic fashion, particularly since, under the Texas statutory framework, the City must have areas already within its corporate limits to implement a full range of regulatory and fiscal approaches to growth management.
4. Negotiating development and/or participation agreements, which provide for infrastructure funding (and may, in some instances, include land use controls).
5. Exploring the creation of additional improvement districts in the Temple area, as well as other types of political subdivisions authorized by state statute, which are independent entities that provide for infrastructure funding and operation.
6. Entering into interlocal cooperation contracts, as appropriate and where mutually beneficial, as they provide a means for local governments to agree with other units of government for the provision of infrastructure and public services, as well as administrative functions.
7. Planning effectively for the extension of publicly-owned utilities through ongoing capital improvement programming.

Maintaining Basic Water and Wastewater Infrastructure

The current updates to the City's Water and Wastewater Master Plans, which were previously updated in 2000, were prompted by the significant residential growth on the west and south sides of Temple in recent years, plus ongoing expansion of the industrial park area. A fresh look was also needed to assess future service demands. The master plans are intended to provide guidance in the development of water and wastewater infrastructure improvements so that the service area population and other wholesale customers will be adequately served in coming years – with a long-range planning outlook extending to 2060. Recommended improvements are shown in phases to serve expected

development, and the order of improvements presented in the plan is significant since many of the additions and upgrades to various system components are interrelated.

Key planning considerations for ensuring that Temple stays on top of its fundamental water and sewer infrastructure needs, as addressed by Goal 4.2, include:

1. Addressing pressing rehabilitation needs within the existing systems in the near term through targeted capital investments (e.g., to address deteriorated older pipes, provide additional water storage, and expand water line redundancy).
2. Preparing for the significant capital investment that will be required for the eventual design and construction of a third wastewater treatment facility to serve projected growth.
3. Supporting effective, ongoing planning and system monitoring – in parallel with land use and development tracking – to ensure that the City’s capital investment phasing and timing is on target with new and continuing service demands.
4. Ensuring that Temple is a committed player in support of ongoing regional water supply planning, while also looking out for the City’s own long-term best interests in an increasingly competitive and costly Texas water market.

Supporting Essential Public Safety Services

In addition to basic water and wastewater infrastructure, public safety services are a good indicator of how well positioned a City is to serve new growth. Under state law, a municipality must be able to provide emergency police and fire response immediately to newly-annexed territory. At the same time, existing residents and development rely on a basic level of protective services, which must be maintained as the City adds new population and grows geographically.

Key planning considerations for ensuring the continued quality and responsiveness of the City’s police and fire/rescue functions, as addressed by Goal 4.3, include:

1. Providing adequate staffing levels to meet basic response and operating standards, ensure personnel safety, and provide relief to personnel routinely required to work extended hours.
2. Investing in sufficient facilities, in terms of location, design, and functionality, to provide reliable response and service area coverage.
3. Budgeting adequately for the periodic acquisition – and maintenance – of the number and types of vehicles necessary to support core departmental responsibilities, particularly in a community like Temple with a large jurisdiction to cover.
4. Targeting adequate resources to areas that pose particular challenges in a growing community, including traffic- and school-related policing and emergency response.
5. Continuing to pursue inter-governmental approaches to coordinate basic functions and gain cost savings, while remaining sensitive to administrative and operational challenges that may be involved.

Quantifying the Fiscal Impact of Growth

A parallel effort to the comprehensive planning process was the calibration of a fiscal impact computer model that will assist the City in comparing and contrasting government costs to the resulting revenue flow associated with growth. This financial modeling will assist the City in making decisions about such things as proposed land uses and capital improvements.

6. Preparing for future population growth and potential service area expansion through annexation, while working to meet today's service demands more effectively.

20-Year Growth Planning Map

A key element of this chapter is provided in **Figure 4.2, 20-Year Growth Planning Map**. This map depicts the following four areas:

1. The core, largely contiguous **Developed Area** of the existing community;
2. Several **Protected Areas**, including the draft airport compatibility area contained in the City's draft Airport Master Plan (Working Paper No. 3, November 2007), the boundary for the TAES Blackland Research & Extension Center and the USDA-ARS Grassland Soil & Water Research Lab, as well as all areas within the 100- and 500-year floodplains;
3. The community's potential 20-year **Growth Area** for long-range planning purposes; and
4. The **Holding Area**, which encompasses the remainder of the ETJ and is intended to accommodate future growth beyond the 20-year horizon.

The Growth Planning Map is not intended as a rigid regulatory mechanism, but rather as a tool for general long-range planning purposes. It is very likely that some development outside the Growth Area boundary may make sense and cause no difficulties from a public service or fiscal impact standpoint within the 20-year timeframe. Likewise, some locations included within the Growth Area boundary may turn out not to be conducive for near-term development, at least with the support of City utilities and services.

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

This chapter and **Chapter 3, Urban Design & Future Land Use**, outline the various mechanisms available to the City for directing and encouraging growth in more sensible and sustainable locations, minimizing intensive development in natural resource areas or other difficult-to-serve locations, and promoting infill and redevelopment in central areas where infrastructure and public services are readily available. As noted earlier in this chapter, there is no single "silver bullet" for sprawl prevention in Texas given the restrictive statutory framework in which municipalities must operate. Therefore, Temple must use a combination of regulatory, capital investment, and financing methods to influence growth and development patterns, as best it can, to protect the community's long-term interests.

Goals, Objectives and Action Recommendations

The following goals, objectives, and recommended actions were formulated to specifically address the issues and needs outlined above. The goals reflect the overall vision of the community, which may be achieved through the objectives and by acting on the recommendations. It is important to note that these are also general statements of policy that may be cited when reviewing development proposals and used in making important community investment decisions regarding the provision and timing of facilities and services.

GOAL 4.1: Growth and development patterns that are consistent with the City's infrastructure and public service capacities and desired community form and character.

♦ *Follow a growth strategy, as established through this Comprehensive Plan (in Figure 4.2), so that the vast majority of development will occur in developed areas and identified growth areas – as either infill or contiguous development – while minimizing the amount of urban development in fringe areas the City cannot yet serve.*

1. Accommodate infill development within designated "developed areas" whenever possible, as depicted in Figure 4.2, which contributes to a more compact urban form and effective utilization of existing infrastructure and public facilities.
2. Encourage new development in designated "growth areas," as depicted in Figure 4.2, where there are readily available services that may be efficiently extended.
3. Minimize any significant development in designated "protection areas," as depicted in Figure 4.2, which encompass floodplains, wetlands, streams and drainage ways, and other natural areas that warrant permanent protection.
4. To the extent possible, limit any significant development within designated "holding areas," as depicted in Figure 4.2, which should contain all remaining land in the ETJ and outside the areas described above. This degree of control is really only possible within the city limits since,

other than withholding unwise utility extensions, municipal zoning is the only direct mechanism for a city to control land use and the density and intensity of development in fringe areas. Cities cannot exercise their zoning authority in the ETJ, and counties in Texas do not have any zoning authority.

- 5. Ensure that proposed utility extensions under the City’s cost-sharing policy are made only in Growth Areas identified on the 20-Year Growth Planning Map, subject to case-by-case review to determine when exceptions are warranted.
 - ◆ **Plan and implement both routine and strategic annexations that will enable the City to promote or discourage, as appropriate, development in key areas.**
- 6. Use the City’s significant annual annexation capability, as feasible from a fiscal and service provision standpoint, to extend the City’s jurisdiction to any areas facing immediate and near-term development pressures (generally over the next 10 years) that are not already within the city limits, as well as any other areas where City utilities have already been extended. By statute, a three-year “waiting” period will be required for some areas, but other areas may be exempted and eligible for much quicker annexation.

Another new challenge – as the City experienced with its most recent annexations – is that a statutory mandate added to the Texas Local Government Code in 2007 requires the City to offer special development and non-annexation agreements to land owners who maintain a Texas Tax Code exemption on their property for agriculture, wildlife and/or timber land management. The owner may voluntarily accept the agreement, or else the City can proceed with annexation. If the agreement is accepted, the owner agrees to forego any development activity (other than maintaining an existing single-family residence on the property). In return, the City postpones annexation for the term of the agreement but, significantly, is able to enforce its planning and development regulations so long as they do not interfere with the tax-exempted use of the property.
- 7. Employ growth management measures in areas the City annexes for their strategic, long-term significance rather than for purposes of promoting and directing near-term urban development, to prevent premature and inappropriate development in such areas. In some cases, strategic annexations are necessary due to the actions of other government entities and agencies, which may limit the extent of more routine annexations the City can pursue in the near term.
- 8. Encourage willing landowners to agree to annexation by way of voluntary petition to protect the City’s long-term interests in significant areas of the ETJ, including around Lake Belton, the regional airport, along key transportation corridors (existing and proposed). Also consider voluntary requests by landowners outside the current ETJ to have the ETJ extended to their property where it suits the long-term interests of both parties.
- 9. Use development agreements (the typical kind between cities and property owners/developers, as opposed to the special new agreements cited under item 6 above), where the City holds the necessary leverage, to influence inevitable development activity outside the 20-year growth area. Where appropriate, the City could allow a certain amount of development to occur by way of utility extensions, but it should negotiate potential cost-sharing, require the imposition of its land development

Drainage Infrastructure

Drainage infrastructure includes streets, curb inlets, storm drains, detention ponds, man-made channels and natural creeks.

Increased impervious cover through land development activity can place a burden on existing drainage infrastructure by overwhelming existing systems or accelerating reaction to increased runoff as evidenced by natural streams eroding through widening and down cutting in or downstream of urban areas.

Growth management practices should include identifying and managing drainage infrastructure in order to reduce potentially negative effects such as flooding and erosion.

The City of Temple’s Drainage Criteria and Design Manual addresses this to some degree. In addition, the Drainage Master Plan is being updated in 2008. The master plan update will identify and recommend several drainage improvements but should not be considered comprehensive enough to specifically address every new development site.

regulations, and might also offer a guarantee not to annex the property for a stated period of time.

10. Use reliable, sophisticated cost-benefit analysis methods to evaluate all proposed annexations (the fiscal impact model developed in parallel with this Comprehensive Plan update is intended to assist in this area, among others). In many cases where more than pure financial considerations are involved, policy decisions will be necessary to consider the value of annexation and growth control versus the increment of added cost for providing state-mandated services.
- ◆ ***Explore regulatory mechanisms that will enable the City to influence the location, pattern and timing of new growth.***
11. Consider amending the Agricultural district in the City’s zoning code to increase the minimum lot size to something higher than the current one acre. The intent is to limit premature urbanization in areas that cannot be served by current public utility infrastructure – and also to maintain a true rural character, at least for the time being, as the zoning district name implies. A rational basis for the density limitation, such as inadequate road capacity, must be cited to justify this regulatory strategy. The roadway network modeling required for preparation of a local Transportation Master Plan, as recommended in **Chapter 5, Transportation Plan**, would provide the analytical tool – and tracking mechanism over time – to support this management strategy. Site-specific traffic impact analyses (TIAs) could then be evaluated against the capacity and level-of-service determinations that a network model would supply.
12. Explore allowable residential densities in “holding” (agriculturally zoned) areas. This should include requirements for development clustering and open space preservation, via the dedication of conservation easements, as a means to allow some minimal development while barring any significant transition to urban land use until such time as adequate public facilities are available.
13. Consider amending the subdivision regulations, particularly to incorporate Adequate Public Facilities provisions, such as requiring adequate road capacities concurrent with development, as well as demonstration of the ability to meet minimum fire flow requirements. This the most direct means for the City to limit premature development in the ETJ since, unlike zoning, the City can apply its subdivision regulations across its entire ETJ.
14. Consider reworking the City’s parkland dedication and fee-in-lieu requirements so this particular regulatory mechanism does not provide a distinct advantage to developing in the ETJ versus within the city limits. First, the fee amount should be adjusted to be equivalent to the value of land dedication (which is an overall problem with the current ordinance, not just a growth management issue). Then, the fee amount should be adjusted to reflect differences in appraised land values within and between the City and ETJ.
- ◆ ***Use infrastructure-related measures to guide and focus development in preferred areas.***
15. Revise the City’s cost-sharing ordinance and utility extension policies to complement the City’s capital improvements program (CIP) and policies and initiatives established through the new Water & Wastewater Master Plans.
16. Consider using the cost-sharing ordinance and utility extension policies in areas designated for development incentives.

- 17. Negotiate non-annexation agreements with landowners that are outside of the 10-year growth area. A certain amount of development should be granted subject to imposition of the City's land development regulations and a guarantee by the City not to annex for a stated period of time. The City's willingness to extend utilities, where this is a factor, should be part of the negotiation process.
- 18. As a potential alternative to impact fees, investigate the use of improvement districts since they allow for funding of a broader range of public improvements.

GOAL 4.2: Sufficient water and wastewater system capacity to accommodate growth expectations through 2030 and ensure state/federal regulatory compliance.

- ◆ *Pursue a strategy for constructing new or upgrading existing water system infrastructure that involves multiple projects aimed at replacing or rehabilitating various system elements, including water treatment plant components, water transmission and distribution lines, associated pumps, and ground and elevated storage tanks.*

- 1. Implement phased expansions in water treatment capacity to keep pace with projected demand, generally in 10 million gallon per day (MGD) increments.
- 2. Monitor maximum daily demand closely so that preliminary planning for a 10 MGD expansion to the membrane plant will be initiated approximately three years in advance of the need for the expansion.
- 3. Make the necessary improvements to ensure that the water system continually meets minimum pressure requirements of the Texas Commission on Environmental Quality.

- ◆ *Implement phased, targeted improvements intended to increase redundancy within the water system.*

- 4. Complete improvements to where multiple feed points will distribute water into the City from the treatment plant to avoid the risk of interrupted water service in areas where a single transmission main currently feeds a portion of the system.
- 5. Complete phased pump station and water storage improvements, as itemized in the updated Water Master Plan, to ensure that projected demands can be met by the distribution system as growth and development continues within particular pressure planes (west and south Temple, industrial park area, etc.).
- 6. Provide additional ground storage within the distribution system to ensure adequate water availability within the system during potential service disruptions.

Overall Water & Wastewater Policies

- A. As growth continues in and around Temple, the City should continue to program and complete phased improvements to its water and wastewater systems. The long-term goal is to provide a system that is ultimately capable of serving up to 135,000 persons, which is the estimated population of the area over which Temple currently has water rights. This service area includes Morgan's Point, Little River/Academy, and Troy. The 135,000 population will be reached well beyond the horizon of the Water & Wastewater Master Plan, which assumes a population of 116,000 by 2060.
- B. Where financially and physically feasible, primary improvements (water mains, trunk sewer lines) should be sized and constructed to meet the needs of a service area's projected ultimate population since, over the life of a project, this is more economical because periodic upgrades are eliminated.
- C. The Water & Wastewater Master Plans should be re-evaluated and updated, as necessary, at least every three years during periods of moderate growth, or more frequently when major changes in population, land use, or growth patterns occur. This is especially important to determine whether the planned phasing of improvements, by fiscal year(s), is still appropriate, plus any associated implications for necessary funding availability and timing.
- D. The cumulative impacts of new and expanded commercial and industrial sites developed in coming years should be assessed periodically in relation to the water demands and wastewater flows projected in the updated Water & Wastewater Master Plans to ensure the plans will remain on target in terms of needed system and facility improvements.

Preliminary Water & Wastewater Master Plan

It should be noted that while this Comprehensive Plan cites findings and recommendations from the City's Water & Wastewater Master Plan, this separate plan had not yet been officially adopted by the City at the time this Comprehensive Plan update was being finalized.

7. Consider pursuing arrangements for an emergency connection to an alternative water supply source outside the current system (e.g., Central Texas Water Supply Corporation, City of Belton) to be prepared for potential service outages within the system.
 - ◆ **Focus on addressing significant maintenance issues in the existing wastewater system.**
8. Implement the array of projects itemized in the updated Wastewater Master Plan to address various maintenance issues at the Doshier Farm plant and replace deteriorating older lines in the collection system.
9. Take steps during the design and construction of lateral and trunk sewers to minimize rainfall and groundwater infiltration into the collection system. Improved sewer jointing materials should be utilized, together with careful line installation practices. Special attention should be given to small sewers since they normally constitute the largest percentage of pipeline length in a system.
 - ◆ **Pursue strategic wastewater system improvements that will satisfy expected growth demands and also improve overall system performance.**
10. Complete system improvements that will allow for various lift stations to be eliminated from the collection system.
11. Construct new interceptors in growing portions of the overall service area, which will provide the benefit of eliminating inter-basin transfers of wastewater flows.
12. Ensure there is sufficient treatment plant capacity available to serve the service area. Plan for any needed expansion or new plant construction accordingly and in conformance with the adopted Water & Wastewater Master Plan.
13. Monitor potential sites for the third wastewater treatment plant – and secure a workable site early, as appropriate – given concern that future urbanization in south Temple could complicate site acquisition.
14. Monitor growth trends and emerging development patterns in each wastewater service area to determine if improvements slated for the long-range planning period (2025-2060) may need to be constructed sooner. This includes potential new sewer trunk lines in the easternmost Little Elm drainage basin (outside the current Doshier Farm service area) depending on the rate of east side development and the City's capital investment capacity.
15. Maintain ongoing and early coordination with the Texas Commission on Environmental

Quality regarding upcoming discharge permit renewals, likely facility expansions and/or upgrades, and expected new rules and requirements related to wastewater system design, operations and maintenance.

Preliminary Fire Rescue Master Plan

It should be noted that while this Comprehensive Plan cites findings and recommendations from the City's new Fire Rescue Master Plan, this separate plan had not yet been officially adopted by the City at the time this Comprehensive Plan update was being finalized.

GOAL 4.3: Adequate public safety facilities, equipment and professional staffing to meet current needs and prepare for future service demands.

- ◆ **Support the mission and essential responsibilities of the City's key public safety functions and personnel through adequate budget and community support.**

1. Consider the *Temple Fire Rescue Master Plan's* recommendations in planning for the gradual, phased expansion of Temple Police Department (TPD) and Temple Fire Rescue Department (TFR) staffing. In the case of TFR, this plan determined current operational staffing of fire/rescue personnel to be “marginally adequate.” The plan also recommends the use of “floater” personnel – individuals who can move from station to station to fill temporary staffing gaps – to reduce overtime use.
 2. Anticipate and be prepared to address any TPD facility and/or equipment needs that are necessitated by increased staffing, as well as current space deficiencies identified by TPD (e.g., tactical police training space).
 3. Determine whether a new TFR headquarters will be achieved through remodeling or new construction, and proceed with planning and design for this significant capital investment.
 4. Given shortcomings of the current locations, consider a new location for the City's primary Emergency Operations Center (EOC), as well as a back-up EOC location for redundancy purposes, as recommended in the Temple Fire Rescue Master Plan. The plan also suggests incorporating the EOC function into a potential new fire administration building, and the alternate EOC could be housed at the City of Temple Service Center.
 5. Develop and implement a long-range facilities management plan, as recommended by the Temple Fire Rescue Master Plan. This plan should address: (1) the expected location, timing and cost of any new facilities; (2) identified long-term maintenance needs for existing facilities; and, (3) an ongoing funding plan.
 6. Complete the planning, design and construction of additional TFR stations – or upgrades to existing stations – in order to improve levels of service, especially as development continues and land use patterns potentially shift over time. The Temple Fire Rescue Master Plan also recommends developing a new or improved training facility, possibly in partnership with TPD, other area emergency response agencies, or area businesses or institutions.
- ◆ ***Address code content and enforcement procedures to enhance public safety and better coordinate inter-departmental functions.***
7. Consider the adoption of a residential fire sprinkler ordinance, as recommended by the Temple Fire Rescue Master Plan, to enhance the safety of Temple residents and reduce property losses. From a growth management perspective, sprinkler installation could also be considered in any fringe locations where available water service cannot meet minimum fire flow requirements and/or emergency response facilities are not within a specified distance for timely call response.
 8. Update and potentially “unify” the building-related codes used by TFR and the City's building department to ensure the most current fire safety standards are being applied, and to improve consistency and avoid procedural difficulties when different codes and standards are in use by different City departments. Additionally, the Temple Fire Rescue Master Plan points out the need for better coordination of the plan review and inspection process between the departments to eliminate some current duplication of effort in the elements being scrutinized.

Growth Management Methods

There are an array of strategies for influencing the pattern and timing of development, ranging from simply minimizing the impacts of growth without affecting the pattern to strictly controlling growth. Given the limitations of Texas law there are few, if any, mechanisms currently available to entirely prevent sprawl. Instead, Texas cities are faced with a complex set of rules regarding a municipality's ability to manage its development. While there are some mechanisms available to better manage peripheral development, there are also factors over which the City has little control (e.g., no building permit requirements or building code enforcement in the ETJ, availability of water via rural districts in areas the City is not yet ready or able to serve).

In broad terms, growth management techniques considered for Temple include:

- **Comprehensive planning** to establish the policy basis for the institution and administration of growth regulations.
- **Regulatory mechanisms**, including zoning and subdivision controls.
- **Annexation**, which expands the geographic jurisdiction of the City to implement a full range of regulatory and fiscal approaches to growth management.
- **Development and/or participation agreements**, which provide for infrastructure funding (and may, in some instances, include land use controls).
- **Improvement districts and political subdivisions**, which are independent entities that provide for infrastructure funding and operation.
- **Interlocal cooperation contracts** as a means for local governments to agree with other units of government for the provision of infrastructure and public services, as well as administrative functions.
- **Extension of publicly-owned utilities** by way of capital improvement programming.

Below are further considerations for these various growth management techniques.

Comprehensive Planning

- Temple should make its Comprehensive Plan more authoritative with regard to decisions about land use and capital expenditures. By clarifying the intended character (i.e., density and intensity) of the future land use designations, the City will be able to plan its infrastructure more effectively.
- The Comprehensive Plan offers the ability to establish the City's growth policies, which must then be directly related to the City's primary implementation tools: the zoning and subdivision regulations, and capital improvements phased in accordance with the updated Water and Wastewater Master Plan. Generally, the plan should direct development, first, to areas where there is already adequate infrastructure and, secondly, to areas that may be readily and efficiently served with public facilities and services. Areas around the periphery of the community that cannot be efficiently served – or are simply premature for development –

should be reserved in the near term for agriculture or very low intensity uses, with infrastructure staging for longer-term development.

- Consistency with the “Comprehensive Master Plan” is one of the justifications for extending water or wastewater lines under the City’s cost-sharing policy. This policy should be strictly followed to where extensions do not occur to areas where the City does not intend to extend infrastructure before 2030.

Regulatory Mechanisms

Subdivision Regulations

- The most readily available means for minimizing the impacts of peripheral growth is by way of amending the subdivision regulations because, unlike zoning regulations, the subdivision regulations may be applied within the ETJ.
- The key to linking the subdivision regulations to growth management efforts is to establish clear, definitive development standards that must be met to receive subdivision approval. This is because, by statute, subdivision review and approval is an administrative function, meaning that a plat must be approved if all City requirements are met. Therefore, standards for adequate water, sewer and street infrastructure are especially crucial for managing subdivision activity in the ETJ.
- Access management standards could be imposed along rural ETJ roadways consistent with or similar to those recommended by the Texas Department of Transportation. For example, if the minimum spacing limitation between driveways is 360 feet (recommended for streets with a 45 m.p.h. posted speed), then 100- to 200-foot frontage lots with individual drives would not be allowed. This would preserve the safety and traffic-carrying capacity of roadways that may be improved to collector or arterial standards in the future. Strict application of spacing requirements could also trigger platting if a developer chose to construct an access street parallel to the main roadway to enable more lots and driveways (the access street would require public dedication, which in turns requires platting).
- State statutes prevent the City from directly regulating “the number of . . . units . . . per acre” in the ETJ (i.e., residential density). However, because the City can regulate the dimensions and layout of lots through its subdivision regulations, density may, as a practical matter, be influenced by authorized rules like minimum lot size, minimum lot width, and right-of-way dimensions. For example, a larger minimum lot size could be required based on inadequate capacity of area roadways and/or where there are not public water and sewer systems available. This would effectively establish a relationship between lot size, infrastructure demands, and the availability of adequate public facilities, which is a legitimate “health and safety” concern for the municipality.
- Together with the requirements for an increased lot size could be an allowance – or incentive – for development clustering. Rather than constructing a rural large-lot subdivision with no public open space, the developer could incorporate smaller lots and a high ratio of public open space into the subdivision design. This allows the rural character to remain with the advantages of less impervious cover, reduced water demands, increased recharge, and land conservation.

Easement Successes

A few communities are using conservation easements to preserve sensitive areas, such as in the Water Oak Conservation Development in Georgetown and the Chimney Rock Conservation Development in the Town of Flower Mound, Texas. Here, a conservation easement was used to preserve a scenic vista designated by the City along FM 1171, with the forested shore lands of Grapevine Lake visible in the distance. The easement prohibited obstruction of a view corridor that overlooks the property's grasslands. This is consistent with provisions in the City's land use plan to encourage conservation easements and partnerships with local land trusts, employing incentives embedded in the land development code. The result is 49 acres of preserved open space in a perpetual conservation easement and 48, one-acre single family lots.

Given certain performance standards, the open land could also continue to be used for agricultural purposes.

- As part of the delineation of "protection areas" through its future land use planning, the City may also establish standards for the identification and protection of floodplains, wetlands, habitats, mature vegetated areas, or other natural features. Resource protection standards would provide a method and means for requiring varying degrees of protection of resource features, depending on their scale and significance. Density bonuses can be used to support the focusing of development on the developable portions of a site. The bonuses would act as an incentive by allowing a gross density equivalent to or higher than a conventional subdivision layout. This is achieved by adjusting lot sizes or using different housing types in combination with an open space ratio.
- A development plat requirement is a way for the City to regulate development in areas of the City limits and ETJ that may otherwise be exempt from the subdivision plat process. Whereas a subdivision plat is required for the division of land into two or more parts, a development plat may be required concurrent with property development even if there is no division of land. Development plat review can be required to enable the City to document all planned improvements, easements and rights-of-way prior to initiation of construction, as well as conformance with any applicable City ordinances, plans or policies.

Zoning Regulations

- All newly incorporated areas should continue to be zoned "A" Agricultural as now required. However, to serve its growth management function, the minimum lot size should be increased from one to 20 or more acres. This would maintain the open, rural character of these areas. Their eventual rezoning to another district classification could also be timed with the City's staged growth plan and infrastructure improvement plan. Additionally, the City could allow for very low density residential development in these agriculturally zoned areas by allowing extreme clustering. This enables there to be some development value to the land and also allows for construction of additional homes for family members.
- If Temple is to be successful at enticing more development to occur within the city limits rather than the ETJ, its development processes and timing of approvals must not be a constraint. Since a subdivision plat is the only required approval for development in the ETJ (with no plat requirement for lots larger than five acres), the complexity of the process and length of time to gain approval within the City may outweigh the benefits of in-City development (public utilities, faster emergency response times, increased convenience, zoning controls, etc.). Various action statements in other chapters of this Comprehensive Plan are aimed at regulatory simplification and streamlining.

A **conservation easement** is a restriction landowners voluntarily place on specified uses of their property to protect natural, productive or cultural features. A conservation easement is recorded as a written legal agreement between the landowner and the "holder" of the easement, which may be either a nonprofit conservation organization or government agency.

Conservation Easements,
A Guide for Texas Landowners,
Texas Parks & Wildlife Department

Conservation Easements

- With a conservation easement, the landowner continues to own the land and is responsible to maintain it. The land also remains on the tax rolls, although there may be significant tax advantages to the landowner for the easement dedication, which also lowers the cost of acquisition.
- An important aspect of this land management tool is its flexibility. A variety of restrictions and development options can be tailored to the needs of the landowner and the City as the entity accepting the conservation easement. For example, an agricultural easement could allow the landowner the right to continue to farm or graze the land and keep his or her home and buildings. It could also allow some additional development. This provides an opportunity to customize the acquisition to meet landowner concerns and reduce the cost of the easement.
- This instrument is most appropriate for, and may best be used to supplement, a host of other management techniques, rather than as an independent method of conserving resources and open space. As noted elsewhere in this Comprehensive Plan, where greater density might be provided to developments in exchange for increased open space, a conservation easement may be used to permanently protect the open space.

Annexation

- Through annexation, the City is able to impose its land development regulations – particularly its zoning regulations – which provides an essential growth management tool to implement the Comprehensive Plan. Annexation also extends the City's ETJ, enabling it to regulate the subdivision and development of land over a larger area. However, Texas annexation statutes also mandate stringent requirements for extending services to newly-annexed areas in a timely and adequate manner, which must be comparable to pre-existing services and service levels in similar incorporated areas.
- By statute, in any given year the City may annex a quantity of acreage that is equivalent to up to 10 percent of its current incorporated land area. If it does not annex all of the land that is allowed, the difference rolls over to the next year. The City can make two such rollovers, meaning it can annex up to 30 percent of its land area in a single year. Given the amount of territory already included within Temple's corporate limits, the City has the ability to add significant additional acreage where desired and feasible.
- In 1999, the Texas statutory framework governing municipal annexation was significantly overhauled, establishing a much more involved planning and coordination process prior to conclusion of City-initiated (involuntary) annexations. However, a notable exemption from these procedural requirements was provided for annexation proposals that involve fewer than 100 tracts of land where each tract contains at least one residential dwelling. Various potential annexation areas qualify for this exemption, enabling the City to continue with a phased, multi-year annexation program to add previously developed areas that make sense for immediate incorporation.
- State statutes dictate the minimum level of service that municipalities must extend to annexed areas. Significantly, State law does "not require that a

uniform level of full municipal services be provided to each area of the municipality if different characteristics of topography, land use, and population density constitute a sufficient basis for providing different levels of service.” Therefore, to the extent that Temple’s current city limits include areas with minimal public services, for the reasons cited by State law, the City can annex territory with similar characteristics and, likewise, provide a minimal (rural) level of service.

Adequate Public Facilities Requirements

- Some communities allow development to occur only as adequate facilities and services are available. Also known as “concurrency” requirements, essentially this mechanism ensures that infrastructure exists, or is readily – and efficiently – available, prior to or concurrent with development.
- Adequate Public Facilities Ordinances (APFOs) require applicants for new development to demonstrate that facilities and services will be available to serve the project at the time the development is available for occupancy. Utilizing this system, the City is able to adopt level-of-service standards, which can be used as criterion for judging conformance with the subdivision regulations. As an alternative, increased developer participation in infrastructure construction and financing may be necessary to shorten development timeframes.
- The value of this approach is in how it establishes a direct, causal link between the provision of public facilities and the public health, safety, and welfare. The general components include:
 - Determining a service threshold at which demand exceeds the desired capacity of public facilities, whether it is water and wastewater systems, roadways, parks, or schools. Generally, the difference between the established threshold and the existing level of service is the amount available for development.
 - Determining if there are projects that will be exempted or receive flexibility in meeting the threshold requirements by way of achieving other community objectives, such as economic development, infill development, mixed use, affordable housing, etc.
 - Determining the measures to remedy situations when the threshold is exceeded, including delay of development until such time as the project no longer exceeds the threshold, reducing the project’s impact to the point that it meets requirements, or mitigating the impact of the project by upgrading public facilities or infrastructure.
 - Reserving the amount of capacity projected for a development during the time between approval of a project and its completion, which counts against the total capacity of public facilities in future applications for development. An expiration date for approved projects may be necessary so as not to unnecessarily burden or deny other projects.

Development Agreements

- Development agreements are written contracts that can be used for a wide variety of purposes, including to impose land use and environmental controls over property in the ETJ in exchange for the provision of City infrastructure and public services (e.g., streets, drainage, and water, wastewater, and other utilities).
- Such agreements can also document a City’s guarantee to annex a property (on agreed upon terms), or not to annex the property for a period of up to 15 years.
- Since they are contracts, development agreements require negotiation and execution by the City and developer. In many cases, there is little incentive for the developer to enter into a development agreement because the City has relatively little discretion. The City may not condition the provision of municipal utilities on the execution of a development agreement. Also, developers have several alternatives to provide for infrastructure and utilities, such as a petition for the creation of a political subdivision (as described under Improvement Districts). The City may place only very limited conditions on the formation of the political subdivision.
- The City does have some leverage in such negotiations, especially if the City is able to provide timely infrastructure and services on reasonable terms, which directly benefits the developer. Since the City may enter into development agreements with landowners in the ETJ, this may offer an opportunity for providing services in exchange for the abiding by aspects of the City’s development regulations that would not normally apply in the ETJ, and/or meeting other community objectives (e.g., resource protection).
- Development agreements run with the land but do not bind end-buyers of fully developed lots, except with respect to land use and development regulations that apply to the lots.

Improvement Districts

- Improvement districts may be created to fund infrastructure improvements by special assessment against the property owners who principally benefit from them, in fair proportion to the level of their benefit. Improvement districts are run by the governmental unit that creates them, in this case, the City. The district has the power to impose a special assessment, but not to tax.
- A variety of public improvements may be funded by an improvement district. Among those most essential to growth management are:
 - acquiring, constructing, improving, widening, narrowing, closing, or rerouting of sidewalks or of streets, any other roadways, or their rights-of-way;
 - acquiring, constructing, or improving water, wastewater, or drainage facilities or improvements;
 - establishing or improving parks;
 - acquiring, by purchase or otherwise, real property in connection with an authorized improvement; and, in the case of home rule municipalities like Temple,
 - levying, straightening, widening, enclosing, or otherwise improving a river, creek, bayou, stream, other body of water, street, or alley.

- Temple may create an improvement district within its corporate limits or ETJ, after completing a process specified by statute, including one or more public hearings regarding: the advisability of the improvement; the nature of the improvement; the estimated cost of the improvement; the boundaries of the public improvement district; the method of assessment; and the apportionment of costs between the district and the municipality as a whole.
- An ongoing service plan must be approved by the City. The plan “must cover a period of at least five years and must also define the annual indebtedness and the projected costs for improvements.” The service plan must include an assessment plan and must “be reviewed and updated annually for the purpose of determining the annual budget for improvements.”
- Use of this mechanism may be feasible and warranted as a means for meeting infrastructure needs within portions of designated growth areas where the City is not yet prepared to commit capital resources to extend services.

Interlocal Cooperation

- As authorized by the Texas Government Code, the purpose of interlocal cooperation contracts is to “increase the efficiency and effectiveness of local governments by authorizing them to contract, to the greatest possible extent, with one another and with agencies of the state.”
- Municipalities are provided broad authority to contract with each other, with counties, with special districts and political subdivisions, with federally recognized tribal governments that are located in the State of Texas, and with State agencies to provide “governmental function[s] or service[s] that each party to the contract is authorized to perform individually.”
- Growth management is most effective when approached from several levels of government. Therefore, interlocal cooperation contracts should be considered between the City of Temple and other governmental entities (e.g., Bell County, Water Control & Improvement Districts) which play a role in public functions and services that could benefit from inter-jurisdictional coordination. Examples include:
 - transportation infrastructure;
 - water supply and wastewater treatment;
 - drainage;
 - police protection and detention services;
 - fire protection;
 - parks and recreation; and,
 - planning and engineering.

Water & Wastewater Master Plan Updates

The current updates to the City’s Water and Wastewater Master Plans, which were previously updated in 2000, were prompted by the significant residential growth on the west and south sides of Temple in recent years, plus ongoing expansion of the industrial park area. A fresh look was also needed to assess future service demands. The master plans are intended to provide guidance in the development of water and wastewater infrastructure improvements so that the service area population and other wholesale

customers will be adequately served in coming years – with a long-range planning outlook extending to 2060. Recommended improvements are shown in phases to serve expected development, and the order of improvements presented in the plan is significant since many of the additions and upgrades to various system components are interrelated.

The master plan updates employ a planning area that does not follow any legal jurisdiction lines or other geographically precise area. Instead, the planning area boundary falls between the current city limits and the extra-territorial jurisdiction (ETJ) line, encompassing areas that reasonably can be provided with water and wastewater services. Current and future service demands and facility needs within the planning area were determined based on the City’s adopted Future Land Use Map, as it existed prior to this Comprehensive Plan update, and, more generally, with continuation of the area’s current development trends.

The City of Temple is among various municipal and other water user interests represented on the Regional Water Planning Group for Region G. These RWPGs were established for all regions of the state in 1998 by the Texas Water Development Board as directed by the Texas Legislature to establish a coordinated system of statewide and regional water supply planning. Various projections used in the updated utility master plans (e.g., service area population, per capita water use, water demand) are based on the *Brazos G Regional Water Plan* of 2006, which projected such factors from Years 2010 to 2060. The Temple population projections through 2030 included in this Comprehensive Plan are consistent with the water planning assumptions.

Generally, the updated Wastewater Master Plan establishes sizes for trunk sewer lines based on the projected ultimate population of each drainage area to be served. Projected water demands and associated water system improvement needs are also closely tied to expected population, plus likely industrial and commercial development. The long-range plan for the ultimate water supply and distribution system is intended to serve a future population of approximately 116,000 persons. As of 2000, the Temple water system had 60,526 residents based on Census 2000 figures: 54,514 within Temple; 2,989 in Morgan’s Point Resort; 1,645 in Little River-Academy; and, 1,378 in the City of Troy. In cases where it is not practical to construct facilities in the nearer term that can also serve the ultimate population, improvements can purposely be designed and built to a certain capacity with the knowledge that future supplemental improvements will still be necessary at some point – and can be designed and accomplished relatively easily.

Two large maps in the updated Water & Wastewater Master plan, one for water and one for wastewater, depict visually the phased major improvements that are proposed to be implemented under this plan. In addition to highlighting various improvements in water treatment capacity and storage, the Water Master Plan map also illustrates a much more extensive network of distribution lines, within the existing city limits and ETJ, that will be required for an ultimate system designed to serve some 116,000 customers. Other minor improvements will be constructed as areas develop. Similarly, the Wastewater Master Plan map also shows a series of recommended projects:

- a first phase of strategic new sewer main installations, primarily in southeast and southwest Temple (followed by a later phase of line improvements all around the service area);
- the abandonment of four existing lift stations, and the potential addition of five new stations in the ultimate system; and,
- the possible construction of a third wastewater treatment facility at some point in the future, potentially to be located to the south of FM 93 along the Leon River.

It's All Downhill ...

The terrain within the Temple utility planning area varies from approximately 500 to 800 feet of elevation above sea level. Slope considerations influence the design and physical layout of water systems. Natural topography is also important for wastewater collection and trunk lines since sewers are most economically constructed as gravity flow conduits. Sewage is moved out of a drainage basin much in the same way as rainfall runoff moves. In areas where the terrain is flat as compared with sloping topography, a gravity conduit following natural ground slope will transport sewage at a slower rate. To keep pipe size to a minimum, the slope of the pipe can be increased, requiring the conduit to be buried deeper as the line progresses down the slope.

There is a practical limit to depth, due primarily to costs involved in excavation and working conditions. When the practical limit is reached, pipe diameter can be increased, or the sewage can be lifted by pumps where the process of pipe size and depth of excavation can again be evaluated.

It is often necessary to transport sewage from one drainage basin to another, either by pumping or sometimes by deep cuts through natural divides. Each case must be evaluated based on the areas that can be served, operation and maintenance costs to the City, and treatment plant location.

Also included are proposed long-range improvements in the southeastern part of the planning area, which is outside the respective service areas of the Temple-Belton Regional Sewerage System (T-BRSS) and Doshier Farm treatment plants.

