

An aerial photograph of a city street scene, featuring a large blue rectangular overlay on the left side. The overlay contains a large white number '5'. The background shows a multi-lane road, parking lots filled with cars, and various commercial buildings under a clear sky.

5

# RECOMMENDATIONS

# FUTURE DIRECTIONS

It is clear from interactions with the community that there is both optimism and energy about Temple's future. The community's vision for tomorrow calls for continued investment towards efforts that bring economic prosperity, integrated mobility, and quality growth. It also calls for a unified blueprint, one that leads toward an enduring place to call home. These ideals have formed the foundation of the plan recommendations found in this chapter.

The framework for the recommendations laid out in this chapter have been developed in concert with the City's 2019 Strategic Plan, in that it embodies the same overarching focus on community infrastructure and smart growth, public safety, places and spaces, and high-performing organization. These four focus areas have been further refined through input by the Comprehensive Plan Advisory Committee (CPAC) to develop eight targeted goal statements (see next page).

The rest of this chapter identifies a series of commitments and initiatives to achieve these goals over time. It is understood that not every commitment or initiative will be realized in the near-term or, in some cases, during the time horizon of this plan. As such, Chapter 6, *Action Plan*, sets out a prioritized implementation action plan which provides greater clarity as to the community's near-, mid-, and longer-term plan of action for moving forward.

FIGURE 5.1: VISION TO IMPLEMENTATION FRAMEWORK





## SMART GROWTH

**Goal 1. Growth and Development:** Support desired development through thoughtful consideration of infrastructure, community character, and economic impact.

**Goal 2. Mobility and Transportation:** Design a comprehensive mobility network focused on street character, connectivity, and safety that is planned to meet the needs of the future.

**Goal 3. Economic Prosperity:** Expand Temple's burgeoning economy through targeted economic development initiatives, marketing, destination attractions, and community support of quality development.



## PUBLIC SAFETY

**Goal 4. Public Safety and Health:** Provide exceptional police and fire protection services to maintain public safety and protect the Temple community.



## PLACES & SPACES

**Goal 5. Placemaking:** Promote livability and community through urban design, investments in public spaces, and focusing on what makes Temple unique.

**Goal 6. Downtown:** Continue investments in public spaces and infrastructure and encourage development in downtown to create a central destination and activity zone.

**Goal 7. Housing and Neighborhoods:** Support stable neighborhoods and a variety of housing options through core design elements and market-based solutions.



## HIGH-PERFORMING ORGANIZATION

**Goal 8. Governance:** Sustain a forward-thinking, high-performing, and accountable City government through continued focus on the implementation of the Comprehensive Plan and the City's Strategic Plan.









## FOCUS AREA: SMART GROWTH

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**Goal 1. Growth and Development:** Support desired development through thoughtful consideration of infrastructure, community character, and economic impact.

**Commitment 1.1. Growth:** Ensure that future development to accommodate community growth is consistent with Temple's family-friendly character and livability.

### Initiatives:

**1.1.1: Place an emphasis on community growth strategies to maximize the use of existing City infrastructure in undeveloped or under-developed areas.**

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In order to support the goals of balanced community growth, Temple should take steps to review and update zoning, subdivision, and utility extension policies to encourage development where existing public infrastructure is in place or can be provided at minimal cost. The City should also consider policies that would discourage development in outlying areas that would require public investment in new infrastructure to serve a small population of people. Using the Future Development Plan as a guide, Temple should act to update development ordinances that will promote compact development in areas of town where cost-

effective infrastructure can be planned, installed and generate revenue to the City. This should include amendments to the UDC to promote infill and redevelopment in the older, urban character areas and areas promoted as "activity centers" where a mix of compatible uses can be planned and constructed. This will require streamlined and carefully-crafted standards that meet the goals and spur this type of development rather than deter it. Overall, Temple should act to prepare for and approve development proposals that maintain affordability with desired amenities and do not create additional burden to existing taxpayers and ratepayers.

**1.1.2: Utilize the Temple Future Development Plan to guide development to ensure positive, planned growth in desired areas throughout the community.**

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The Future Development Plan is a guide for land use and mobility when considering new development, capital infrastructure and community connectivity. Based on defined character areas and desired mix of land uses, the plan considers strategic locations in Temple for future development (i.e., activity centers, highway corridors and gateways, corporate campus zones, and downtown) that encourage investment and position the community for growth and success. Through integration of zoning, financial planning for services and amenities, and capital improvement plan (CIP) project funding, the City is able to maximize land values, ensure effective capital expenditures and long-term fiscal health.





