APPROVED BY ORDINANCE 2008-4230

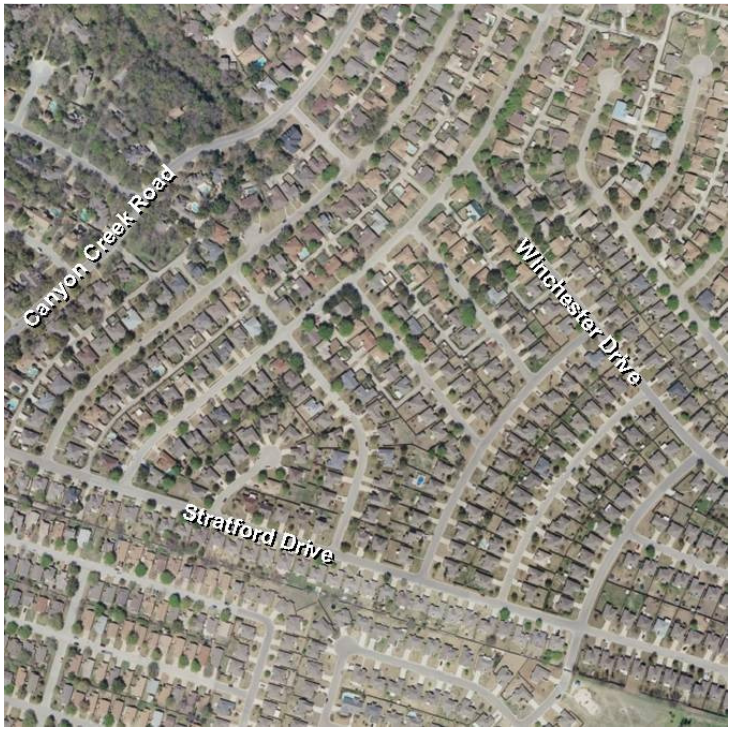
Choices

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 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.

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

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.

The Life Science, Research and Technology Campus is an example of a vital economic asset for Temple that must be protected for the long term through effective planning.

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.

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.

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

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).

Integration of permanent open space into development, as in the bottom illustration, avoids the loss of "borrowed" space (top) when abutting development occurs in a conventional lot pattern, as in the middle illustration.

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

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

"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

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.

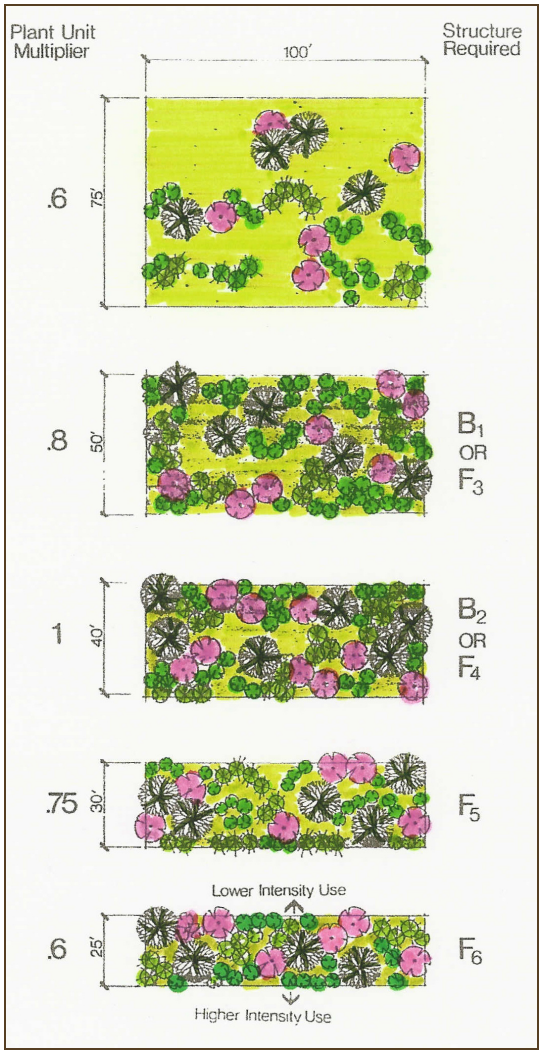
As a result of this plan (and a concurrent development code critique), Temple is considering whether to move toward a zoning system that elevates community and neighborhood character over a typical regulatory focus on land use and development density. Only the actual code revision process will reveal 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.