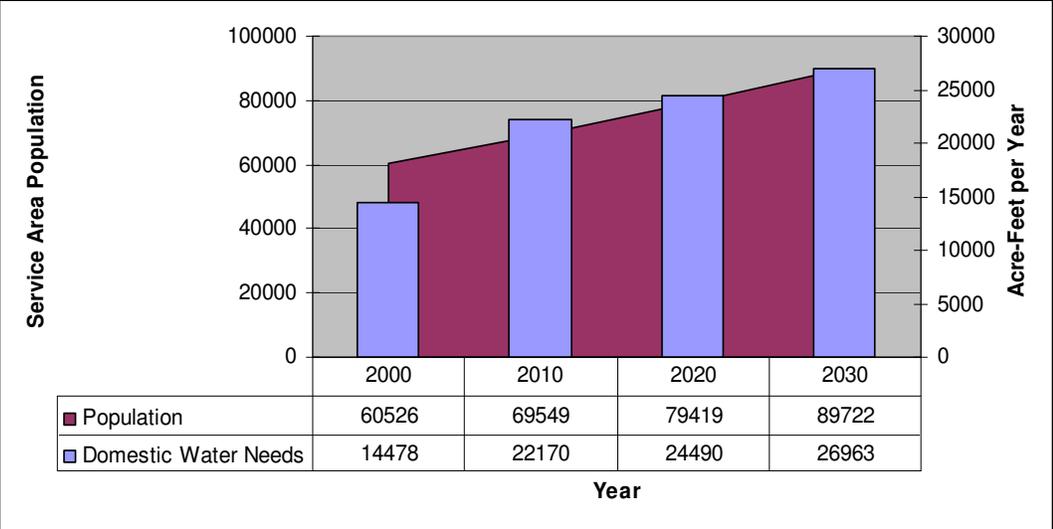
At the time this Comprehensive Plan update was being finalized, the overall costs and associated Phasing Plan for recommended improvements under the updated Water & Wastewater Master Plans were still under review. The draft master plan outlines phased improvements for several initial fiscal years (FY2007-08 through FY2010-11), then for a series of multi-year periods extending nearly through the 2030 horizon of this Comprehensive Plan, and then over a future long-range planning period which runs from FY2026-27 through 2060. As noted elsewhere, these gradual improvements would eventually enable the elimination of several existing sewage lift stations. The recommended program also features ongoing efforts to replace deteriorated collection lines across the system.

Finally, the plan emphasizes that in the years ahead, improvements may be accelerated or delayed, and priorities changed, based on the area's actual growth trends and development conditions, as well as actual utilization of available treatment plant capacities.

Water System Facts & Figures

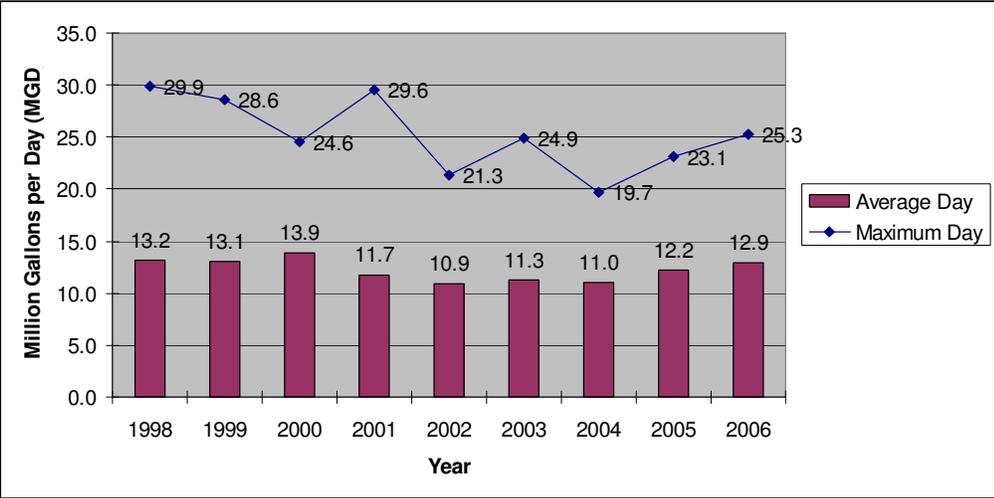
- The City of Temple currently has access to raw water supply in a range from 36,371 acre-feet per year (during severe drought) to 41,953 acre-feet per year (during wet periods). This water supply has been secured previously through water rights and contracts with the Brazos River Authority.
- In turn, the City of Temple acts as a wholesale supplier through contracts it has in place to provide water to other area entities, including the City of Troy (through November 2017), the City of Little River-Academy (through October 2017), the City of Morgan's Point Resort (through May 2018), and Arrowhead Hill (service continues to date past contract expiration in March 2002). All of these, as well as other area entities, hold authorizations from the Texas Commission on Environmental Quality (TCEQ) known as "Certificates of Convenience and Necessity," or CCNs, which recognize them as the primary service provider in their respective CCN area. For purposes of the master plan updates, it was assumed that these contractual relationships will continue indefinitely, and all system facilities were designed accordingly.
- Treated water for the Temple water system is currently supplied by the conventional water treatment plant on Parkside Road and the membrane plant on Charter Oak Loop, both of which are just off of Charter Oak Drive (FM 817) in southwest Temple. The source for the water system is the Leon River just downstream of Lake Belton dam.
- The conventional water treatment plant has a TCEQ-rated capacity of 29.4 million gallons per day. The membrane plant capacity is rated at 11.6 MGD. The combined system treatment capacity is 41.0 MGD.
- The existing water distribution system is designed around five "pressure planes." Pressure planes are delineated based on ground elevations (plus land development) within the overall service area, with some overlap of the planes. Generally, pressure planes are established to maintain a pressure range of 50 to 100 pounds per square inch (psi) within their boundaries.

FIGURE 4.3: Projected Water Demand



SOURCE: City of Temple Water & Wastewater Master Plan, Preliminary Draft (December 2007)

FIGURE 4.4: Recent Water Demand



SOURCE: City of Temple Water & Wastewater Master Plan, Preliminary Draft (December 2007)

Wastewater System Facts & Figures

- Temple currently has two wastewater treatment facilities: the Temple-Belton Regional Sewerage System (T-BRSS) which generally serves the western area of Temple (as well as the City of Belton), and the Doshier Farm plant, which generally serves the eastern portion of the community. The majority of the City’s projected growth, which is generally southward and westward, will occur to the west within the existing T-BRSS service area.
- The T-BRSS was established through an agreement with the Brazos River Authority (BRA) in 1971, and the resulting treatment facility began operation in 1975. It is located just south of FM 93, on the west side of the Leon River in Belton. Over the years, the plant’s treatment capacity has been expanded from an original design for five million gallons per day of average daily flow to the

Daily Flow Cycles

Water demand fluctuates significantly throughout the typical day. During the minimum hour (3:00-4:00 a.m.), demand is 30 percent of the entire day average. At the other extreme, water use reaches 170 percent of the average during the 8:00-9:00 p.m. peak hour. Likewise, peak wastewater flows occur at mid morning and early evening. These flow variations must be considered in designing pipelines, as well as the overall water and wastewater systems.

The “75/90” Rule

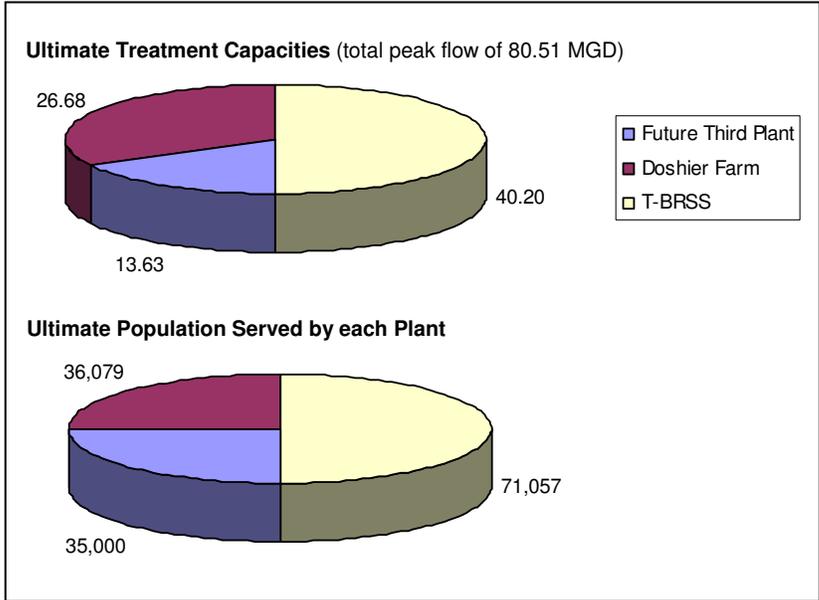
Texas Commission on Environmental Quality (TCEQ) regulations require that a wastewater permittee commence engineering design and financial planning for expansion when a plant reaches **75 percent** of permitted average daily flow for a consecutive three-month period. The rule further requires that the permittee gain regulatory approval and begin construction of expanded facilities when a plant reaches **90 percent** of permitted average daily flow for a consecutive three-month period.

current 10 million gallons per day, and a peak capacity (during wet weather) of 30 million gallons per day – enough to serve 66,667 persons. The BRA continues to operate the plant under contracts with each city. Two-thirds of the facility’s peak flow capacity – 20 of 30 MGD – is allocated to the City of Temple (adequate capacity for 46,188 persons).

- The annual cost of T-BRSS operations and maintenance is allocated between the cities of Belton and Temple based on their respective shares of the plant’s annual flow. In general, three-fourths of the T-BRSS flow is assigned to Temple.
- The Doshier Farm Wastewater Treatment Plant was first built at its present location, just inside Loop 363 and south of Avenue H, in 1939. Major expansions were completed in 1969 and 1994, taking the plant to its present capacity of 7.5 million gallons per day of average daily flow (and 22.5 million gallons of peak capacity during wet weather) – enough to serve 33,000 persons. The facility is currently operated by a private contractor.
- The Doshier Farm facility’s discharge permit from the TCEQ is scheduled for renewal in 2009. Permit renewals generally occur every five years, although any significant plant expansions or process modifications usually trigger interim permit revisions.
- The TCEQ permit for the Doshier Farm plant includes a provision for reclaimed water from the facility to be used at the City’s nearby James Wilson Park, to the north between Avenue H and Adams Avenue.
- The existing wastewater collection system has an abundance of lift stations (27 in all), small facilities that pump wastewater to increase flow rates or to overcome topography in a particular area. These stations, especially at this quantity, can become maintenance headaches and detract from system efficiency.
- As in every wastewater collection system with significant portions that were installed decades ago, flows within the piping system are increased by the infiltration of water through manhole covers, broken pipes, and faulty pipe joints, particularly at house connections, and especially during wet weather. The phenomenon magnifies the flows entering treatment facilities and can lead to overflows at lift stations, among other system impacts.
- **A recently completed Brazos River Authority study determined that the T-BRSS treatment plant can be expanded on its present site to a wet weather flow capacity of 16 MGD (from the current 10 MGD) and a peak flow capacity of 50 MGD (versus the current 30 MGD). It is projected that this increased capacity will be needed in 2030 and beyond,** although ongoing growth in Temple’s portion of the T-BRSS service area could cause Temple’s 20 MGD share of the overall 30 MGD peak flow capacity to be exceeded in the next few years.
- **The current 7.5 MGD design flow of the Doshier Farm treatment plant is anticipated to be adequate for some 10 years regardless of the source of flows into the facility.** The plant has experienced occasional “spikes” of influent flows (30-day average of 5.93 MGD in June 1997 and 5.74 MGD in May 2007, which are the wettest months on record over the last decade). The 30-day average must exceed 75 percent of design flow – or 5.63 MGD – for three consecutive months to trigger plant expansion per TCEQ requirements.

- For some period in the future, flows from the Friars Creek drainage basin will be pumped to the T-BRSS treatment plant. As development occurs in the Leon River basin above I-35 and densities increase in the Pepper’s Creek and adjacent drainage areas, flows to the plant will increase and additional treatment capacity will be required. This will involve both the expansion of the T-BRSS facility and construction of another plant downstream on the Leon River. This future plant will eventually serve areas south of Loop 363 and east of the T-BRSS service area. Figure 4.5 summarizes the long-term outlook for the overall wastewater system.

FIGURE 4.5: Ultimate Wastewater System Capacity and Service Population



NOTE: The Doshier Farm amounts include Little Elm Basin, which is not currently served by a trunk sewer. The T-BRSS and Future Plant amounts reflect the eventual transfer of Friars Creek Basin flows from T-BRSS to the new treatment facility.

SOURCE: City of Temple Water & Wastewater Master Plan, Preliminary Draft (December 2007)

- The new Water & Wastewater Master Plan calls for capital investments in new trunk sewer lines and other related improvements, at the appropriate times, both to keep pace with growth demands and implement needed system upgrades:
 - Construct the **West Airport Trunk Sewer** to extend service north from FM 2305 to the airport vicinity and thereby eliminate the Airport Lift Station.
 - Construct Phase III of the **Leon River Trunk Sewer** to extend service farther west and toward Lake Belton (construction timing dependent on continued development of the area and completion of Phases I and II).
 - Construct Phase II of the **East Airport Trunk Sewer** and the **Howard Road Trunk Sewer** to extend service north to the upper Pepper Creek Basin, the boundary of which is near the north city limits in the vicinity of Moores Mill Road (industrial and/or commercial growth will likely spur these extensions).
 - Construct the **Knob Creek Force Main** and lift station improvements to

accommodate the ultimate flow in this drainage area. The capacity of the existing Knob Creek Lift Station will need to be monitored as development in the area increases.

Public Safety Services

Temple Police Department

At the time this Comprehensive Plan was prepared, the Temple Police Department (TPD) had 157 total personnel, of which 130 were sworn officers. Approximately 90 percent of this officer corps can actually be deployed during a typical period due to absences for training, injuries, military service, etc. TPD assesses its performance by focusing on response times and the visibility of its officers in the community versus standard ratios of staffing relative to population, especially since Temple's daytime population is significantly higher than the actual resident population.

TPD Issues

- TPD is getting stressed by both the City's population growth and its physical expansion, and is particularly spread thin at times on the west side (TPD's West District covers nearly half of the community).
- In addition to the pressures on its staffing (both sworn and non-sworn positions), TPD must work to maintain an adequate vehicle fleet to fulfill its mission effectively. This becomes more challenging as more territory and miles of roadway must be covered in a growing jurisdiction. Each new police vehicle costs approximately \$45,000 after all necessary features are added, including laptop computers in all cars.
- In some cases officers must prepare police reports without responding directly at a scene, which is more common in larger cities. Valuable information is often lost in these instances. Also, when minor crimes are not responded to effectively, this can lead to a string of crimes, or a crime spree, by an individual or group.
- As another indicator of Temple's "growing pains," traffic enforcement is requiring more TPD attention and resources than in the past. Traffic-related issues on West Adams were cited as a particular burden. Other high-speed and high-volume roadways with traffic concerns include Central Avenue, 31st Street, I-35, Loop 363, Highway 317, and Airport Road. TPD also responds to citizen complaints from neighborhoods about driving behavior. The City's last community-wide survey showed traffic was the number one policing concern, which was the first time traffic had eclipsed drugs as the top issue.
- The northwest industrial area has not had major crime issues, mostly traffic concerns and car burglaries.
- Areas nearer the lake are busy for TPD, especially with the extent of construction activity and not always knowing who is a stranger to the area.
- TPD also provides policing support at area schools, including two officers assigned to Temple High School, plus three officers who spend the vast majority of their time covering middle school campuses, as well as the elementary schools that feed into them. A TPD sergeant also oversees these school-related activities, plus a D.A.R.E. officer who covers all the elementary schools. Some evening support is involved as well, including the assignment of up to 20 officers

for Temple High School football games, for which the district provides overtime reimbursement.

- TPD is engaged in several examples of inter-jurisdictional cooperation, which can provide definite cost savings (and reduced liability) but also leads to certain frustrations and inefficiencies. As one example of such cooperation, Temple has no local jail, just six holding cells, since contracting with Bell County to send all detainees to its facility. The City is also a participant in the Bell County Communications Center, which provides centralized dispatch services. TPD noted concerns about the slower decision-making and implementation that comes with an intergovernmental consortium.
- TPD also pointed out that the County Sheriff must cover the balance of unincorporated Bell County with only a handful of field deputies.

TPD Needs

- Even with its new downtown facility, TPD lacks appropriate space for tactical police training (an indoor gymnasium-like facility versus only classroom training space).
- The west side TPD facility presents some difficulties in terms of its basic size for the number of personnel housed plus the efficiency of how the space is used.
- TPD also lacks an appropriate meeting space for Police Advisory Board meetings and other public meetings, which currently must be held in a secure part of TPD headquarters.
- TPD expressed concern about the increasing demands of school-related policing within Belton ISD given Temple’s west side growth and resulting school system expansion. TPD indicated a need for more financial support, which is still a good investment for the district considering what it would cost to establish its own police operation.
- TPD has had to increase the size of its traffic unit in recent years, especially as traffic-related fatalities increased, although these have been reduced more recently. It was noted that traffic incidents tie down officers in the field, as do major road closures, such as occasionally occurs along I-35. TPD also bears the brunt of public reaction to roadway issues, even though others design the roads and establish speed limits, which TPD must then enforce, and has good reason to do to improve safety on certain roadways where drivers regularly exceed posted limits.
- TPD is pleased to have individually assigned cars, which is a plus for recruiting, and also enables better tactical police response given Temple’s relatively large area. TPD needs adequate budget support to meet its goal of replacing 12-15 vehicles per year, recognizing that periodic vehicle losses from crashes and mechanical problems will cut into this number. It was noted that approximately 15 cars must be replaced each year to maintain a “24/7” fleet. If vehicles are kept 10-12 years – versus the preferred eight years and roughly 120,000 miles – then maintenance issues multiply. TPD also maintains a small pool fleet of older vehicles to fill gaps and when other vehicles need repairs, but these pool cars were described as the “dregs.” Also, technology gains enhance the department’s effectiveness (e.g., fingerprint identification in the field), but the associated power drain can lead to more frequent and costly battery replacement.

- Temple must continue to navigate some of the challenges that come with intergovernmental approaches, such as the loss of direct management control which results from a consortium like that for the Bell County Communications Center. It was noted TPD's response time – a prime service benchmark – is higher than it should be, which can be attributed partly to communications issues.

TPD reports dealing mostly with residential and traffic issues currently, but increasing commercial development will also drive demands for police service – anywhere where people and potential conflict come into play and can lead to criminal activity, such as robbery.

TPD indicated that the impact of annexation initiatives by the City on its operations depends on the extent of population in annexed areas, and the speed with which such areas might develop and build out. With growth in west Temple already eclipsing TPD resources, TPD would need additional support, in terms of staffing, vehicles and other equipment, to be able to serve significant additional population or a substantially enlarged service area.

Temple Fire & Rescue Department

At the time this Comprehensive Plan was prepared, the Temple Fire & Rescue (TFR) Department had 89 personnel operating out of seven fire stations. A Temple Fire Rescue Master Plan was completed during 2007, providing a wealth of new analysis and recommendations related to TFR's organization, staffing, facilities, equipment, overall performance, and current and future needs. The information in this section is also based on interviews with TFR leadership.

TFR Issues

- TFR currently averages more than 10,000 fire and EMS calls per year. In addition to responding to fire incidents, TFR provides a first responder type of EMS system with paramedics on all fire department engine companies. Transport of patients is provided by private service.
- Among TFR's seven current station locations, Station No. 1 (505 N. 3rd Street) – the oldest location, dating from 1964 – has the most demand, with approximately 2,500 runs per year. Station No. 3 (3606 Midway Drive) is also a concern as it is the next busiest, approaching approximately 2,000 calls per year. This area is a particular challenge because it is difficult to navigate, has many high-value homes, has a generally older residential population, and includes the largest section of I-35 plus Loop 363, the hospital area, Temple Mall, and various apartments for seniors. The newest TFR station – Station No. 5 (510 N. Apache, just south of Airport Road), opened in 2005 – also must cover a relatively large service area.

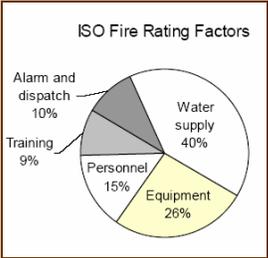
- With Temple’s ongoing growth, Station No. 4 on the south side (411 Waters Dairy Road) has gotten busier, as has the west-side Station No. 7 (8420 W. Adams Avenue), which must cover nearly a third of the community’s physical area. This includes all the way to the airport vicinity, where roads are not always in good shape.
- Other districts currently must provide support to Station No. 1, due to its high call demand, which creates a domino effect in terms of impacting operations at other stations.
- TFR typically has 25 personnel on duty per shift (three per front-line piece of equipment, plus a Deputy Chief). Another six are usually assigned per shift, but absences are expected due to illness and injuries, vacations, training, retirements, etc.), which leads to overtime hours for available staff.
- Given its staffing constraints, TFR no longer responds to calls in unincorporated areas unless specifically called to lend support (although TFR does respond to the unincorporated “donut hole” areas within the current city limits). TFR typically sends only a small booster truck and two personnel on such runs due to staffing limits that also keep it from running paramedic engines to rural incidents. But, this can put an engine out of service and creates a dilemma in case a City taxpayer calls in the meantime. From a cost standpoint, the County pays TFR a small amount for such runs, but this does not offset the actual cost. Volunteer fire departments in rural areas are trying to expand their response capabilities but still call TFR when needed.
- TFR is challenged by heavy demand on its vehicle fleet, in terms of the sheer call volume involved as well as the mileage racked up in extensive service areas.
- TFR noted water availability and/or pressure issues on the community’s outskirts in parts of north and east Temple. This includes off Loop 363 on the east side and in far north Temple, where it can sometimes be 1.5 miles to the nearest hydrant. In some cases, with a large fire, the City’s water personnel are notified so they can boost water to a particular location.

TFR Needs

- TFR is experiencing a seven to eight percent increase in call volume each year, yet the department has had no significant staffing increase since the early 1990s. This also reduces the ratio of personnel relative to the total population served.
- Additional staffing support for TFR is needed for a variety of reasons, including the “wear and tear” on existing personnel who routinely work extended, overtime hours. Personnel safety is also a serious concern when a four-person staffing ideal for major incident response (“two in, two out” per National Fire Protection Association standards) cannot be met. Currently, TFR is more likely to have only three personnel, and occasionally two on the ladder truck, in many cases.

The **Insurance Services Office (ISO)** collects information on public fire protection and analyzes the data using a Fire Suppression Rating Schedule (FSRS). ISO assigns a Public Protection Classification (PPC) from 1 to 10. Class 1 represents the best public protection, and Class 10 indicates less than the minimum recognized protection.

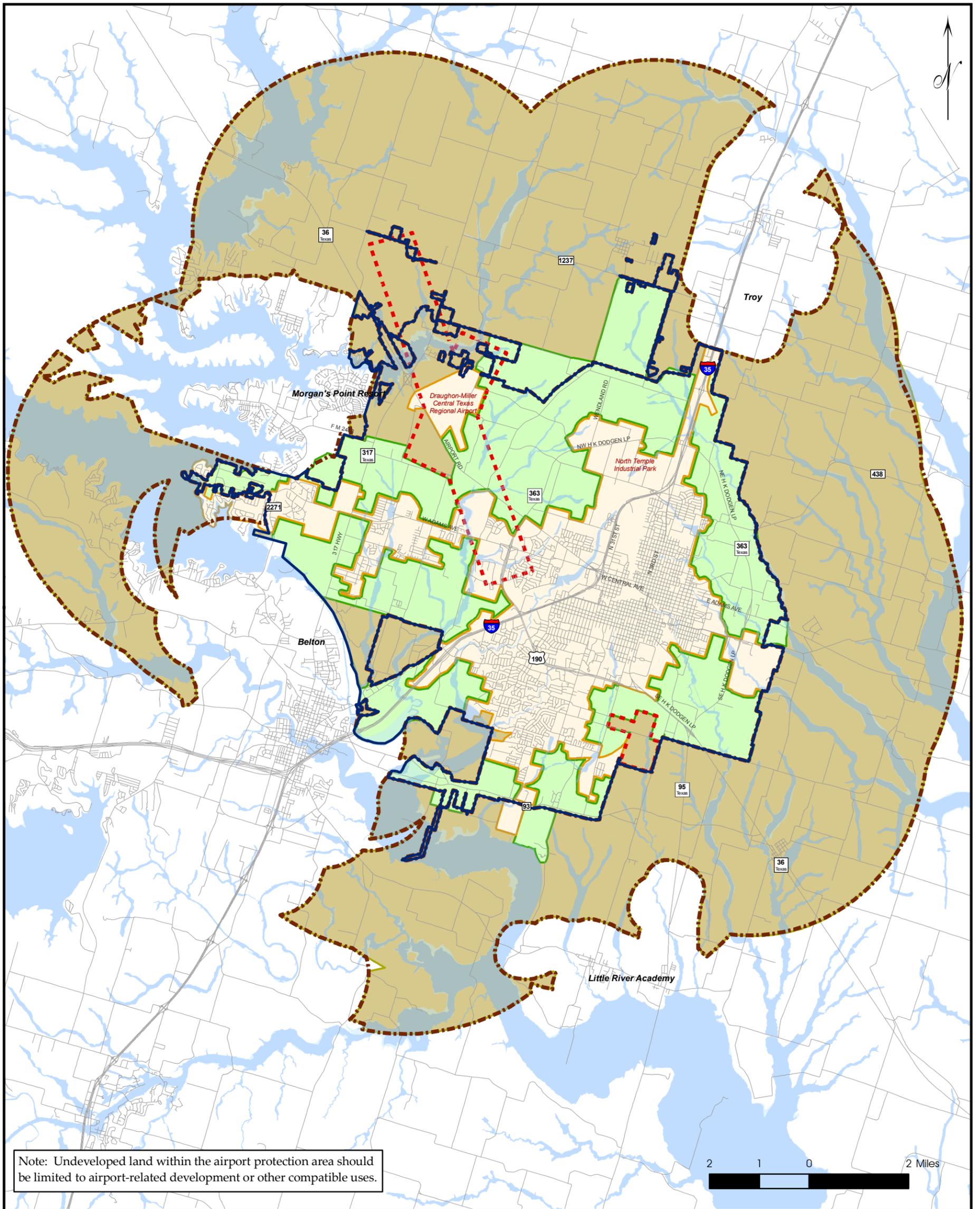
By classifying a community’s ability to suppress fires, ISO helps communities evaluate their public fire protection services. The program provides an objective, nationwide standard that helps fire departments in planning and budgeting for facilities, equipment and training. Most importantly, by helping communities to secure lower fire insurance premiums based on better citizen and property protection, the PPC program provides incentives and rewards for communities that choose to improve their firefighting capabilities and services.



- Pressure on TFR's staffing is to the point that only two personnel are often on ladder trucks versus the standard three, which should not be a routine practice. Operations are also impacted by individuals simply taking normal vacation time, or when long-term injuries occur.
- Additionally, TFR currently can allocate only one person to inspection and code enforcement activities, when it has assigned three persons to such functions in the past.
- The next one or two TFR stations will almost certainly be on the west side given growth trends and the need to provide relief to Station No. 7 on West Adams.
- TFR needs more small vehicles to extend the life of its larger vehicles. Good City support for vehicle and equipment needs was noted, but the gains of recent years must be continued, along with adequate maintenance budgets so vehicles do not wear out before their typical useful life. Engine replacement has been a critical need, along with more enclosed vehicles.
- Another reason TFR needs additional City support to fulfill its basic mission is that, like all local fire/rescue agencies nationwide, it is faced with an "explosion" of new mandates and programs in the emergency management arena. This places a particular burden on TFR administrative personnel. Some other cities have chosen to dedicate a staff member full time to this major new area of program activity.

TFR points to comparison cities in Central Texas that have more personnel to cover a considerably smaller jurisdiction than Temple's approximately 70 square miles. The result for Temple is longer distances covered to respond to calls.

With regard to potential annexation activity by the City, TFR faces the same challenges as TPD in terms of its current staffing and response capabilities for existing service areas within the incorporated city. The status of water infrastructure, if any, in newly-annexed areas would also be a fundamental concern.



20-Year Growth Planning

-  Developed Area
-  Growth Area
-  Protected Area
-  Holding Area
-  FEMA 100-Year Flood Plain
-  FEMA 500-Year Flood Plain
-  City Limits

4.2
FIGURE

11.07.08

Choices

TRANSPORTATION

5

CHAPTER

Other local and regional plans reviewed for this chapter include:

Metropolitan Transportation Plan (July 31,2006)

Transportation Improvement Program Fiscal Years 2008-2011 (April 2007)

Bell County Thoroughfare Plan (2001-2025)

Thoroughfare Plan for City of Temple (June 1998)

Preliminary Design Report for the Western Outer Loop Project (2002)

Draughon-Miller Central Texas Regional Airport, Airport Master Plan (March 2001)

Temple 20/20 Alliance Strategic Plan (2002)

Killeen-Temple Urban Transportation Study Unified Planning Work Program FY 2006/2007

Advance transportation planning and thoroughfare development will help prepare a community for future traffic demands and create a safe and efficient system of travel to, from and within the community. A well-balanced and comprehensive transportation system should offer a choice of modes and be appropriately designed for safety and visual appeal. The Transportation element of the Temple Comprehensive Plan establishes a system to accommodate local and regional travel demand through the year 2025 and beyond.

Traffic congestion, street maintenance, and safety along roadways are often the most prevalent and most talked about issues when addressing current and future community needs. As with many other communities, increased congestion brought about by new development, confusing intersections, lack of connectivity, and lack of sidewalks and trails are all issues that have been expressed by the citizens of Temple during the public involvement process. When residents cannot move with relative ease throughout their community, this leads to frustration and detracts from local quality of life. Likewise, retaining and attracting businesses requires having adequate roadway, rail, air and other facilities to move people and goods to and from this area in an effective and efficient manner.

Much of the emphasis of this plan element is placed on the roadway system as it connects the entire region and is the most predominant form of mobility in Temple. However, while traveling by car is the most common mode of travel, this plan recognizes that building and widening roadways will not adequately address future transportation needs in the community. With continued growth, high costs of developing infrastructure, escalating fuel costs, and impacts to air quality and the environment, planning for all of the future travel needs in the City will involve looking at transportation as an interconnected system of roadways, paths, trails and sidewalks, with multiple options for getting around including by transit and bike. An integrated and connected system with multiple alternatives for traveling within the community will help keep traffic flowing and alleviate congestion on

Coordinated Planning

Transportation planning is closely related to other elements of the plan including Urban Design & Future Land Use and Economic Development. For instance, the future land use and overall development patterns outlined in Chapter 3 help determine the transportation infrastructure necessary to meet future mobility needs. Additionally, the transportation system is vital to the movement of goods, thereby having direct influence on the community's economic development. Businesses seeking to locate or expand are interested in their access to and circulation within the community and, in the case of a major industry, the proximity to a freeway. Transportation arteries also provide opportunities for linear connections via sidewalks and/or bicycle routes, which complement the parks and recreation system. The location, design and capacity of roadways also determine the type and character of development.

A coordinated planning approach was utilized in developing the Transportation Plan element, ensuring the plan and its recommended policies and strategies are compatible with the community's land use goals and economic development objectives.

roadways. Options should apply not only in terms of offering different modes of transportation but also in offering multiple connections and choices on the roadway system. Part of providing multiple options and enhancing mobility in the community will include promoting development patterns that encourage alternative uses and shorter trips (i.e., mixed use developments, compatible commercial uses within close proximity to neighborhoods). The transportation system has a strong influence on the quality and type of growth and should therefore be closely coordinated with the community's overall land use goals and policies.

Purpose

The purpose of this element is to identify and address key transportation issues in the community and make recommendations to help improve mobility in the area and accommodate future growth. Additionally, included in this plan element is a Thoroughfare Plan map that can be used by City staff, the Planning and Zoning Commission, and City Council for securing needed rights-of-way as new development occurs.

Issues and Opportunities

Through the plan development process a number of issues and concerns were expressed related to mobility in the community. These discussions formed the basis of the following issue statements, along with analysis of existing conditions, review of the current Thoroughfare Plan, and examination of expected future growth trends. These statements bring focus to this plan regarding the community's values, expectations and priorities for transportation in Temple. Following the identification of the key issues is a set of community goals and objectives along with discussion of necessary implementation steps.

Regional Transportation

Over the past couple of years the Temple region has experienced strong growth which is expected to continue over the next several decades. Growth pressures have placed increasing demands on the transportation system, resulting in congested roadways and longer commutes. Traffic pressures in Temple are a result of a growing local economy, expanding residential market, particularly to the south and west, and increasing external

OBSERVATIONS on Existing Mobility Conditions

- Overall mobility and access is good in the Temple area. The City is strategically located along the I-35 corridor and has a generally good system of arterials. There are a number of options for moving goods and people to, from and within the region including by rail, air and transit. Also the community has the beginnings of a trail system.
- Areas of traffic include Loop 363 at I-35, the 31st Street corridor, and Industrial Blvd. at I-35.
- There is some lack of connectivity between neighborhoods, with several neighborhoods having only one way in and out.
- Certain arterial streets like 31st Street have a proliferation of driveways, which reduces capacity, speed and through movement.
- As shown in **Figure 5.1**, the highest levels of traffic occur on I-35 where volumes range from 83,800 vehicles per day (vpd) at the southern city limits to 62,030 vpd south of Troy. Other heavily traveled roadways include the South Loop, 31st Street, Adams and Central avenues.
- Lack of east/west connections from Belton and the lake area to Temple.
- Inadequate access to South Temple.
- Lack of collector streets within residential neighborhoods in South Temple.

for securing needed rights-of-

pressures stemming from growth in the Austin and Waco area and across Central Texas. In addition to local growth in the region, Temple is strategically located along the I-35 corridor, which brings international trade flows and other through travelers to the community. With the large number of industries located in Temple, its strategic interstate highway location, and two railroads running through town, moving people and goods through the region efficiently is an important planning consideration for the community.

Key planning considerations for regional mobility, as addressed by Goal 5.1, include:

1. Long-term solutions to traffic along the I-35 corridor, as population growth and international trade continue to increase in Texas.
2. The proposed Trans Texas Corridor and resulting transportation and land use implications for Temple.
3. Location and feasibility of an intermodal facility.
4. Future role of the Draughon-Miller Central Texas Regional Airport in regional air travel.
5. Coordination with other entities in enhancing regional mobility including Bell County, the Central Texas Council of Governments (CTCOG), Killeen-Temple Urban Transportation Study (KTUTS) which serves as the Metropolitan Planning Organization (MPO) for the Temple area, and the Texas Department of Transportation (TxDOT).
6. Preserving environmental features and the character of corridors through “Context Sensitive Solutions.”
7. NW Loop 363, which will function as a bypass/detour for I-35 during construction.

Local Transportation Network

Moving residents through the community from their homes to employment and shopping centers, schools, and places of leisure in an efficient and safe manner is essential to local quality of life in Temple. As development continues, ensuring through movement along the arterial street system, adequate connectivity, and ample options for travel on the roadway network will be important in enhancing local mobility. There are several districts in the community where congestion is more concentrated, particularly during certain times of day, like the medical-education district, the mall area, and the northwest industrial area. Special studies beyond basic thoroughfare planning – with specific solutions – may be needed to address the unique circumstances of these districts. Likewise, given limited resources and constraints to thoroughfare development in some cases, maximizing existing roadway assets through access management techniques and other land use decisions and strategies will be important in enhancing local mobility.

Preferred TTC Alignment

The Trans-Texas Corridor (TTC) is a proposed multi-use, statewide network of transportation routes that will incorporate existing and new highways, railways and utility rights-of-way. Plans call for the TTC to be completed in phases over the next 50 years, with routes prioritized according to Texas’ transportation needs. The proposed Trans Texas Corridor (TTC-35) nearest the Temple area generally parallels I-35. The TTC-35 Tier One Draft Environmental Impact Statement (DEIS) has been released for public review and comment. The document identifies a recommended preferred corridor alternative for this project that is just east of Temple (red line on map).

Key planning considerations for local mobility, as addressed by Goal 5.2, include:

1. An adequate arterial and collector street system that provides for multiple connections and options.
2. Maximizing flow and reducing traffic conflicts on existing facilities through access management and other Transportation System Management (TSM) strategies.
3. Development patterns and land use decisions that have a positive effect on the transportation system.
4. Planning for an aging population, and for the needs of others with reduced mobility and/or disabilities.
5. Expansion of major traffic generators.
6. The need for a more systematic way of assessing the traffic impact of new development.

Alternative Modes of Travel

Currently the private automobile is the primary form of transportation for most individuals in the Temple area. However, with an aging population, escalating fuel costs, increased environmental concerns, and the high cost of planning and building roadways, opportunities exist for providing and accommodating alternative modes of transportation including transit, “on demand” services (e.g., taxis, airport shuttle), and bike and pedestrian facilities. The HOP is Central Texas’ regional public transit system, which provides service to Killeen and Temple. In Temple fixed-route service is provided to key destinations of the city. HOP fixed route service has increased since it began operation in 2002. The HOP is a relatively new transit system, and as the system matures the City, in coordination with the Hill Country Transit District, should continue to look for opportunities to enhance and expand service to better meet the varying needs of the community.

In addition to providing more transit service, making the community more pedestrian and bike friendly and accessible can help alleviate traffic on local streets by providing for another alternative mode of travel. Bicycle and pedestrian facilities add to the quality of life of the community and help create a cohesive environment that is interconnected not only through roadways but through a system of bike lanes, trails and sidewalks. In addition to their practical function of getting people around, pedestrian and bicycle opportunities can help meet some of the recreational needs in the community. Temple currently has a multi-use trail that runs along the Adams Avenue corridor on the west side.

Key planning considerations for alternative travel modes, as addressed by Goal 5.3, include:

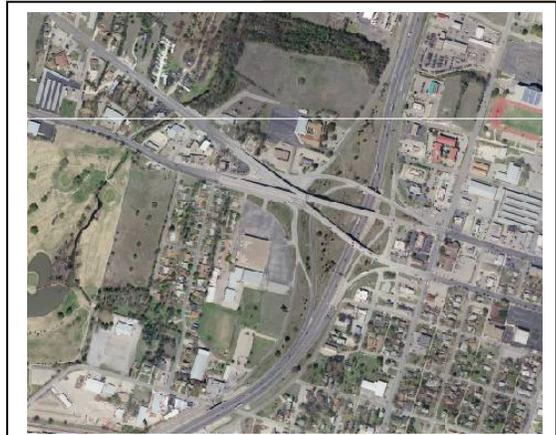
1. Expanding public transit to the east, west and south as development and population density increases.
2. Identifying needs and innovative transportation options for accommodating an aging population and disabled residents (e.g., those using motorized wheelchairs and scooters), including appropriate transit services and parking facilities.
3. Expanding the existing trail/bike system to create an integrated and connected system throughout the community.

¹ K-TUTS Metropolitan Transportation Plan, July 31, 2006.

“The year 2050 will mark the first time in human history that the percentage of older people (over 60) will exceed the percentage of children (under 14).”

Planning magazine,
May 2007

4. Finding a balance between the social service aspect of providing public transit and the overall community benefit of increased mobility.
5. The need for a way to model the cost and benefit of alternate travel modes compared to roadway construction.
6. Assessing the implications of regional and statewide initiatives which could make passenger and/or commuter rail connections between Temple and Austin and other destinations possible in coming decades – and recognizing that evolving transportation technologies, especially in light of new energy realities, could dramatically impact personal mobility choices, vehicle design, fuel options, and even how local transit services function and are funded by state and federal agencies.



The intersection of I-35, Airport Road and Adams Avenue is confusing due to the number of roadways coming together in one busy location.

Neighborhood Safety and Connectivity

Preserving the integrity and character of neighborhoods is an important consideration in transportation planning. Traffic congestion on primary roadways can result in cut-through traffic and unsafe neighborhood conditions, while through roadways can often divide neighborhoods and alter their character. Likewise, gated neighborhoods and lack of connectivity can result in increased traffic along the arterial street system and decreased emergency response. Neighborhood development should enhance mobility and safety through appropriate street design and connections. The transportation system should connect and enhance neighborhoods and be aesthetically pleasing and compatible with the surrounding environment.

Key planning considerations for neighborhood safety and connectivity, as addressed by Goal 5.4, include:

1. Neighborhood design that calms traffic and encourages slower speeds, including narrower streets where appropriate (which can also reduce impervious surface and resulting storm water runoff).
2. Connectivity between neighborhoods and commercial and public areas through the roadway system, sidewalks, and trails.
3. Thoroughfare development that is compatible with and complements neighborhood character.