*Scott & White is an integral component of Temple's economy and workforce and thus the future must be planned with medical campus expansion in mind.*

Source: Temple 2030 Quality of Life Master Plan

**1.1.3: Work with TIRZ #1 to promote and incentivize mixed-use development within and adjacent to the Temple Medical and Educational (TMED) District to provide a dynamic environment with housing, employment and retail options.**

Temple has enormous potential in the TMED and TMED South areas of town, where prior planning efforts have created a development framework for a mixed-use employment, shopping and residential environment. TMED began as a partnership with the VA, Temple College, the Bioscience District, Texas A&M Health Science Center and Baylor Scott and White to promote the nearby re-development of areas near these campuses in a manner that would form a "university village." The design standards and commitment to infrastructure investment positions the district for additional investments in medical services, research, education, and supporting community services.

Located near Baylor Scott & White's main campus and along the future IH-14 corridor, the TMED South campus offers a vast expanse of developable property along major corridors that could become the City's first planned "Activity Center" in a greenfield setting. The prior efforts initiated through funding by the TIRZ #1 board to create the master plan for both areas and ensure a revenue stream for amenities and enhancements has set the table for investment to occur consistent with the vision. The revenue potential from the reinvestment zone funds presents a unique leverage when recruiting and incentivizing development. This is an area for Temple to focus marketing efforts, capital improvements, and partnerships to allow this idea to grow into something special.



#### **1.1.4: Promote development in Temple Strategic Investment Zones through a streamlined assessment and allocation process.**

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Temple's Strategic Investment Zone incentive program encourages redevelopment along key corridors and in the downtown. Qualifying improvements for quality of life, safety and health considerations are matched through grants by the City. This program, while effective, can be streamlined to ensure optimal results for these areas and for City funds. Updating the proposal assessment and allocation process will ensure effective transfer of public funds to key improvements in targeted areas of need, consistent with the vision and goals of this plan and the small-area neighborhood plans being considered by the City. Expansion of these zones should also be evaluated strategically by the staff to ensure appropriate funds are available in the desired areas. One area example to consider for SIZ expansion is the Avenue M West corridor.

#### **1.1.5: Evaluate development and annexation proposals through the initiation of a cost-to-serve model to understand fiscal implications to budget, public safety, infrastructure, staffing/operations, maintenance and debt.**

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Understanding the financial implications of providing quality public services and maintaining public infrastructure is critical when considering new growth in the city. The impacts of new people and new development can be positive for the vitality of the community and its offerings, yet the balance of revenues/costs can often be challenging to predict at the outset. Particularly when evaluating proposals to expand the City's corporate limits through annexation, the City must have a grasp on the financial considerations of such a decision, be it financing of new infrastructure, maintenance or replacement of assets, staffing and staff resources, regulatory, etc. Cheaper land exists farther from the core of the city due to proximity and distance from services/infrastructure - this is always enticing to investors and developers if the City is a willing partner. The City should adhere to a strategic approach

and be leery of devoting considerable resources in such situations, instead focusing on core city investments. There are financial cost-to-serve models available for municipalities to examine the pros and cons of certain types of developments and their impacts. Temple is well-positioned for growth and redevelopment but traffic mitigation and critical infrastructure will be costly expenditures in the future. The City should pursue assistance evaluating the costs not only to the government but to the general public. This will ensure a shared cost burden of the public impacts of new development. The evaluation will also provide clarity and choice for decision-makers pursuing the goals and objectives of this Plan. The City should also utilize spatial analysis software such as GIS to map and analyze expansion areas.

#### **1.1.6: Continue to evaluate opportunities for strategic expansion of the City limits in the City's growth areas by working with landowners in conformance with new state legislative requirements.**

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Recent changes to Texas annexation laws have made it difficult for cities to expand their corporate limits to account for new growth. Temple is unique compared to many cities in the fact that the community has planned for growth through annexation over the years and has provided a financial partnership with landowners and developers so that annexation is not a negative term. This strategy is crucial in the future as any further expansion must be done through a shared commitment with the landowner. The City can primarily annex only through a landowner's voluntary petition and service agreement so, in the future, it should show the landowner the various benefits to annexation. These benefits may include, among others, high-quality City services, cost-sharing on infrastructure, and commitment to good government and a fair tax structure. Changes in the state law also allow an opportunity for Temple to reconsider expanding and focusing inward on the central areas of the community. Annexation can continue to be a tool to accommodate desired growth and infrastructure expansion, even if used differently than in the past.