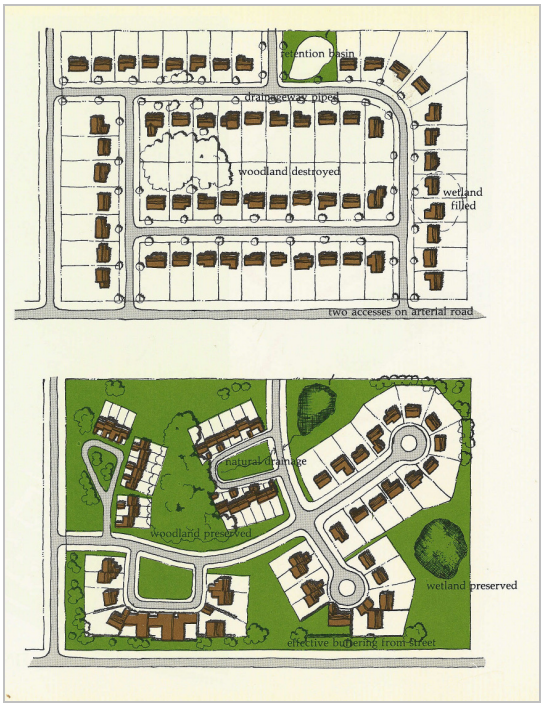
A dynamic bufferyard model establishes the prescribed "opacity" standard between districts and allows a landowner to choose the means for achieving it (e.g., width of bufferyard, density of landscaping, use of fences or berms).

- ***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.

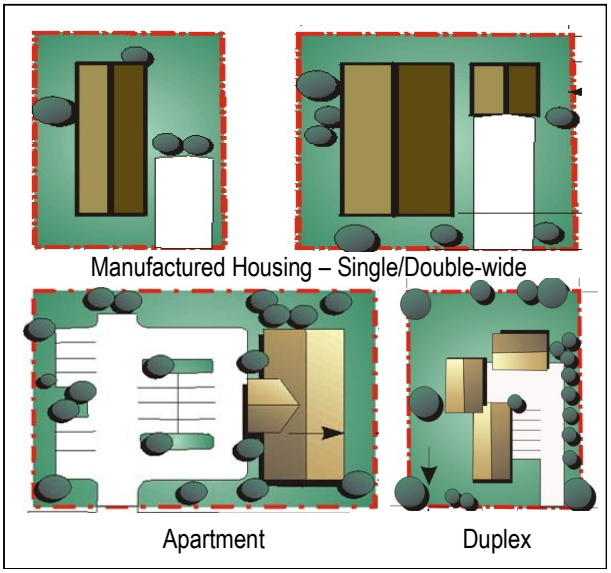
Quality of Open Space

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.



A "housing palette" encourages development of more housing types and choices. Associated dimensional criteria ensure a consistent character.

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.

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.

- ***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.

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.***

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.

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.

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.

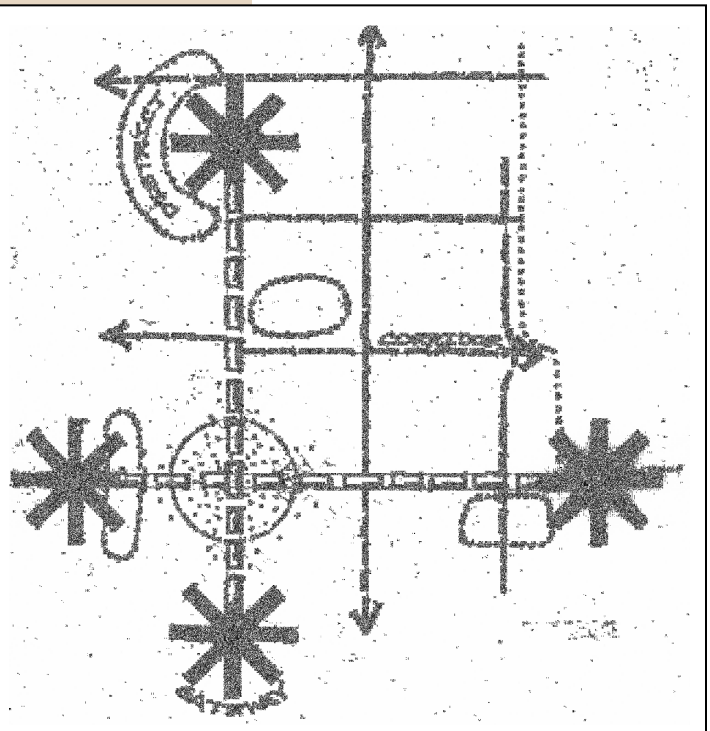
1. Development should not occur within floodplains unless there is compliance with enhanced floodplain management practices to maintain adequate capacity for storage and conveyance of flood waters.
2. The City's land use pattern should focus new development and significant redevelopment where adequate 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 accomodated.
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.