There is a lack of collector and minor arterial streets in South Temple, making it difficult to move throughout this area and access I-35 and Loop 363.

Goals, Objectives and Action Recommendations

The following goals, objectives, and recommended actions were formulated to specifically address the issues and needs outlined above. The goals reflect the overall vision of the community, which may be achieved through the objectives and by acting on the recommendations. It is important to note that these are also general statements of policy that may be cited when reviewing development proposals and used in making important community investment decisions regarding the provision and timing of facilities and services.

GOAL 5.1: A regional transportation network for moving people and goods to, from and through the community in an efficient and effective manner.

“Weakest” Links in the Transportation System

- Loop 363 & I-35
- Adams Street
- Adams St. and I-35
- 31st Street
- 31st Street and Central Avenue
- Downtown to south side – no direct routes
- 1st and Avenue H at 7:00 am

Needed Improvements

- Pedestrian crossings near high school
- Truck route enforcement
- Railroad grade crossings – 25th Street, 1st Street, Main Street
- More streets to south
- Sidewalks, jogging trails
- Widen Lake Road (2305)
- Synchronize light timing
- MLK & 93 needs a light

Source:
 Focus Group Interviews – March 2007
 District Meetings – April/May 2007

◆ **Prioritize needed improvements to the street network in Temple.**

1. Immediately following adoption of the Comprehensive Plan, prepare a Transportation Master Plan in consultation with major property owners. Considerations of the Transportation Master Plan should include, at a minimum:
 - Involving major property owners;
 - Evaluating traffic counts and performance of streets; and
 - Integrating multiple modes of transportation throughout the City.
2. In the interim between Comprehensive Plan adoption and completion of a Transportation Master Plan, place the highest priority on street capital improvement projects that improve mobility in west Temple, specifically in the area west of I-35 and south of Airport Road.

◆ **Coordinate with local, state and federal agencies in enhancing regional mobility.**

3. Continue coordination with TxDOT in improving mobility along I-35 and identifying long-term solutions to handling future growth and traffic along this corridor.
4. Actively participate with TxDOT and other state agencies during the Environmental Impact Statement process for the Trans Texas Corridor. As the environmental process proceeds, the City should evaluate the implications of this corridor for the community.
5. Continue coordination with the CTCOG and K-TUTS in identifying and prioritizing regional transportation projects to be placed in the Metropolitan Transportation Plan (MTP) and Transportation Improvement Program (TIP). The City maintains a capital improvements program (CIP) and K-TUTS maintains an MTP that prioritizes roadway construction projects in the area.

◆ **Accommodate future expansion of the Draughon-Miller Central Texas Regional Airport.**

6. Prioritize and implement improvements in the updated Airport Master Plan. The City should be proactive in acquiring land and establishing appropriate land use controls around the airport as identified in the Master Plan so future expansion will not be restricted.
7. Review and amend as necessary zoning regulations around the airport to protect its long-term operational interests from encroaching incompatible development.

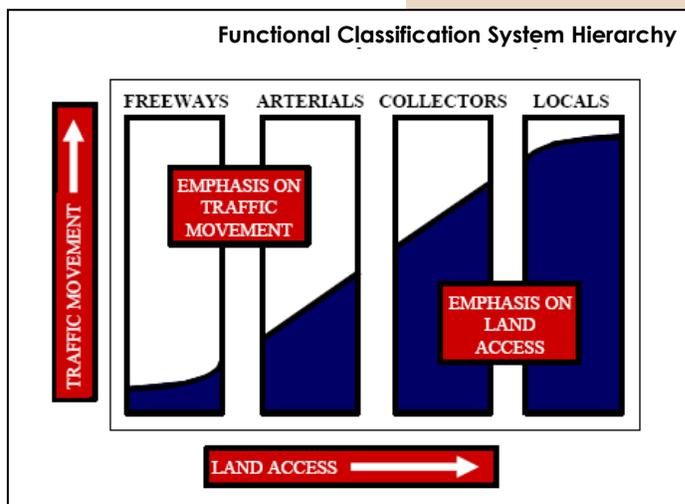
◆ **Accommodate future expansion of rail transportation through Temple.**

8. Encourage expanded rail service through Temple for the movement of freight and passengers, and capitalize on the major rail infrastructure in the City.

GOAL 5.2: A local transportation system that moves people through the community in a safe and convenient manner.

♦ Utilize the Thoroughfare Plan map and functional classification of roadways to achieve adequate mobility within the community and preserve rights-of-way.

1. Ensure that capital improvement projects undertaken by the City are constructed in conformance with the land development regulations.
2. Adopt the functional classifications of arterial and collector roadways as shown on the Thoroughfare Plan map. The recommended street cross sections and pavement widths that correspond with the functional classifications should be adhered to in all new developments. In certain instances where there are unavoidable constraints for complying with the City's standards (that are peculiar to the location and not brought about by the subdivider through the subdivision layout or design), the City may allow an exception as long as it is the minimum variation needed to otherwise abide by the City's standards, which may require additional study to verify.
3. Amend the Subdivision Regulations to include the cross section standards and required right-of-way and pavement widths for arterial and collector streets as identified in this plan.
4. Consider adopting standards for wider collector sections where collectors intersect with arterials. Wider sections should consider:
 - Necessary turning lanes to accommodate turning movements;
 - Adequate lane length for stacking of vehicles; and
 - Limited or prohibited access onto the collector near intersections with arterials.
5. Explore the concept of incorporating performance standards for local residential streets into the City's Subdivision Regulations. Under this approach, the type of access, number of dwelling units served, and the units' average frontages determine the street right-of-way, pavement width, and other design requirements such as parking lanes, curb width, parkways, and sidewalks (this would apply only to local streets with no potential for future connection or extension). Therefore, the required right-of-way and street design is directly tied to development density and generated traffic volumes as opposed to a "one-size-fits-all" standard for all local streets. Where appropriate, sidewalks or off-street trails could be required as a trade off for reduced pavement width.
6. Utilize the future land use plan for incorporation into the Killeen-Temple Urban Transportation Study (K-TUTS) transportation model to define the functional classification of streets and the necessary roadway capacities. The use of character-based land use designations allows quantification of the transportation impacts, including population and dwelling unit counts, trip generation, and other model inputs. The land use projections developed as part of this plan may be organized into traffic analysis zones (TAZs) as the planning variable inputs into the transportation model. In this way, there is a high level of coordination between the adopted land use and



growth plans and the resulting thoroughfare network, thereby greatly improving the accuracy of trip generation and the corresponding assignment and distribution of trips by the computer model.

- 7. Consider incorporating provisions into the land development regulations authorizing the City to require a traffic impact analysis (TIA) study if projected traffic from a particular development site would exceed a certain established traffic generation threshold or specified development conditions (e.g., square feet of non-residential development, number of residential units, or other site-specific factors that could trigger the need for mitigation measures along adjacent public streets or at nearby intersections). Such situations could require submission of a study prior to the official acceptance of an application for subdivision, property development, or a change in zoning (and, in some cases, the City could choose to conduct such a study itself or share the study cost with the applicant).

◆ **Implement access management and other Transportation System Management (TSM) measures to help increase capacity along constrained roadways and maintain capacity along arterials in the community.**

- 8. In conjunction with TxDOT, prepare an access management study for 31st Street and other corridors, which identifies and evaluates appropriate TSM measures that would be suitable and feasible along these corridors of concern. These measures could

Traffic Impact Analysis (TIA) Studies

A Traffic Impact Analysis is a study which assesses the effects that the traffic generated by a particular development will have on the immediate transportation network in the vicinity. TIAs are a common planning tool used by many communities in Texas and elsewhere to gauge site-specific demands on abutting and nearby roadways and intersections. Their scope and complexity varies depending on the type and size of the proposed development, but most are brief and quickly conducted and submitted. The TIA process is used to help evaluate if the scale of development is appropriate for a particular site and what mitigation measures may be necessary, on and/or off the site, to ensure safe and efficient access and maintain traffic flow on affected public roadways.

Typical solutions, which vary according to the extent of traffic impact, include:

- Limiting the number of access driveways or altering their design or location along the development frontage;
- Requiring developer contribution to traffic signal upgrades or timing changes;
- Requiring installation of deceleration and/or acceleration lanes for main driveways to reduce traffic conflicts in busy areas; or
- Requiring developer contribution to intersection improvements, which typically involves construction of new or lengthened left and/or right turn lanes.

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

In practice, mitigation measures are often a shared effort between the developer and the public agency. Needed traffic flow and safety solutions which clearly go beyond the effects of any one development remain the responsibility of public agencies. TIAs help to clarify when an adverse impact is isolated to a particular site development and its newly-generated traffic.

“Transportation System Management (TSM) is the improvement of vehicular flow by implementing low-cost measures that increase the efficiency of the existing road pavement and avoid the need for major roadway expansion. Examples of such measures include traffic signals and intersection improvements, one-way road pairs, access control measures, and removal of on-street parking.”

Your Government & Community Online Resource, Martin County, FL

include the addition of right or left turn lanes at certain locations, consolidation of driveways, and signal timing. There are a number of sources and criteria that could be used in determining appropriate TSM measures in the community including those identified in TxDOT's Access Management Manual and the Transportation Research Board's Access Management Manual.

9. Develop an access management program and guidelines that provide appropriate strategies and access design requirements based on a roadway's functional classification as identified on the Thoroughfare Plan map (with the greatest emphasis placed on mobility versus access on arterial streets). This roadway management approach aims to restrict and/or guide the number, location and spacing of driveways, median openings, and street intersections to maintain smooth and safe traffic flow. Other typical measures include provision of acceleration/deceleration lanes at major intersections and busy driveway locations, more and/or longer turn lanes, and marginal access roads (service streets that are parallel to a higher-order street, which, for purposes of safety, provide access to abutting properties and separation from through traffic). These strategies are particularly important for preserving capacity along roadways that are not currently lined with development.



There are a number of driveways and access points along 31st Street, which reduces traffic capacity and through movement along this busy corridor.

10. The access management program could also lead to development code amendments that would limit or prohibit driveways along collector streets and restrict driveway access on arterial roadways to preserve the intended function of these roadways. Such provisions might:
 - restrict the number of residential streets with access to arterial streets by requiring marginal access streets or collector roadways located no less than 660 feet apart; and
 - require marginal access roads and/or cross-access easements along all commercial frontage abutting arterial and collector roads to minimize the number of driveways (adjacent commercial properties might also be required to have shared driveways and/or cross-access to eliminate the need to use the public street between them).
11. Periodically conduct signal warrant studies as area travel volumes increase with new development. In areas that are already managed by traffic signals, signal timing should be reviewed, particularly in congested areas, to determine if timed traffic signals are appropriate relative to the volume and peaks in traffic flow. Adjustments should be made to traffic signals so they are timed accordingly. Pedestrian- and bicycle-actuated traffic signals should be installed at intersections near schools, parks, and other areas with high pedestrian traffic.

COMPLETE STREETS
are designed and operated to enable safe access for all users. Pedestrians, bicyclists, motorists and bus riders of all ages and abilities are able to safely move along and across a "complete" street.

Source:
www.completestreets.org

- ◆ **Account for the unique needs of aging and disabled persons when planning for future transportation in the community.**
- 12. Review current standards relative to the need for handicap and van-accessible parking in Temple. Revise standards as appropriate to ensure adequate spaces are available and appropriately designed.
- 13. Identify and evaluate alternative transit options for seniors including a “community bus,” which is a smaller bus that would be more flexible and accommodating to seniors than fixed routes.
- ◆ **Utilize land use policies and land development regulations to encourage developments that enhance mobility within a neighborhood and throughout the community.**
- 14. Refer to the recommendations identified in Chapter 3, Urban Design & Future Land Use, relating to mixed use and higher density developments.

GOAL 5.3: A mobility system that offers a variety of choice in modes of travel.

- ◆ **Develop a public transit system that meets the varying needs of the community.**

The **TEXAS HIGH SPEED RAIL & TRANSPORTATION CORPORATION** (THSRTC) is a not-for-profit corporation consisting of local transportation and elected officials from across the State in a grassroots, collaborative effort to realize the first-ever high-speed rail passenger system and multi-modal transportation corridor in Texas. The purpose of THSRTC is to provide innovative solutions to growing transportation issues through a plan that connects millions of people in the fastest growing area of one of the fastest growing states in the nation, linking airports and facilitating our military's ability to efficiently and quickly deploy to protect our homeland.

One of THSRTC's primary objectives is to correct an oversight in federal law that leaves unconnected the greater Houston / Harris County area from the South Central High Speed Rail (HSR) Corridor, which is one of two HSR corridors in Texas recognized by federal law. THSRTC is currently working on obtaining an extension of the federally designated South Central HSR Corridor from Killeen / Temple to Houston / Harris County via Bryan / College Station in an alignment known as the “Texas T-Bone.”

Source: www.thsrtc.com

1. Work with the Hill Country Transit District in preparing a transit study to evaluate the current performance of the fixed routes and establish service performance standards, identify modifications to the exiting routes as well as potential new routes (including expanded service to the east and new service to the south and west as development and densities increase), explore coordination opportunities with other area transportation providers, analyze daily commuting patterns and assess the feasibility of commuter routes, analyze fuel alternatives, recommend vehicle types and specifications, identify infrastructure improvement needs, and recommend future funding needs, revenue options, and funding strategies.
2. As part of the above recommended transit study, explore the option of developing a transit service for choice/discretionary riders. In other words, in addition to servicing transit-dependent persons, who are those most likely to use the service, design a service that is highly attractive for those who ordinarily drive their cars to work or elsewhere. This may include a well-publicized rideshare program to key destinations (i.e. Temple College, the Medical District), some form of unique travel option such as a trolley or streetcar, or a combination thereof. The cost of the start-up may be borne by the local governments or in partnership with a business sponsor, with the user paying a portion of the daily ride cost.
3. Revisit the feasibility and potential ridership of a route to the industrial district.
4. In coordination with the Hill Country Transit District develop and execute an expanded advertising and marketing campaign to better educate and

inform the public as to the services and schedules available in Temple, as well as inter-city connections.

5. Evaluate potential locations for the installation of bus pull-out bays, which are specially constructed areas separate from the street travel lanes providing for passenger boarding and alighting. The construction of bus pull-out bays may be difficult within constrained environments, but they are particularly applicable for implementation along new roadways. Consider on a case-by-case basis which bay design is more applicable given the stop environs and geometric street design.
6. Identify locations for construction of street and curb side improvements. Explore low-cost, transit-oriented street improvements such as:
 - bus shelters in areas of heavy use;
 - special left turn lane signal phases at select intersections;
 - preferential signal timing to aid bus travel time;
 - parking regulations to clear the curb lane for bus operations, particularly at high-volume transit stop locations and during peak travel periods;
 - improved identification of bus stop locations and installation of no parking signs; and
 - pavement markings at transit stops.
7. Prepare guidelines for pedestrian access to transit stop locations.
8. Within future street improvement projects along bus routes, incorporate design provisions relating to sidewalks; curb cuts and handicap-accessible ramps; non-slip surfaces; marked, signed and/or signaled pedestrian crossings; prevention of obstructions for wheelchair access; and installation of pedestrian-actuated traffic signals.
- ◆ ***Develop new and/or enhance existing pedestrian and bicycle amenities and facilities throughout the City.***
9. Immediately following adoption of the Comprehensive Plan, prepare a comprehensive bike and pedestrian plan for the community that identifies a network of new or extended bike lanes, trails, greenways, and pedestrian linkages throughout the city limits and extraterritorial jurisdiction (ETJ), with disabled access and the potential impacts on street design standards as prime planning considerations. The resulting study should identify a network of on- and off-street linear connections between neighborhoods, parks, schools, and commercial areas, with prioritization of improvement packages. Attention should be given to identifying bikeway and sidewalk improvements in and around the downtown and Temple College areas, in particular where roadways could be “retrofitted” to accommodate bike lanes and/or sidewalks. Along with the circulation and safety needs of casual biking within and between neighborhoods, the needs and interests of long-distance recreational cyclists should also be addressed. The plan might also include recommendations, as appropriate, for amending the Subdivision Regulations to include alternative cross-section standards for collectors and minor arterials that include sufficient right-of-way for bike lanes. As urged by area cycling groups and interests during the comprehensive planning process, the process for preparing a bike and pedestrian plan should include consideration of:

- actions needed to become the most bicycle-friendly city in Central Texas and thereby boost the quality of life of Temple residents;
- identification of opportunities to add designated bike lanes, hike-and-bike trails or other bike/pedestrian improvements along existing rights-of-way, and to acquire additional rights-of-way in strategic locations;
- potential installation of “Share the Road” signs along all streets within Temple that have painted shoulders;
- potential installation of bicycle racks at key locations and buildings throughout the community;
- preparation of a grant proposal to the Texas Safe Routes to School (SRS) program to secure external funding support for infrastructure improvement and construction, as well as educational activities; and
- promotion of cycling awareness and safety by declaring an annual “Share the Road” day in Temple.

The planning process should emphasize input from groups such as the Scott & White Cycling Club, the Tem-Bel Coalition, the Bell County Cycling Club, and other user groups, residents and developers to help identify safe and desirable routes that should be designated within the plan and targeted for associated improvements and signage.

10. Consider adopting alternative street sections that incorporate bike lanes. Possible configurations could include wide curb lanes, shoulder bikeways, bicycle lanes, and bike paths (see example illustrations in **Figure 5.5** toward the end of this chapter).
11. Work with the Central Texas Trails Network in developing trails that link the communities in Bell County.

Vision Map for Area Trails



Central Texas Trails Network (CTTN) is a volunteer organization that exists to facilitate the establishment and promotion of trails throughout greater Bell County. CTTN, working with city, county, state and federal organizations, supports and promotes coordination among these groups to leverage resources and maximize progress.

Source: www.centraltexastrails.org

12. Make it standard practice to add sidewalks along roadways where they are not already present when such roadways are improved or widened.
13. Identify intersections in the community that are heavily used by pedestrians and prioritize and implement safety improvements at these intersections. Intersections should be prioritized based on use and pedestrian risk. Improvements could include walk overs; installing accessible ramps for persons with disabilities; marked, signed, and/or signaled pedestrian crossings; and pedestrian-actuated signal detectors.
14. Conduct a community-wide sidewalk inventory to denote the existence or non-existence of sidewalks along each street. Inventory segments that are in poor condition or unfit for safe use (particularly by handicapped individuals), as well as barriers to connectivity. Barriers may include major

roadways, utility poles/boxes, and buildings. Subsequently, prepare a five-year capital improvement program (CIP). The program should include a prioritization of projects, with the highest priority assigned to areas most likely in need of sidewalks such as around schools, downtown, parks, and other areas where there is a high propensity for walking. The City should also consider increasing the minimum width of sidewalks in such high-use areas from four feet to five feet or more, as appropriate. An established amount should be budgeted annually for sidewalk improvement, replacement, and construction. Alternatively, the City could establish a public improvement district (PID), where appropriate, whereby the improvement costs would be proportionately allocated to individual property owners.

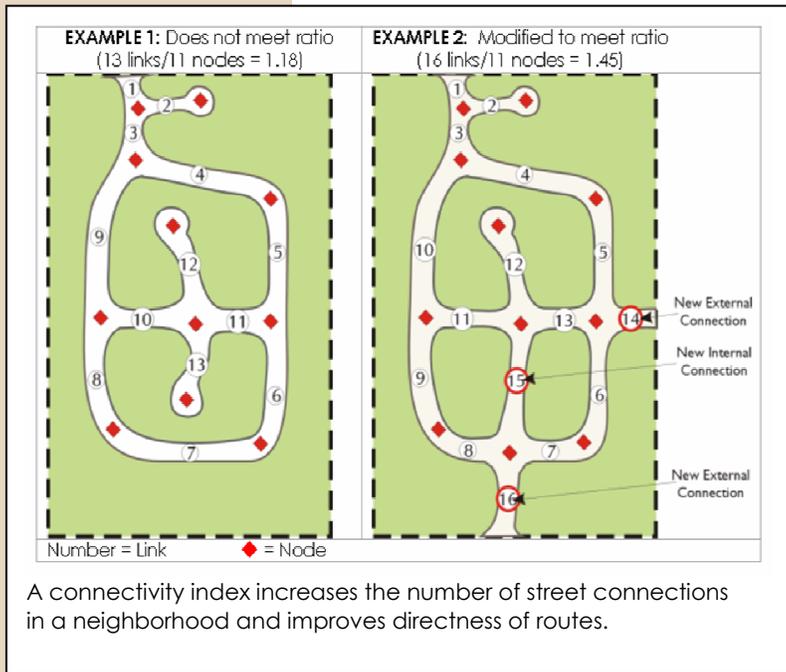
15. Prepare a Safe Sidewalks Program to identify those locations where the condition and maintenance of the sidewalk are particularly important, such as around, adjacent to, and leading to/away from schools; near and adjacent to public buildings and spaces; and other areas prone to heavy utilization of the sidewalks. In these priority areas, conduct regular inspections of safety conditions to ensure the walking surface is free from hazards and dangerous obstructions. Also organize a public education program to notify the community of the Safe Sidewalks Program, the priority pedestrian areas, and individual responsibilities for care and maintenance. The City should also submit a grant proposal to the Texas Safe Routes to School (SRS) program to secure external funding support.
16. Consider amending the City's street design standards for the installation of pedestrian- and bicycle-actuated traffic signals. Also, coordinate with TxDOT to ensure their installation at targeted locations on State highways in town.

GOAL 5.4: A mobility system that is integrated with and complements neighborhood and community character.

- ◆ ***Insist on well-designed roadways that are aesthetically pleasing and reflective of the surrounding community character.***
 1. Consider implementing context sensitive solutions when widening existing and constructing new roadways. In Temple, consideration should be given to enhancing and preserving the community's character through protection of environmental and historic resources.
- ◆ ***Implement a formal traffic calming program.***
 2. Periodically conduct travel speed studies to determine appropriate speed restrictions in neighborhood pedestrian areas. Street pavement markings and signage for all school safety zones should be improved and regularly maintained. Raised cross walks should be installed along all streets that front onto public facilities, such as schools, but also including municipal parks and the library.
 3. Perform localized traffic calming studies where there are observed unsafe conditions of cut-through and/or high-speed traffic. Traffic calming is applicable where there are continuous and relatively straight streets (for a distance of 500 feet or more) carrying higher volumes of traffic in excess of 100 vehicles per hour during peak hours; when actual speeds exceed the posted limit on a regular basis; when a local street functions as a collector street, and/or when the street is in close proximity to a school, park, or other location frequented by children. The study should identify the recommended improvements based upon site-specific conditions.

"Context sensitive solutions (CSS) is a collaborative, interdisciplinary approach that involves all stakeholders to develop a transportation facility that fits its physical setting and preserves scenic, aesthetic, historic and environmental resources, while maintaining safety and mobility. CSS is an approach that considers the total context within which a transportation improvement project will exist."

Federal Highway Administration



◆ **Enhance connectivity between neighborhoods.**

4. Evaluate the existing street layout regulations in the Subdivision Regulations to optimize the number and location of street connections in a neighborhood and improve directness of routes and create more route options for people on foot and bicycles. Features of a potential ordinance could include:

- An appropriate connectivity index (e.g., street links divided by street nodes).
- Requirements for connecting local and collector streets to adjacent developments to ensure a minimum level of external connectivity.
- Requirements to establish pedestrian routes between land

uses. This is particularly important where natural features or other constraints make it impractical to connect streets.

- Provisions to discourage cut-through traffic and speeding.

City of Temple Thoroughfare Plan Map

The plan depicted in **Figure 5.2, Thoroughfare Plan**, is intended as a guide for gradual roadway network expansion and improvement in coming years, in coordination with ongoing land development and redevelopment and further investments in public utility infrastructure. Care was taken during the process of creating the Thoroughfare Plan to ensure that the designated routes follow existing roadway alignments, parcel boundaries, and topography as much as possible. These factors, as well as accepted engineering design considerations should, at a minimum, be taken into account when the Thoroughfare Plan is interpreted and modified (as well as the general principles and considerations included in **Table 5A.1, Functional Classification Criteria**). The effect that any modifications might have to the overall traffic circulation of the area should be considered and discussed prior to modifying the Thoroughfare Plan. The City's staff Design Review Committee (DRC) will work with developers and their design professionals to interpret the Thoroughfare Plan and determine how roadway alignments depicted on the map should be incorporated into proposed developments.

Thoroughfare Plan Highlights

Some key considerations in preparing a new Thoroughfare Plan map for Temple included:

- Removing various impractical or ill-advised arterial and collector alignments which had appeared on previous Thoroughfare Plans for the area (e.g., proposed connection of Nugent Avenue, a collector street, from the Historic District westward to the I-35 area, across the major railyard area in between).
- Depicting a future arterial network with better continuity and spacing, and covering a larger geographic area, particularly in Temple's north and northwest ETJ, given recent annexation activity by the City.
- Providing for more east-west connections in west Temple (e.g., Tarver Drive and Poison Oak Road extensions), especially to offer alternatives for motorists and thereby provide relief to the busy FM 2305 (W. Adams Avenue) corridor.
- Clarifying road extension and connection priorities in the North Temple Industrial Park area, particularly for consistency with the latest area-specific planning for Temple's TIF District #1.
- Indicating the latest potential alignment for the proposed Trans Texas corridor (TTC-35) through the Temple area, and showing possible interchange locations to maintain the continuity of existing state highways in the vicinity.

Several proposed refinements to the future Outer Loop are also reflected on the Thoroughfare Plan map. The gray dashed line on the east side of Temple reflects a prior alignment for the Outer Loop that appeared on previous Temple thoroughfare plans and was also incorporated into K-TUTS planning. A proposed new Outer Loop alignment is shown in blue. As noted on the map, the City will seek to amend regional transportation plans to reflect the desired change in this major arterial alignment. Likewise, another gray dashed line is shown for the potential extension of the Outer Loop south of I-35 in southwest Temple. This line also represents previous thinking on this potential alignment, but the blue major arterial line in the same vicinity is included on the new Thoroughfare

Plan map as a preferred alternative – at least conceptually, subject to further study – that would avoid several constraint areas and would prove more beneficial to Temple over the long term.

Collector-Level Planning

The new Thoroughfare Plan purposely avoids depicting potential collector streets in all undeveloped areas of the city and ETJ, especially beyond the 20-year growth planning area delineated in **Chapter 4, Growth Plan** (aside from existing roads which already serve a collector function amid the arterial network). When such lines are shown on thoroughfare plans, too often their location is taken literally rather than being treated as conceptual alignments to be considered further as actual development patterns emerge. They can also be troubling in areas with an existing, scattered rural development pattern, where a more urban-oriented street system for future growth is difficult to contemplate – despite the critical importance of such foresight and planning. Instead, the Comprehensive Plan establishes the importance of collectors and provides guidance for when and where they are needed as urbanization reaches new growth areas.

Therefore, the absence of a collector on the Thoroughfare Plan does not necessarily mean that a collector street is not warranted in a particular area. The need for collectors within a development should be discussed between staff, land owners, and design professionals regardless of whether there is a line on the Thoroughfare Plan designating the potential location of a collector street.

The likely location of future signalized intersections along the arterial network is the most important factor in determining where collectors should be required as part of new developments. Traffic signals ideally should be spaced one-third to one-half mile apart along arterials, although private property patterns sometimes require suboptimal spacing of down to one-quarter mile. If a subdivision is proposed within a largely undeveloped superblock, and it is situated at a point along an abutting arterial where the above spacing criteria suggest a future signalized intersection, then an access point to the development should be planned at that location, and the access street should include sufficient right-of-way to accommodate a cross section built to collector standards (which may not actually be constructed to that standard until later). This should be the case even though the first subdivision to emerge in a superblock may not, on its own, be large enough to generate the traffic necessary to justify a collector street. However, over time, as the area is built out, sufficient traffic will flow to and from the arterial-collector intersection to warrant its signalization and justify the collector cross section. **In summary, it is not the size of initial developments that drives collector needs but the location of new development within the arterial grid and relative to preferred locations for signalized intersections.**

Naturally, real world conditions are rarely ideal for applying textbook rules and criteria. That is why traffic impact analysis procedures (as recommended under Goal 5.2) are important for situations that require more in-depth study of traffic circulation and access considerations across a larger area beyond the proposed development site. It is essential for both the developer and the City to know whether a collector designation is warranted in an area as this has implications for the extent of right-of-way dedication, the eventual street

improvements, whether a sidewalk will be required, whether homes or businesses can be oriented toward and take access from the street, etc.

Finally, footnote “A” on the Thoroughfare Plan map points out that a collector street originating from an arterial intersection typically should not be straight and continuous across a superblock, especially through primarily residential areas. However, it is advantageous for collector streets to provide for internal circulation and connectivity, though indirect, within a superblock. Speeding and cut-through traffic is discouraged primarily by offsetting and/or curving the collectors and having them meet at “T” intersections.

Priorities for Further Study

Recognizing the extent of study that is possible through a comprehensive plan update process, and aware that this plan makes a strong recommendation that the City of Temple proceed immediately to prepare a Transportation Master Plan (TMP), the Comprehensive Plan Advisory Committee identified the following as priority items for more in-depth study through the TMP process:

- The southward extension of the future Outer Loop, south of I-35, as discussed earlier in this section.
- The east and northeast alignment of the future Outer Loop, particularly in light of potential future land use and development activity on Temple’s east side and toward the north I-35 corridor.
- A potential east-west connection between S. 31st Street and S. 5th Street, to the north of FM 93 (as indicated by a conceptual collector line on the Thoroughfare Plan map).
- The overall outlook for and implications of TTC-35, including connections with existing state highways in the area (and the proposed extension of FM 1237 eastward to TTC-35).
- Other corridor concepts under consideration through ongoing regional transportation planning, and how Temple might connect to these future thoroughfares or be impacted by them.

Roadway Design Standards

This section describes existing and proposed roadway design standards associated with each of the functional classifications as shown on the Thoroughfare Plan map. Further general background information on thoroughfare planning principles is provided in **Appendix 5A**, at the end of this chapter. Roadway design standards are located in the City of Temple's Subdivision Ordinance and include roadway design criteria and cross sectional elements for arterial, collector and local streets. While street classification reflects the functions that roadways serve as part of the street network, roadway design standards are related to traffic volume, design capacity and level of service. The City's existing requirements are shown in **Table 5.1**. These current standards reflect back-of-curb to back-of-curb dimensions. It is recommended that when the City updates its subdivision regulations to incorporate new standards, they should reflect face-of-curb to face-of-curb dimensions.

Table 5.1, Existing City of Temple Roadway Design Standards

<i>Category</i>	<i>Pavement Width (ft)</i>	<i>Right-of-Way Width (ft)</i>
Local Street	31	50
Rural Local	22	50
Collector	36	55
Rural Collector	26	55
Arterial	49	70
Major Thoroughfare	60	80

In the administration and enforcement of the Thoroughfare Plan, special cases and unique situations will occasionally arise where physical conditions and development constraints in certain areas conflict with the need for widening of designated thoroughfares to the planned right-of-way width

and roadway cross section. Such special circumstances require a degree of flexibility and adaptability in the administration and implementation of the plan. Acceptable minimum design criteria and special roadway cross sections may have to be applied in constrained areas where existing conditions limit the ability to meet desirable standards and guidelines. Special roadway cross sections should be determined on a case-by-case basis when a unique design is necessary, and these exceptions should be subject to approval by the City Engineer. Otherwise, standard roadway cross sections should be used in all newly developing areas and, whenever possible, in existing developed areas.

A single set of standards for development within the city versus that within the ETJ may be problematic. Standards for development within the city limits, with rare exception, should reflect its urban, auto-urban, and suburban character, with provision for curb and gutter construction, sidewalks, street lighting, signage, and sufficient open space. In the outlying areas of the ETJ where the character of development is estate or rural, for example, the standards may be varied to mirror the character, yet remain reasonable and feasible.

Local Streets

Local streets allow direct property access within residential and commercial areas. Through traffic and excessive speeds should be discouraged by using appropriate geometric designs, traffic control devices, and traffic calming techniques. Local streets typically comprise about 65 to 80 percent of the total street system.

The Thoroughfare Plan does not differentiate between local streets by assigning class. Instead, the plan establishes standard street cross sections, with alternatives based upon such performance characteristics as type of access, number of dwelling units served, and the units' average frontage dimensions.

The current Temple standard for local streets is a right-of-way width of 50 feet and a pavement width of 31 feet. However, these standards do not account for situations where less right-of-way and pavement width may be acceptable due to lower density and fewer trips generated. As a result, there is more pavement width than necessary in some cases, which adds to development costs, occupies additional space (thereby reducing development efficiency), causes higher travel speeds, and results in increased impervious surface and, hence, stormwater runoff. Therefore, this plan proposes alternative street cross sections where the standard pavement width is not warranted. Narrower streets encourage reduced travel speeds, an increased distance between the street and sidewalk, and a wider streetscape. Additionally, where appropriate, allowing for a reduced pavement width would make providing sidewalks more attractive and cost effective to a developer.

The City should consider adopting alternative narrower street standards for local streets if such standards are consistent with the findings of the bike and pedestrian plan recommended in this chapter. A local street with a less pavement width would be limited to developments with fewer, larger lots taking access onto the local street. On-street parking would not be allowed on the narrower street width but would be allowed on one side of the 31-foot street section. Such parking restrictions necessitate review of lot sizes, setbacks, and on-lot parking provisions to accommodate parked vehicles out of the public right-of-way, as recommended in this section. Pavement widths should be designed to carry immediate local traffic adequately, still be sufficient to accommodate fire apparatus, and yet be an appropriate width to accomplish neighborhood traffic calming.

Local streets may also be adapted to an estate or rural character by including an open or closed ditch system rather than curb and gutter. The right-of-way of local streets within these environments may be reduced to 40 feet with a 20-foot pavement width. The street cross section must include adequate provision for stormwater management by way of sufficient ditch cross sections. For very low-density developments, trails may be constructed in lieu of sidewalks. Alternatively, a striped pedestrian/bicycle lane may be included within the right-of-way with the provision of an adequate minimum pavement width.

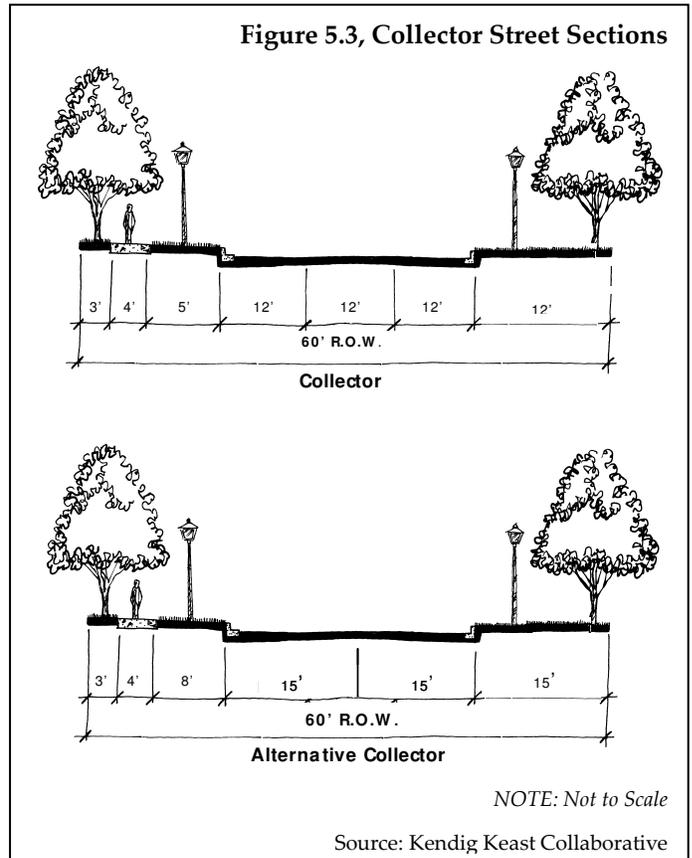
Collector Streets

Subdivision street layout plans and commercial and industrial districts must include collector streets in order to provide efficient traffic ingress/egress and circulation. Since collectors generally carry higher traffic volumes than local streets, they require a wider roadway cross-section and added lanes at intersections with arterial streets to provide adequate capacity for both through traffic and turning movements. However, since speeds are slower and more turn movements are expected on collectors versus arterials, a higher speed differential and much closer intersection/access spacing can be used than on arterials. Collectors typically make up about five to 10 percent of the total street system.

The proposed collector cross sections, as displayed in **Figure 5.3**, require 60 feet of right-of-way with pavement widths of 36 and 32 feet. The standard collector roadway will have a 36-foot pavement section with sidewalks on one side. As an alternative, a developer willing to set aside additional green space and provide enhanced pedestrian pathways and/or street trees may request that the pavement width be reduced to 32 feet with parking permitted on one side only. A street cross section that is 32 feet wide provides two, 12-foot travel lanes and an eight-foot parking lane, which is sufficient to serve the traffic carrying capacity of a collector roadway.

Another option possible for estate and rural development is consideration of collector roads without sidewalks or curb and gutter. This permits the development to maintain the look and feel of a rural area, and it also would not provide the drainage system offered with roads that utilize curbs and gutters. In this type of development, significant green space and an interior trail system would be necessary to compensate for the loss of sidewalks. Pavement width could be reduced to 32 feet while the right-of-way requirement would remain at 60 feet to account for the space required for open or covered ditches.

As shown on the Thoroughfare Plan map, some existing collectors and proposed collectors along existing alignments have geometric concerns (horizontal and vertical curves) that need to be addressed during design and construction. This should be coordinated with the Public Works Department and the City Engineer.



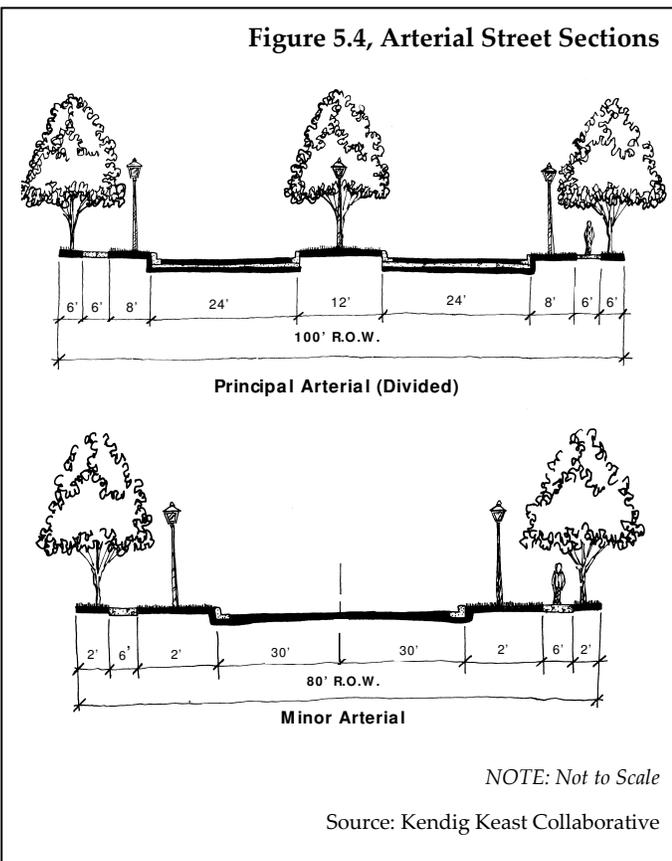
Arterial Streets

Arterial streets form an interconnecting network for broad movement of traffic. Although they usually represent only five to 10 percent of the total roadway network, arterials typically accommodate between 30 and 40 percent of an area's travel volume. Since traffic movement, not land access, is the primary function of arterials, access management is essential to avoid traffic congestion and delays caused by turning movements for vehicles entering and exiting driveways. Likewise, intersections of arterials with other public streets and private access drives should be designed to limit speed differentials between turning vehicles and other traffic to no more than 10 to 15 miles per hour. Signalized intersection spacing should be long enough to allow a variety of signal cycle lengths and timing plans that can be adjusted to meet changes in traffic volumes and maintain traffic progression (preferably one-third to one-half mile spacing).