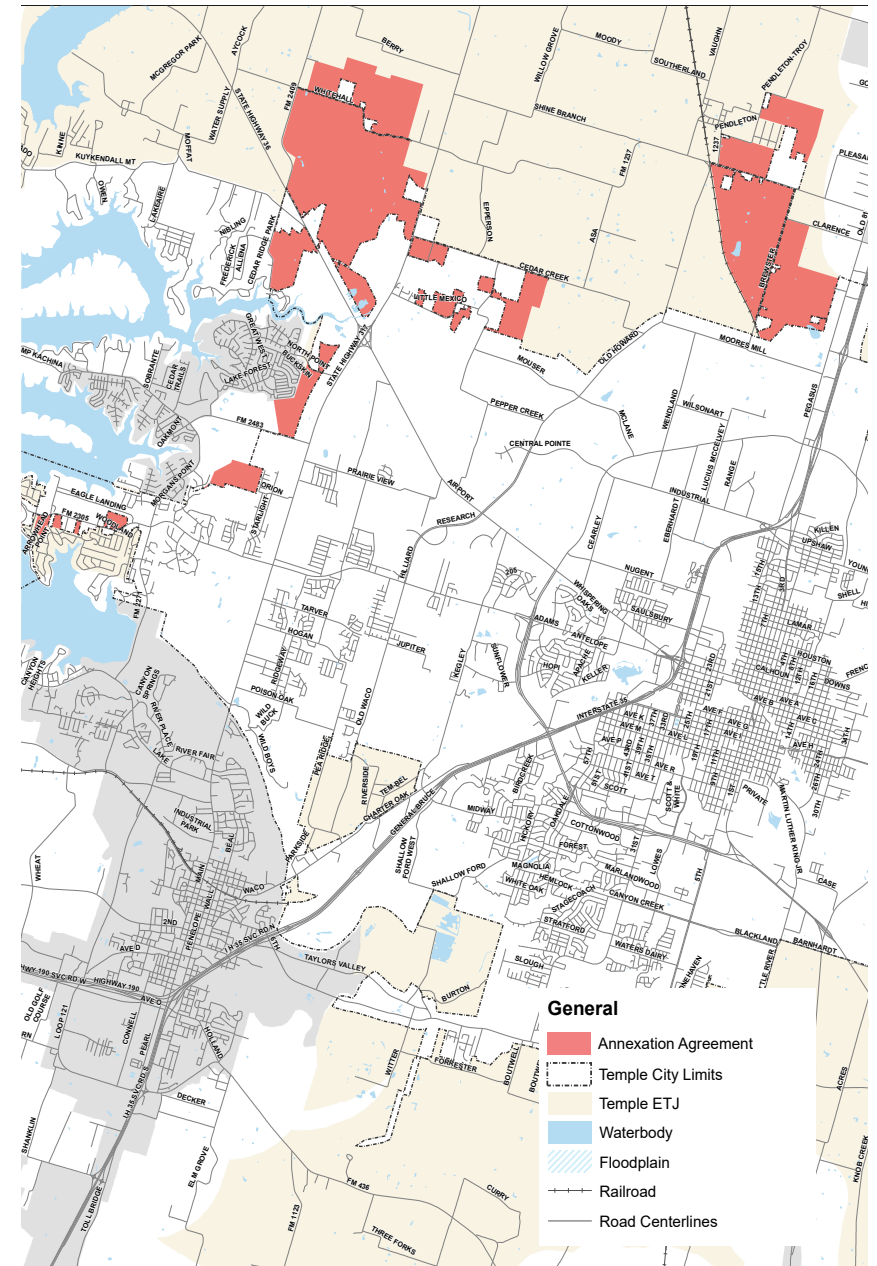


### 1.1.7. Consider fiscal implications of annexing properties scheduled in 2020 due to expiring non-annexation agreements.

The property owners that signed agreements in 2008 agreeing to delay full-purpose annexation until no later than 2020 will be annexed the year of Plan adoption unless further action is taken by Council (See opposing page for map of areas slated for annexation in 2020). Since 2008, the significant changes to annexation laws have been approved regarding annexation that will make annexation difficult for municipalities in the future. Under this new legal framework, it is imperative that the City maintain all options when it comes to expanding corporate limits and providing efficient public services to the community. The agreements are noteworthy because the landowners have committed to voluntary annexation petitions at the completion of the term and that stipulation should be retained. However, prior to that happening, the City should fully evaluate the impacts of providing service to these properties with a cost-to-serve model or similar analysis. This will ensure that services, such as street maintenance, solid waste, utilities, etc. can be provided in a cost-effective manner.

### 1.1.8: Address zoning requests in rural and agricultural areas through adherence to the direction in the Temple Future Development Plan or considerations of amendments to the Plan in circumstances of changing conditions or to facilitate desired development.