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.

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.

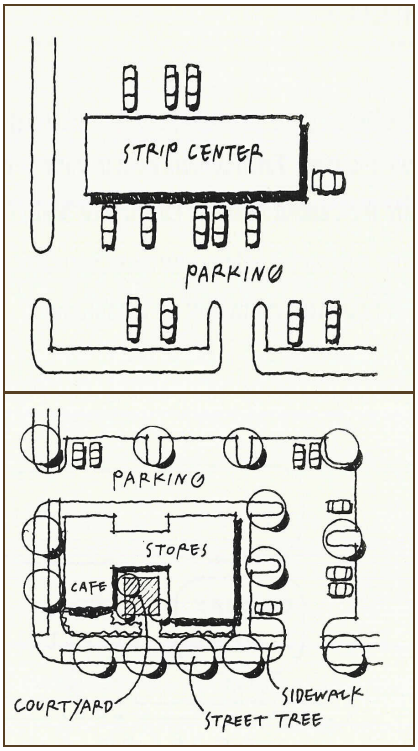
This section focuses on aspects of urban design which appear to be most essential for Temple to address given its community goals and priorities for coming years. Included in **Appendix 3A** to this chapter is a much more exhaustive list of urban design factors which was compiled for educational and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

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.

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.

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.

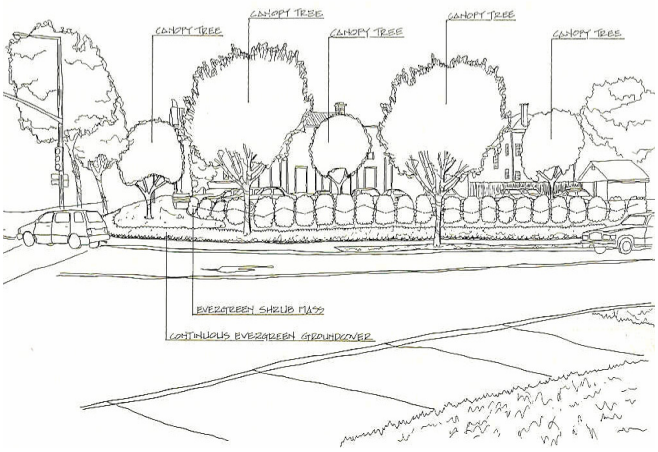
Requirements for the use of particular **façade materials** (such as stone, brick, concrete masonry units, stucco, etc.) – or the prohibition of certain materials (such as metal, fiberglass panels, or plywood or other composite wood products) – can be framed in a variety of ways. This includes potentially 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.

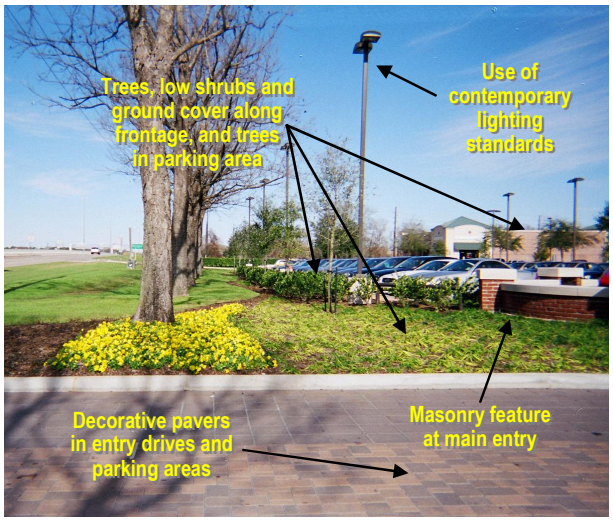
United Rentals along I-35 (below) also enhanced its front building elevation, facing toward the interstate and many passersby traveling through Temple.



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.

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.

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.