Functional classification is not dependent on the existing number of lanes since the functional role served by a roadway typically remains constant over time, while the roadway's cross section is improved to accommodate increasing traffic volumes. For example the cross section of arterials may vary from multi-lane roadways with four to six lanes down to two-lane roadways in the developing fringe and rural areas of the ETJ where traffic volumes either have not increased to the point that more travel lanes are needed or they are not warranted due to limited density. Thus, lower-volume roadways that are

continuous over long distances may also function as arterials, particularly in the ETJ.

According to the current thoroughfare design standards, right-of-way for a Minor Arterial (Arterial) and Principal Arterial (Major Thoroughfare) are 70 and 80 feet respectively. Displayed in **Figure 5.4** are alternative standards with a minimum of 80 feet for a minor arterial and 100 feet for a principal arterial (130 feet for a 6 lane). This will allow for a center turn lane on the minor arterial cross section and a raised median on the principal arterial cross section. This plan advocates a raised or depressed median in all new principal arterial roadways where the land development pattern is not yet fully



established. Medians for principal arterials within the existing urbanized, developed area should be evaluated on a case-by-case basis based upon the warrants and constraints,

accident records and fatality incidents, and specific design considerations. It is proposed that the minor arterial roadways consist of an undivided street section with the dimensional characteristics shown in **Figure 5.4**.

Some elements of the thoroughfare system, such as those roadways for which abutting development has already occurred or is planned to occur, will require new or wider rights-of-way and may ultimately be developed as two-lane or multi-lane roadways with various cross sections. Some streets identified as arterials or collectors on the plan will not necessarily ever be widened due to physical constraints and right-of-way limitations. Instead, the designation signifies its traffic-handling role in the overall street system and highlights the importance of maintaining it and similar streets in superior condition to maximize their traffic capacity since they most likely cannot be improved to an optimal width and cross section.

Streets with Bike Lanes

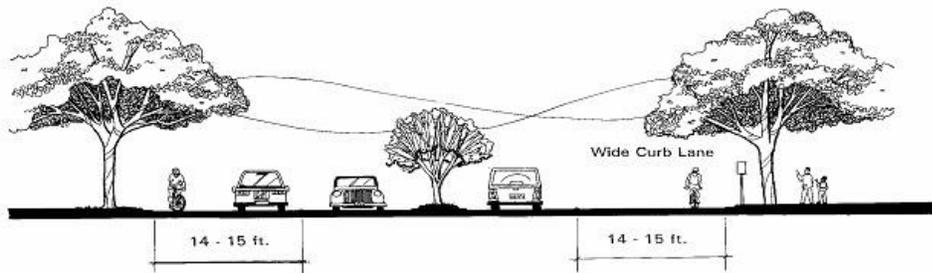
When the need for bike lanes is identified, required right-of-way may need to be adjusted. Alternative cross sections examples for accommodating bicycle traffic are shown in **Figure 5.5**.

Plan Implementation

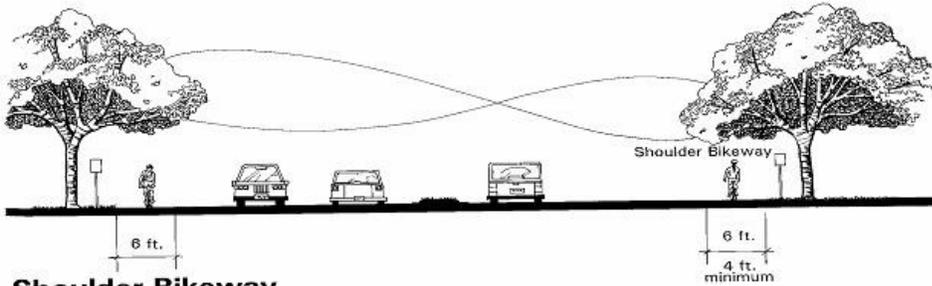
Implementation of thoroughfare system improvements occurs in stages over time as the community grows and, over many years, builds toward the ultimate thoroughfare system shown by the Thoroughfare Plan. The fact that a future thoroughfare is shown on the plan does not represent a commitment to a specific timeframe for construction or that the City – or other jurisdiction – will build the roadway improvement. Individual thoroughfare improvements may be constructed by a variety of implementing agencies, including the City, Bell County, and/or TxDOT, as well as private developers and land owners for sections of roadways located within or adjacent to their property. Road construction can be implemented by individual entities or in partnership, as is the case for construction of roads that are identified in the regional Transportation Improvement Plan.

The City, County, and TxDOT, as well as residents, land owners, and subdividers, can utilize the Thoroughfare Plan in making decisions relating to planning, coordination, and programming of future development and transportation improvements. Review of preliminary and final plats for proposed subdivisions in accordance with the City's subdivision regulations should include consideration of compliance with the Thoroughfare Plan in order to ensure consistency and availability of sufficient rights-of-way for the general roadway alignments shown on the plan. It is particularly important to provide for continuous roadways and through connections between developments to ensure mobility. By identifying thoroughfare locations where rights-of-way are needed, land owners and subdividers can consider the roadways in their subdivision planning, dedication of public rights-of-way, and provision of setbacks for new buildings, utility lines, and other improvements located along the right-of-way for existing or planned thoroughfares.

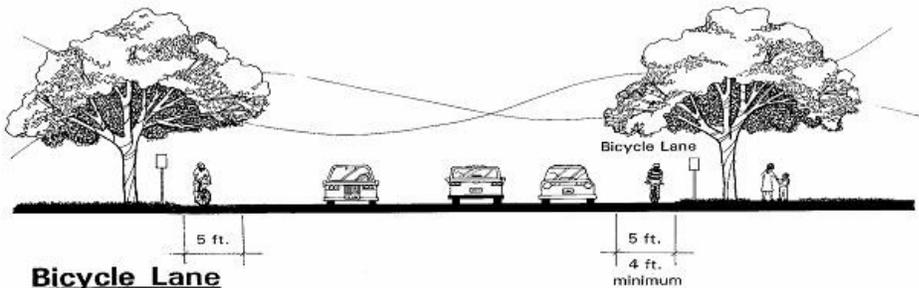
Figure 5.5, Alternative Cross Sections for Bicycle Facilities



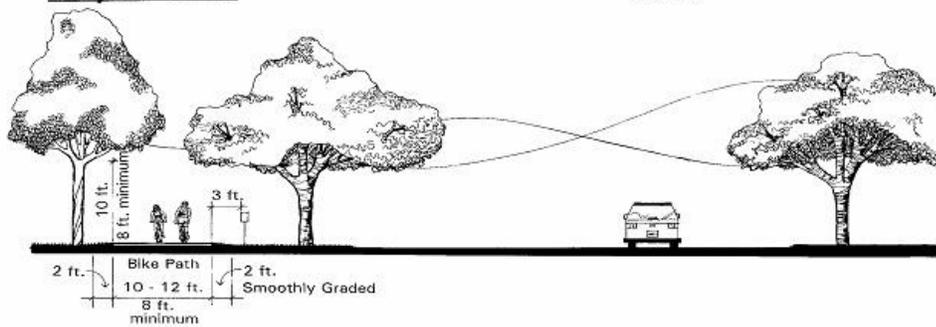
Wide Curb Lane



Shoulder Bikeway

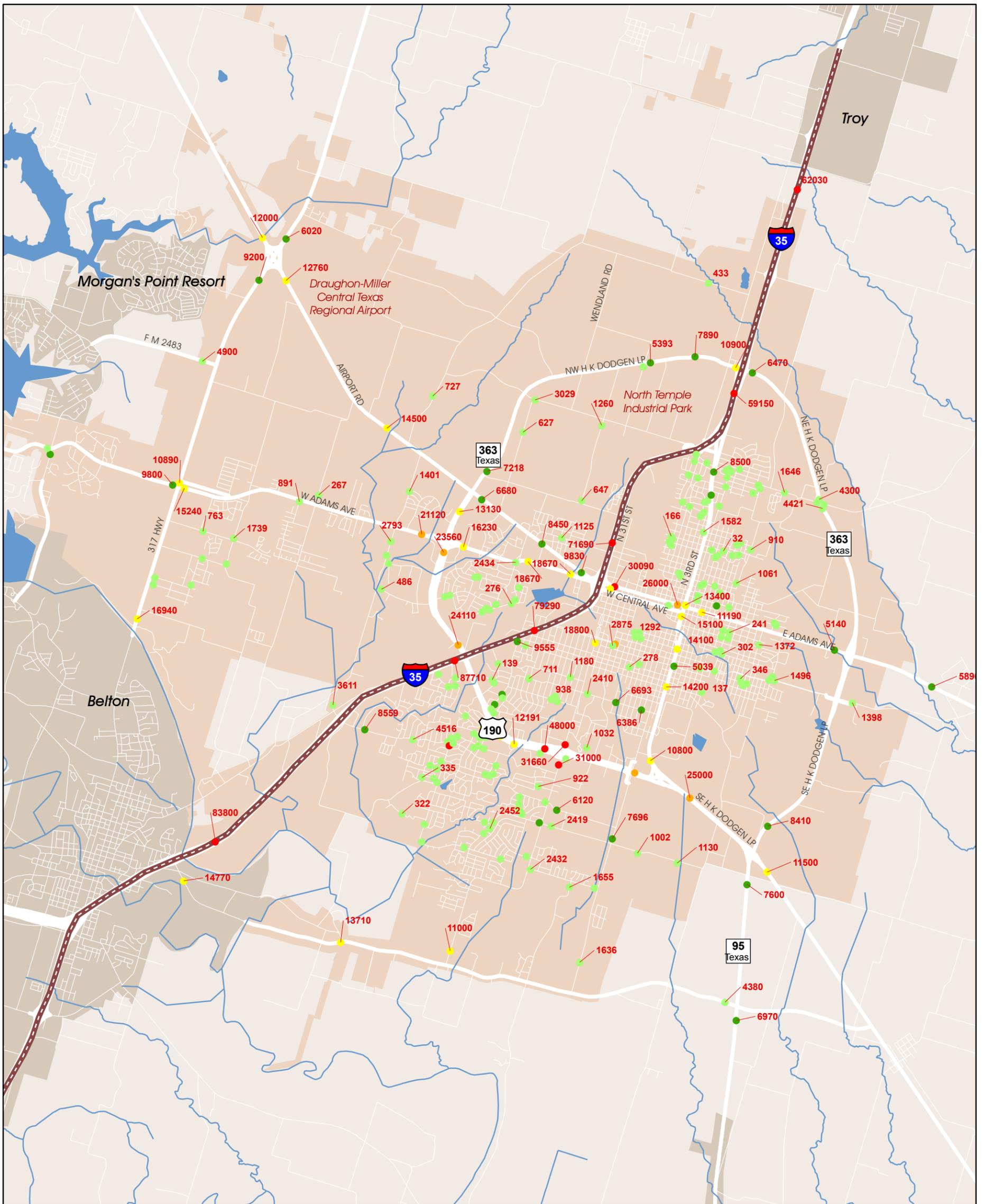


Bicycle Lane



Bike Path

Source: Kendig Keast Collaborative



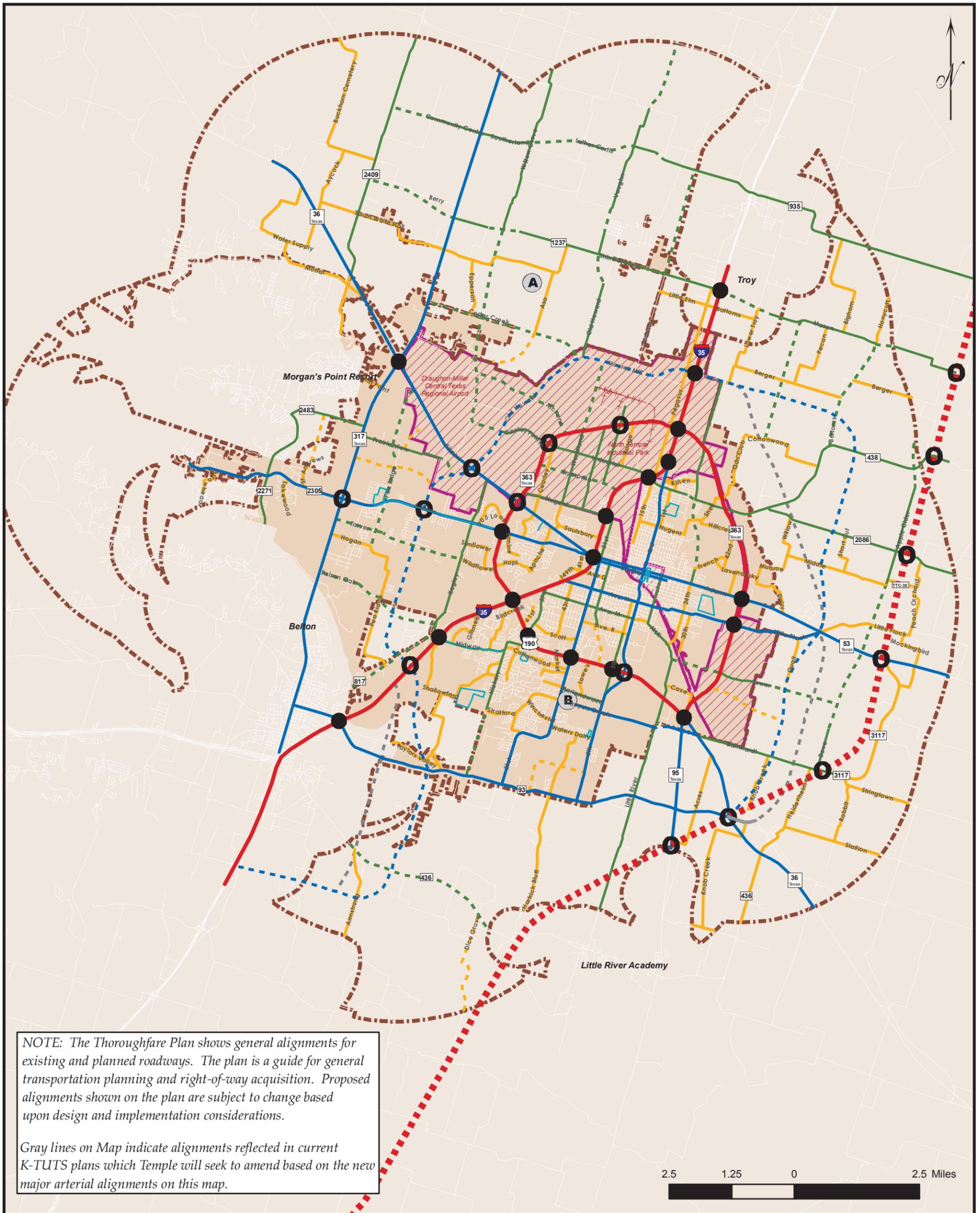
Average Daily Traffic Volumes (2006)

- Traffic Counts (Vehicles per Day)
- 32 - 5,000
 - 5,001 - 10,000
 - 10,001 - 20,000
 - 20,001 - 30,000
 - 30,000 - 87,710
- Water
- City Limits

5.1

FIGURE

Source: City of Temple, 2006



Thoroughfare Plan

- | | | |
|---------------------------------------|--|--|
| Expressway | Existing | Existing Trails |
| Major Arterial | Future | Water |
| Proposed Major Arterial | Railroad | Extraterritorial Jurisdiction (ETJ) |
| Proposed K-TUTS | Proposed Railroad | Reinvestment Zone |
| Minor Arterial | City Limits | |
| Proposed Minor Arterial | A Collector streets should align with other arterial and collector streets at appropriate locations on the arterial network for signalized intersections. | |
| Collector | B Collector streets should align with other arterial and collector streets at appropriate locations on the arterial network for signalized intersections. | |
| Conceptual Collector | | |
| Potential Trans-Texas Corridor | | |

5.2
FIGURE

11.07.08

Choices

Appendix 5A: THOROUGHFARE PLANNING

What is a Thoroughfare Plan?

The Thoroughfare Plan is a long-range plan that identifies the location and type of roadway facilities that are needed to meet projected long-term growth within the area. The Thoroughfare Plan is not a list of construction projects but rather serves as a tool to **enable the City to preserve future corridors for transportation system development** as the need arises. Many of the proposed arterial and collector streets identified on the Thoroughfare Plan, especially in the ETJ, will likely not be needed or constructed within the next 20 or 30 years. However, one of the purposes of the Thoroughfare Plan is to preserve needed transportation corridors so that as development occurs in the future the City will have the ability to develop appropriately sized transportation facilities to serve the needs of the community at that time.

Legal Authority

Under the provisions of Article XI, Section 5 of the Texas Constitution and Title 7, Chapter 212 of the Texas Local Government Code, the City of Temple can require that development plans and subdivision plats conform to "... the general plan of the municipality and its current and future streets ..." and "... the general plan for extension of the municipality and its roads, streets, and public highways within the municipality and its extra-territorial jurisdiction."

Requirements for right-of-way dedication and construction of street improvements apply to all subdivision of land within the City's incorporated area and its extra-territorial jurisdiction. In accordance with the Texas Local Government Code, the City has adopted rules governing plats and subdivision of land within the municipality's jurisdiction, and, by ordinance, those rules have also been extended to the City's ETJ.

Plan Considerations

A Thoroughfare Plan displays the proposed general alignments for the extensions of existing collector and arterial roadways and planned new roadways. It is important to note that the actual alignments of these roadways will likely vary somewhat from this plan and will be determined through the subdivision development process and the preliminary engineering phase of design. Slight modifications to facility locations, such as a shift of an alignment several hundred feet one way or another or changes in roadway curvature are

warranted and accepted as long as the intent of the Thoroughfare Plan to provide system connectivity and appropriate types of facilities is not compromised. As development occurs alignment studies will probably be needed to determine the exact location of some roadways, keeping in mind the overall purpose and intent of the Thoroughfare Plan and the alignments shown on it.

The plan does not show future local streets because they function principally to provide access to individual sites and parcels, so their ultimate alignments will, therefore, vary depending upon individual land development plans. Local street alignment should be determined by the City in conjunction with land owners as part of the subdivision development process. Likewise, collectors are required with new development but are not shown in all places on the Thoroughfare Plan – particularly in the far outlying areas of the ETJ – since their alignments will depend on the surrounding street system and the layout and density of development. They are, nevertheless, vital to an efficient and viable transportation network and must, therefore, not be overlooked during the subdivision development and review process. Collectors should be situated to connect arterial streets with other collectors and local streets.

Functional Classification

An effective transportation system is comprised of a network of roadways, each with its own designation, function and capacity within the overall system. Each street segment contributes to the interconnectivity of the network. Therefore, for a network to operate efficiently, it is essential for there to be a complete network of roadways designed in a hierarchy from highways to arterial and collector streets, to the local street network. Each link is intended to function according to its design capacity, in effect distributing traffic from the highest functional classification – highway or expressway – to the lowest design classification. Connectivity is key to providing an efficient, safe, and convenient roadway network for vehicular traffic.

Typical characteristics of a functionally classified local road network are compiled in [Table 5A.1](#). A functional roadway system facilitates a progressive transition in roadway purpose from the provision of access to the provision of movement. Freeway and arterial facilities are at one end of the spectrum, primarily providing the function of moving vehicles. Collector and local streets are at the opposite end of the spectrum, providing access to property. To enable streets and highways to accomplish their intended function, the planning and design of each facility should consider those elements that support its intended function.

Table 5A.1, Functional Classification Criteria

Criterion	Regional	Principal Arterial	Minor Arterial	Collector	Local Street
Functional Role	Entirely through traffic movement with no direct access to property.	Mobility is primary, access is secondary. Connects Freeways and other Arterials.	Connects Freeways, Principal Arterials, and lower classification roadways. Access is secondary.	Collects traffic destined for the Arterial network. Connects Arterials to Local Streets. Also land access.	Access is primary. Little through movement.
Roadway Continuity	Inter-city, regional, and interstate.	Connects Freeways to lower classification roadways. Connects major activity centers.	Connects Freeways and Principal Arterials to lower classification roadways.	Continuous between Arterials. May extend across Arterials.	Discontinuous. Connects to Collectors.
Roadway Length	Usually more than 5 miles	Usually more than 5 miles	Usually more than 3 miles	Varies from roughly one-half mile to 2 miles	Generally less than 1 mile
Traffic Volumes (VPD = vehicles per day)	40,000+ VPD	20,000 to 60,000 VPD	5,000 to 30,000 VPD	1,000 to 15,000 VPD	100 to 5,000 VPD
Desirable Spacing	5 miles or more	2 miles or more	Generally one-half to 2 miles	Generally one-quarter to one-half mile	Varies with block length (at least 125 feet between)
Posted Speed	55 to 70 mph	40 to 55 mph	30 to 45 mph	30 to 35 mph	20 to 30 mph
Access	Controlled access. Grade separated interchanges and frontage/service roads.	Intersects with Freeways, Arterials, Collectors, and Local Streets. Restricted driveway access.	Intersects with Freeways, Arterials, Collectors, and Local Streets. Restricted driveway access.	Intersects with Arterials and Local Streets. Driveways limited.	Intersects with Collectors and Arterials. Driveways permitted.
On-Street Parking	Prohibited	Restricted	Restricted	Normally permitted	Permitted
Community Relationship	Defines neighborhood boundaries	Defines neighborhood boundaries	Defines and traverses neighborhood boundaries	Internal and traverses neighborhood boundaries	Internal
Through Truck Routes	Yes	Yes	Permitted	No	No
Bikeways	No	Limited	Permitted	Yes	Yes
Sidewalks	No	Yes	Yes	Yes	Yes

Requirements and Standards

This section outlines criteria for certain characteristics of street and land development. These criteria supplement or expand upon the design standards of the City's Subdivision Ordinance, providing further policy support for such provisions. These policies should be formalized through ordinance provisions to ensure proper implementation.

- **Location and alignment of thoroughfares.** The general location and alignment of thoroughfares must be in conformance with the Thoroughfare Plan, as currently expressed in the City's Subdivision Ordinance. Subdivision plats should provide for dedication of needed rights-of-way for thoroughfares within or bordering the subdivision. Any major changes in thoroughfare alignment that are inconsistent with the plan should require the approval of the City's Planning and Zoning Commission through a public hearing process. A major change would include any proposal that involves the addition or deletion of established thoroughfare designations or changes in the planned general alignment of thoroughfares that would affect parcels of land beyond the specific tract in question.
- **Location and alignment of collectors.** Generally, to adequately fulfill their role to collect traffic from local streets and distribute it to the arterial street system, collectors should be placed between arterial streets, with a spacing of approximately one-quarter to one-half mile for minor and major collectors, respectively. Collectors must be shown on all proposed subdivisions of land consistent with the Thoroughfare Plan. In cases where a collector alignment is not shown on the Thoroughfare Plan but is warranted due to development density and projected traffic volumes, it is also required and must be shown.
- **Roadway continuity.** To maximize mobility it is essential that collector streets traverse adjacent neighborhoods to provide access and circulation not only within, but also between neighborhoods. Collector streets should generally connect bounding arterials rather than allowing developments to design a street system with limited or no points of ingress/egress other than the primary entrance(s) to the development. Rather than allowing waivers of this requirement, the Subdivision Ordinance should identify warrants and criteria for exemption.
- **Right-of-way and pavement width.** The pavement and right-of-way width for thoroughfares must conform to minimum standards unless a waiver is granted using formalized criteria. Properties proposed for subdivision that include or are bordered by an existing thoroughfare with insufficient right-of-way width must be required to dedicate land to compensate for any right-of-way deficiency of that thoroughfare. When a new thoroughfare extension is proposed to connect with an existing thoroughfare that has a narrower right-of-way, a transitional area must be provided. An alternative to the current practice of requiring street widening at the time of subdivision development is a street escrow program whereby funds for street construction are held in escrow until such time as widening of the complete street section is warranted due to development.
- **Continuation and projection of streets.** In accordance with the policies and recommendations of this plan, existing streets in adjacent areas should be continued, and, when an adjacent area is undeveloped, the street layout must

provide for future projection and continuation of streets into the undeveloped area. In particular, the arrangement of streets in a new subdivision must make provision for continuation of right-of-way for the principal existing streets in adjoining areas – or where new public streets will be necessary in the future on adjacent properties that have not yet been subdivided. Where adjacent land is undeveloped, stub streets must include a temporary turnaround to accommodate fire apparatus and other large vehicles.

- **Location of street intersections.** New intersections of subdivision streets with existing thoroughfares within or bordering the subdivision should be planned to align with existing intersections to avoid creation of offset or "jogged" intersections and to provide for continuity of existing streets, especially collector and arterial streets.
- **Angle of intersection.** The angle of intersection for street intersections should be as nearly at a right angle as possible. Corner cutbacks or radii should be required at the acute corner of the right-of-way line to provide adequate sight distance at intersections.
- **Offset intersections.** The standard for offset or "jogged" street intersections should be 200 feet between the centerlines of the intersecting streets.
- **Cul-de-sacs.** Through streets and tee-intersections are preferable to cul-de-sacs. Care should be taken so as not to over-utilize cul-de-sacs, which limit through access, restrict pedestrian circulation, increase emergency response times, and confuse motorists. However, when cul-de-sacs are used, they should have a maximum length of not more than 600 feet measured from the connecting street centerline to the centerline of radius point. Pavement diameter in residential areas should be 100 feet with a right-of-way diameter of 120 feet. A cul-de-sac with an island should have a diameter of not less than 150 feet.
- **Residential lots fronting on arterials.** Subdivision layout must avoid the creation of residential lots fronting on arterials with direct driveway access to the arterial street. Lots should be accessed from local streets within or bordering the subdivision or an auxiliary street designed to accommodate driveway traffic.
- **Residential lots fronting on collectors.** Subdivision layout must avoid the arrangement of lots to access major collector streets and, to the maximum practicable extent, minimize direct access to minor collector streets, particularly within 180 feet of an intersection.
- **Non-residential lot access guidelines.** Other requirements and guidelines for the number of curb cuts allowed for commercial, industrial and multi-family sites should be provided in the subdivision regulations and associated design standards/criteria. Very wide curb cuts and lay-down curbs do not adequately control access or increase traffic safety and, therefore, should not be permitted.
- **Geometric design standards and guidelines.** Other requirements and guidelines for the geometric design of thoroughfares and public streets should be provided in the City's Subdivision Ordinance and standard specifications. This includes special provisions for lot width and building setbacks on corner lots to preserve sight distances at adjacent intersections.

Choices

HOUSING



CHAPTER

Because of the area’s diverse economy, Temple’s housing market must respond to the wants and needs of a wide range of income levels. As a result, Temple must plan for the full spectrum of housing types, from subsidized units, to affordable “workforce” housing, to “high-end” executive homes. As Temple continues to grow and the need for new residences is satisfied by the market, another challenge will be to sustain the integrity of neighborhoods and the quality of existing, older housing. Having a diverse stock of housing – new and old, big and small – is instrumental in offering choice and supporting ongoing economic development efforts.

Housing needs and issues are a core element of urban planning. Shelter is among the most basic of human needs. For most individuals and families, the ongoing cost of a home or apartment is also one of the largest expenditures within their overall cost of living – but also at the heart of attaining the “American Dream.” At a community-wide scale, residential land uses typically represent the majority of developed acreage within a city. The physical arrangement of buildings and related spaces to accommodate the way people live dictates so much else about a community’s “fabric.” In this way, residential land use serves as a starting point for other essential community “building blocks” such as schools, parks and neighborhood stores and services. In turn, a community must take action in a variety of arenas – utilities, streets and transit, schools, commercial development, parks and trails, and so on – to influence the location and type of housing it will have to offer.

Purpose

The purpose of this element is to identify housing-related opportunities and challenges to ensure that Temple meets its future housing needs. This is accomplished by providing access to safe, quality, and affordable housing within livable, attractive neighborhood environments. Furthermore, the types of housing, its arrangement and design, and the effective integration of open space and amenities contribute significantly to the quality

"Texas housing is still very affordable, and the low tax structure and pro-business climate makes Texas a destination for corporate relocation for firms that are striving to compete in the global marketplace."

*Dr. Mark Dotzour
Chief Economist
Real Estate Center at
Texas A&M University*

Dr. Dotzour also noted that the Texas real estate market has remained strong as other U.S. housing markets have declined – with nearly 400,000 people moving into Texas annually (April 2007).

"'Affordable' does not mean cheap. We need quality construction to maintain our housing values."

*Temple resident,
May 2007
Public Meeting*

Temple 20/20 Alliance Strategic Plan

This public-private Alliance, including the City, Temple ISD, Temple College, Temple EDC, Chamber of Commerce, and others, jointly adopted a Strategic Plan in 2002. Among its top priorities, the plan aims to generate “sustainable annual quality growth” through a variety of initiatives. This includes targets for new single-family housing construction, in a variety of price ranges, through 2020. The plan also recognizes the ongoing need for more “upper-end” multi-family housing units in coming years.

appearance and character of the community. Temple’s continued economic health will rely, in part, on its ability to preserve its well-established neighborhoods – or, in some cases, rejuvenate declining and/or gentrifying areas – while planning for the development of new living environments that meet the physical, social, and economic needs of its residents.

Issues and Opportunities

Through the long-range planning process a number of issues and concerns were expressed related to housing in the community. These discussions formed the basis of the following issue statements, along with analysis of existing conditions, review of current housing-related plans and policies, and examination of expected future growth trends. These statements bring focus to this plan regarding the community’s values, expectations and priorities for addressing housing needs in Temple. Following the identification of the key issues is a set of community goals and objectives along with discussion of necessary implementation steps.

Making Temple an Appealing Living Option

Providing quality housing and neighborhoods is fundamental in creating a desirable place to live. Neighborhoods are the foundation of any community as they are places where residents live, recreate, interact and call home.

OBSERVATIONS on Existing Housing Conditions

- Temple has experienced a significant boom in single-family residential development in recent years, particularly in numerous new subdivisions on the west side and some on the south side.
- Some homebuyers have been drawn to fringe development locations not necessarily for any cost advantage in a new home there, but in pursuit of a more “country” atmosphere.
- Besides detached single-family dwellings, Temple has a variety of other types and styles in its current housing stock, including garden apartments (e.g., The Bridge Apartments on S. Fryers Creek Road), attached housing (e.g, the Hunnington Townhomes & Apartments on Robinhood Drive), duplexes (e.g., those along Ivanhoe Drive), manufactured homes (e.g, the cluster just west of I-35 and north of Nugent Drive), and the multi-story senior housing on Adams at 7th Street.
- A new 200-plus unit apartment community (Pecan Pointe) in the Westfield planned development in west Temple has been described as “upscale” by various sources and should set a new standard for multi-family development quality in the area. Notable aspects of this project include its site design, building quality, on-site amenities for residents, and its integration with nearby uses (elementary school, retail/services, offices) through a Planned Development approach.
- Temple’s downtown still has limited residential units, although there is apparent interest in developing more upper-story residential above ground-floor retail and service uses. The Temple Housing Authority has also been active in maintaining the former Kyle Hotel as housing primarily for low-income seniors and disabled residents.
- The east side has seen some new residential construction in recent years, but a notable effort has involved the construction of new single-family units and duplexes on individual infill lots.
- Members of the local development community noted an apparently increasing trend of military families choosing to live in Temple (versus Killeen or other nearby communities closer to Fort Hood) for cost, employment, medical, school choice, and other reasons.



New residential development on the southern fringe of Temple, along S. 5th Street, with the Scott & White complex as a backdrop. This additional homeownership opportunity is in close proximity to a City park and fire station, elementary school, and other recent home construction.

When well-designed and protected, they are a source of community pride. When poorly designed, marketed with few amenities, or allowed to decline over time, they detract from the appeal of the entire community. The condition, availability, and choice of housing are important to the integrity of neighborhoods and to the quality of life of residents. Sustainable, diverse, attractive, and vibrant neighborhoods enhance economic development, improve livability, and maintain property values and the City's tax base.

In addition to ensuring the design and development of sustainable new neighborhoods, the community should also work to safeguard the long-term integrity of its older housing areas. The condition of structures and the maintenance of properties contribute to the health and welfare of residents, as well as the appearance of neighborhoods and the larger community. Without proactive assistance and neighborhood empowerment, these areas can be at risk of falling into disrepair and disinvestment. In areas where smaller, lower-value dwellings have transitioned to rental properties, absentee ownership and/or negligent landlords can also undermine efforts to maintain the quality and stability of a neighborhood.

Private deed restrictions and attentiveness to neighborhood conditions by individual homeowners are essential to maintain residential stability over time. However, as some neighborhoods age, private covenants eventually lapse, and rental properties emerge, careful enforcement of City building and property maintenance standards can make all the difference in preventing a gradual erosion in conditions that can accelerate into blight if left unchecked. Rental properties, especially those with distant/absentee ownership, usually warrant ongoing scrutiny regarding code compliance. Frequent turnover of residents and the loss of "pride of ownership" are often reflected in how residences are maintained. The cumulative effect of inadequate maintenance can undermine whole blocks – or entire multi-family complexes. Effective code enforcement is needed to ensure that basic standards are upheld, which stabilizes individual properties and safeguards the entire vicinity.

Their location and proximity to downtown, access to amenities, and mature landscaping make some of Temple's oldest neighborhoods desirable areas. By their very nature, they exhibit the qualities of traditional neighborhoods, making them walkable and highly livable even as new developments try to mimic these features. Improvement, reinvestment, and revitalization of these existing, older areas is essential – and increasingly so – to preserve the historic fabric of the community. Residents have a strong desire to keep these areas intact and to improve their condition and quality as a place to live.



Older neighborhoods in central Temple offer many of the features touted by new "neo-traditional" developments: a variety of floor plans (including smaller units), walkable streets, plenty of green yard and mature trees, nearby schools and parks, and a neighborly atmosphere. Additional discussion of Quality Neighborhood Design is provided later in this chapter.

Key planning considerations for making Temple a more attractive residential choice, as addressed by Goal 6.1, include:

1. Support for more appealing in-City living options through neighborhood protection efforts and standards for new developments that reflect the expressed desires of residents for particular neighborhood features and amenities.
2. Capital investment initiatives that focus on much-needed repair and rehabilitation of infrastructure, schools, parks and community facilities within the existing developed community, as well as responding to the needs of new growth areas.
3. Incorporation of transit considerations into the design of new neighborhoods, as well as commercial and office developments and institutional destinations.
4. Coordination with school district officials and administrators to address image and perception issues, recognizing that school choice is a critical factor in the weighing of residential location options.
5. Attention to retail revival as part of neighborhood revitalization efforts.
6. Addressing neighborhood security and traffic/speeding concerns so that neighborhood connectivity and openness is encouraged and the proliferation of gated subdivisions is minimized.
7. Establishment of homeowner and tenant associations whenever possible as a vehicle for ongoing property maintenance, security, and enforcement of basic standards, as well as to ensure cooperative efforts and neighborhood pride.

A Place to Work, But Not Live?

The comprehensive planning process provided an opportunity to dig deeper into the often expressed concern that Temple has difficulty getting the highest earners, whether in medical professions or elsewhere, to live and not just work in Temple. Key employers are certainly able to cite examples of how they could not attract or retain attractive candidates for high-level positions due to perceived shortcomings in Temple's "amenities package," especially when a spouse is not satisfied by his or her first impressions of the community.

The Temple Area Builders Association (TABA) made the important point that the Temple city limits includes a plentiful selection of "high end" lots that can accommodate home construction of a lavish nature (\$300,000 and higher). What is lacking, by comparison, is a ready stock of already-built custom homes since Temple does not have the market to justify significant speculative construction of high-dollar homes. The question for Temple is whether the housing variable is what really impacts residential location decisions?

Through a Temple Household Survey conducted for this Comprehensive Plan, the largest percentage of survey respondents (24 percent) cited their jobs as the single most important reason they live in Temple. Local amenity factors were highlighted by respondents much less often (under 10 percent in all cases, including only one percent who mentioned retail shopping as a primary attraction). The primary draw of their job was even more pronounced among those with the highest incomes and educational levels.

When asked the open-ended question of the principal disadvantage to living in Temple, the most common response (by 30 percent) was limited shopping and not enough food stores. Again, those at higher income levels were more likely to cite disadvantages in general (52 percent among those with annual incomes of \$100,000 or more, and 69 percent among households with incomes between \$75,000 and \$99,999). Responding households in the upper three income groups (above \$50,000) were the most critical of school quality (clearly highest, at 24 percent, among those whose annual income exceeds \$100,000). Limited shopping and restaurant opportunities was also the most mentioned disadvantage among the highest earners (cited by 30 percent of those earning \$50,000 to \$74,999; by 31 percent of those between \$75,000 and \$99,999; and by a significant 43 percent of those with incomes of \$100,000 and more).

A survey of those who chose not to live or remain in Temple would be most telling. In the meantime, it appears evident that communities closer to Austin (e.g., Round Rock, Georgetown) will always have a basic location advantage for a certain segment of affluent workers (and retirees) who especially value proximity to "big city" culture, shopping and amenities.

8. Improvement of housing conditions, property and street appearance, and security in areas where lower-priced housing is primarily found.

Maintaining Affordability

The relative affordability of local housing is a point of pride in Temple – and a key factor in the community’s economic development efforts and ability to attract and retain a quality workforce. In response to area growth and housing demand, the local development community fulfills its role by bringing more “starter,” intermediate and custom homes – as well as multi-family projects – to the market, aiming for price points and rents that balance affordability with value and quality. Likewise, local government promotes housing affordability by ensuring an adequate supply of land zoned for residential development, in locations that can be supported with the necessary utility infrastructure and public services.

Key planning considerations for housing affordability, as addressed by Goal 6.2, include:

1. Monitoring of market trends and recent and emerging development patterns to ensure adequate land supply and zoning for a variety of residential options.
2. The need for neighborhood protection and/or revitalization efforts in established areas of the community, where more homes are owned outright (versus still paying on mortgages) and City infrastructure and services are readily available, to ensure that older housing stock is maintained in sound condition to bolster its value and provide good, affordable living options within the existing community.
3. Promotion of diverse housing options beyond the typical single-family detached dwelling, apartment units, and manufactured housing, including various forms of attached and/or clustered housing that offer affordability with amenities.
4. Implement economic development strategies intended to generate employment in industries and sectors that offer superior earning potential, thereby increasing the homebuying power of area workers and residents in light of upward pressure on housing costs.
5. Recognition of the need to balance the likely costs and benefits of regulatory measures and standards, which should contribute to the value and sustainability of land development, but may also have an incremental effect on housing prices and rents.
6. Encouragement of necessary and desired residential development types and patterns through ongoing investment in supporting water, sanitary sewer, drainage and road infrastructure; parks and other community facilities; and essential public services – with appreciation for the relative costs and benefits to the public sector plus sensitivity to the impact that taxes, utilities and other fees can have on cost of living, especially for those on fixed incomes.
7. Attention to assistance and support programs that advance the goal of home ownership for more individuals and families who otherwise rely on rental housing and/or public assistance.

Addressing Special Needs

Because of its economic diversity, health care assets, Central Texas location, and various other factors, Temple has a housing market featuring numerous sub-populations with unique needs and expectations. This is an advantage to the extent that it drives the local market to offer a more diverse mix of residential living options, in a variety of locations. This overall characterization of the Temple housing scene can also be summed up, in part, by the notion of “life cycle” housing. This is the idea that a community should offer an adequate range of housing types and price ranges so that residents can make lifestyle

transitions as they age (e.g., from “starter” housing, perhaps into a larger dwelling to accommodate a family, then perhaps into an “empty nester” situation, and finally into a down-sized space and/or “assisted living” or full-time care facility as health conditions dictate). Otherwise individuals young and old may be forced to move elsewhere to find the type of housing they need or can afford at a particular stage of life. Ideally, these lifestyle housing options should be in close proximity to one another to ease housing transitions. But, having such options readily available within a community is a starting point. By working toward a housing market and development pattern and mix that is attuned to life-cycle needs, a community can also be better positioned to respond to the special needs of various niche groups within the marketplace.