One of the challenges that has presented itself in recent years in Temple has been the consideration of proposed suburban development in areas projected to remain rural character in the previous comprehensive plan. This has caused concern regarding compatibility of zoning districts and development standards in areas that were either zoned or projected for agricultural use. The Future Development Plan serves as the guide for rural and suburban character as well as projected land uses within the planning horizon, which can inform a new zoning map or updates thereto in the coming years. While providing guidance and direction, the Future Development Plan should also be



2020 Annexation Agreement Areas

considered for update and amendment per the criteria established in Chapter 7, *Plan Administration*. The plan is a living document that should be evaluated within the context of information available at the time, which may warrant limited amendment and reconsideration where appropriate.

#### **1.1.9: Update the Temple UDC to develop predictable and flexible regulations which allow for agricultural preservation and rural character land development.**

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Agricultural land is steadily being lost as part of the continued suburbanization of U.S. communities. This loss occurs because much of the land is located in the growth direction of municipalities and consists of physical characteristics which are also generally great for building. This results in both a loss of agricultural productivity and a decrease in the overall rural character. To protect the areas identified on the Temple Future Development Plan as *Rural / Estate*, the City should consider a variety of different techniques including preferential taxation of agricultural land (e.g., conservation easements), dedication or fee simple acquisition of open space, and improved regulations to protect rural character. The latter includes requirements for large lots (often 1/2 to > 2 acres) developed using on-site utilities (i.e., wells and septic), larger lot widths (e.g., 100 ft.) and setbacks (e.g., 50 ft.) to create space between the roadway and abutting houses, and rural roadway cross-sections (i.e., open bar ditches, no sidewalks, or curb or gutter). It also includes creating the flexibility needed for lower density land development, including the allowance for gravel driveways, the greater use of accessory buildings or dwellings, etc. Where a land owner wants to develop in a more dense development pattern, the use of conservation subdivision standards can be an effective and preferred technique to protect rural character. Conservation subdivisions are a design strategy which allows smaller lot sizes and setbacks in exchange for larger amounts of commonly protected open space (e.g., 30% for rural clustering). This approach allows the developer an equivalent (or higher) development yield, in terms of



*Conservation subdivision design (photo at right) can achieve the same development yield or greater than traditional development (photo at left) while improving the protection of rural character.*

gross units per acre, than under a more traditional development layout. Density bonuses could also be used to incentivize greater protection of sensitive natural resources, larger areas of undivided commonly protected open space, and for other community objectives (e.g., greenway trail development).

#### **1.1.10: Update the Temple UDC to consider the compatibility recommendations in the Fort Hood Joint Land Use Study.**

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The 2018 Fort Hood Joint Land Use Study (JLUS) studied the cities in the vicinity of the base to ensure that future growth and change was compatible with base operational need. A critical economic driver in the region, Fort Hood's operations should not be negatively constrained by any individual municipality's actions so, as part of the JLUS process, addendums were created for each city with a series of recommendations on land use and other direction. These recommendations include code and development standards that would promote compatibility between development in Temple and Fort Hood operations. As part of implementation for the comprehensive plan, the City should take under strong consideration the recommendations of the JLUS through coordination with CTCOG and Fort Hood. It is a mutual benefit to maintain a positive relationship with Fort Hood and continue to be engaged in future efforts regarding development and compatibility.



**Commitment 1.2. Infrastructure Systems:** Ensure that funding, operations and maintenance of the City's public infrastructure systems are proactively planned and continuously provided to support exceptional services and community growth.

### **Initiatives:**

#### **1.2.1. Plan for Temple's future water supply needs by implementing the City's water conservation plan, anticipating raw water needs based on projected population, and using land use and development policies to reduce consumption.**

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The City of Temple's population is expected to reach 100,000 residents in the next 10 years. Additionally, the City is projected to provide water to approximately 135,000 people by 2060, according to the 2019 Water Master Plan. This is a substantial resource need, particularly due to Temple's industrial, power-generation, medical and institutional customer needs. Temple should continue to monitor population growth based on desired growth patterns to evaluate raw water needs, and implement the 2019 Water Conservation Plan to ensure steady usage so that projections stay on course. Further, land use and development policies and regulations for density, open space, and landscaping requirements should account for water usage and irrigation needs.

#### **1.2.2. Implement the 2019 Water and Wastewater Master Plan to ensure an efficient, high-quality utility system to address future needs.**

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The updated 2019 Water and Wastewater Master Plan is a critical tool to account for an efficient, coordinated, long-term utility system. Implementing this plan in conjunction with the Future Development Plan allows for predictability for private investment, an integrated CIP program and surety for major utility users. Anticipated improvement projects will correct deficiencies in the system and provide Temple with quality system assets and capacity flexibility in the coming years.