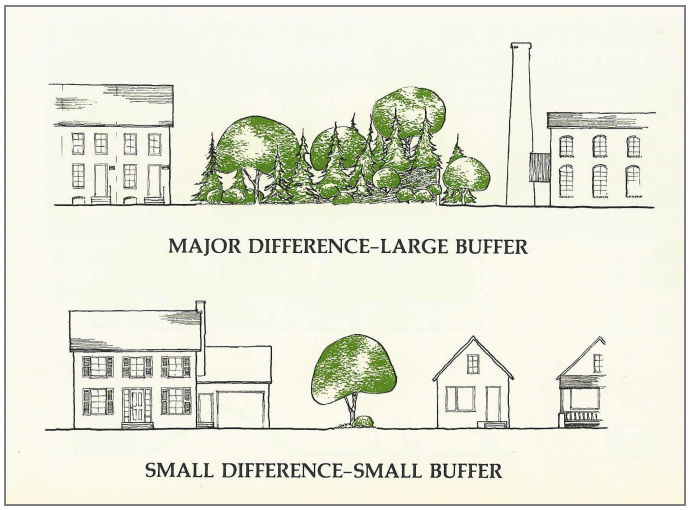
Landscaping and other site design touches add value to both the private development site and the adjacent public realm.

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 CenterPointe 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).



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.

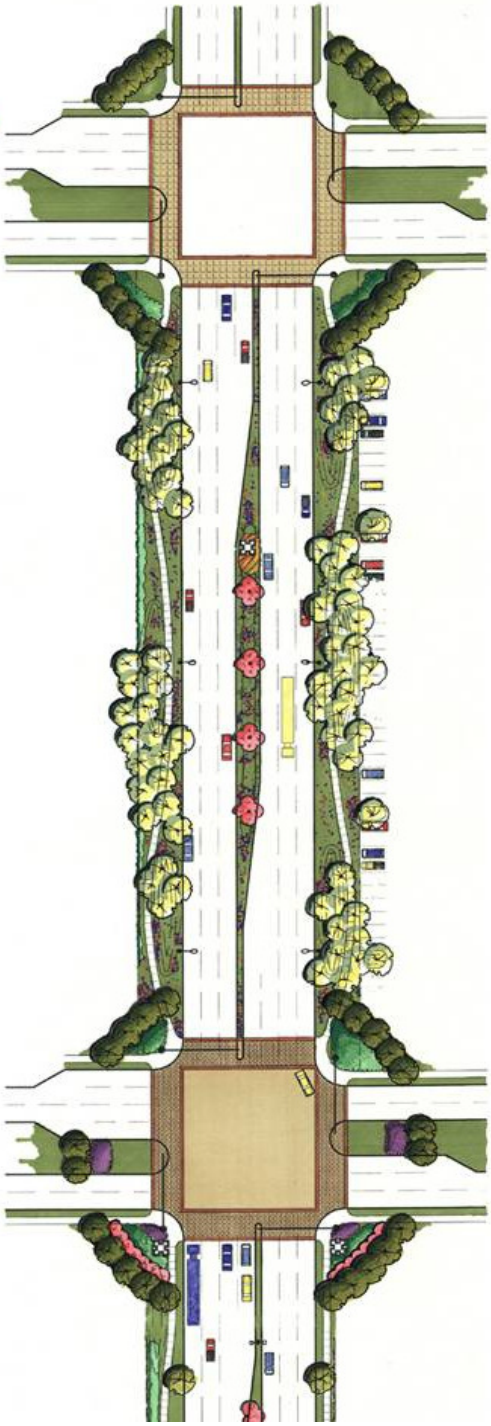
Significant gateway improvements serve as a formal entry and appealing welcome, and also help to establish – or solidify – a particular community image, as in this example from Lake Mary, Florida.

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).

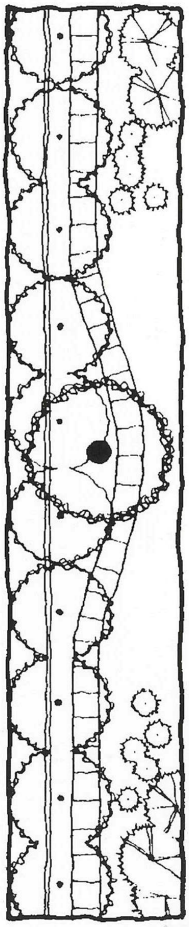
Bentwood Professional Park along S. 31st Street uses minimal signage, plus trees and other landscaping, to establish a polished, attractive image for a small office park. This larger-scale business park in Sugar Land, Texas (below), has a more significant entry treatment.

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

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).

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 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 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 Adminstrator position so one indivual 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, education, 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.