Key planning considerations for meeting special housing needs, as addressed by Goal 6.3, include attention to the needs of:

1. Young adults and families in need of basic, affordable housing options, whether for ownership or rental, in locations that are convenient to schools, parks and convenience shopping.



The new Country Lane Seniors Community is a promising development for Temple in both the type and quality of housing involved and its southeast location, on the north side of Loop 363 and west of Martin Luther King Jr. Drive. The 102-unit first phase includes senior-oriented apartments in three-story buildings with various on-site amenities. The value associated with the building permit for Phase 1 was \$5.1 million.



Phase 2, The Grand Reserve, is adding another 102 units to the 55-acre site (including cottage units), representing another \$6 million in construction value.

2. College students with limited incomes, who most often need a suitable rental space (apartment or house) either for single or double occupancy or to share with a set of roommates, and who often rely on walking, biking or transit to get to and from classes and other activities.
3. Seniors, retirees and military veterans who are drawn to Temple for its medical facilities and cost-of-living advantages, or who have lived here most of their lives and will likely remain here due to limited income and options.
4. Disabled individuals who, whether they have chosen to live in Temple for medical reasons, may be challenged daily by the design of their own dwellings, as well as streets and sidewalks and other physical aspects of the community.
5. Military families who need basic, affordable housing close to employment, schools and services, especially to cope with times when a family member is deployed away from home.
6. “Urbanists” – and sometimes also “empty nesters” – who seek a more central location (often in downtown or traditional neighborhood settings, where available), where they can walk or make shorter driving trips to destinations and can enjoy more cultural, recreation and social and entertainment offerings than a more suburban or rural location usually offers.
7. Those who seek open spaces and a less crowded living situation, which does not necessarily have to be away from a city in a rural setting if their community has areas that are planned and zoned to

be maintained in a more “country” atmosphere, through large lots or other measures that preserve open space and buffer dwellings from one another.

8. Affluent professionals and retirees who desire and can afford a large-lot, large-home “estate” setting, often near golf or other amenities and services.

Goals, Objectives and Action Recommendations

The following goals, objectives, and recommended actions were formulated to specifically address the issues and needs outlined above. The goals reflect the overall vision of the community, which may be achieved through the objectives and by acting on the recommendations. It is important to note that these are also general statements of policy that may be cited when reviewing development proposals and used in making important community investment decisions regarding the provision and timing of facilities and services.

GOAL 6.1: Neighborhood environments and residential living options that make Temple an inviting place to call home.

◆ *Emphasize neighborhood conservation strategies in older, established neighborhoods to maintain their integrity and character.*

1. Implement recommendations identified in **Chapter 3, Urban Design & Future Land Use**, related to use of neighborhood conservation districts, infill compatibility provisions, and identification of specific features (e.g., block patterns, lot sizes, setbacks and lot coverage, scale of homes, landscaping and streetscape, potential mixing of uses, etc.) that contribute to unique character and neighborhood charm.

◆ *Implement strategies to boost the long-term sustainability and appearance of new residential developments and neighborhoods.*

2. Encourage establishment of homeowners associations (HOAs) for all new residential developments, including tenant associations for rental communities, to ensure a direct, cooperative means for residents of an area to maintain neighborhood standards. Some cities provide advice and support to such associations; utilize them to maintain “grass roots” communication on City services, security, and capital improvement needs; and offer “mini grants” as seed money for neighborhood initiatives. HOAs are typically responsible for: (1) enforcing deed restrictions; (2) maintaining common areas including open drainage areas, landscaping, signs, and any pool and recreational facilities; (3) maintaining perimeter walls and landscaping including open space between subdivision walls and street rights-of-way; and (4) maintaining private roads, street lights, and sidewalks, where applicable. Any HOA encouragement should also be coordinated with necessary re-examination of the City’s current parkland dedication and fee-in-lieu requirements to ensure an adequate supply of public parkland as opposed to mostly private, HOA-maintained recreational lands.
3. Adopt design standards for high-density residential development, which may include provisions for building form and scale, articulated building walls, building orientation, architectural detailing, roof types and materials, façade enhancements, and acceptable building materials.
4. Consider amending the City’s development regulations to incentivize the provision of a perimeter bufferyard along edges of residential developments where dwellings would benefit from extra buffering near more intensive residential uses, non-residential development, or the noise and visual impacts of an abutting arterial street.

Neighborhood Plus or Minus?

Fences and alleyways are two specific elements of a neighborhood that, if not well maintained, can undermine the value and appearance of an otherwise appealing residential area. Deteriorating perimeter fences, in particular, can send a signal of possible disinvestment and general neglect when visible along major roadways. Likewise, whether the responsibility of abutting property owners, homeowners associations, or the City, unkempt alleys (often with broken pavement, weeds, and cheap backyard fences), ironically, can easily offset whatever neighborhood benefit they were meant to provide as far as shifting trash collection and garage activity from residential streets.



Density Bonuses

In the context of affordable housing, density bonuses are an incentive-based technique in which eligible development projects are granted additional residential density over and above that otherwise allowed, with the typical condition that the additional units be restricted to occupancy by a certain target group and that the units remain affordable over time.

The site area necessary for the bufferyard could be offset by a density bonus provided to the subject development. Flexible standards should ensure that the scale of the bufferyard is commensurate with the intensity and/or proximity of adjacent uses, as a prerequisite for receiving a density bonus.

- 5. Establish a formal, ongoing neighborhood planning program, which eventually could offer neighborhood design assistance. Such assistance might include development of enhancement plans for streets, parks and common spaces, neighborhood gardens, and/or gateway treatments. Funding assistance to homeowners associations and/or other civic groups could also be provided by way of neighborhood planning grants or other means.
- 6. Offer incentives for alternatives to the use of perimeter walls for screening and buffering, such as a significant bufferyard with berming and dense landscaping, with an adequate incentive to make this alternative practical.
- 7. As a potential alternative to requiring sidewalks on all local streets in new residential neighborhoods, consider allowing the provision of off-street trails in lieu of sidewalks provided there is adequate linkage within and through the neighborhood, providing connection to adjacent neighborhoods and the surrounding area, and particularly to nearby schools, parks and community facilities. The projected volume of traffic on local residential streets, based on the likely extent and density of area development, could

be among the criteria for determining the appropriateness of a trail allowance in lieu of sidewalks.

- 8. Establish standards for gated communities that address emergency access, roadway continuity and pedestrian connections between abutting neighborhoods and to nearby schools and parks, setbacks of the subdivision wall or fence from the public street right-of-way, the amount of open space and landscaping required between the wall or fence and the right-of-way line, and the design and materials used for monuments, gates, and walls. Such requirements should

ensure: (1) that private subdivisions do not interfere with circulation within a superblock; and (2) that such development does not obstruct any planned pedestrian/bicycle circulation system or access to any public park or school by forcing pedestrians and cyclists out to collector or arterial roads.

Gated private roads should not be permitted in cases where abutting or nearby subdivisions within the same superblock already have stub streets and/or sidewalks or trail segments that can be connected to accommodate circulation within the superblock versus on perimeter arterial or collector streets.



An area of primarily multi-family housing in south central Temple offers convenient access to Temple Mall and other nearby shopping, medical facilities, the Temple College campus, the City's Summit Recreation Center, and the Temple Civic Theater – all within a one-half mile radius.

9. Consider incorporating into the zoning code “anti-monotony” provisions for single-family development, should this become a concern for new construction in Temple. Typical standards require a minimum distance between houses of similar design on the same block plus a variety of floor plans, façade treatments, and other dimensional variation (height, roof type, material types, garage placement, etc.). As an alternative, Temple could focus on more basic measures such as requiring variation in front setbacks, which would be simpler to implement.



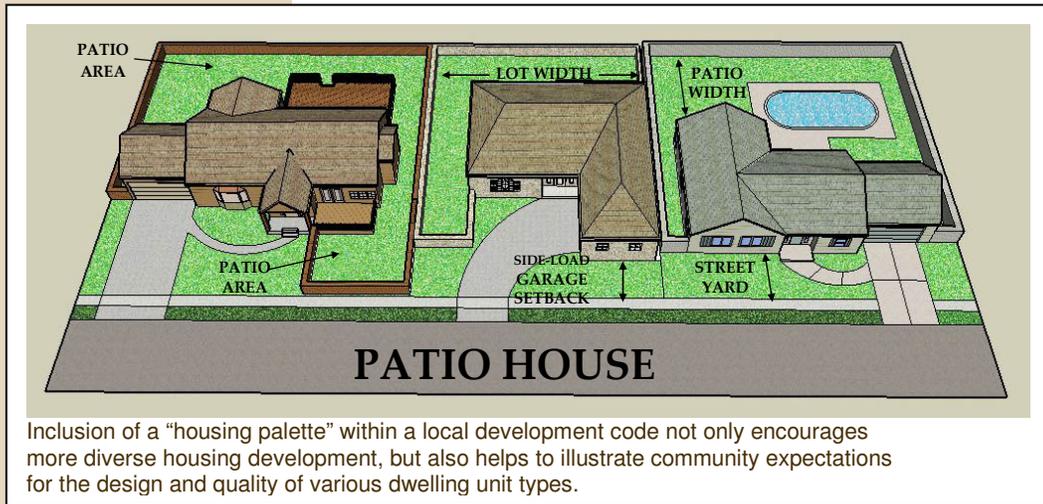
◆ **Maintain the appearance and compatibility of low-income public housing and other subsidized housing developments with nearby residences and neighborhoods.**

10. To reduce potential “NIMBY” (“Not in my Backyard”) complaints about public housing sites and subsidized housing developments, ensure that renovations and/or new construction for such projects reflect Context Sensitivity principles that address compatibility, aesthetics, and safety. Examples include:

- architectural elements and site layout designed to complement surrounding neighborhoods with sensitivity to bulk, scale, materials, transparency, and design style;
- front yard setbacks compatible with surrounding structures;
- greater setback of taller structures;
- differentiation in building facades to add architectural style and avoid long, featureless walls;
- community-oriented open spaces and recreation areas;
- limits on the number of units in each structure;
- increased visibility through: (1) good lighting of streets, alleys, and parking areas; (2) hedges and shrubs no higher than three feet and tree canopies no lower than eight feet; (3) see-through fence types; (4) windows that look out on streets and alleys, particularly bay windows; (5) non-recessed doorways; and (6) visible, managed parking with restrictions on automobiles belonging to non-residents; and
- a strong sense of community image through: (1) perimeter fencing similar to contemporary subdivision design and master-planned communities; and (2) simple property enhancements such as flowers in planters on balconies, vegetable and flower gardens, seasonal decorations, and outdoor holiday displays.

GOAL 6.2: An expanding housing stock that offers local buyers and renters both affordability and value.

- ◆ **Promote the construction of new housing units in all price ranges based on local income levels and identified needs.**



1. As discussed in Chapter 3, Urban Design & Future Land Use, incorporate a housing "palette" into the City's zoning code to encourage and illustrate a wider range of options to housing developers that would be permitted by right in particular character districts subject to

appropriate development standards.

2. As a potential condition for awarding a density bonus to new residential developments that will preserve a greater amount of permanent open space, consider requiring that more than one housing type from the housing palette be incorporated if additional density of single-family detached dwellings cannot be attained.
 - ◆ **Streamline the plat review process to avoid undue impediments to affordable housing projects.**
3. Maintain a "rapid review" committee, consisting of key local staff, which can provide an expedited review of affordable housing projects (as well as critical economic development projects) when time/costs are crucial to the project. The City's recently created, interdepartmental Development Review Committee (DRC) addresses this need.
 - ◆ **Review development ordinances to remove unnecessary barriers to and provide incentives for more affordable housing.**
4. Identify and address aspects of current development regulation that present barriers to the affordability of resulting housing units. Common examples include street standards that over-design street widths in low-density residential areas and the complexity and length of time to gain approval of mixed-use projects.
5. Incorporate an inclusionary housing provision, employing density bonuses, where the development is subsidized by a state or federal affordable or low- and moderate-income housing program. Proportional limitations on the mix of units can be set based upon the total number of units in the development (e.g., no more than 45 percent for a development of 50 to 199 units).
6. Use a similar density bonus approach to encourage market-rate developments to include a certain percentage of reduced-price units that are more affordable than the average market units. Code provisions can require demonstration that the value

gained from the density bonus is used to lower the overall costs of land and infrastructure. Criteria can also be established to ensure similar design and finishes of affordable units.

7. Establish an average, rather than minimum, lot size whereby lot sizes are required to vary in width, with a certain percentage being narrower and the remaining being wider than the average. This approach allows a variety of housing styles.
8. Add as a development option within appropriate residential zoning districts an incentive for increased housing density in transition areas adjacent to arterial streets. This allowance can be spelled out within the provisions of a particular district rather than needing to create new zoning districts or overlay districts in such areas to allow for the density variation.
9. Consider potential requirements and design standards that would be necessary to enable “industrialized” (modular) housing to be accepted on individual lots in specified residential areas with assurance that neighborhood character would be protected.

Industrialized housing is a residential structure that is:

(1) designed for the occupancy of one or more families; (2) constructed in one or more modules or constructed using one or more modular components built at a location other than the permanent site; and (3) designed to be used as a permanent residential structure when the module or modular component is transported to the permanent site and erected or installed on a permanent foundation system.

Texas Statutes, Occupations Code, Chapter 1202, Industrialized Housing and Buildings

GOAL 6.3: A diverse mix of residential options to address both “life-cycle” needs and the interests of various niche groups seeking new or existing housing in Temple.

◆ **Implement specific measures to encourage first-time homeownership and workforce housing opportunities in the city limits.**

1. Ensure continued support for the Down Payment Assistance Program administered through the Temple Housing Authority (THA), and explore ways to boost revenue for this program to expand its coverage (and to find ways to replace dwindling grant funding for this program which THA considers vital to Temple’s success). While the program is currently based on household income thresholds, such programs can also be targeted to particular groups (e.g., public safety personnel, teachers, medical support personnel, etc.).
2. Establish some form of incentive designed to ease the transition of workforce households into homeownership in Temple, as well as to encourage more high-end residential development to support economic development efforts.
3. Inventory existing small homes within the community (e.g., units of less than 1,200 square feet), and clusters of such homes, and target them for preservation and rehabilitation, as needed, to maintain this essential component of the housing stock.
4. Consider targeted assistance for homeowners pursuing additions and/or other improvements to older, relatively small dwellings that will enhance their marketability and continued value over time.

Manufactured home or “manufactured housing” means a HUD-code manufactured home or a mobile home.

HUD-code manufactured home:
 (A) means a structure:
 (i) constructed on or after June 15, 1976, according to the rules of the United States Department of Housing and Urban Development;
 (ii) built on a permanent chassis;
 (iii) designed for use as a dwelling with or without a permanent foundation when the structure is connected to the required utilities;
 (iv) transportable in one or more sections; and
 (v) in the traveling mode, at least eight body feet in width or at least 40 body feet in length or, when erected on site, at least 320 square feet; and
 (B) includes the plumbing, heating, air conditioning, and electrical systems of the home.

Mobile home has the same definition as for a HUD-code manufactured home, except it means a structure constructed before June 15, 1976.

Texas Statutes, Occupations Code, Chapter 1201, Manufactured Housing

- ◆ **Encourage new residential development in both the low and high ends of the affordability spectrum.**



The cost of a new single-family home has increased in Temple in recent years, as elsewhere, but still remains a relatively affordable deal for many first-time homebuyers and newcomers to the community.

5. Work toward meeting the commendable targets in the Temple 20/20 Alliance Strategic Plan of achieving adequate annual single-family housing starts in a variety of price ranges. Also establish numeric targets for increasing the supply of “upper-end” homes in Temple, along with clarification of the price points to be targeted.
6. Also pursue the target identified by the Temple 20/20 Alliance Strategic Plan to have new “upper-end” multi-family units added to the local housing stock each year (target of 250 units per year by 2020).
7. Incorporate “sliding scale” density bonus opportunities into the zoning code (potentially tied to household

income classifications as discussed in this chapter), to be awarded when community priorities are met by new development or redevelopment, such as:

- including a defined percentage of affordable workforce and/or handicap-accessible units within an overall residential development;
 - providing funds to the Down Payment Assistance Program or other community housing programs; or
 - incorporating LEED (Leadership in Energy & Environmental Design) “green building” technologies and practices into site and structural design.
8. Continue to encourage downtown residential projects, including attached single-family, multi-family, and residential-over-retail opportunities. Work with private interests to pinpoint and remove or reduce barriers to new development and redevelopment in and around downtown. Additionally, as is also addressed in **Chapter 7, Economic Development**, work toward establishing a “quiet zone” along the rail corridors through downtown to promote the desired atmosphere for residential and other types of investment.
- ◆ **Establish appropriate zoning to meet the goal of providing and preserving more areas within the city limits for large-lot and other residential development types for those seeking a more spacious, “country” character.**
9. First, establish a true Agricultural zoning district intended to maintain and protect farm and ranch activities and related uses (including associated homesteads), and to manage the transition of such areas to suburban uses if and when appropriate. The City’s current Agricultural (A) district, in addition to permitting single-family detached residences and the typical range of agricultural activities, also opens the possibility for a variety of nonresidential uses, either by right or conditionally.

10. Next, create a true suburban Estate district with at least a one-acre minimum lot size and other provisions aimed at preserving open space and a more rural character. The City's current Urban Estate (UE) district sets the minimum lot size at only one-half acre (22,400 square feet).

◆ **Provide for accessory dwelling units in appropriate areas of the community.**

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

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

The current code does not mention accessory units among the array of residential uses. Under "accessory and incidental uses," an "accessory building (residential)" is permitted in all districts, but then the definition of this term specifies that such buildings may not include a "guesthouse residence." Therefore, the zoning code should provide a legal avenue for such accessory units, which can involve creation of a separate or semi-private living area within an existing dwelling, or the establishment of a garage apartment or separate living area in another accessory building on a lot.

Quality Neighborhood Design

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

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

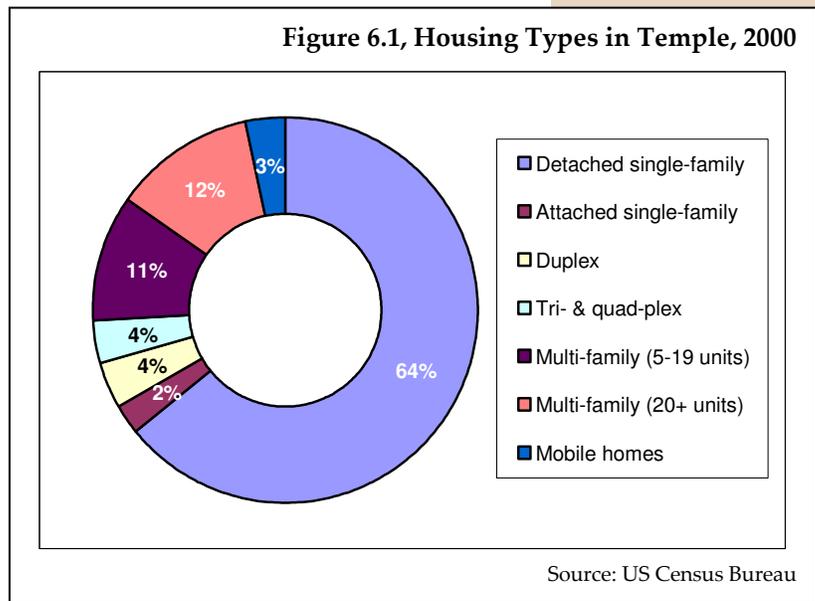
Zoning Factors

The current City of Temple zoning regulations include provisions that can both promote and detract from community housing objectives. For example:

- Relatively small lot sizes are allowed (down to 4,000 square feet for single-family detached dwellings in the SF-3 district), which can promote smaller, more affordable dwellings.
- While the current regulations allow for a variety of lot sizes for development of single-family detached dwellings, there are inadequate provisions to mitigate the impacts of increased density and avoid “cookie cutter” subdivision designs.
- The current zoning district structure is cumulative, meaning that permitted residential use types end up “carrying over” and being allowed within higher-intensity residential districts and particularly within non-residential districts. This allows for mixed-use development outcomes on blocks and in areas in non-residential districts, but without adequate standards for buffering residential uses or for protecting commercial and light industrial uses from residential “intrusion.”
This can lead to resident complaints and calls for stricter limits on nearby business operations (e.g., hours, deliveries) or associated impacts (e.g., lighting, noise/vibration, dust).
- The current regulations include a long list of residential zoning districts. This typically provides for separation of various residential types in terms of density and architecture. But, the cumulative nature of Temple’s regulations undermines this aspect of the district structure. Also, the purpose statements for many of the districts mention a “transition” function between differing residential types and densities. This is sensible in concept but can break down in practice as piecemeal zone changes occur across the city limits. Such changes are often sought because a property owner/developer desires a particular residential use type or density for a specific site, which may not fit any progression in use types or densities in the context of surrounding parcels and blocks and their zoning.
- As opposed to a more flexible zoning system that allows for a variety of residential types with associated compatibility standards, the City’s current regulations can lead to more frequent zone change requests as property owners/developers prepare to “activate” specific sites for a marketable use and density. The result is zoning micro-management, leading to an excessive administrative burden on the City and excessive time and procedure for otherwise straightforward property development.
- Likewise, Temple’s typical requirements and procedures for Planned Developments, which involve both a zone change and site plan approval process, can too often amount to “negotiated zoning.” This can be marked by a high degree of unpredictability, an extended review process, and heightened public scrutiny that can further add to delays and uncertainty. The path to Planned Development should be much simpler if, as the current regulations state, this option is intended to “encourage innovations in residential and business development” that yield a long list of benefits, as are also spelled out in the code.
- In general, the current regulations emphasize prescriptive rules and standards versus an incentive-based approach to encourage desired development outcomes consistent with expressed community objectives and priorities.

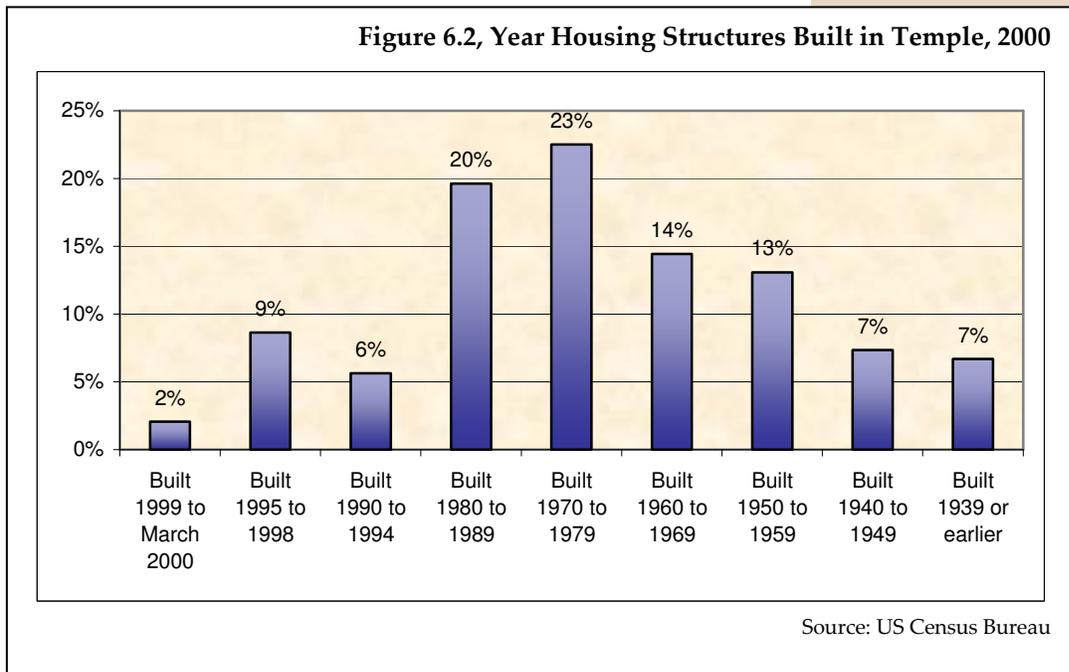
Housing Characteristics

Temple had 23,453 housing units as of Census 2000. This accounted for approximately 19 percent of the 122,159 total units within the three-county Killeen-Temple-Fort Hood Metropolitan Statistical Area (MSA, consisting of Bell, Coryell and Lampasas counties). As illustrated in **Figure 6.1, Housing Types in Temple, 2000**, Temple had nearly two-thirds of its housing stock in single-family detached housing. Multi-family apartment developments accounted for another 23 percent of local housing units, with all other housing types each representing less than five percent of the total.



According to data from the Real Estate Center at Texas A&M University, as a result of recent building activity in the MSA, more than 17 percent of area housing units have been built since 2000 compared to just under 13 percent statewide. The comparison for owner-occupied housing is 18.3 percent locally versus 13.7 percent for all of Texas. For renter-occupied housing, 15.5 percent of units in the MSA are new since 2000 compared to 10.9 percent statewide. The chart in **Figure 6.2, Year Housing Structures Built in Temple, 2000**, shows the distribution of housing units by their age.

In addition to the more recent building activity since 2000, the most significant share of Temple's current housing stock was built during the 1970s and 1980s. In addition, structures built prior to 1959 accounted for just



over a quarter of Temple's housing stock in 2000. This means there is a substantial pool of homes in the community (over 6,000) that may have historical significance and could be eligible for the National Register of Historic Places.

**Housing Unit Projections
(2000-2030)**

2010

Population = 70,000
Housing Units = 28,688
Added Units = 5,235

2020

Population = 80,000
Housing Units = 32,787
Added Units = 4,099

2030

Population = 90,000
Housing Units = 36,885
Added Units = 4,098

Projected Housing Demand

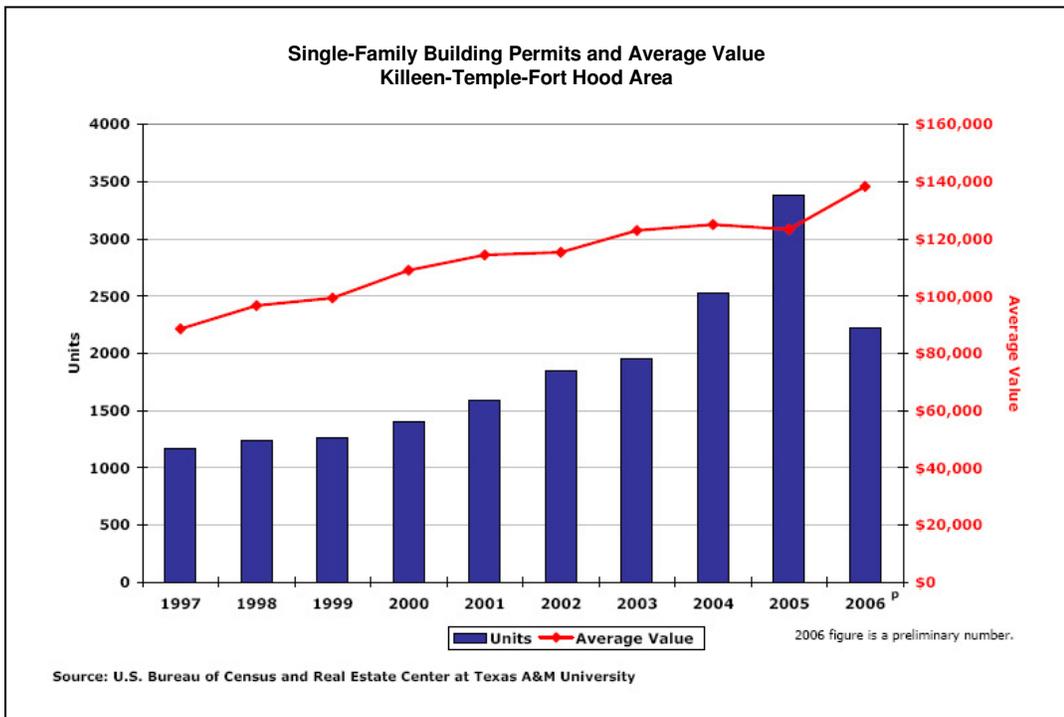
As discussed in **Chapter 2, Community Overview**, Temple's population is forecast to grow from an estimated 57,216 persons in 2006 to 90,000 by 2030, an increase of approximately 32,800 persons. The average household size in Temple in 2000 was 2.44 persons. Using this same average as a starting point, **Temple will need approximately 36,900 housing units by 2030** to accommodate its projected population and – assuming a variety of housing types are provided – maintain a sound, balanced housing market. **This will require the addition of nearly 13,500 more housing units by 2030**, compared to the 23,453 units Temple had as of Census 2000. Also, if the same ratio of owner- versus renter-occupied housing continues in future years, then approximately 7,700 (57 percent) of the projected 13,500 new units by 2030 will be owner-occupied, with the remaining 5,800 units (43 percent) renter-occupied.

In 2000 the community also had a residential vacancy rate of just over eight percent. The “rule of thumb” often used by economists is that five to eight percent is a “natural” vacancy level that promotes the healthy functioning of the housing market, as well as supporting the community's economic development. When the vacancy rate is too low, demand for housing will push up rents and prices as consumers vie for scarce units. Conversely, when vacancy rates are higher, new and relocating households can be accommodated by the existing stock of housing, and new units are not necessary. **If housing vacancy in Temple should fall to a sustained rate below five percent, then the number of units needed to house its future population will need to be somewhat higher to maintain the local market's vacancy cushion.**

Another significant data set compiled by the Real Estate Center at Texas A&M University is Months of Inventory. This figure indicates the number of months it would take for the entire existing backlog of unsold homes in an area to be sold off, assuming a typical sales pace, if no more units were added in the meantime. In 1989, the first year such data was reported for the Temple-Belton market area, the Months of Inventory number was at 21.3 months. As the Texas economy recovered in ensuing years, the Months of Inventory figure dropped to 18.0 in 1990, 16.7 in 1991, and 12.5 in 1992. Since 1993, the Months of Inventory number has been in single digits for Temple-Belton, rising to 8.7 months in 1997, but otherwise remaining in the six-month range (estimated at 5.7 months for 2007 year to date). This is another indication that even with the pace of home construction in recent years, demand for these new homes has been sufficient to ensure a high “absorption” rate (i.e., a “seller's market”) and avoid a glut of unsold homes (i.e., a “buyer's market”) – although, as discussed above, too few homes on the market can have cost and choice implications for prospective buyers.

Residential Values

Multiple Listing Service (MLS) data compiled by the Real Estate Center at Texas A&M University show that the median price of a home in the Temple-Belton market area has steadily increased from \$59,700 in 1990 to \$88,300 in 2000 and an estimated \$116,100 for 2007 year to date. Over the same timeframe, the total sales volume expanded from \$31.7 million in 1990 to \$118.8 million in 2000 and nearly \$277 million in estimated year-to-date sales for 2007. The chart below, from the Real Estate Center, illustrates single-family residential building permit activity over the last decade in the Killeen-Temple-Fort Hood area, and the relatively steady upward trend in the average value of newly-constructed single-family housing units.



Data on the distribution of home prices in the Temple-Belton market area from 1996-2006 show that, not surprisingly given rising land values and the overall rate of inflation, homes valued under \$100,000 fell from 72 percent of all home sales in 1996 to 39 percent in 2006. By 2006, 34.9 percent of homes sold were priced between \$100,000 and \$159,999, compared to 19.8 percent in this range in 1996. Homes valued between \$160,000 and \$199,999 accounted for 10.2 percent of all sales in 2006 versus only four percent in 1996. In 2006, 15.8 percent of all home sales were above the \$200,000 price threshold compared to only four percent in 1996. Within this higher-value territory, the percentage of home sales in the \$300,000 range has increased from one to three percent, and sales in both the \$400,000 and \$500,000 ranges remain under one percent of all area home sales (local real estate community representatives pointed out that some initial sales over \$500,000 had occurred in Temple’s ETJ by the late 1990s). These home price trends are illustrated in **Figure 6.3, Trend in Temple-Belton Home Price Distribution.**

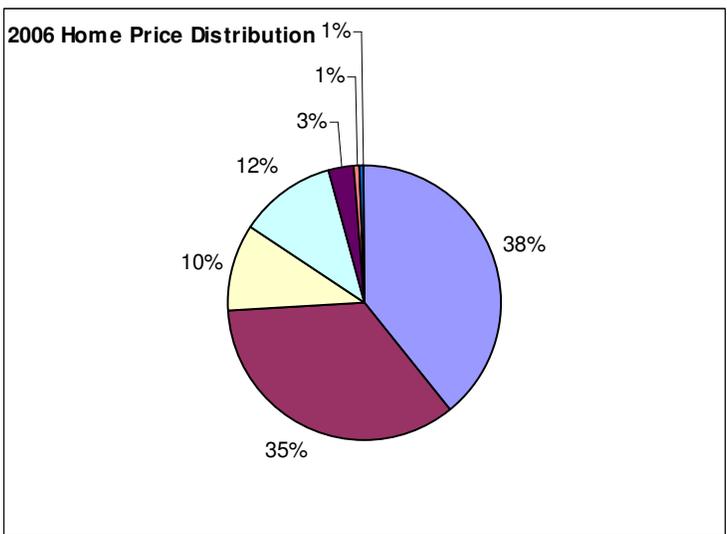
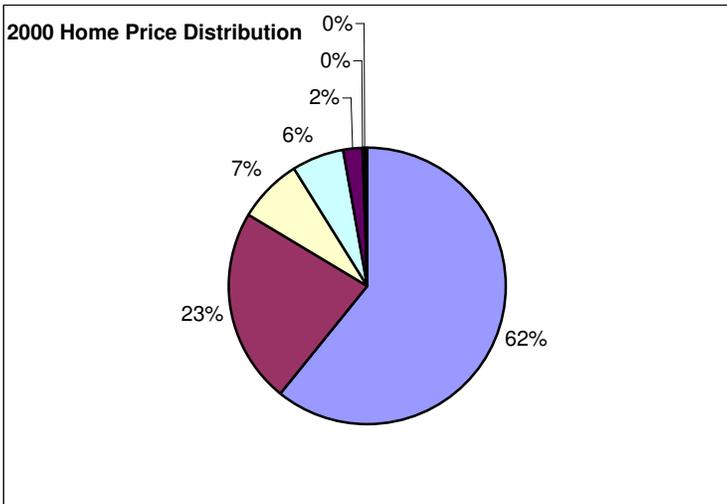
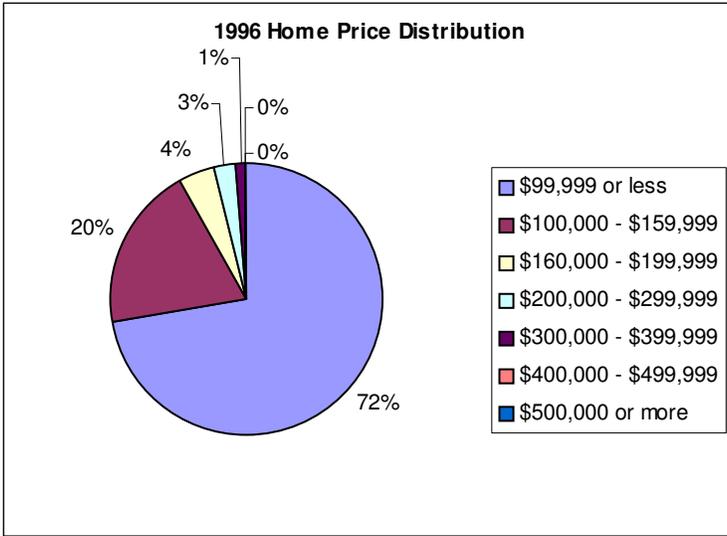
Indirect Housing Costs

The search for affordable housing drives some households to move farther away from employment centers to cheaper, rural land that may also offer an escape from the urban environment. Yet recent studies show that much of the “affordability” of this more distant housing is offset by increased transportation costs. As more people move into fringe or unincorporated areas, the unimproved (or improved but unable to keep up with growth) transportation network increasingly becomes congested, adding further to commute times and travel costs.

The Center for Housing Policy, in coordination with the Center for Neighborhood Technology, notes that households across the country with a median income of between \$20,000 and \$35,000 spend roughly 54 percent of their annual income on housing and transportation costs – if they live in the central city. The same households located farther away pay roughly 70 percent of their annual income to cover such costs.

For households earning between \$35,000 and \$50,000 the percentage spent on housing and transportation if living away from employment drops to 51 percent, but remains a very substantial cost burden, particularly in comparison to those living in or near an employment center.

Figure 6.3, Trend in Temple-Belton Home Price Distribution



Source: Real Estate Center at Texas A&M University

Housing Affordability

The two essential factors in housing affordability are incomes and home prices in a market area. For Temple, median household income has increased from \$35,135 in 1999 (as reported through Census 2000) to \$48,800 (as estimated by the Real Estate Center at Texas A&M University). This represents a 39 percent increase over this period. For home costs, the median price from area home sales (as reported by the Temple-Belton Board of Realtors) increased from \$86,000 in 2000 to \$113,500 in 2006, which is a 32 percent increase. Based on this data, the Temple market has managed to keep the median home sale price from increasing as rapidly as median income growth so far this decade, which is a plus for general housing affordability.

However, another affordability factor to consider is the overall trend in area home prices. As discussed above related to Figure 6.3, the key price range for home construction and sales in the Temple area has shifted over the last decade from under \$100,000 to a range up to \$160,000. Also, as of 2006, the percentage of area homes sales valued between \$160,000 and \$200,000 exceeded 10 percent of all sales. As more new and existing homes come to market at higher sale prices, maintaining affordability for a large proportion of the local population, and especially for first-time homebuyers, will be an ongoing challenge. Conversely, the custom-home market could be spurred locally if builders see they are able to sell more units at higher price points, particularly if there is adequate and steady demand to support a greater volume of such construction, which also brings efficiencies.

Yet another perspective on affordability involves a “rule of thumb” used by lenders, which suggests that a household should devote no more than 30 percent of its annual income toward housing costs. As noted in **Chapter 2, Community Overview**, the Census Bureau reported that among the 6,484 housing units in Temple in 2000 for which the owner was

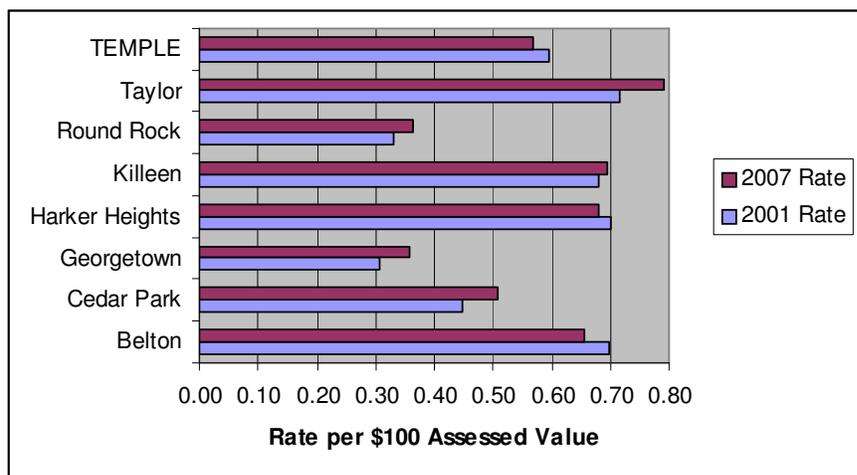
carrying a mortgage, 21 percent of these owners were spending 30 percent or more of their household income on housing costs, which was in line with the statewide average of 22 percent spending above this threshold. Among these owners above the “30%” threshold, 11 percent were devoting 40 percent or more of their income to housing costs. On the rental side, among the 9,449 renters in Temple counted by Census 2000, nearly 40 percent (38.6) were spending 30 percent or more of their income on housing. The proportion above 40 percent of income was 22.5 percent – nearly a quarter of all renters. The U.S. Department of Housing and Urban Development (HUD) defines any household paying more than 35 percent of its income toward housing as “cost burdened.” This means they must often forego other essential needs – or choose to sacrifice quality of life in another manner.