#### **1.2.3. Evaluate expansion of water and wastewater Certificates of Convenience and Necessity (CCN) in desired growth areas and partner with other service providers to ensure adequate capacity and performance of utilities to serve desired users.**

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Water providers in the state of Texas are limited to providing water within a defined area called a CCN. Temple currently has a CCN boundary that largely tracks the city boundaries, although projected growth areas suggest that Temple development may begin to occur outside of the Temple CCN where service is provided by water supply corporations. Where possible and practical, Temple should evaluate expanding CCN boundaries in areas where future development is desired. Service provider status will allow Temple the ability to plan for suburban densities and also discuss annexation with landowners/developers, consistent with the desired Future Development Plan. CCN expansion would ensure that the City and the EDC retain a tool for recruitment and incentive packages for economic development.

#### **1.2.4. Continue to monitor the need for a wastewater treatment plant in the southern part of the City to ensure capacity and effective wastewater service for customers.**

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As identified in the 2019 Water and Wastewater Plan, Exhibit L, continue to monitor the need for constructing a new wastewater treatment plan in the southern part of the City to ensure adequate capacity and effective wastewater services concurrent with growth in this area. Much of the Temple growth anticipated during the time horizon of this Plan is likely to occur south of the existing areas of development and new capital infrastructure from interceptors to force mains to treatment facilities will be needed to serve this new desired development.



*Temple's Water Treatment Plant currently pumps 15 million gallons of water daily*

#### **1.2.5. Ensure financial viability for future infrastructure projects through prudent debt financing.**

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Long-range funding of infrastructure will come from integrated planning, partnerships with the development community and conservative debt financing. The City must plan carefully for the financing of infrastructure for critical projects so as to be good stewards of the public's money and account for the long-term costs of public infrastructure and return on investment. Accounting for future risk of rising operations and maintenance costs of surface and sub-surface infrastructure through prudent capital debt financing will put Temple in a position of strength.

#### **1.2.6. Evaluate utility infrastructure and deficiencies in East and Central Temple to determine appropriate replacements and upgrades to serve current and long-term population demands and redevelopment opportunities.**

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The areas that are now considered East and Central Temple accounted for most of the developed city until the last 30 years. From streets to sidewalks to sub-surface wet utilities, much of the infrastructure is at or past its life expectancy and in need of repairs and replacement. These deficiencies not only curtail delivery of public works to citizens and businesses but also hinder new investment and redevelopment. Evaluate targeted improvements in priority areas and make the east and central areas of town a commitment area for needed upgrades and improvements.



## **Commitment 1.3. Design and Development:** Enhance the appearance and character of Temple through public and private design and development.

### **Initiatives:**

#### **1.3.1. Undertake a comprehensive assessment of the Temple UDC to evaluate necessary regulatory modifications to implement the proposed character and future development vision set out in this Plan.**

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Set out in Chapter 4, *Future Development Plan*, and other areas of this Plan, are recommendations intended to improve the quality and character of the built environment in Temple. In particular, the intent and character, appropriate land use types, design characteristics, location and decision-criteria, and zoning district sections of the Future Development Plan categories include guidance on differing areas of community character. In some instances, it provides references for post-plan implementation based on existing regulations in the Temple UDC. In other instances, full realization of the character of a particular category cannot be effectively achieved solely using existing regulations. Accordingly, implementation of the full intent will require a comprehensive update to the Temple UDC. This may require restructuring of some of the current zoning districts or it could require the addition of new zoning districts.

#### **1.3.2. Update the Temple UDC to include new dark sky regulatory provisions to protect Temple's nighttime sky.**

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There is growing concern regarding the quality of the nighttime sky and its known and unknown impacts on our environment, safety, energy consumption, and health. As our urban areas continue to grow, so does the amount of light pollution. In faster growing communities, like Temple, even incremental light pollution protections can result in

significant long-term improvement. Temple still has great visibility of the stars and planets, compared to larger metro areas. Moving forward, the City should consider updating the Temple UDC to adopt dark sky provisions associated with lighting of the built environment. This should include the addition of a new section in Article 7, General Development Standards, of the Temple UDC. This new section should include new provisions on outdoor lighting beyond what is already found in the UDC related to the lighting of signs. The new provisions should focus on allowing the wise use of outdoor lighting while still minimizing the effects of light pollution. Appropriate outdoor lighting standards for communities concerned about the quality of the nighttime sky should focus on provisions that call for lighting to only be on when needed, to illuminate areas needed for safety or mobility (e.g., trails, sidewalks, parking, etc.), to be no brighter than necessary, to minimize blue light emissions, and to be fully shielded or pointed downward (i.e., full cut-off fixtures). Some Texas Hill Country communities (e.g., Dripping Springs and Horseshoe Bay) have established dark sky ordinances, are International Dark Sky communities, and could serve as a benchmark for identifying local best practices.

#### **1.3.3. Update the Temple UDC to revise the City's sign ordinance to improve the quality and scale of signage throughout the City while allowing for necessary advertisement of businesses and destinations.**

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Signs are regulated by Sec. 7.6, *Signs*, of the Temple UDC and are an integral part of the visual aesthetic of Temple's streets and buildings. While Temple does currently have comprehensive sign regulations, one of the community discussions during the engagement process highlighted the need to match sign height and size to the speed and character of Temple's streets. This is often a challenge as growth begins to occur along new corridors and aesthetic desires of the citizens begin to change. It is recommended that the City undergo a comprehensive evaluation of the scale, quality, look and feel of

new signage as part of new development to determine if the existing regulations are effective enough in protecting overall community quality and character. This may include a review of where pole signs are allowed, where monument signs are a more appropriate fit, and elements such as size, lighting, color, etc. This may become even more important in the context of the recent legislative actions scaling back municipal rights to regulate building materials. In this regard, Texas cities may have to increase other protections (e.g., landscaping, signage, etc.) to adequately protect the visual quality of corridors and the overall built environment.

#### 1.3.4. Update the Temple UDC to improve compatibility between different types and scales of uses to ensure adequate setbacks and buffers (e.g., between differing scales of residential housing and between residential and civic and institutional uses).

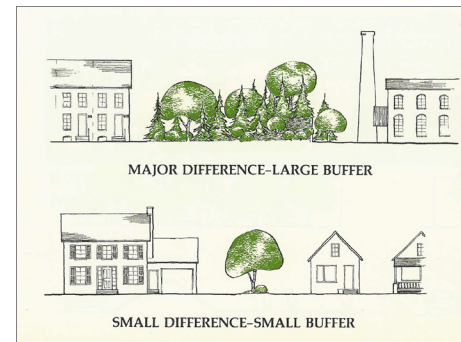
An overall premise of zoning is the separation of uses into different districts to protect the quality and character of the built environment for specific different uses. Over time, many cities may have gone too far in separating uses which inherently do not need separation. There are many instances where a city lacks basic compatibility standards to protect different uses, and scales of uses, from each other. Although the City does have minimum screening and buffering requirements in Section 7.7.4, Buffering of the Temple UDC, they do not provide adequate protections. Moving forward, the City should consider a two-part framework for screening and buffering. First, the City should consider establishing a zoning district matrix which establishes different thresholds for screening between less-compatible zoning districts. A landscaping bufferyard would be required on the property lines between different zoning districts. The greater the incompatibility between districts, the greater the bufferyard requirement. New regulations could also include flexible bufferyard provisions provided that the same level of opacity is met. A smaller landscape strip could be allowed provided that it was combined with a greater intensity of landscaping and fencing to achieve the same level of opacity. Second, in an

Type of Development Proposed	Zoning District of Adjacent Parcel									
	FR, RE, ENZ.1 <sup>1</sup>	NR, ENZ.2 <sup>1</sup>	DR <sup>1</sup>	TR, ENZ.3, ENZ.5 <sup>1</sup>	MR, ENZ.4 <sup>1</sup>	NC	GC	DN, DT	BP	IN
Single-family development in any district	--	--	--	--	--	--	--	--	--	--
Duplex, manufactured home, tiny house, townhouse, triplex, or quadplex development in any district	A	A	A	--	--	--	--	--	--	--
Apartment development in a TR, DR, MR, or ENZ.4 district	B	B	B	B	A	--	--	--	--	--
Nonresidential development in a residential district	B	B	B	B	B	--	--	--	--	--
Nonresidential development in the NC zoning district	B	B	B	B	A	A	A	A	B	B
Nonresidential development in the GC zoning district	C	C	C	C	C	B	--	B	B	B
Nonresidential development in the DN or DT zoning districts	C	C	A	A	A	--	--	--	B	B
Nonresidential development in the BP zoning district	C	C	C	C	C	C	C	C	--	B
Nonresidential development in the IN zoning district	D	D	D	D	D	D	D	D	C	--

**Table Notes:**  
<sup>1</sup> Bufferyard requirements may be reduced by the director if the adjacent residentially zoned property is developed with a nonresidential use.