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

The latest HAI data, for 2006, has the index for Temple at 1.72. The statewide ratio in 2006 was 1.54, and the national HAI was 1.10. For Temple, this assumed a median home price of \$115,300; a required income of \$28,365 to qualify for conventional financing; and, median family income in the area of \$48,800. The Real Estate Center also publishes a first-time homebuyers index, which for Temple in 2006 was 1.30 as compared to 1.05 statewide and 0.62 nationally. This data clearly indicates that overall housing affordability conditions in Temple are very favorable compared to what potential homebuyers face in many other markets around the country. The overall HAI for Temple was 11.7 percent higher than for Texas and 56.4 percent higher than the national index. The gap is even wider for the first-time buyers index, with Temple 23.8 percent higher than the Texas index and 109.7 percent higher than the national figure.

The index figures are another indicator of the housing affordability advantage Temple has to offer. Given this local cost advantage, some have wondered if this means

Figure 6.4, Property Tax Rate Comparison



Source: Bell and Williamson County Appraisal Districts

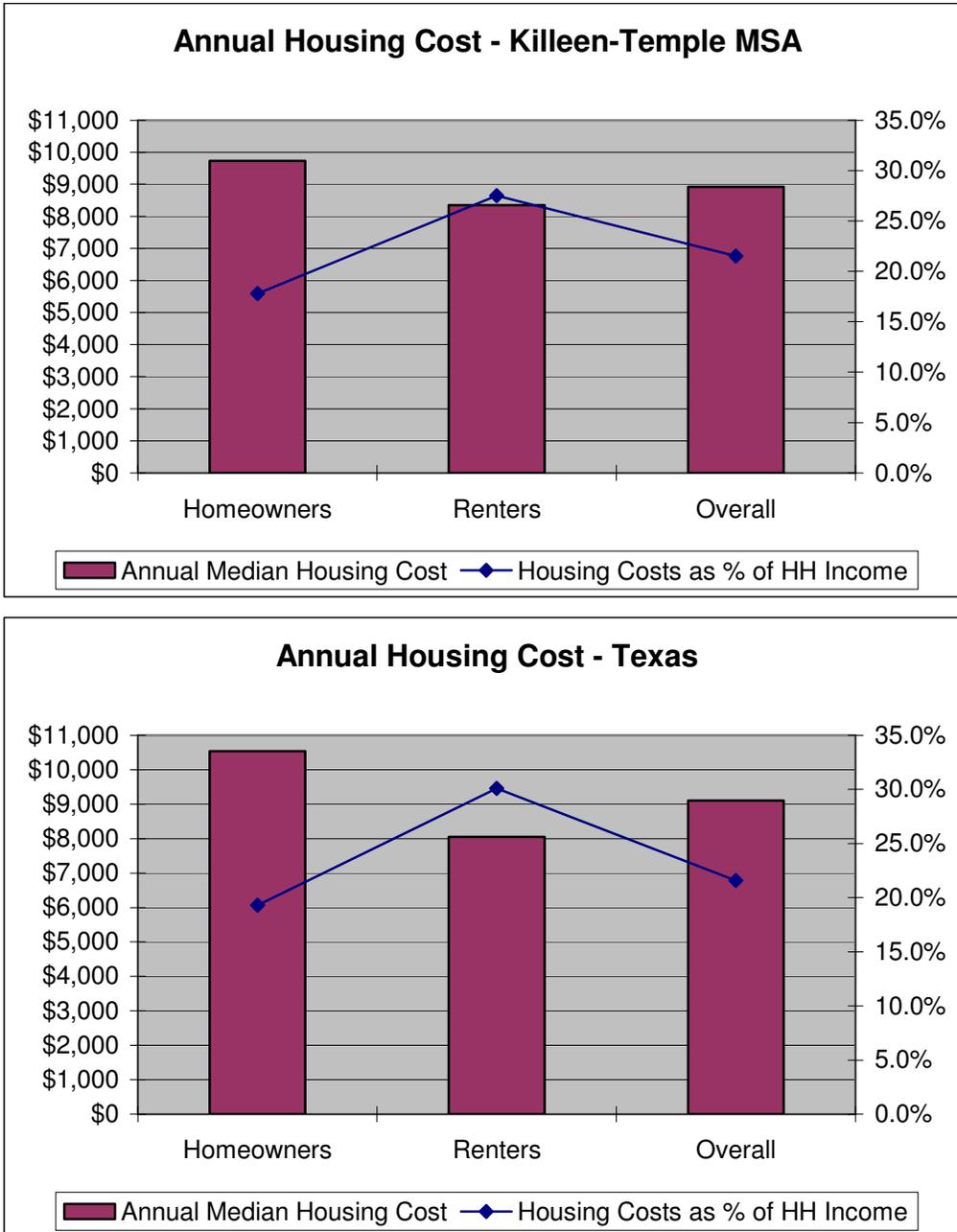
more higher-values homes could be built in Temple without undermining the area's overall affordability. This is probably the case, to some extent. However, if the median home price trends upward due to more higher-value construction, then more prospective homebuyers could be "priced out," especially if local income growth lags behind the increase in housing values (which is precisely how price "inflation" affects consumers).

The chart in **Figure 6.4, Property Tax Rate Comparison**, illustrates another component of local housing costs. This data shows that, as of 2007, Temple had the lowest property tax rate

(\$0.5651 per \$100 of assessed value) among the Bell County comparison cities, but was higher than all the others except the City of Taylor (at 0.7900). Also, Temple is one of three cities on this list, along with Belton and Harker Heights, that have reduced their property tax rate since 2001 (Belton by 6.1 percent, Temple by 4.8 percent, and Harker Heights by 2.9 percent). The tax rates for Georgetown and Round Rock remain the lowest on this list, with both cities still keeping their rates below the 40-cent mark as of 2007.

Finally, a recent Comprehensive Market Analysis Report for the Killeen-Temple MSA, highlights of which are included next in this chapter, also offered insights on the housing affordability situation in the area. The charts in **Figure 6.5, Annual Housing Cost Relative to Income**, show that, overall, an average

Figure 6.5, Annual Housing Cost Relative to Income



Source: U.S. Department of Housing & Urban Development

area household in 2006 spent roughly the same percentage of their annual income on housing costs (approximately 21.5 percent) as did the average Texas resident. In dollar terms, the annual median housing cost was slightly lower locally compared to statewide (\$8,916 versus \$9,108, or roughly \$200 lower). The affordability comparison for homeowners in 2006 was 17.8 percent of annual income (\$9,732) spent locally on housing versus 19.3 percent (\$10,536) across Texas. Local renters actually spent more than the statewide median rental cost (\$8,352 versus \$8,052), but the local rent amount was a lower percentage of the area's median household income (27.5 percent) than at the statewide level (30.1 percent).

Regional Market Situation

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

Housing Inventory

- Building permits for single family homes had increased every year since 1997. This was attributed to growing population and low mortgage interest rates.
- Since 2000 the area inventory had increased an average of 2,875 units annually.
- The trend in residential building activity had paralleled changes in force strength at Fort Hood and fluctuations in the local economy (and, through the comprehensive plan process, local real estate community representatives have indicated that Temple housing, in particular, is drawing more military individuals and families than in the past).
- Since 2000 more than 55 percent of new single family homes in the HMA had been built in the City of Killeen, followed by 15 percent in the City of Temple.
- The homeownership rate across the HMA continued to increase (60 percent as of January 2006). [Data from Census 2000 showed that the homeownership rate in Temple increased from 53 to 57 percent between 1990 and 2000. The recent wave of single-family residential development in Temple has likely increased this rate even further.]
- Apartment production had also been increasing since 2000. The majority of units had three or more bedrooms, reflecting the substantial demand for rental housing by military families with dependents.
- The manufactured housing inventory within the HMA was 13,850 units.

Housing Sales

- As of the January 2006 report, the area sales market was considered balanced with a sales vacancy rate of two percent.

- According to the Temple-Belton Board of Realtors, the market for existing homes in the area is not affected by troop movements at Fort Hood (although, more recently, this may not hold true for Temple as much as for the overall HMA).

Rental Market Conditions

- Historically, the area rental market has had a relatively high vacancy rate, reflecting the high turnover of military-connected households. The HMA rental vacancy rate as of the January 2006 report was estimated at nine percent. With two Fort Hood divisions alternating deployments, the area rental market had been stable.

Table 6.1, Estimated Qualitative Demand for New Market-Rate Sales in Killeen-Temple HMA, 2006-2008

Price Range (\$)		Units of Demand
From	To	
100,000	119,999	350
120,000	139,999	800
140,000	159,999	1600
160,000	179,999	1950
180,000	199,999	1100
200,000	219,999	500
220,000	239,999	150
240,000	and higher	50

Source: U.S. Dept. of Housing & Urban Development

- Single-family housing units make up approximately one-third of the HMA rental inventory.

[In its *2007 Real Estate Market Overview* for the Killeen-Temple-Fort Hood Metropolitan Statistical Area (MSA), the Real Estate Center at Texas A&M University reported an average rent per square foot of \$0.68 in 2006, which compared to an average of \$0.77 for all Texas metropolitan areas. A similar area advantage was reflected in average rents for units built since 2000 (\$0.75 per square foot locally versus an all-metro average of \$0.86). Average apartment occupancy was also higher locally at 93.4 percent versus 92.8 percent for all Texas metro areas – and 97.3 percent versus 94.1 percent for all units built since 2000. The 2007 Overview also noted an increase in multi-family building permit activity in the MSA since 2002 after a relatively slow period from 1999-2001.]

HMA Housing Forecast

- The HUD report projected demand for 6,500 new housing sale units and 1,930 rental units over the next three-year period (2006-08). **Table 6.1** shows the forecasted value distribution of the new sale units by price range.
- Manufactured homes were expected to account for 10 percent of new homes sales over the three-year forecast period.

Housing Assistance Programs

The Temple Housing Authority (THA) provides a large percentage of the housing assistance programs and housing units in Temple to benefit the moderate income to extremely low-income population, but they are not the only providers. Other individuals and entities also provide programs and housing units as well. The THA cited the following initiatives that boost local housing opportunities:

- THA offers a Down Payment Assistance Program for first time, low-income homebuyers. 327 homes have been built in Temple under this grant program. The City of Temple provides an additional \$2,500 infusion for each home purchase. As of 2007, good quality homes built through this program cost between \$85,000 and \$90,000. Continued grant funding is a challenge addressed previously in this chapter.

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

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

- THA has close to **1,000 rental units** throughout Temple that serve a variety of clients, from extremely low-income to moderate-income.
- THA has a 25-unit complex to serve **students** who meet low-income guidelines.
- THA offers 45 apartments that are **fully handicapped accessible**.
- THA continuously **modernizes** the interiors and exteriors of its apartments.
- THA has a contract with the **Temple Police Department** to do extra patrols on THA properties. Crime rates on these properties are comparable to other areas of Temple.



Choices

ECONOMIC DEVELOPMENT



CHAPTER

Reaching consensus on a common understanding of economic development principles is a critical first step in creating attainable goals and strategies for the City of Temple. One standard for local economic development involves acknowledging the importance of collaboration and partnership. This is of particular significance for Temple, where local economic conditions are significantly influenced by wider metropolitan and regional trends. For example, the anticipated construction of TTC-35 will influence location decisions for logistics and distribution operations in and around Temple. The effectiveness of economic development policy decisions and efforts in Temple should therefore be judged by how the city positions itself within the greater Central Texas economy.

Economic development has changed over the years from focusing on low-cost land and wages as the primary selling points to attract industry. With the nation’s changing demographics (e.g., “baby boomer” retirement), attracting and retaining a talented workforce is now a primary consideration for economic development. This is not to say that industrial development should no longer be a focus for Temple or other cities’ economic development efforts. On the contrary, securing land for industrial development should continue to be part of the arsenal that Temple offers businesses. However, one of the most important assets Temple has is its current talent, mostly in the fields of healthcare and life sciences. Understanding what these individuals want in terms of quality of place amenities is critical to keeping them here and attracting more of a talented workforce.

Local citizens and policy makers recognize that Temple has been aggressive and focused on promoting the community as a place to do business. Temple’s economic development efforts should be focused on generating positive responses from private investors as a means for diversifying its tax base and increasing job opportunities, while at the same time

Today, economic development is as much about *employee* attraction as it is about *employer* attraction.

Redefining PLACE

Much has been written about the importance of quality of life to the site selection process. Communities throughout the nation have positioned themselves by touting their advantages in this regard – good schools, safe streets, pleasant weather. These factors obviously are important, but the focus is still too narrow. Quality of life assumes that everyone thrives in the same environment and is attracted to the same amenities. It assumes that current residents’ view of what makes a community would be shared by all.

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

Expanding Temple’s quality of place amenities and enhancing its community character will go far in making the city a more attractive location for educated and skilled workers. This chapter builds upon the core community character theme – and associated action strategies – that are found throughout this Comprehensive Plan, particularly in the Urban Design & Future Land Use and Housing chapters.

enhancing the community’s quality of place, talent attraction and development, and Temple’s overall long-term economic sustainability. A strong linkage exists between quality of place and attracting educated and skilled workers. For example, much of the creative class can be considered “free agents” who enjoy an unparalleled degree of mobility. Ensuring that Temple remains competitive in its ability to draw such workers will go far in assisting local employers to attract the talent they need to be successful. Furthermore, Temple’s long-term economic sustainability is connected to its ability to fund necessary City services and improvements. Given that 40 percent of the City’s budget is tied to sales taxes, local leaders must remain mindful of the importance of retail sales.

Purpose

The purpose of this chapter is to provide the City of Temple and its economic development allies with guidance for pursuing opportunities to achieve employment growth and economic vitality in the community. This should not be seen as an overall economic development strategic plan, but rather a set of policies focused on enhancing and expanding the economy. Some issues that have an indirect impact on Temple — but lie beyond the direct responsibility of the City — are also raised in this element. These concerns should be carefully distinguished from the City’s specific mission. For

example, one of Temple’s greatest economic development opportunities is the nurturing of a healthcare/biomedical research cluster, which will require the assistance and involvement of the Temple Health & Bioscience Economic Development District (Bioscience District), the Temple Economic Development Corporation (TEDC), Scott & White, the Texas A&M University Health Science Center College of Medicine (TAMHSCCOM), Temple College (TC), the Central Texas Veterans Healthcare System (VA), and other organizations associated with economic development.

This economic development chapter is divided into three sections:

- Discussion of trends affecting economic development opportunities in Temple.
- Recommended goals, objectives and actions for leveraging Temple’s key economic development opportunities.
- Retail assessment and demographic and economic analysis.

Issues and Opportunities

Throughout the planning process, a number of issues and concerns were expressed related to economic development efforts in Temple. These discussions formed the basis of the following issue statements, along with analysis of existing conditions, review of the Temple Economic Development Corporation’s marketing materials, and examination of the City’s Strategic Investment Zones (SIZ) strategy – all within the context of local market realities. These issue statements bring focus to this plan regarding the community’s values,

expectations and priorities for addressing employment, income and investment needs in Temple. Following the identification of the key issues is a set of community goals and objectives along with discussion of necessary implementation steps.

Developing a Healthcare and Bioscience Cluster

The community has worked for decades in leveraging the existing assets to further develop an emergent healthcare and bioscience cluster in Temple. The community demonstrated its renewed commitment to this economic strategy by creating the Bioscience District in 2004, a unique economic development entity created strictly for the promotion and growth of the healthcare and bioscience economic cluster within Temple. One demonstrable testament to its efforts is the establishment of both the Cancer Research Institute and the Center for Regenerative Medicine located on the Scott & White west campus. Temple is in the unique position of having more physicians per capita than most cities in the U.S. An economic development strategy for leveraging additional growth within this sector should continue to be a primary focus for the City and its economic development allies. One key reason is that the Life, Physical, and Social Science occupational group, as defined by the U.S. Bureau of Labor Statistics, is one of the top five occupational categories with the highest projected percentage increase in employment between 2002 and 2012. Furthermore, employment in life sciences is expected to grow by an additional 18 percent, led by a 19 percent increase in both biological scientists and technicians.

Key planning considerations for the development of a healthcare and bioscience cluster, as addressed by Goal 7.1, include:

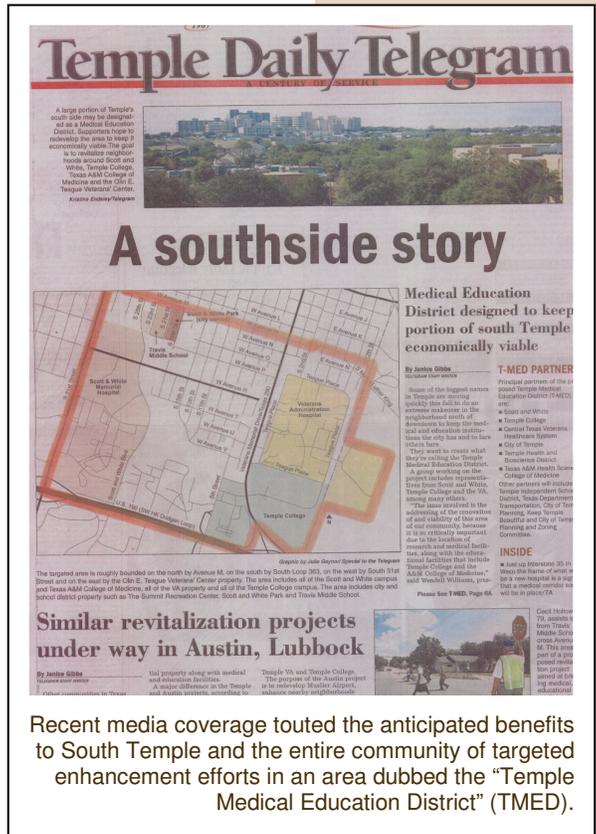
1. Promoting and enhancing both the healthcare mixed use district (TMED) and the west Temple Life Science, Research and Technology Campus (Scott & White west campus).
2. Developing and growing the healthcare and medical research component of the Temple economy while introducing the entrepreneurial climate to commercialize on-going research.
3. Expanding the mission of the Texas A&M University Health Science College of Medicine Temple campus.
4. Further integrating educational efforts with the healthcare and bioscience industry cluster.

Pursuing Nontraditional Economic Development Opportunities

In addition to education and housing, retail, cultural and entertainment options are critical factors in talent recruitment. This is especially true for more highly educated workers arriving from larger metropolitan areas, such as physicians and scientists. While Temple has made significant strides in the last decade by improving its downtown area and encouraging retail along I-35 and at the Temple Mall, other substantial improvements remain a necessity. TMED, the downtown, and the area in between should be highest priority among commercial redevelopment areas.

“Anything we can do that continues to enhance the expansion of the development of our biomedical science industry and our biomedical complex that is developing out there is not only a great thing for our community but important for our economy.”

Mayor Bill Jones III
City of Temple



Recent media coverage touted the anticipated benefits to South Temple and the entire community of targeted enhancement efforts in an area dubbed the “Temple Medical Education District” (TMED).

“We’re going to have a major deficit in the labor force. Communities that are the most attractive to talent will be the most successful.”

“We have an opportunity to be the upscale community in Bell County.”

Focus Group participants

Much has been written about the importance of **quality of life** to the site selection process. Communities throughout the nation have positioned themselves by touting their advantages in this regard – good schools, safe streets, pleasant weather. These factors obviously are important, but the focus is still too narrow. Quality of life assumes that everyone thrives in the same environment and is attracted to the same amenities. It assumes that current residents’ view of what makes a community would be shared by all.

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Expanding Temple’s quality of place amenities and enhancing its community character will go far in making the city a more attractive location for educated and skilled workers. This chapter builds upon the core community character theme – and associated action strategies – that are found throughout this Comprehensive Plan, particularly in the Urban Design & Future Land Use and Housing chapters.

Another focal point in these efforts should be stemming the loss of retail dollars to other communities in the region. **Temple currently leaks approximately \$490,442,700 in retail**

spending annually. It is unrealistic to assume that Temple, or any community for that matter, could reach an equilibrium where no dollars are leaking, but it is realistic to reduce that leakage amount significantly.



New automobile dealerships along the I-35 frontage in South Temple should help to address this significant area of retail spending “leakage” from the local market.

Key planning considerations for the enhancement of retail, dining, and entertainment amenities, as addressed by Goal 7.2, include:

1. Expanding retail sales in Temple.
2. Fostering downtown retail development and establishing an entertainment and cultural district in downtown Temple.
3. Encouraging creative professional sectors in downtown Temple.
4. Encouraging local and outside investments into Temple’s SIZs.

Promoting Further Logistics, Distribution and other Light Industrial Investments

Due to its strategic location and superior transportation assets, Temple is strongly positioned for attracting additional interest from both logistics and distribution operations as well as light industrial business. Already, the City has benefited greatly from these sectors and should continue to embrace future opportunities that are promoted by the TEDC. In addition to its existing assets, the future construction of the TTC-35 segment of the proposed Trans Texas Corridor system would further enhance and expand Temple’s long-term business recruitment prospects from these industrial sectors.

Key planning considerations for leveraging of transportation assets to promote logistics and distribution, as addressed by Goal 7.3, include:

1. Continued promotion of the North Temple Industrial Park.
2. Promoting the development of an intermodal site on the southeast side of the community near future TTC-35 and the Southeast Industrial Park.

Establishing a Positive Image for Temple Education

School districts and other private schools in the Temple area continue to grow in enrollment and programs. Temple is fortunate to have several public school districts serving residents of the community, including: Temple Independent School District (TISD), Belton Independent School District (BISD), Troy Independent School District, and Little River-Academy Independent School District. The Rogers Independent School District extends into the eastern ETJ. Temple also has several private and parochial schools.

All of the schools in Temple affect quality of life and quality of place and assist greatly in workforce development. Yet, focus group and public meeting participants repeatedly stated that overall perceptions of some schools are negative. Comments at these meetings were specific to the TISD. Regardless of whether this image is justified, community leaders should recognize that school district perceptions matter to economic development. Not only do they influence where potential residents choose to live and therefore where they decide to shop, negative perceptions can also discourage the location and investment decisions of existing businesses and recruitment prospects. As a result, it is critical that the image of Temple area schools be improved as a means for slowing sprawling development currently taking place away from the central city, as well as increasing the community’s tax base. This is not to say, however, that Temple does not offer quality educational programs. For example, Temple High School’s participation in the International Baccalaureate program provides local students access to an innovative, high-quality curriculum that prepares them for a university education.

Key planning considerations for addressing educational system perceptions, as addressed by Goal 7.4, include:

1. Further developing business/education collaborations related to specific industries the City and economic developers are targeting, including health science, life science and bioscience, as well as creative class businesses and entrepreneurs to make Temple more attractive to professionals.
2. Support for an image campaign geared towards existing and new residents touting the real performance of Temple schools.

Community leaders should recognize that school district perceptions matter to economic development.

- 3. Improvements to the physical state of Temple school facilities, including developing a partnership between area ISDs and the City's Parks and Leisure Services Department.

Goals, Objectives and Action Recommendations

The following goals, objectives, and recommended actions were formulated to specifically address the issues and needs outlined above. The goals reflect the overall vision of the community, which may be achieved through the objectives and by acting on the recommendations. It is important to note that these are also general statements of policy that may be cited when reviewing development proposals and used in making important community investment decisions regarding the provision and timing of facilities and services.

GOAL 7.1: A vibrant and growing Healthcare and Bioscience economic cluster in Temple.

◆ **Promote and enhance both the healthcare mixed-use district (TMED) and the west Temple Life Science, Research and Technology Campus (Scott & White west campus).**

- 1. Designate both campus areas as a Strategic Investment Zone (SIZ).
- 2. Buffer these campuses by designating appropriate and compatible future land uses surrounding the campuses.
- 3. Market the campuses' assets locally, regionally, and nationally as unique assets to Temple and the state.
- 4. Develop a revitalization plan for the entire area between Scott & While and the VA/Temple College (TMED) that promotes a dense, mixed-use campus environment similar to the medical district in Houston.
- 5. Develop incentives to promote investment in this area such as residential density bonuses, increased commercial density allowances, and public sector investments such as parking garages, streetscape improvements, utilities and other public projects. Consideration should also be given to utilizing creative public and private financing mechanisms, such as a Tax Increment Financing District, as one option for stimulating new investment.
- 6. Identify ways (e.g., housing land trusts and partnerships with Community Housing Development Organizations) to preserve a level of affordability in perpetuity for the TMED area so that it becomes a truly mixed-income community by including a full spectrum of housing types at multiple price points.
- 7. Link both campuses with the downtown area through the establishment of additional mobility options (e.g., trolley system, bike paths, etc.). Stimulating the revitalization of

Bioscience District

The Temple Health & Bioscience District was created as a result of legislation passed by the State of Texas in 2003 and approved by Temple voters, to establish the district, in that same year. The first such district created in Texas, Temple's Health & Bioscience District is devoted to the development and creation of health and bioscience/ biotechnology opportunities within the City of Temple.

The district is eligible to receive Federal, State or private grants as well as monetary gifts from collaboration with other organizations. In addition the district will identify and recruit biotech and life science -related businesses to locate in Temple. More information about this unique district is available at www.templebioscience.com.

Tax Increment Financing (TIF) District:

TIFs are tools that use future gains in taxes to finance the public improvements in targeted zones. When the public improvement is completed, there is an assumed increase in the value of surrounding real estate, and often new investment (new or rehabilitated buildings, for example). This increased site value and investment creates more taxable property, which increases tax revenues, which are the "tax increment". TIFs dedicate that increased revenue to finance debt issued to pay for the project. TIFs are generally designed to channel funding toward improvements in distressed or underdeveloped areas where development would not otherwise occur.

corridor linkages connecting downtown to both the TMED and the west campus complex should also be a priority (also see the retail goal below).

- ◆ **Develop and grow the healthcare and bioscience research component of the Temple economy while introducing the entrepreneurial climate to commercialize ongoing research.**
- 8. Expand research capacity by obtaining additional research grants to support commercialization of products by existing or future business partners.
- 9. Hold quarterly workshops focused on linking existing researchers with “problems” that life science businesses are having in the region or state.
- 10. Hold an annual site selector’s conference and focus on the commercial applications of research.
- 11. Create a bioscience business incubator program, located on the west campus, to provide the bridge between basic research and commercialization for the creation of jobs and wealth.
- 12. Improve the entrepreneurial climate in life sciences by garnering additional interest from venture capital networks in Temple’s emergent bioscience cluster. For example, the most successful life sciences clusters in the U.S. have on average 30 times more venture capital than other metropolitan areas.
- 13. Support the critical role of Temple College in educating and training the skilled workforce that will be required to grow the healthcare and bioscience research cluster in the future.
- 14. Be actively engaged in finding funding sources to accomplish the mission of expanding the healthcare and bioscience economic cluster as it represents the best opportunity for the future growth of the community.
- ◆ **Expand the mission of the Texas A&M University Health Science Center College of Medicine Temple campus.**
- 15. Continue to lobby for additional resources to expand the Texas A&M Medical School presence in Temple.
- 16. Identify business opportunities associated with this expansion, including companies such as medical device firms or pharmaceutical companies, who would be interested in supporting building construction or equipment purchases.
- 17. Market to the state all of the ingredients that Temple has put in place to promote and enhance the life sciences cluster, and how integral the medical school is in the overall life sciences strategy.
- ◆ **Enhance skills training and education efforts in basic science and life science.**
- 18. Enhance resources at the K-12 level and at Temple College to promote life science education and skills training.
- 19. Further integrate K-12 educational efforts with specific businesses involved in the bioscience industry.
- 20. Market the career opportunities in life sciences in K-12 and Temple College.

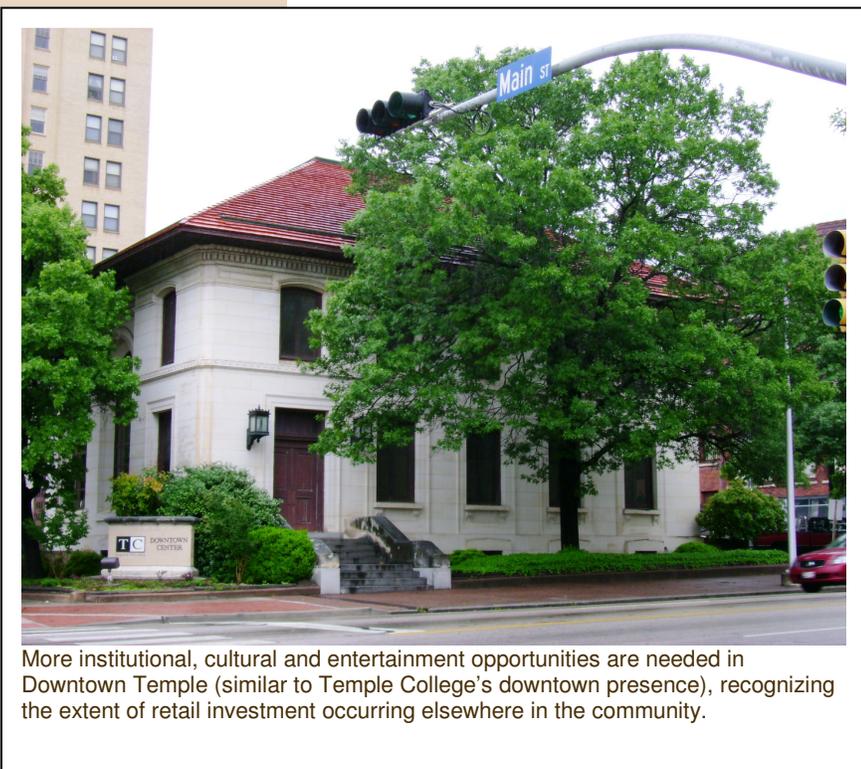
“This is our Texas A&M, our University of Texas, our Baylor area, that we can develop out and make a very vital part of the community. That helps these partners make the decision to invest the dollars they’re investing in that part of our community. With these efforts, the partners are seeing a revitalization of the area, not a deterioration of the area surrounding the big investments they are making.”

Wendell Williams
President
 Temple Health & Bioscience Economic Development District Board – and member of the Comprehensive Plan Advisory Committee

GOAL 7.2: Tax base enhancement – and the revitalization of downtown Temple – through nontraditional economic development opportunities to assist in the attraction of a talented workforce.

◆ Expand retail sales in Temple.

1. Focus the City's retail development and attraction efforts on promotion of the SIZs and TMED as Temple's most favored locations for new and/or expanded stores. In establishing retail policies, the City should promote the redevelopment of strategic sites that are appropriate for retail operations. To accomplish this, the City should work with both public and private property owners to identify, inventory, and prioritize sites at highly visible or strategic locations within the SIZs and



More institutional, cultural and entertainment opportunities are needed in Downtown Temple (similar to Temple College's downtown presence), recognizing the extent of retail investment occurring elsewhere in the community.

TMED that are most suitable for retail development.

2. Develop an inventory of vacant and underutilized parcels, commercial buildings, and industrial buildings throughout the city, but particularly in the downtown, along strategic corridors and within SIZs. This inventory should contain ownership information, existing property liens on each parcel, and an assessment of the condition of any structures. This property database will be an integral component to overall revitalization efforts and should be updated annually.
3. Develop area-specific plans for each redevelopment or retail area, and then use City-owned land or utilities in place as leverage to stimulate those areas. City-owned land in all of these areas should be seen as assets and catalysts to stimulating the economy. Using creative financing mechanisms with City- or publicly-owned properties, and combining these assets with private sector funding and expertise, can lead to a community-oriented vision for each area.
4. Target office, residential and retail sectors where Temple is "leaking" dollars to neighboring communities (see Retail Leakage summary on the last page of this chapter).
5. Develop a Retail Recruitment Strategy, building upon the retail analysis conducted for this Comprehensive Plan Update, to attract specific office, residential and retail developers and tenants within these leakage areas (a specific Retail Leakage Analysis and specific retail sectors to attract are found at the end of this chapter). The top five sectors to consider focusing retail recruitment efforts on include: (1) New and Used Car Dealers, (2) Grocery Stores, (3) Radio, TV and Computer Stores, (4) Miscellaneous Retail Stores, and (5) Eating Places.

"If there is a way by adding to what we have, making the community a better place to be, then we need to figure out how to do that."

Lee Peterson
President
Temple Economic
Development
Corporation

◆ **Foster downtown retail development and establish an entertainment and cultural district in downtown Temple.**

6. Expand cultural programs in the downtown, to include a children’s science-based museum, fine art museum, and performance art such as opera, ballet or theatre.
7. Further promote the revitalization of historic buildings in the downtown. Consider developing a request for proposals for specific buildings and the City’s intended use. Solicit private sector bids on how they would restore these historic buildings, with specific *pro formas* and renderings.
8. Encourage loft living in the downtown.
9. Implement recommendations from the R/UDAT plan and the Temple Downtown Development Association’s parking study (once completed), which should include consideration of the “pros and cons” of potentially reducing surface parking in favor of structured parking to provide more space for downtown investment and amenities. Like this plan chapter, the R/UDAT recommendations also emphasized the transition of underutilized former commercial space to arts and non-profit activities that would help to make downtown a destination for more residents and employees. Consideration should also be given to establishing a “quiet zone” along the rail corridors through downtown to promote the desired atmosphere for residential and other types of investment.
10. Implement the recommendations of the Temple Downtown Development Association (TDDA) for downtown revitalization and enhancement.

◆ **Encourage creative professional sectors in downtown Temple.**

11. Encourage area schools (public, private, college) to establish a fine arts and digital arts school in the downtown.
12. Develop an artist incubator in the downtown that is associated with the art school and/or an art museum.
13. Encourage TEDC to include the following creative industries/amenities within its target industry sectors and promote these potential tenants among building owners in the downtown:
 - Advertising
 - Architecture
 - Bookstores
 - Cultural Tourism
 - Dance
 - Design
 - Engineering
 - Entertainment
 - Fashion
 - Fine Arts and Music
 - Photography
 - Printing and Publishing
 - Restaurants & coffee shops
 - Technology
 - Theater

GOAL 7.3: Expanded logistics, distribution and other light industrial investments through leveraging of Temple’s existing and future infrastructure assets.

◆ **Continue to promote the North Temple Industrial Park.**

1. Continue to support the TEDC’s efforts to raise awareness of business investment opportunities within the industrial zone. This established

“Uptown Temple will likely never mirror its past heyday as a regional shopping core. The growth and variety of the city’s outer regions has effectively served to preclude Uptown’s ever gaining new large-scale retail development. Rather than attempt to reclaim bygone commercial prominence, Uptown should emphasize and reinforce its role as the meeting ground of all community citizens. Uptown is Temple’s common space, its living room.”

Report of the Regional/Urban Design Assistance Team (R/UDAT), American Institute of Architects (1998)



Temple has impressive land and infrastructure assets – plus a long track record of success – to show industrial and distribution prospects.

Fundamental Economic Development Goal

This Comprehensive Plan chapter focuses on new and emerging aspects of Temple’s economy, as well as the need to foster its “quality of place” offerings (shopping, restaurants, diverse housing options, cultural offerings, etc.). Not to be overlooked is the community’s economic development activities focused on industrial recruitment, retention and expansion.

The Temple Economic Development Corporation (TEDC) is the lead entity responsible for making this goal a reality, together with the Reinvestment Zone and the City of Temple. The organization’s mission statement below itemizes all that TEDC will continue to do in support of this goal and the overall Comprehensive Plan:

TEDC Mission Statement

Provide effective leadership to accomplish comprehensive economic growth for the Temple community resulting in superior quality of life. Build strong community relationships, leverage economic development tools and market Central Pointe Business and Industrial Parks.

1. TEDC, the City of Temple and the Re-investment Zone will continue to invest in new infrastructure to support economic expansion in Temple’s Central Pointe Business and Industrial Parks.
2. TEDC has built a dynamic, talented and motivated economic development team that is comprised of a professional staff, partner organizations and community leaders.
3. TEDC will target industries that pay higher than average wages.
4. TEDC will invest economic development dollars in focused actions identified in its five year (2007-2012) business and marketing plan and actively measure results.
5. TEDC will invest economic development incentives in infrastructure and for the creation of above average paying jobs that provide a reasonable return on investment to the citizens of Temple.
6. TEDC will continue working with local primary sector businesses to grow in Temple. During 2006 and 2007 there were 12 expansions of Temple manufacturing, information technology and distribution businesses.
7. TEDC will continue to facilitate business development opportunities with businesses like Gulf States Toyota (estimated \$120,000,000 investment) and Panda Energy (estimated \$500,000,000 investment) that expand Temple’s job and tax base.
8. TEDC will continue to work with the leadership of the Temple Medical Education District (T-MED) with a focus on commercialization strategies for the health and bioscience industry.
9. TEDC will partner with private sector investors to diversify the commercial sector of Temple’s economic base.
10. TEDC will assist with policy development that maintains Temple’s pro-business environment.

industrial zone provides the community with its best opportunity for garnering interest from short-term industrial prospects due to its close access to I-35 and rail transportation options.

2. Assist in the development of marketing collateral to promote investment in the North Temple Industrial Park. The City and TEDC should develop a high-quality, web-based geographic information system (GIS) to raise awareness of the park. Consideration should be given to whether this system should be hosted on the TEDC website or the City’s.

- Research the websites of other economic development organizations from across the country. Analyze the strengths and weaknesses of competitor sites and determine what elements need to be included on the site. One example of a superior web-based GIS system is that of the Greater Fort Bend Economic Development Council (www.fortbendcounty.org). Within the Central Texas region, Harker Heights also offers a high-quality GIS-based system at: (<http://cmigis.claunhiller.com/public/hh/>).
- Maintain an inventory of available properties, especially those in the North Industrial Park and the City’s SIZs, on the new GIS system with specifications regarding size, build-out, incentives, infrastructure, and timing regarding availability. Update this page on a regular basis.

- ◆ **Promote the development of the Southeast Industrial Park near the future proposed location of TTC-35.**
3. Continue to aggressively pursue and monitor future improvements on the TTC-35 corridor. With support from the

TEDC, the City should continue to meet with the Texas Department of Transportation and other parties who can influence the scheduled timing of its construction.

4. Promote a route for TTC-35 that runs closer to Temple to maximize access to the City's existing transportation and utilities infrastructure. The route that the City should promote should lie within close proximity to existing rail lines and the convergence of highways 36/190, 95 and 363. Also, a site in this area would be closer to Temple's city limits (if not already within the City) and would promote new development that would contribute significantly to the City's property tax base.
5. Include Temple's Southeast Industrial Park among the City's list of SIZs to ensure land development ordinances and other policies encourage intermodal developments within the area.
6. Prioritize a list of capital improvement projects for sites within the SIZ (evaluate infrastructure availability at each site, including electricity, natural gas, water/wastewater, road, and telecommunications). Sites with access to the rail lines and the TTC-35 route should be considered a high priority. Consideration should also be given to developing a short rail spur to serve the Southeast Industrial Park.

GOAL 7.4: Excellence in Temple schools and higher education to assist in attracting employers and employees.

◆ ***Further develop business/education collaborations related to specific industries the City and TEDC are targeting, with an emphasis on higher-end and creative class businesses.***

1. Develop a best practices database from Texas schools and other states which illustrate successful business and education collaborations.
2. Meet with specific businesses in identified industry clusters (e.g., healthcare/life sciences) that provide higher wages than is typically the case for Temple. Conversations should be held regarding potential collaborations and information sharing (e.g., best practices database).
3. Share performance measurements of area schools with the community, and identify areas where the community can assist in making improvements.
4. Identify specific initiatives on which businesses and educators are willing to collaborate, and investigate potential resources for expanding existing and initiating new programs.
5. Work with the school district, Temple College, workforce board, and private stakeholders to explore the possibility of establishing additional "academies" in Temple ISD, similar to existing programs that teach advanced classes in healthcare related topics. Many communities have established specialized academies to improve the performance of their school system and better suit the needs of all students. These academies provide students the opportunity to choose from a variety of specializations ranging from construction to college preparatory programs. The academies should be focused on specific industries that Temple wants to grow.
6. Continue coordination between Temple College and other local agencies/partners (the City, medical facilities, industry) to develop mutually beneficial programs aimed at skills development and continuing education/certification. One example is to develop a fire training program in Temple, rather than having local trainees seek this education/certification elsewhere.

- ♦ **Develop an image campaign geared towards existing and new residents touting the real performance of the schools.**
- 7. Identify through survey or focus group what the perception of the schools is from the eyes of talented employees who have recently moved to Temple.
- 8. Develop a marketing campaign that is geared towards changing the perception of the schools. Raise awareness of Temple's K-12 educational assets, both inside and outside the community, to improve the perception of area schools. A public relations campaign should be designed, in conjunction with the school district, to accomplish this goal.
- 9. Ensure that public school facilities portray a more positive image. The City should assist area schools in advocating for adequate funding for operations and campus improvements. A "Pride in Schools" program should also be developed to focus on facility improvements, including cosmetic enhancements.
- 10. Recognize and utilize university students and graduates as an important resource for strengthening student achievement in the public school system. In addition, area schools should be encouraged to develop a mentor and tutoring program with Temple College students for K-12 students. The City should also determine and encourage champions for spearheading the creation of a scholarship program for graduates of regional universities to teach at area schools for a minimum of two years. This program should include a stipend and possibly a housing program to enable these new teachers to live in Temple.
- 11. Hold additional focus group meetings to gauge the change in perception, and annually survey new and old residents and business owners on their perception of the schools.
- ♦ **Make physical improvements in the schools which may be cosmetic, including painting, landscaping, and other simple projects which could be done with volunteer resources.**
- 12. Focus initial improvement efforts on area schools and consider a variety of options, including: (1) partnerships between the City and local retailers (e.g., tree farms/nurseries to improve campus landscaping; home improvement stores to sponsor exterior treatments and painting), and (2) individual community volunteers and service organizations (e.g., Keep Temple Beautiful, Eagle Scouts, etc.) to assist in cleaning and beautifying school properties.
- 13. Strengthen physical ties between Temple College and the Temple community by developing a revitalization plan for the area immediately adjacent to the campus and toward downtown, along South 1st Street. Enhancing the campus vicinity will improve the students' experience in Temple by providing them with a wider range of housing, retail and entertainment options in close proximity to the College. Having more appealing commercial and residential development as well as a greater range of "things to do" around the campus could also keep more students on campus and in Temple on weekends. Not only would this mean more students will spend more of their dollars in Temple, it can also foster loyalty among students towards Temple as they become more entrenched in the community.



Older campuses, such as TISD's Lamar Middle School on North 1st Street, remain cornerstones of their surrounding neighborhoods and, therefore, need to be maintained at a high standard along with other public and private properties.

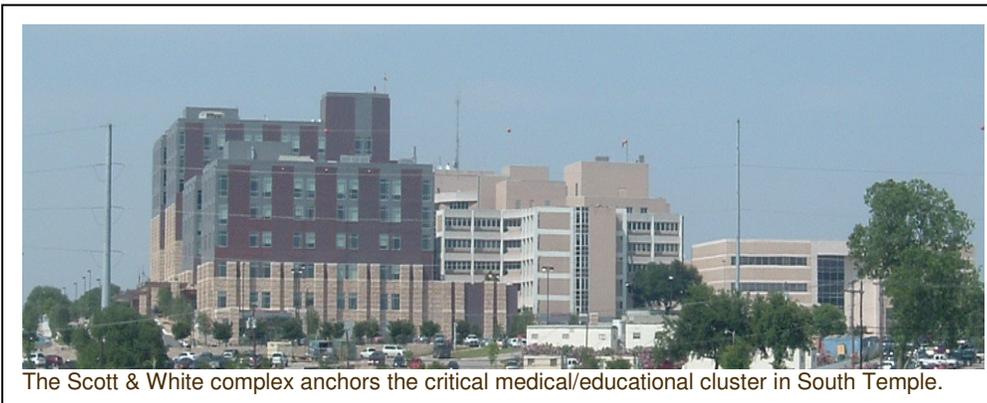
14. Develop collaborative initiatives with Computer Aided Design and GIS classes and other similar programs at Temple College and the Texas A&M Medical School to encourage student-led projects that aid in the betterment of the community. Examples of such programs are design competitions for historic building re-use or parkland design and planning, student consulting projects for area businesses or the City, internship programs with local employers, and community service programs such as Habitat for Humanity or Keep Temple Beautiful.

Economic Base and Retail Analysis

To better understand the economic development opportunities available in Temple, an assessment of the community's demographic and economic trends was conducted. The purpose of this analysis section is twofold: (1) to identify Temple's overall economic strengths and weaknesses in the context of the wider regional and national economies from a data standpoint; and, (2) to provide a basis for the goals, objectives, and action statements outlined earlier in this chapter to address these issues. The team relied on the most current and accurate data sources (proprietary and public) covering those attributes that most clearly demonstrated Temple's recent economic performance in relation to its peers in the wider Central Texas region. This quantitative analysis included a review of existing economic and demographic data, including employment growth, indicators of labor market health, income trends, and occupational data. For most indicators, Temple was compared to a number of its regional peers, including Killeen, Belton, Georgetown, Round Rock, College Station, and Bryan. Finally, an assessment of retail trends was conducted to determine potential leakages and opportunities.

This data analysis was supplemented by the following activities to inform the overall economic development recommendations in this chapter:

- Tours of Temple area business sites to better understand the city's economic development product from a real estate standpoint.
- Focus group meetings and interviews with area residents, business leaders, and economic development experts to help establish priorities for appropriate goals and objectives.
- Analysis of Temple's retail sector by a leading national retail consultant.



The Scott & White complex anchors the critical medical/educational cluster in South Temple.

A Maxim for Economic Development

“You only have one chance to make a good first impression.”

Those who make critical business investment and relocation decisions cannot help but notice a community marred by visual “clutter,” roadways and infrastructure in need of rehabilitation, public buildings and parks in sub-par condition, and private properties that are not well maintained. They figure such a community either is not well off, does not devote adequate resources to its “physical plant,” or is lacking in pride – or some combination of all three.

Most communities are nowhere near such dire straits, but most have their share of challenges when it comes to image and appearance. In the meantime, most businesses choose to locate and grow in attractive environments, which improve their ability to recruit and retain good employees, host clients and investors, and maintain value in their property and investments.

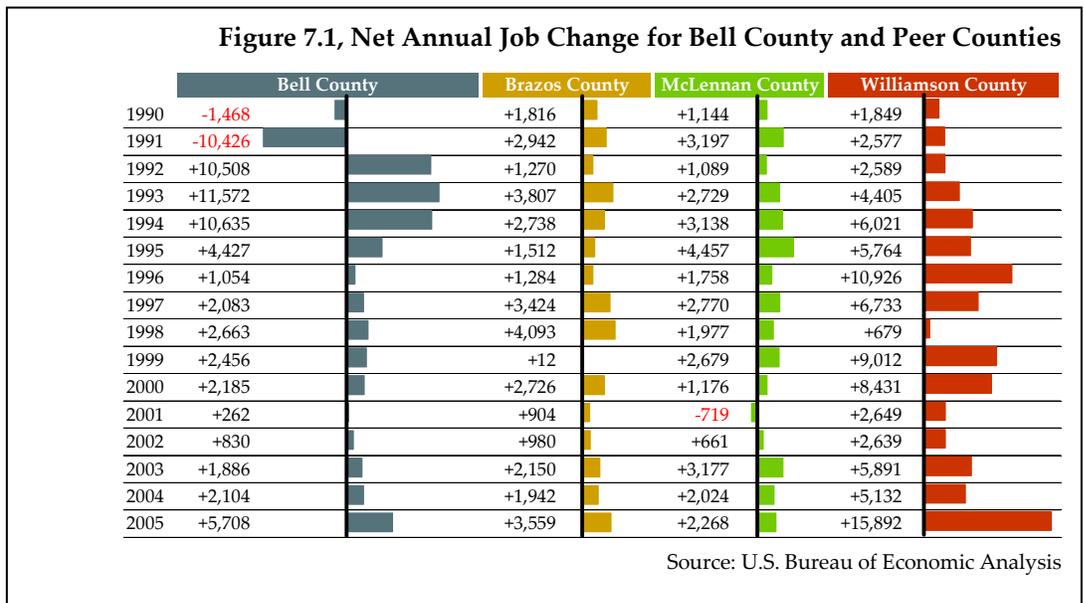
Enhanced community aesthetics and design quality strengthen a community's competitive position, which can lead to increased property values and a stronger tax base for ongoing improvements.

This assessment of Temple’s overall economic conditions reveals the need for a renewed focus and action on the part of the City and the Temple Economic Development Corporation to increase higher-wage employment opportunities for its residents. From both a geographic and economic standpoint, Temple is well positioned for leveraging its opportunities and achieving a higher degree of economic vitality and growth. The community’s location along the booming I-35 corridor, as well as the planned construction of TTC-35, will continue to foster growth among traditional industrial sectors. In addition, the location of a number of significant healthcare assets should provide the catalyst for future growth in this rapidly growing employment sector.

From an economic development standpoint, however, Temple still faces a number of challenges. Employment data seem to indicate that the momentum for employment growth within Bell County has swung to areas away from Temple. At the same time, income levels appear to be lagging while the community’s population is growing older. Combined, these trends indicate that specific catalysts may be required to stimulate activity in higher-wage and more rapidly growing employment sectors, such as through the development of the Temple Medical and Education District (TMED) or an intermodal freight site. Temple is also leaking a significant amount of retail dollars, at a time when the daytime population is nearly double the residents due to major employers.

Employment Trends

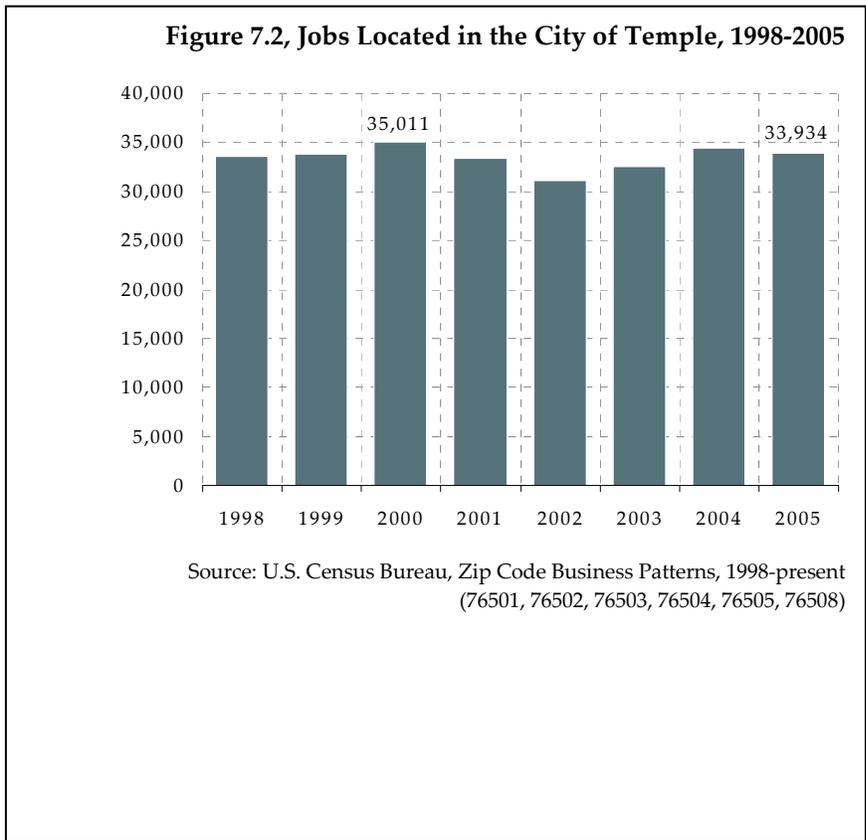
Bell County’s job growth trends since the 1990s compare favorably with several of its peers. From 1992 to 2005, Bell County enjoyed net employment gains every year, as displayed in **Figure 7.1**. Job growth trends, however, have been inconsistent. Following the recession of the early 1990s, for example, Bell County experienced three consecutive years of 10,000+ net job gains. During the latter half of that decade, employment gains were comparatively anemic. Since the last recession in 2001, Bell County has experienced increasingly rapid job gains.



During the same period, net jobs gains were more consistent in Brazos and McLennan counties. In those places, however, gains occurred at a significantly slower pace than in Bell County. Job gains in Williamson County, on the other hand, have increased as Round Rock has emerged from being a bedroom community of Austin to an employment center in its own right. Much of this was the result of Dell Corporation’s decision to relocate its headquarters to that community in the early 1990s.

Figure 7.2 illustrates job growth within the zip codes that are primarily located within the City of Temple. This is an important consideration given the location of Killeen and Belton in Bell County as well. These data indicate that from 1998 through 2005, the number of local jobs did not increase significantly. For example, approximately 33,600 jobs were located in workplaces within Temple in 1998; by 2005, that figure had only risen to 33,900.

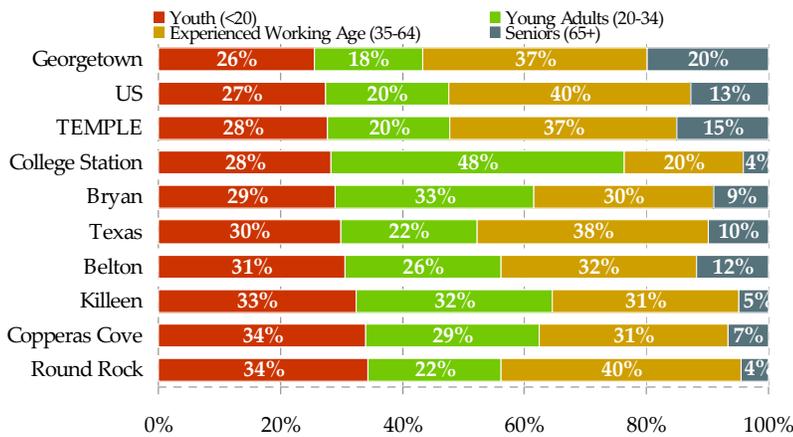
2002 represented the period with the lowest job count in Temple in recent years, coinciding with the last national recession. During the three subsequent years, the number of Temple-based jobs increased nearly 10 percent.



Demographic Characteristics

Figure 7.3 provides a comparison of the distribution of Temple's population by age to that of several regional peers, all of Texas, and the nation. This comparison reveals that Temple's population is aging at a more rapid rate than other communities throughout Central Texas, posing significant challenges for Temple's employers over the mid- to long-term. For example, only 20 percent the city's population is 20 to 34 years of age (young adults). If — over the long-term — Temple and its employers continue to find difficulty in attracting and retaining its younger workers, the end result would likely be a pronounced labor shortage (talent attraction strategies cited within this chapter are aimed at easing this potential shortage of younger workers in Temple). Notably, only Georgetown — with its large retiree population — has a smaller share of young adults than Temple. The location of Texas A&M's main campus in College Station accounts for the large share of young adults there.

Figure 7.3, Distribution of Population by Major Age Group, 2007



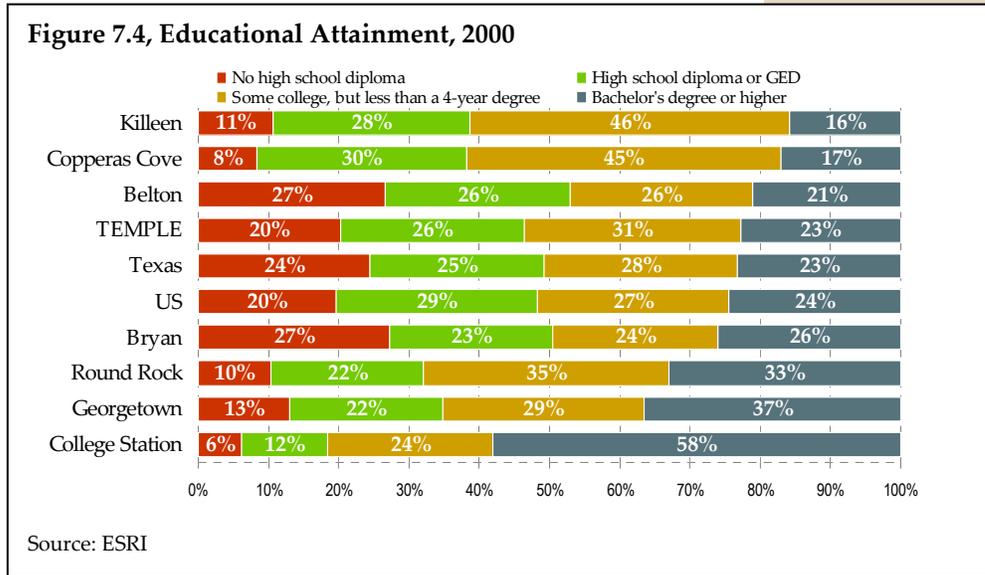
Source: ESRI

As a result, Temple's economic development efforts must include programs focused on assisting employers to create higher paying job opportunities to help attract workers from outside the region. At the same time, Temple should also place increasing focus on improving its quality of place, as discussed at the outset of this chapter, to make it more attractive to potential residents. Improvements in the

downtown and the development of TMED would go far in achieving both objectives.

Approximately 37 percent of Temple's population can be classified as experienced working age (35-64 years). This figure compares favorably to the state as a whole and is higher than most of Temple's regional peers. Currently, this would appear to be an advantage for local employers: access to a relatively large experienced labor force. Over the long term, however, it represents a threat as this cohort continues to grow older and nears retirement age.

It should be no surprise that College Station, Bryan, Georgetown, and Round Rock have the highest shares of adults (25+ years) holding a Bachelor's degree or higher, given their closer proximity to major four-year universities. As shown in **Figure 7.4**, among its closest peers, Temple enjoys the highest rate (23 percent) of college graduates. When combined with all adults who have at least some college experience, however, Temple lags Killeen and Copperas Cove significantly. This could point to a shortage of workers in industries that do not require a full four-year college education.



Household Income Trends

According to recent estimates as displayed in **Figure 7.5**, the median household income in Temple is approximately \$43,800 per year. This figure is comparable to income estimates for Killeen and Belton but slightly lower than Copperas Cove. Round Rock and Georgetown residents, however, enjoy much higher household income levels. College Station has the lowest median household income among all comparison areas. This is due to the large concentration of college students living in the community.

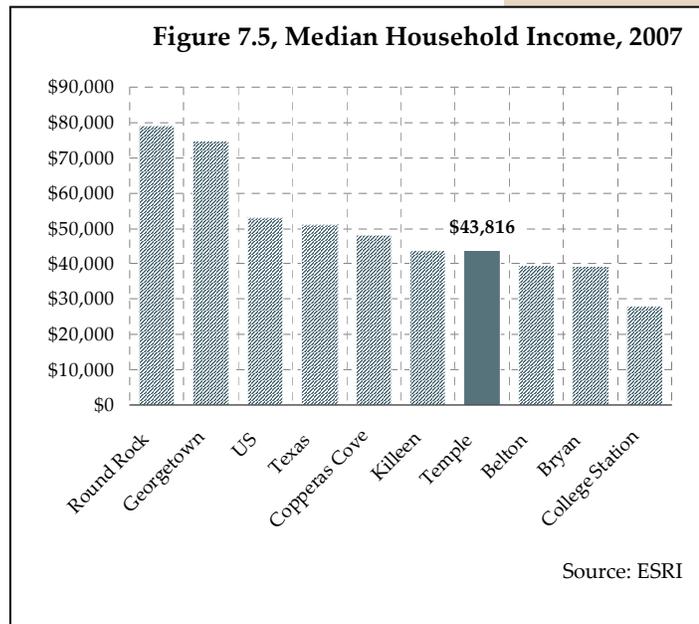
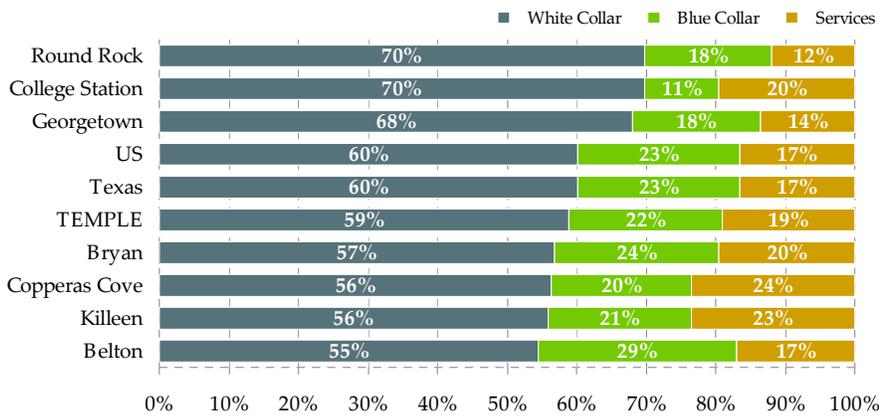


Figure 7.6 indicates projected growth on an annual basis for the median household income in Temple and its peer communities. According to these estimates, Temple can expect to see its median household income increase at a 3.1 percent annual rate. By comparison, Round Rock (3.7 percent) and College Station (3.6 percent) are projected to experience significantly higher annual increases. Nationally and statewide, median income is projected to increase approximately 3.4 and 3.3 percent respectively.

Together these trends hold significant implications for Temple's long-term economic development prospects. Currently, Temple's median household income is among the lowest of its peers, and future income growth is expected to be relatively low as well. This would indicate that the types of employment opportunities available to many local workers

provide relatively low wages and are in non-innovative industries. As a result, the disposable income for local families will be somewhat limited, which has a direct negative effect on both housing opportunities and retail spending patterns in Temple. Leveraging Temple's strong healthcare sector provides employees access to many higher paying jobs. Comments heard during focus group meetings indicate that a large portion of healthcare professionals working locally choose to live outside of Temple. Therefore, both the City and Temple ISD should continue striving to improve their image within the region (see Goals 7.1, 7.2 and 7.4 for related action strategies).

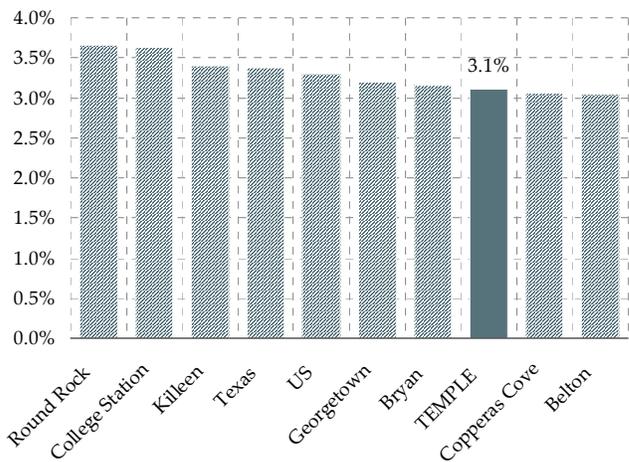
Figure 7.7, Occupational Distribution of Total Employed Population, 2007



Source: ESRI

Occupations
Occupational estimates displayed in Figure 7.7 reveal that nearly 59 percent of Temple's employed population works in "white collar" jobs, a rate that is comparable to national and statewide employment patterns. By comparison, peers that are geographically closer to Temple tend to exhibit a significantly smaller share of white collar workers (i.e., Copperas Cove, Killeen and Belton). In contrast, 22 percent of

Figure 7.6, Median Household Income Growth (CAGR*), 2007-2012

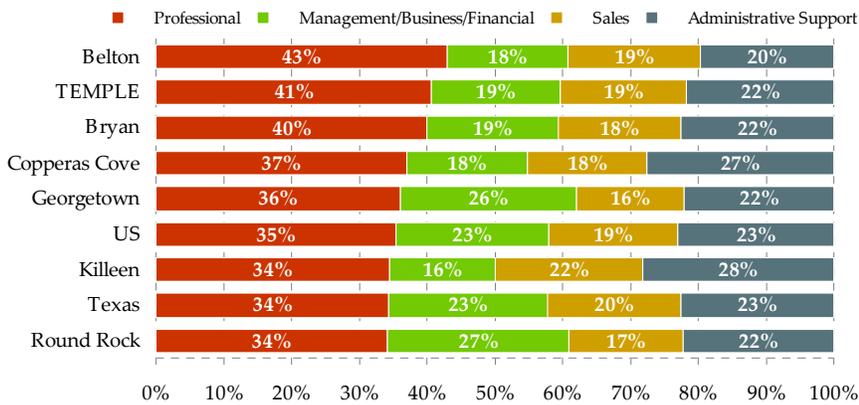


Source: ESRI
*compound annual growth rate

local workers are employed in “blue collar” occupations, such as manufacturing, transportation, etc. Again, Temple’s blue collar workforce is comparable to that of the U.S. and Texas. Round Rock, College Station and Georgetown all have much lower shares of their employed residents working in blue collar occupations. Notably, Round Rock and Georgetown currently have the highest median household income levels among all the peers. Additionally, Round Rock and College Station are projected to enjoy the highest income growth rates. This analysis would appear to confirm a strong correlation between white collar employment and income.

Figure 7.8 provides a more detailed analysis of the relative distribution of jobs among white collar occupations. This figure shows that Temple enjoys the second highest employment rate within professional careers, which includes teachers, doctors, lawyers, etc. On the other hand, local residents are employed in management, business, and financial services at somewhat lower rates than elsewhere. Typically, these occupations are among the fastest growing nationally and provide higher wages.

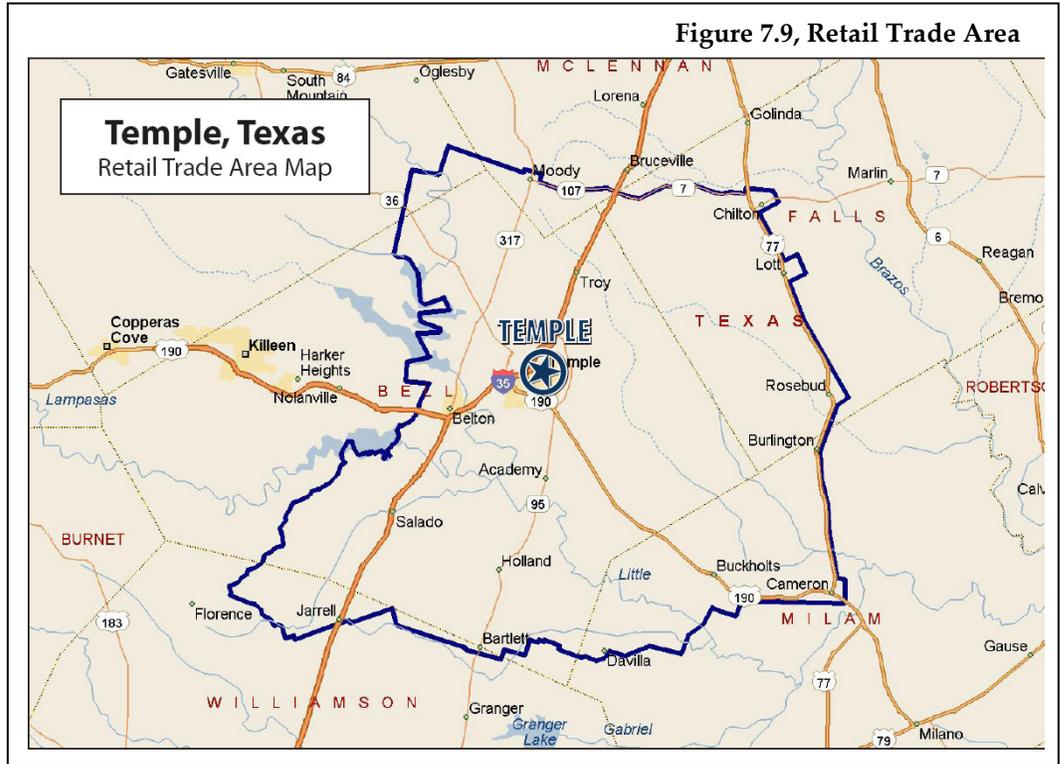
Figure 7.8, Occupational Distribution of Employed White Collar Population, 2007



Source: ESRI

Retail

Figure 7.9 illustrates the Retail Trade Area for Temple, based on drive patterns, residential developments, and existing retailer and employer locations. The estimated retail spending within this trade area (based upon a proprietary retail analysis model developed by The Retail Coach) reveals significant retail leakage in several retail sectors.



Retail sectors where spending is not fully captured locally are called “leakage” categories. On the other hand, retail categories in which more sales are captured than are generated by trade area residents are called “attraction” or “surplus” categories.

A retail sales surplus indicates that a community pulls consumers and retail dollars in from outside the trade area, thereby serving as a regional market. Conversely, when local demand for a specific product is not being met within a trade area, consumers are going elsewhere to shop, creating retail leakage. Strategies can be developed for specific retail sectors by analyzing the estimates of retail surpluses and leakages, which give retailers a snapshot of the relative strengths and weaknesses of a community’s retail market. Generally, attraction or surplus categories signal particular strengths of a retail market while leakage categories signal particular weaknesses.

The two tables on the following page illustrate the Retail Surplus and Retail Leakage in Temple, by retail sectors. This information confirms that Temple has a significant amount of retail surplus (dollars coming into the city from outside the local demographic), as well as a significant amount of specific retailer sectors that are leaking substantially.

Surplus Summary

SIC	RETAIL SECTOR	SURPLUS AMOUNT
53	General Merchandise Stores	\$78,192,880
523	Paint, Glass and Wallpaper	\$42,626,940
5945	Hobby, Toy, and Game Shops	\$14,829,350
556	Recreational Vehicle Dealers	\$3,452,604
555	Boat Dealers	\$854,546
5993	Tobacco Stores and Stands	\$34,031

Leakage Summary

SIC	RETAIL SECTOR	LEAKAGE AMOUNT
551	New And Used Car Dealers	-\$93,884,860
573	Radio, TV and Computer Stores	-\$86,050,830
541	Grocery Stores	-\$82,134,280
5812	Eating Places	-\$74,883,260
521	Lumber and Other Building Materials	-\$40,632,620
5999	Miscellaneous Retail Stores, NEC	-\$32,517,270
571	Home Furniture and Furnishing	-\$25,850,610
554	Gasoline Service Stations	-\$24,594,120
525	Hardware Stores	-\$23,073,290
591	Drug Stores and Proprietary	-\$12,588,290
553	Auto and Home Supply Stores	-\$11,726,670
549	Miscellaneous Food Stores	-\$11,366,550
526	Retail Nurseries and Garden	-\$11,160,230
559	Automotive Dealers, NEC	-\$11,008,680
596	Non-store Retailers	-\$10,044,050
552	Used Car Dealers	-\$6,844,833
527	Mobile Home Dealers	-\$6,451,621
572	Household Appliance Stores	-\$5,789,346
542	Meat and Fish Markets	-\$5,606,779
593	Used Merchandise Stores	-\$5,349,263
5943	Stationery Stores	-\$5,346,408
562	Women's Clothing Stores	-\$4,603,201
5944	Jewelry Stores	-\$4,058,092
592	Liquor Stores	-\$4,033,386
569	Miscellaneous Apparel and Accessory Stores	-\$3,598,709
543	Fruit and Vegetable Markets	-\$3,588,201
557	Motorcycle Dealers	-\$3,347,929
5947	Gift, Novelty and Souvenir Shops	-\$2,826,498
566	Shoe Stores	-\$2,359,768
565	Family Clothing Stores	-\$2,071,111
546	Retail Bakeries	-\$1,767,874
5942	Book Stores	-\$1,731,482
5813	Drinking Places	-\$1,705,294
598	Fuel and Ice Dealers	-\$1,559,346
5992	Florists	-\$1,258,776
561	Mens and Boys Clothing Stores	-\$1,123,946
564	Children's and Infants' Wear	-\$995,204
995	Optical Goods Stores	-\$828,779

Addressing Retail Leakage

It is unrealistic for any city to think it can reach a balance with the retail market to where there is no retail leakage. People will always shop outside of their community on their way to work, visiting a friend in a nearby community, or on vacation.

Yet, Temple can make a significant dent in capturing retail dollars that are being spent in certain sectors.

Developing a retail recruitment strategy should be a step the City and other economic partners undertake to support implementation of this comprehensive plan.

Leakage Data

This retail analysis is based on third quarter 2007 data and combined with a proprietary model that estimates the leakage potential of a defined retail trade area. These are estimates and should be treated as such. A more thorough retail analysis should be completed.

Choices

IMPLEMENTATION

8

CHAPTER

With the completion of a new Comprehensive Plan, the City of Temple has goals and direction as to how and where the community should grow and improve over the next 20 years. However, now comes the most challenging and important step in the planning process – implementing the plan by turning the community’s aspirations into reality. This will take the efforts and commitment of the entire community and require the City to make sound decisions, set priorities, and secure necessary resources to implement the action strategies set forth in this plan.

Plan implementation is the most important step of the plan development process. It requires the efforts and commitment of the City’s leadership, including the Mayor, City Council, Planning and Zoning Commission, other City boards and commissions, and City staff. It is also necessary for there to be close coordination with and a joint commitment from the Temple Economic Development Corporation, Temple Chamber of Commerce, Bell County, Central Texas Council of Governments, Hill Country Transit District, Texas Department of Transportation (TxDOT), and many other public and private organizations and individuals to serve as champions of the plan.

Each chapter of this plan outlines the specific issues that must be addressed in order to achieve what is envisioned by community leaders and residents. In response to these issues are a number of recommended actions that relate to regulatory changes, programmatic initiatives, and capital improvement projects. While these recommendations are comprehensive and intended to be accomplished over the 20-year horizon of this plan, near-term strategies must be put in place to take the first step toward successful implementation. These strategies must then be prioritized, with decisions made by the community as to the sequencing of implementation activities, the capacity to fulfill each initiative, and the ability to obligate the necessary funding. Those deemed as top priorities and viewed as feasible in the short term are placed in a three-year action plan. In addition to implementing these targeted strategies, the broader policies set forth by the plan text and maps may be used by City staff, the City’s boards and commissions, and local

property owners and businesses in making decisions related to the physical and economic development of the community.

Therefore, the purpose of this chapter is to integrate the different elements of the plan together in such a way as to provide a clear path for sound decision making. This chapter outlines the organizational structure necessary to implement the plan, including methods of implementation, roles and responsibilities, and specific implementation strategies. It then sets forth a three-year action plan. Additionally, this plan element establishes a process for annual and periodic evaluation and appraisal of the plan to ensure it is kept relevant through needed updates.

Methods and Responsibility for Implementation

This chapter lays out a framework for implementation. This framework alone, however, will not ensure that the goals and policies contained within this plan will be carried out. To be successful, the City must utilize this plan on a daily basis, and it must be integrated into ongoing governmental practices and programs. For instance, the recommendations must be referenced often and widely used, in conjunction with other City plans and policies, to make decisions pertaining to the timing and availability of infrastructure improvements; City-initiated and owner-requested annexations; proposed development/redevelopment applications; zone change requests; expansion of public facilities, services, and programs; and annual capital budgeting, among other considerations.

Each elected official, staff person, and member of any board, commission, or committee of the City has an obligation to use this plan in guiding their decisions and priorities. As such, the plan has been designed to be thorough and with the intent to guide the overall growth and economic development of the community. The plan is especially intended to guide staff – of all departments – in their efforts to manage their individual operations and activities, annual work programs, and capital improvement projects. To ensure cross-fertilization throughout all municipal departments, the overall community goals and recommendations in each element of the plan should be referenced in other related studies and projects. Components of the plan, including the Future Land Use & Character Plan and the Transportation Plan maps, should be used during the development review process, as well as in support of any decision making related to investments in community infrastructure and the provision of municipal services.

Key methods of plan implementation include:

Regulatory Development Ordinances: Development ordinances are perhaps the most important means of implementing the physical aspects of this plan. As new development and redevelopment occurs throughout the community, the City's regulations and ordinances must be adequate to ensure that the quality and character of development is reflective of the community's overall goals. One of the initial steps in plan implementation will involve revising the City's ordinances, including zoning and subdivision regulations, to ensure their consistency with the overall plan.

Policy Decisions: Policies, both direct and indirect, should be implemented through decisions made by City staff, the Planning and Zoning Commission, and City Council related to development proposals, zone change requests, site plan review, annexation, utility extensions, and infrastructure improvements. As new developments are being

proposed within the City limits and the extra-territorial jurisdiction (ETJ), City staff and the Commission and Council have the opportunity to work with developers and land owners to ensure the type and pattern of development reflects the desired character of the community and policies identified in this plan. The type and character of development should be consistent with that identified on the Future Land Use & Character Plan, the pattern of development should be compatible with the City's utility infrastructure and public service capacities, priority roadway alignments should be preserved and needed rights-of-way secured as shown on the Transportation Plan map, and priorities for infrastructure investment should be established in accordance with an ongoing and well-coordinated utility master planning process.

Capital Improvements: A Capital Improvement Program (CIP) is a five-year plan that identifies budgeted capital projects including street infrastructure; water, wastewater, and drainage needs; park, trail, and recreation facility development and upgrades; and other public buildings and services. Identifying and budgeting for major capital improvements will be essential in implementing the plan. The Growth Plan chapter, in particular, highlights areas of focus for needed public infrastructure and facility improvements that should be prioritized and programmed into the City's CIP. Decisions regarding candidate capital projects should be based on criteria regarding a project's compliance with the policies and objectives of this comprehensive plan.

Special Projects, Programs, and Initiatives: Special projects and/or initiatives are another important tool in implementing the plan. These projects may include conducting further studies to identify solutions to particular problems, preparing more detailed or area-specific plans, or initiating or expanding upon key City programs. Funding for special projects and initiatives may come from a variety of sources including City funds, economic development funds, and/or grants and public/private partnerships. Coordinating comprehensive plan implementation with the City's annual budget process will be essential to secure base funding and/or matching funds for special projects and initiatives.

Implementation requires the City to take specific actions designed to achieve the goals of the plan. Action takes a number of forms including programs, regulation, fiscal expenditures, further plans and studies, leadership, policy decisions, and intergovernmental cooperation. The most challenging are those that require regulating land or spending scarce resources to pay for improvements. Regulations are important because the private sector makes basic decisions related to the location, type, and intensity of land use it wishes to build within a community, so the City needs a way of ensuring that such development will meet community expectations as to its quality, compatibility, economic sustainability, and contribution to community character. The costs of constructing and maintaining infrastructure can guide growth to some degree, but the challenge – and, hence, the value and expectation of this plan – is to stay ahead of the demands.

Action Plan

One reason implementation is the most important part of the planning process is because it is the point at which comprehensive plan goals and policies are translated from concept into practice. Goals, objectives, and policies that are visionary in the plan are transformed into detailed programs, projects, regulations, and other implementing actions.

The table, **Table 8.1, Action Plan** on the following page is designed to be kept up-to-date and used on an annual basis as part of the regular plan implementation review process. It prioritizes all of the recommendation of the Comprehensive Plan using six implementation categories: regulatory, policy, capital, program, coordination, and further study. The Action Plan also reflects all of the recommendations of the Plan into the following categories: (1) Immediate, (2) Short-Term, (3) Mid-Term, and (4) Long-Term.

Each year, actions that are substantially complete should be removed from the table. The remaining actions should then be re-evaluated by the Planning Director in conjunction with the City Manager and other departments and the priorities adjusted where appropriate. Any changes in prioritization will then need to be brought to the Planning and Zoning Commission and City Council for approval. In this way, this table may be used on an ongoing basis and provided to the Planning and Zoning Commission and City Council to keep them apprised of the progress of implementation.