#### Example of zoning district matrix for bufferyards

era of increasing mixed-use development, the City should consider establishing use or building type protections to ensure that different scales of development do not hinder one's right to enjoy their property. New provisions could be added which also require a landscape buffer between different types of uses within the same district. This could include a landscape buffer between different properties or similar provisions within a mixed-use development. In the case of a master planned mixed-use development, these provisions are often less intensive than other bufferyard



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

Source: Choices '08, *The Temple Comprehensive Plan (2008)*



requirements because they are planned, designed, and integrated into an overall consolidated development.

### **1.3.5. Update the Temple UDC to create new zoning districts, land uses and design standards to implement the categories and projected development types in the Future Development Plan.**

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A character-based system of planning and zoning is a powerful tool used by cities to create differing areas of character within a community. Inherently, these differing areas should look and feel different (e.g., the urban character areas of downtown should look and feel different than the same uses along the City's main auto-centric corridors). However, many cities inadequately translate the character-based vision into implementable regulations, or do not update their regulations at all. In these instances, standard Euclidean-based zoning regulations often just create differing areas of separated uses which all generally look and feel the same. Moving forward, it is recommended that the City follow up with a comprehensive update to the Temple UDC. At a minimum, the update should include review and modification of permitted, limited, and conditional use lists, site development regulations, and other applicable development regulations (e.g., landscaping and signage, as applicable) to achieve the full character intents of each different category.

### **1.3.6. Update the Temple UDC to create zoning standards that allow for greater density/intensity of development in the areas defined as Activity Centers on the Future Development Plan, with appropriate compatibility in surrounding areas.**

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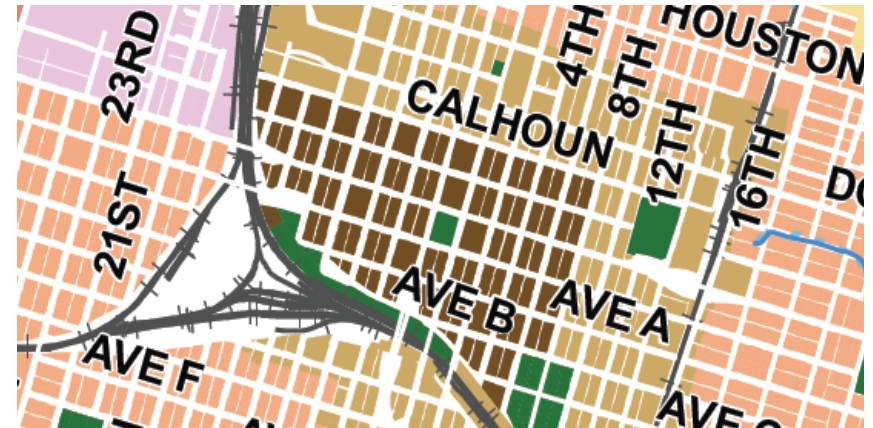
As envisioned in the Future Development Plan framework, a series of future development categories provide for predictable, but flexible differing areas of character throughout Temple. This framework allows differing scales and types of commercial uses in various different categories (e.g., neighborhood mixed use, regional commercial, etc.); but inherently the scale does not change depending on where one is in Temple. As seen in the changing face of retail in the U.S., many

developers and commercial retailers are placing greater emphasis on higher quality commercial centers and experiential shopping. As such, this Plan anticipates the potential demand for higher intensity activity centers located at key strategic locations within the City (see Activity Centers on Map 4.2, Temple Future Development Plan). These areas are intended for a greater density (for residential uses) and intensity (for nonresidential uses) and provide the development community with greater opportunity to develop high quality destination locations with good access to the Temple thoroughfare system.

### **1.3.7. Promote infill / redevelopment growth opportunities in the Urban Residential, Downtown Transition and Downtown character areas through targeted investments and updates to the UDC to allow for context-sensitive urban density and design.**

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Over the past few years, the City has focused a significant amount of effort and investment in downtown Temple. These efforts are starting to spur catalytic change and interest from private developers in downtown. There also have been growing discussions about some of this investment starting to spur interest in the areas surrounding, including in some of the established residential areas. It is expected that the City will increasingly see additional demand for new development/



*View of Downtown Temple from the Future Development Plan, depicting the urban character zone areas where a dense mix of uses and activity are desired.*

redevelopment in these areas. These areas, however, also exhibit a completely different character than the more recently developed auto-centric areas. Moving forward, the City should evaluate needed changes to the Temple UDC to establish appropriately tailored urban-character, context-sensitive standards to facilitate new investment without impacting the long-standing fabric of downtown and the surrounding urban residential areas. In some cases, the revised standards should fully preserve the existing character of these areas. In other instances, it should provide for the transition to new or different uses.