Immediately following adoption of the plan, the Planning Director will initiate the "IMMEDIATE" work program in conjunction with the City Manager, other departments, and other public and private implementation partners

Table 8.1, Action Plan

ACTION	Action Type	PRIORITY				Lead Dept.	Funding Sources
		Immediate	Short Term	Mid Term	Long Term		
AIR – Airport, CD – Community Dev, CM – City Manager, CS – Construction Safety, DRC – Design Review Comm., FD – Fire, IT – Info Tech, L – Legal, PALS – Parks, PD – Police, PL – Planning, PW – Public Works, \$ - Finance							
Chapter 3 – Urban Design & Future Land Use							
Goal 3.1 - Enhanced character & development guidance around Temple’s key economic assets							
3.1.1. Consider character based zoning	Reg		X			PL, L	
3.1.2 Consolidate zoning districts	Reg		X			PL, L	
3.1.3 Move toward a UDC (Phase I and Phase II)	Reg	X (I)	X (II)			PL, L	
3.1.4 Incorporate dynamic bufferyards into code	Reg		X			PL, L	
3.1.5 Create targeted plans as necessary	Study			X		PL	
3.1.6 Immediately revise and modernize the Use Table in the code	Reg	X				PL, L	
Goal 3.2 - Development patterns & outcomes in Temple’s growth areas that establish long-term character & a quality living environment							
3.2.1 Increase open space & preserve suburban character	Policy			X		PL, PALS	
3.2.2 Consider resource protection standards	Reg				X	PL, L	
3.2.3 Consider alternative subdivision design	Reg		X			PL, L, PW	
3.2.4 Encourage open space preservation	Policy	X	X	X	X	PL, L, PALS	
3.2.5 Update FLUP when improvements are extended	Policy	X	X	X	X	PL, IT, PW	
3.2.6 Consider a housing palette	Reg		X			PL, L	
3.2.7 Allow planned development (PD) by right	Reg		X			PL, L	
3.2.8 Density bonus for open space	Reg		X			PL, L, PALS	
3.2.9 Consider min # of housing types	Reg		X			PL, L	
Goal 3.3 - Renewed vitality & development interest in Temple’s oldest neighborhoods							
3.3.1 Define Neighborhood Conservation boundaries	Study				X	PL, IT	
3.3.2 Preserve existing neighborhood character	Reg			X		PL, IT	
3.3.3 Ease the redevelopment process	Reg				X	PL, L	
3.3.4 Create incentives for infill construction	Program			X		DRC	
3.3.5 Clarify the Central Area (CA) District	Reg				X	PL, CS, CD	
3.3.6 Identify disinvestment & deteriorating areas	Program			X		PL, L	
3.3.7 Develop a grant for “self-help” rehab	Program			X		CS, \$	
3.3.8 Continue to use CDBG funds	Program	X	X	X	X	CS, CD, \$	
3.3.9 Assist in forming neighborhood organizations	Program		X			CS, L	
3.3.10 Continue pro-active code enforcement	Program	X	X	X	X	CS, L	
Goal 3.4 - Better image & identity for Temple by setting a higher standard for public & private development practices.							
3.4.1 Create standards for high-priority corridors	Reg	X				PL, L	
3.4.2 Establish more significant gateways	Capital	X	X	X	X	CM, \$	
3.4.3 Consider suburban designations for land along arterials & highways	Reg		X			PL, L	

ACTION	Action Type	PRIORITY				Lead Dept.	Funding Sources
		Immediate	Short Term	Mid Term	Long Term		
AIR – Airport, CD – Community Dev, CM – City Manager, CS – Construction Safety, DRC – Design Review Comm., FD – Fire, IT – Info Tech, L – Legal, PALS – Parks, PD – Police, PL – Planning, PW – Public Works, \$ - Finance							
3.4.4 Explore a point system for site development standards	Reg		X			DRC	
3.4.5 Consider tree protection standards (private)	Reg				X	PALS, L	
3.4.6 Adopt specifications protecting trees (public)	Reg		X			PALS, L	
3.4.7 Possibly limit wholesale site clearing	Study			X		CS	
Chapter 4 – Growth Plan							
Goal 4.1 - Growth & development patterns that are consistent with the City's infrastructure & public service capacities & desired community form & character.							
4.1.1 Accommodate infill development in "developed areas"	Policy			X	X	CM, PW	
4.1.2 Encourage new development in "growth areas"	Policy				X	PL, PW	
4.1.3 Minimize development in "protection areas"	Policy			X	X	PW, AIR PALS	
4.1.4 Limit development in "holding areas"	Policy			X	X	CM	
4.1.5 Allow utility extensions using cost-sharing only in 20-year "growth areas"	Policy		X			PW, L, \$	
4.1.6 Use the City's annual annexation capability in areas under short-term development pressure	Policy				X	CM, L	
4.1.7 Employ growth management measures in areas annexed for strategic/long-term value	Policy			X	X	CM, L, PL	
4.1.8 Encourage voluntary annexation when both parties long-term interests are served	Program	X	X	X	X	CM, L, PL	
4.1.9 Use development agreements outside the 20-year "growth area"	Program			X	X	CM, L, PL	
4.1.10 Evaluate cost-benefit of proposed annexation	Program				X	PL, \$	
4.1.11 Consider making Ag lots > 1 acre	Reg		X			PL, L	
4.1.12 Establish allowable residential density in the "holding areas"	Reg		X			PL, L	
4.1.13 Consider amending the code to incorporate Adequate Public Facilities provisions	Reg		X			PW, PL, L	
4.1.14 Consider reworking the parkland dedication/fee requirements	Reg		X			PALS, L, \$	
4.1.15 Revise cost-sharing ordinance & utility extension policies	Policy				X	PW, \$	
4.1.16 Consider using cost-sharing as an incentive	Policy				X	PW, \$	
4.1.17 Negotiate non-annexation agreements outside the "growth area"	Program			X	X	CM, L, PL	
4.1.18 Investigate the use of improvement districts as an alternative to the use of impact fees	Study				X	PL, PW, L	
Goal 4.2 - Sufficient water & wastewater system capacity to accommodate growth expectations through 2030 & ensure state/federal regulatory compliance							
4.2.1 Implement phased water treatment plant expansion	Capital			X		PW, \$	
4.2.2 Monitor maximum daily water demand closely	Study	X	X	X	X	PW	
4.2.3 Ensure the water system meets TCEQ	Capital	X	X	X	X	PW, \$	

ACTION	Action Type	PRIORITY				Lead Dept.	Funding Sources
		Immediate	Short Term	Mid Term	Long Term		
AIR – Airport, CD – Community Dev, CM – City Manager, CS – Construction Safety, DRC – Design Review Comm., FD – Fire, IT – Info Tech, L – Legal, PALS – Parks, PD – Police, PL – Planning, PW – Public Works, \$ – Finance							
requirements							
4.2.4 Complete multiple feed points for water distribution to avoid service interruption	Capital				X	PW, \$	
4.2.5 Complete phased pump station & storage improvements	Capital				X	PW, \$	
4.2.6 Provide additional ground storage for water	Capital		X			PW, \$	
4.2.7 Consider arrangements for emergency water connections	Coord				X	PW, FD	
4.2.8 Implement the projects in the Wastewater Master Plan	Capital	X	X	X	X	PW, \$	
4.2.9 Minimize rainfall & groundwater infiltration	Capital	X	X	X	X	PW, \$	
4.2.10 Eliminate various lift stations	Capital				X	PW, \$	
4.2.11 Construct new interceptors	Capital				X	PW, \$	
4.2.12 Ensure sufficient treatment plant capacity	Policy		X	X	X	PW	
4.2.13 Monitor potential sites for a 3 rd water treatment plant	Study				X	PW, PL	
4.2.14 Monitor growth trends & development patterns	Study	X	X	X	X	PL, PW, IT	
4.2.15 Coordinate discharge permits with TCEQ	Coord		X			PW	
Goal 4.3 - Adequate public safety facilities, equipment & professional staffing to meet current needs & prepare for future demands							
4.3.1 Consider TFR Master Plan recommendations relating to staffing	Study	X				FD, \$	
4.3.2 Address TPD needs associated with increased staffing	Capital				X	PD, \$	
4.3.3 Determine how best to achieve a new TFR headquarters (new construction or remodel)	Study	X				FD	
4.3.4 Consider a new location for the EOC	Study	X				FD	
4.3.5 Develop & implement a long-range facilities plan recommended by the TFR Master Plan	Capital		X			FD, \$	
4.3.6 Construct new TFR stations or upgrade existing stations	Capital	X				FD, \$	
4.3.7 Consider adopting a residential sprinkler ordinance	Reg			X		FD, CS, L	
4.3.8 Update & unify codes used by TFR & Construction Safety	Reg	X				FD, CS, L	
Chapter 5 – Transportation							
Goal 5.1 - A regional transportation network for moving people & goods to, from & through the community in an efficient & effective manner.							
5.1.1 Immediately after adopting the comp plan, prepare a Transportation Master Plan	Study	X	X			PW	
5.1.2 Between comp plan adoption & completion of a Transportation Master Plan, highest priority should be west of I-35 & south of Airport Road	Policy		X			CM, PW	
5.1.3 Coordination with TxDOT to improve mobility along I-35 & handle future traffic	Coord	X	X	X	X	CM, PW	
5.1.4 Participate with TxDOT during the TTC-35	Coord	X	X	X	X	CM, PW	

ACTION	Action Type	PRIORITY				Lead Dept.	Funding Sources
		Immediate	Short Term	Mid Term	Long Term		
AIR – Airport, CD – Community Dev, CM – City Manager, CS – Construction Safety, DRC – Design Review Comm., FD – Fire, IT – Info Tech, L – Legal, PALS – Parks, PD – Police, PL – Planning, PW – Public Works, \$ - Finance							
EIS process; Evaluate implications for Temple							
5.1.5 Coordinate with K-TUTS to identify & prioritize regional transportation projects	Coord	X	X	X	X	CM, PL	
5.1.6 Prioritize & implement improvements in updated Airport Master Plan	Capital		X	X	X	AIR, \$	
5.1.7 Amend development regulations around airport to protect from incompatible dev.	Reg		X	X		AIR, PL, L	
5.1.8 Encourage expanded rail service & capitalize on major rail infrastructure in City	Policy	X	X	X	X	CM	
Goal 5.2 - A local transportation system that moves people through the community in a safe & convenient manner							
5.2.1 Ensure that CIP projects undertaken by the City conform to land development regulations	Policy	X	X	X	X	PW	
5.2.2 Adopt functional classifications of arterial & collector roadways to implement the plan	Reg		X			PL, PW, L	
5.2.3 Amend Sub Regs to include cross sections, required ROW & pavement widths for arterial & collector streets	Reg		X			PW, PL, L	
5.2.4 Consider adopting standards for wider collectors at intersections with arterials	Reg		X			PW, PL, L	
5.2.5 Explore incorporating performance standards for local residential streets into regulations	Study			X		PW, PL, L	
5.2.6 Utilize the FLUP with the K-TUTS model to define functional classifications & capacities	Coord	X	X	X	X	PW, PL, IT	
5.2.7 Consider requiring a traffic impact analysis study under certain conditions	Reg		X			PW, PL, L	
5.2.8 Prepare an access management study for 31st Street & other corridors	Study			X		PL, PW	
5.2.9 Develop appropriate access design requirements based on functional classification	Program		X			PL, PW	
5.2.10 Consider limiting/prohibiting driveways on collector streets & restrict access on arterials	Reg		X			PW, PL, L	
5.2.11 Periodically conduct signal warrant studies as volumes increase with new development	Study	X	X	X	X	PW, PD	
5.2.12 Review current standards relative to the need for handicap & van-accessible parking	Study		X			CS	
5.2.13 Identify & evaluate alternative transit options for seniors	Study		X	X	X	CD	
Goal 5.3 - A mobility system that offers a variety of choice in modes of travel							
5.3.1 Work with the Hill Country Transit District (HCTD) in preparing a transit study	Coord				X	CM, PL, IT	
5.3.2 Explore the option of developing a transit service for choice/ discretionary riders	Study				X	CM	
5.3.3 Revisit the feasibility & potential ridership of a route to the industrial district	Study		X			CM	
5.3.4 In coordination with HCTD develop a campaign to educate about transit in Temple	Coord				X	CM	
5.3.5 Evaluate potential locations for the installation of bus pull-out bays	Study			X		PW, PL	
5.3.6 Identify locations for curbside improvements	Study			X		PW, PL	

ACTION	Action Type	PRIORITY				Lead Dept.	Funding Sources
		Immediate	Short Term	Mid Term	Long Term		
AIR – Airport, CD – Community Dev, CM – City Manager, CS – Construction Safety, DRC – Design Review Comm., FD – Fire, IT – Info Tech, L – Legal, PALS – Parks, PD – Police, PL – Planning, PW – Public Works, \$ - Finance							
(i.e., shelters, preferential signal timing, etc.)							
5.3.7 Prepare guidelines for pedestrian access to transit stop locations	Study			X		PW, PL	
5.3.8 Incorporate sidewalks, accessible ramps & pedestrian amenities in projects on bus routes	Capital	X	X	X	X	PW, PL	
5.3.9 Immediately following adoption of the Comp Plan, prepare a bike & pedestrian plan	Study	X				PALS, PL, CM, PW	
5.3.10 Consider adopting alternative street sections that incorporate bike lanes	Study		X			PW, PL, PALS	
5.3.11 Work w/Central Texas Trails Network on trails that link the communities in Bell County	Coord		X			PALS, PL	
5.3.12 Add sidewalks on roadways where there are none when roadways are improved/ widened	Policy	X	X	X	X	PW	
5.3.13 Identify intersections heavily used by pedestrians & implement safety improvements	Study		X			PW, PL, PALS	
5.3.14 Conduct a community-wide sidewalk inventory	Study		X			PL, PW	
5.3.15 Prepare a Safe Sidewalks Program to identify where maintenance is particularly important	Program		X			PW, PL	
5.3.16 Consider amending street design standards for pedestrian & bicycle-actuated traffic signals	Reg		X			PALS, PW, PL	
Goal 5.4 - A mobility system that is integrated with & complements neighborhood & community character							
5.4.1 Consider context sensitive solutions when widening existing/constructing new roadways	Policy	X	X	X	X	PW, PL	
5.4.2 Periodically conduct travel speed studies to determine speed restrictions in neighborhoods	Study	X	X	X	X	PD	
5.4.3 Perform localized traffic calming studies in areas w/cut-through & high-speed traffic	Study	X	X	X	X	PW, PD	
5.4.4 Evaluate street regulations for # and location of street connections; Improve directness of routes; create more options for peds & bicycles	Reg		X			PW, PL, PALS, L,	
Chapter 6 – Housing							
Goal 6.1 - Neighborhood environments & residential living options that make Temple an inviting place to call home							
6.1.1 Implement CH 3 recommendations contributing to neighborhood character	Reg		X			PL, L	
6.1.2 Encourage establishing HOAs for all new residential developments	Policy	X	X	X	X	PL, L	
6.1.3 Adopt design standards for high-density residential	Reg		X			PL, L	
6.1.4 Consider incentivizing bufferyards at the edges of residential development	Reg		X			PL, L	
6.1.5 Establish a neighborhood planning program	Program			X	X	PL	
6.1.6 Offer incentives to perimeter wall alternatives	Reg			X		PL, PW, L	
6.1.7 Consider allowing off-street trails in lieu of local street sidewalks	Reg		X			PALS, L, CM, PW	
6.1.8. Establish standards for gated communities	Reg		X			PL, FD, L	
6.1.9 Consider incorporating anti-monotony provisions	Reg		X			PL, L	

ACTION	Action Type	PRIORITY				Lead Dept.	Funding Sources
		Immediate	Short Term	Mid Term	Long Term		
AIR – Airport, CD – Community Dev, CM – City Manager, CS – Construction Safety, DRC – Design Review Comm., FD – Fire, IT – Info Tech, L – Legal, PALS – Parks, PD – Police, PL – Planning, PW – Public Works, \$ - Finance							
6.1.10 Ensure that subsidized housing renovations address compatibility, aesthetics, & safety	Policy	X	X	X	X	CD, CS	
Goal 6.2 - An expanding housing stock that offers local buyers & renters both affordability & value							
6.2.1 Incorporate a housing palette into the zoning code	Reg		X			PL, P	
6.2.2 Consider requiring >1 housing type under some conditions	Reg		X			PL, P	
6.2.3 Maintain DRC as a “rapid review” committee	Program	X	X	X	X	DRC	
6.2.4 Identify & address regulations that are barriers to housing affordability	Program			X		CD, CS	
6.2.5 Incorporate an inclusionary housing provision	Reg				X	PL, L	
6.2.6 Use density bonuses to encourage reduced price units	Reg		X			PL, L	
6.2.7 Establish average rather than minimum lot sizes	Reg		X			PL, L	
6.2.8 Add incentive to increase housing density adjacent to arterials	Reg		X			PL, L	
6.2.9 Consider standards allowing modular housing in some situations	Reg				X	CS, PL, L	
Goal 6.3 - A diverse mix of residential options to address both life-cycle needs & interests of various niche groups seeking new or existing housing in Temple							
6.3.1 Ensure continued support of the Down Payment Assistance Program of the THA	Program	X	X	X	X	CD, \$	
6.3.2 Ease transitions to home ownership	Program	X	X	X	X	CD	
6.3.3 Inventory small homes & target for preservation and rehabilitation	Program		X	X	X	CD, CS	
6.3.4 Consider assistance for improving older, smaller dwellings	Program		X	X	X	CD, CS	
6.3.5 Work toward meeting the 20/20 Alliance’s housing targets	Policy	X	X	X	X	CD, CS	
6.3.6 Pursue adding upper-end MF residential units each year	Policy				X	PL	
6.3.7 Incorporate sliding scale density bonuses into the code	Reg		X			PL, L	
6.3.8 Encourage downtown residential projects & other investment types with a rail “quiet zone”	Program		X	X		PL	
6.3.9 Establish a true Ag district	Reg		X			PL, L	
6.3.10 Create a true Suburban Estate district	Reg		X			PL, L	
6.3.11 Incorporate provisions for accessory dwelling units in residential areas into the code	Reg		X			PL, CS, L	
Chapter 7 – Economic Development							
Goal 7.1 - A vibrant & growing Healthcare & Bioscience economic cluster in Temple							
7.1.1 Designate both the TMED and Scott & White West campus area as a SIZ	Program	X				CM	
7.1.2 Buffer these campuses by designating compatible land uses surrounding the campus	Policy	X				PL	
7.1.3 Market the campuses’ unique assets locally,	Program	X	X	X	X	CM	

ACTION	Action Type	PRIORITY				Lead Dept.	Funding Sources
		Immediate	Short Term	Mid Term	Long Term		
AIR – Airport, CD – Community Dev, CM – City Manager, CS – Construction Safety, DRC – Design Review Comm., FD – Fire, IT – Info Tech, L – Legal, PALS – Parks, PD – Police, PL – Planning, PW – Public Works, \$ - Finance							
regionally, & nationally							
7.1.4 Develop a revitalization plan for the TMED area promoting dense, mixed-use environment	Study	X	X			CM	
7.1.5 Develop incentives to promote investment in the TMED area	Policy	X	X			CM, \$	
7.1.6 Identify ways to preserve in perpetuity TMED becomes a truly mixed-income community	Study	X	X			CM	
7.1.7 Link both campuses with downtown area through mobility options	Capital			X		CM, \$	
7.1.8 Expand research capacity by obtaining grants to support product commercialization	Program			X		CM, \$	
7.1.9 Hold quarterly workshops linking existing researchers with “problems” in the region/state	Coord		X			CM	
7.1.10 Hold an annual site selector’s conference focused on commercial applications of research	Coord		X			CM	
7.1.11 Create a bioscience business incubator to bridge research & commercialization	Program		X			CM	
7.1.12 Improve the entrepreneurial climate in life sciences through venture capital networks	Coord	X	X	X	X	CM	
7.1.13 Support TC in educating the workforce to grow the healthcare/bioscience research cluster	Coord	X	X	X	X	CM	
7.1.14 Actively engage in finding funding sources to expand healthcare/bioscience cluster	Program	X	X	X	X	CM, \$	
7.1.15 Lobby for additional resources to expand the Texas A&M Medical School in Temple	Coord	X	X	X	X	CM	
7.1.16 Identify businesses interested in supporting building construction or equipment purchases	Program		X			CM	
7.1.17 Market the ingredients put in place to promote & enhance the life sciences cluster	Program	X	X	X	X	CM	
7.1.18 Enhance resources at K-12 level & TC to promote life science education & skills training	Program		X			CM	
7.1.19 Integrate K-12 education with businesses involved in the bioscience industry	Coord		X			CM	
7.1.20 Market career opportunities in life sciences in K-12 & Temple College	Program		X			CM	
Goal 7.2 - Tax base enhancement – & the revitalization of downtown Temple – through nontraditional economic development opportunities to assist in the attraction of a talented workforce.							
7.2.1 Focus on SIZ areas & TMED for new/expanded retail locations	Policy	X				PL	
7.2.2 Inventory vacant & underutilized parcels & buildings	Study			X		PL, CS	
7.2.3 Develop area-specific plans for redevelopment/retail areas	Study			X		PL, PW	
7.2.4 Target sectors where Temple is “leaking” dollars	Policy		X			CM, \$	
7.2.5 Develop a Retail Recruitment Strategy	Program		X			CM	
7.2.6 Expand cultural programs in downtown	Program		X			PALS	
7.2.7 Promote revitalization of historic buildings in downtown	Program	X	X	X	X	CM	

ACTION	Action Type	PRIORITY				Lead Dept.	Funding Sources
		Immediate	Short Term	Mid Term	Long Term		
AIR – Airport, CD – Community Dev, CM – City Manager, CS – Construction Safety, DRC – Design Review Comm., FD – Fire, IT – Info Tech, L – Legal, PALS – Parks, PD – Police, PL – Planning, PW – Public Works, \$ - Finance							
7.2.8 Encourage loft living in downtown	Reg		X			PL, CS, L	
7.2.9 Implement R/UDAT plan & TDDA parking study recommendations	Program		X			CM, \$	
7.2.10 Implement TDDA revitalization & enhancement recommendations	Program		X			CM, \$	
7.2.11 Encourage establishing fine arts & digital arts school downtown	Coord				X	CM	
7.2.12 Develop an artistic incubator downtown	Program				X	CM	
7.2.13 Encourage TEDC to target specific sectors downtown	Program	X	X	X	X	CM	
Goal 7.3 - An expanded economic base in Temple by investing in infrastructure & businesses that grow & diversify the manufacturing, medical, technology, & primary sector economic base.							
7.3.1 Support TEDC's effort regarding opportunities in the industrial zone	Program	X	X	X	X	CM, PW, \$	
7.3.2 Promote investment in the North Temple Industrial Park	Program	X	X	X	X	CM, PW	
7.3.3 Aggressively pursue & monitor improvements along TTC-35	Coord	X	X	X	X	CM, PL	
7.3.4 Promote a route for TTC-35 that runs closer to Temple	Coord	X	X	X	X	CM, PL	
7.3.5 Include SE Industrial Park on SIZ list	Program	X	X	X	X	CM	
7.3.6 Prioritize CIP projects within the SIZ areas	Study	X	X			CM, \$	
Goal 7.4 - Excellence in Temple schools & higher education to assist in attracting employers & employees							
7.4.1 Develop a best practices database illustrating successful collaboration	Study			X		CM	
7.4.2 Meet w/industry clusters regarding potential collaborations	Coord		X			CM	
7.4.3 Share school performance measurements with community	Program	X	X	X	X	CM	
7.4.4 Identify business/educator collaborations	Coord			X		CM	
7.4.5 Explore possibility of adding more "academies" in TISD	Coord			X		CM	
7.4.6 Coordinate w/TC & others on skill development programs	Coord	X	X	X	X	CM	
7.4.7 Identify school perception by talented employees new to Temple	Program			X		CM	
7.4.8 Develop marketing campaign to change school perceptions	Program		X			CM	
7.4.9 Develop a "Pride in Schools" program	Coord			X		CM	
7.4.10 Recognize & utilize university students & graduates	Coord			X		CM	
7.4.11 Annually survey school perception of residents & business owners	Program		X			CM	
7.4.12 Focus initial improvement efforts on area schools using volunteers	Coord			X		CM	
7.4.13 Develop a revitalization plan for the TC area	Study		X			CM	
7.4.14 Develop initiatives with CAD/GIS classes at TC & TAM Med school	Coord		X			CM, IT	

Plan Administration

A host of community leaders within and outside City government must take “ownership” in this plan and maintain a commitment to its ongoing implementation. Staff, Planning and Zoning Commission, City Council, and other committees and organizations will all have essential roles in implementing the plan and ensuring its success.

Education and Training

The first step in the implementation process is for the City or consultant to conduct individual training workshops with the Planning and Zoning Commission, City Council, and City department managers. These are the groups who, collectively, will be responsible for successful implementation of this plan. It is of utmost importance that there is collaboration, coordination, and communication among these groups and that all understand their individual roles in managing the community’s future. The training initiative should include the following:

- A discussion of the individual roles and responsibilities of the respective board, committee, or staff function.
- A thorough overview of the entire Comprehensive Plan, with emphasis on the segments that relate to each individual group.
- Implementation tasking and priority setting, which would allow the group to establish their first-year and three-year agendas.
- Facilitation of a mock meeting in which necessary use of the plan and its policies and recommendations is illustrated.
- A concluding question-and-answer session.

Role Definition

As the elected body, the City Council must assume the lead role in implementation of the plan. The chief responsibility of the Mayor and Council members is to decide and establish the priorities and timeframes by which each action will be initiated and completed. In conjunction with the City Manager, they must also manage the coordination among the various groups responsible for carrying out the recommendations of this plan. As the governing body, the City Council is also responsible for consideration of the funding commitments that will be required and whether they involve capital improvements, new facilities and expanded services, additional staffing, more studies, or programmatic changes such as the City’s development codes and procedures.

An outline of the overall hierarchy and roles in plan implementation is as follows:

City Council

- Establishes the overall action priorities and timeframes by which each action of the plan will be initiated and completed.
- Considers and sets the funding commitments that will be required.
- Offers final approval of projects/activities and associated costs during the budget process, keeping in mind the need for consistency with the plan and its policies.

- Provides direction to the Planning and Zoning Commission and staff.

Planning and Zoning Commission

- Recommends to City Council an annual program of actions to be implemented, including general directions as to the timeframes and departments/agencies responsible.
- Prepares an Annual Progress Report for submittal and presentation to the Mayor and City Council (see Bi-annual Amendment Process later in this chapter for more detail).
- Ensures decisions and recommendations presented to the City Council are reflective of the plan policies, objectives, and recommendations. This relates particularly to decisions for subdivision approval, site plan review, zone change requests, ordinance amendments, and annexation.
- Ensures that the plan impacts the decisions and actions of other stakeholders.

City Departments and Planning Director

All departments of the City are responsible for implementation of this plan, specifically as it relates to their roles within the organization. Many of the individual departments were involved in the plan development process and are, therefore, familiar with its content and outcomes. They must now be brought into the process as implementers to ensure their budgets and annual work programs are in line with the plan.

The Planning Director will play a lead role, coordinating among the various City departments in conjunction with the City Manager. The roles of the Director of Planning should include:

- Ensuring that the plan impacts the decisions and actions of other stakeholders.
- Serving as the staff person most intimately familiar with the comprehensive plan policies and action agenda in support of each of the implementing boards, commissions, and committees (and acting as a liaison for other committees and groups throughout the community, attending their meetings and giving presentations and implementation status reports).
- Facilitating and managing an interdepartmental plan implementation committee, which will meet, at a minimum, on a monthly basis to coordinate projects and staff efforts and ensure consistency with the plan.
- Maintaining a list of potential plan amendments that have been suggested by City staff and others, and establishing an annual timeframe and process through which such amendments will be compiled and presented for consideration.

Implementation Strategies

This section summarizes key strategies for implementation of this plan, with much more detail to be found within the action descriptions in the individual plan elements. These strategies highlight the primary steps to be taken by the City – in many cases, in coordination or acting jointly with another jurisdiction, organization, or agency. Under the general strategies, individual action steps must be identified and clarified by the Planning

Director in concert with the Planning and Zoning Commission and other departments, the results of which will then be reviewed and considered for acceptance by the City Council.

Land Use and Development Code

The City currently has several codes in place to regulate land development within the community including the zoning ordinance and subdivision regulations. These ordinances serve as an important tool in implementing the plan and achieving the character and development outcomes desired by the community. Throughout the plan many of the strategies included recommended updates or revisions to current ordinances. Updating these ordinances is an important implementation step to ensure development regulations are consistent with the goals and policies of the comprehensive plan including preservation of neighborhood character, protecting resources and open spaces, improving community appearance, and ensuring desired development outcomes. When updating its codes the City should consider moving toward a unified development code. This code approach integrates zoning, subdivision, buffering, landscaping, parking/loading, signs, and various other development-related regulations and standards into a more consistent, overall package, with the added benefit of streamlined application, review and hearing procedures.

Key code amendments and enhancements to consider include:

- Adopting character-based versus traditional, use-based zoning regulations. Character-based zoning allows a range of development options on individual properties with the application of performance standards to require compatibility for adjacent uses exhibiting varying use intensities. This permits a greater mixing of land uses within a community subject to integrated design and compatibility standards.
- Consolidating the City's current array of 20+ zoning districts, many of which are geared toward very specific land use situations, into a more manageable set of districts which focus on the actual character of various types of residential and nonresidential development.
- Incorporating into the zoning code a dynamic bufferyard model, this establishes a set standard between, and in certain cases within, each of the character-based zoning districts.
- Incorporating a housing "palette" into the City's zoning code, thereby permitting a range of lot sizes within standard residential development, rather than requiring the more rigorous submittal procedures and requirements of a Planned Development District for such variation.
- Adjusting the City's zoning code to where a "planned development" is permitted by right within Urban and Suburban character districts, subject to increased design and performance standards.
- Adding performance standards for properties abutting the Interstate 35 corridor, Loop 363, and other high-priority corridors.
- Updating the subdivision regulations to allow alternative subdivision design including options for development clustering (30 percent open space), conservation development (50 percent open space) and preservation development

(80 percent open space), and requiring public access easements along natural features and linear greenways.

Growth Plan

- Utilizing the capital improvements program and the Water & Wastewater Master Plan to implement infrastructure improvements necessary to accommodate future growth.
- Amending the Agricultural district in the City's zoning code to increase the minimum lot size to something higher than the current one acre. The intent is to limit premature urbanization in areas that cannot be served by current public utility infrastructure – and also to maintain a true rural character, at least for the time being, as the zoning district name implies.
- Establishing allowable residential densities in “holding” (agriculturally zoned) areas. This should include requirements for development clustering and open space preservation, via the dedication of conservation easements, as a means to allow some minimal development while barring any significant transition to urban land use until such time as adequate public facilities are available.

Transportation

- Amending the subdivision regulations to include the following:
 - cross-section standards and right-of-way requirements identified in this plan including alternative configurations for bikeways and lanes;
 - performance standards for local, non-through streets;
 - requirements for a traffic impact analysis for developments that would exceed a certain established traffic generation threshold;
 - access management program and guidelines; and
 - a street connectivity index that would increase the number of street connections in a neighborhood and improve directness of routes.
- Preparing a comprehensive bike and pedestrian plan for the community that identifies a network of new or extended bike lanes, trails, greenways, and pedestrian linkages throughout the city limits and extraterritorial jurisdiction.

Housing

- Encouraging establishment of homeowners associations (HOAs) for all new residential developments, including tenant associations for rental communities, to ensure a direct, cooperative means for residents of an area to maintain neighborhood standards.
- Revising the zoning ordinance to include provisions that encourage average rather than minimum lot sizes, a streamlined plat review process, and flexibility in standards (including narrower street widths, where appropriate).
- Incorporating accessory dwelling units into the City's zoning code, along with appropriate provisions governing their use and compatibility.
- Adopting design standards for high-density residential development, which may include provisions for building form and scale, articulated building walls, building

orientation, architectural detailing, roof types and materials, façade enhancements, and acceptable building materials.

- Amending the City's development regulations to incentivize the provision of a perimeter bufferyard along edges of residential developments where dwellings would benefit from extra buffering near more intensive residential uses, non-residential development, or the noise and visual impacts of an abutting arterial street.
- Establishing standards for gated communities that address emergency access, roadway continuity and pedestrian connections between abutting neighborhoods and to nearby schools and parks, setbacks of the subdivision wall or fence from the public street right-of-way, the amount of open space and landscaping required between the wall or fence and the right-of-way line, and the design and materials used for monuments, gates, and walls.

Economic Development

- Promoting and enhancing both the healthcare mixed-use district (TMED) and the west Temple Life Science, Research and Technology Campus (Scott & White west campus) by designating both campus areas as a Strategic Investment Zone, creating a revitalization plan for the TMED area, and improving mobility options including transit and bike and pedestrian ways. Incentives such as density bonuses, increased commercial density allowances, and public sector investments can be used to attract development and private investment in the area.
- Growing the healthcare and bioscience research sectors in Temple, in part, by focusing on commercialization of ongoing research and promoting related business opportunities.
- Expanding retail sales in the community by developing specific area plans for each redevelopment or retail area and targeting sectors where Temple is “leaking” dollars to neighboring communities.
- Revitalizing the downtown area by expanding cultural programs, encouraging arts and non-profit activities, revitalizing historic buildings, encouraging residential loft living, and implementing parking study recommendations.
- Promoting a route for TTC-35 that runs closer to Temple to maximize access to the City's existing transportation and utilities infrastructure, and to spur further development in the Southeast Industrial Park.
- Expanding partnerships between Temple's schools and higher education facilities and the private sector to develop mutually beneficial programs, including local continuing education and certification opportunities.

Plan Implementation Logistics

The implementation discussions that are required for completion of Table 8.2, Action Agenda, also will involve logistical considerations such as who is best positioned to lead or assist with an initiative and what funding sources might be available to pay for it, recognizing that some actions will require little financial expenditure. In many cases the “Lead Entities” includes multiple “players” who will need to be involved in moving an action forward, which indicates the importance of partnerships and coordination. In some instances, the collaboration will be between City staff and elected and/or appointed officials. Other times, a public/private partnership will clearly be needed. Whenever potential regulatory actions or new or revised development standards are to be considered, participation of the development community is necessary to ensure adequate “give and take” and consensus building.

Below are the overall lists, by plan element, of the potentially involved entities and funding sources that were inventoried by the Planning and Zoning Commission, Comprehensive Plan Advisory Committee (CPAC), City staff, and consultant team.

Urban Design and Future Land Use

Potential Lead or Involved Entities

City Departments

Planning and Zoning Commission
City Council
Economic Development Corporation
Chamber of Commerce
Area School Districts
Private Development
Property Owners
Keep Temple Beautiful

Potential Funding Sources

City of Temple General Fund
City of Temple Capital Budget
Community Development Funds
TIRZ/Improvement District
Private Sector

Growth Plan

Potential Lead or Involved Entities

City Departments

Bell County
Private Development

Potential Funding Sources

City of Temple General Fund
City of Temple Capital Budget
Community Development Funds
TIRZ/Improvement District
Federal Disaster/Security Grants

Transportation

Potential Lead or Involved Entities

City Departments

 Planning and Zoning Commission
 Bell County
 K-TUTS
 TxDOT
 Private Development

Potential Funding Sources

City of Temple General Fund
 City of Temple Capital Budget
 Community Development Funds
 TIRZ/Improvement District
 TxDOT
 K-TUTS
 Bell County

Housing

Potential Lead or Involved Entities

City Departments

 Temple Housing Authority

Potential Funding Sources

City of Temple General Fund
 City of Temple Capital Budget
 Community Development Funds
 Private Sector

Economic Development

Potential Lead or Involved Entities

City Departments

 City Council
 Economic Development Corporation
 Chamber of Commerce

Potential Funding Sources

City of Temple General Fund
 City of Temple Capital Budget
 TIRZ/Improvement District
 Economic Development Corporation
 Private Sector

Plan Amendment

The Temple Comprehensive Plan is meant to be a flexible document allowing for adjustment to changing conditions over time. Shifts in political, economic, physical and social conditions, and other unforeseen circumstances, may influence and change the priorities and fiscal outlook of the community. As the City grows and evolves, new issues will emerge, while others will no longer be relevant. Some action statements will be found impractical or outdated, while other plausible solutions will arise. To ensure that it continues to reflect the overall goals of the community and remains relevant and resourceful over time, the plan must be revisited on a regular basis to confirm that the plan elements are still on point and the associated policies, strategies, and action statements are still appropriate.

Revisions to the comprehensive plan are two-fold, with minor plan amendments occurring at least bi-annually and more significant modifications and updates occurring every five years. Minor amendments could include revisions to certain elements of the plan as a result of the adoption of another plan or changes to the Future Land Use & Character Plan, Transportation Plan, and/or parks and recreation system plan. Major updates will involve reviewing the base conditions and growth trends; re-evaluating the goals, policies, and recommendations in the plan; and formulating new ones as necessary.

Annual Progress Report

A progress report should be prepared annually by the Planning and Zoning Commission, with the assistance of the Planning Director, and presented to the Mayor and City Council. This ensures that the plan is consistently reviewed and that any needed modifications or clarifications are identified for the bi-annual minor plan amendment process. Ongoing monitoring of plan consistency with the City's implementing ordinances and regulations should be an essential part of this effort.

The Annual Progress Report should include:

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

Bi-annual Amendment Process

Plan amendments should occur on at least a bi-annual basis, allowing for proposed changes to be considered concurrently so that the cumulative effect may be understood. When considering a plan amendment, the City should ensure the proposed amendment is consistent with the goals and policies set forth in the plan as it relates to character protection, development compatibility, infrastructure availability, and conservation of environmentally sensitive areas. Careful consideration should also be given to guard against site-specific plan changes that could negatively impact adjacent areas and uses or detract from the overall character of the area. Factors that should be considered in deciding on a proposed plan amendment include:

- Consistency with the goals and policies set forth in the plan;
- Adherence with the Future Land Use & Character and/or Transportation Plans;
- Compatibility with the surrounding area;
- Impacts on infrastructure provision including water, wastewater, drainage, and the transportation network;
- Impact on the City's ability to provide, fund, and maintain services;
- Impact on environmentally sensitive and natural areas; and
- Whether the proposed amendment contributes to the overall direction and character of the community.

Five-Year Update / Evaluation and Appraisal Report

An evaluation and appraisal report should be prepared every five years. This report should be prepared by the Planning Director, with input from various City departments, Planning and Zoning Commission, and other boards and commissions. The report involves evaluating the existing plan and assessing how successful it has been in implementing the community's goals. The purpose of the report is to identify the successes and shortcomings of the plan, look at what has changed over the last five years, and make recommendations on how the plan could be modified to reflect those changes. The report should review baseline conditions and assumptions about trends and growth indicators, and it should evaluate implementation potential and/or obstacles related to any unmet goals, policies, and recommendations. The result of the evaluation report will be a revised comprehensive plan, including identification of new or revised information that may result in updated goals, policies, and recommendations.

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

1. Summary of plan amendments and major actions undertaken over the last five years.
2. Major issues in the community and how these issues have changed over time.
3. Changes in the assumptions, trends, and base studies data including the following:
 - The rate at which growth and development is occurring relative to the projections put forward in the plan;
 - Shifts in demographics and other growth trends;
 - The area of urban land that is designated and zoned and its capacity to meet projected demands and needs;
 - City-wide attitudes and whether changes (if any) necessitate amendments to the stated goals of the plan; and
 - Other changes in the political, social, economic, or environmental conditions that dictate a need for plan amendments.
4. Ability of the plan to continue to successfully implement the community's goals. The following should be evaluated and revised as needed:
 - Individual statements or sections of the plan must be reviewed and rewritten to ensure that the plan provides sufficient information and direction to achieve the intended outcome.
 - Conflicts between goals and policies that have been discovered in the implementation and administration of the plan must be pointed out and resolved.
 - The action agenda should be reviewed and major actions accomplished should be highlighted. Those not accomplished by the specified timeframe should be re-evaluated to ensure their relevancy and/or to revise them appropriately.
 - As conditions change over time, the timeframes for implementing the individual actions of the plan should be re-evaluated where necessary. Some actions may emerge as a higher priority given new or changed circumstances, while others may become less important to achieving the goals and development objectives of the community.
 - Based upon organizational, programmatic, and procedural factors, as well as the status of previously assigned tasks, the implementation task assignments must be

reviewed and altered, as needed, to ensure timely accomplishment of the plan's recommended actions.

- Changes in laws, procedures, and missions may impact the ability of the community to achieve its goals. The plan review must assess these changes and their impacts on the success of implementation, leading to any suggested revisions in strategies or priorities.