#### **1.3.8. Evaluate existing and projected impacts from extreme weather events and climate variability to ensure that Temple development contributes to a sustainable long-term future.**

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Today, in the United States, there is an increasing urgency in understanding and mobilizing to respond to the impacts of climate variability as is becoming more evident in the growing impacts of extreme weather events. In this regard, many of our larger cities are preparing climate action plans or community resilience plans. These plans often include analysis and recommendations for addressing climate mitigation (reducing greenhouse gas emissions or GHG) and climate adaptation (addressing the impacts). They are intended to assess and improve a community's overall climate readiness and better prepare for future municipal response to expected and potential near- and longer-term shocks and stressors. Moving forward, the City should undertake an evaluation to determine opportunities for reducing Temple's GHG and the likely or probable shocks and stressors which could impact the City in the future. Often a reduction of GHG emissions involves first quantifying a city's current and projected emissions classified by sector (e.g., transportation, energy, solid waste, etc.) followed by strategies to improve efficiencies. Some cities apply improvements just to municipal operations, while others apply it to both public and private land development. Improvements could be as simple as modified regulations to improve energy efficiency or as comprehensive as changing the entire land use and development framework to reduce vehicle miles travelled by individuals in automobiles, to increase alternative forms of mass transit (e.g., increased ridership on a local bus or trolley system), to

enhanced built environment which focuses on mixed uses and improved walkability and bikeability. Similarly, an evaluation of the City's likely or probable shocks and stressors could identify such things as the need for a more incremental, proactive response to maintain aging infrastructure to changes in the City's development regulations for greater protection against increased frequency and intensity of flood events. In this regard, the City is using planning to identify needed adaptations to expected and unexpected events that are already occurring or will occur during the useful life of the City's infrastructure system. A core focus of these evaluations should include the near- and longer-term fiscal implications between the "no action" response and various response alternatives.

#### **1.3.9. Develop a sustainability master plan to ensure the City achieves longer-term social, environmental, and economic goals and objectives.**

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Today, in the United States, there is an increasing interest in sustainable growth and development as it relates to our built environment. Inherently, it is about building cities which are economically prosperous, socially equitable, and environmentally sustainable. It is also about considering the long-term impacts of today's growth and development decisions. In Temple, the respondents to the online public survey indicated strong support (almost 85 percent, either very strongly or strongly) for sustainability. Moving forward, the City should consider the development of sustainability policies and, potentially, a sustainability master plan to ensure the City achieves longer-term social, environmental, and economic goals. A plan could include such sustainability topics as air quality and greenhouse gases, water resource management, ecosystem management, energy conservation, expanded water conservation measures, transportation, and material resources management. In some instances, recommendations applicable to both public and private development may be considered. Following the guidance in Initiative 1.3.8, Temple's first step to become more sustainable and resilient starts with an understanding of what the community feels is the appropriate course of action.



**Commitment 1.4. Parks and Trails:** Create livable places and spaces throughout the community by focusing investments in public spaces, parks, trails, and community events.



*Trails are an increasingly popular community amenity. A citywide trails plan was developed in 2020 in the Parks & Trails Master Plan.*

## **Initiatives:**

### **1.4.1. Implement the recommendations from the 2020 Parks and Trails Master Plan and update as needed to ensure the City can manage growing demand for parks, trails, and recreation.**

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Enhancing and expanding the parks and trails system is a top priority for a community poised for growth. The 2020 Master Plan identifies improvements and expansion of the parks and trails system to meet citizen expectations for open space and recreation opportunities in the coming decade. Moving quickly on high-priority improvements and enhancements and securing necessary financing for trails and capital projects is key to achieving the goals set by the community in this plan.

### **1.4.2. Update the Temple UDC to address appropriate fees, land dedication amounts, and details regarding private parks to ensure the preservation of open spaces and natural areas with new residential development to provide greenspace and amenities.**

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The UDC should be revised to modernize the framework for private/homeowner association parks to ensure that the goals and objectives of the 2020 Master Plan are met. Private parks are a key component of providing neighborhood-centered green space and activity elements, while alleviating cost impacts to the community. Private parks should be a visible part of the parkland dedication ordinance yet should not be 100% of the solution to provide parks and open space throughout the community. Further, as recommended in the parks plan, the City should work with the development community on a general update to the regulatory process and desired park design components will provide greater transparency and effective delivery of parkland. This process should include an increase in the number of years that the City has to effectively distribute in-lieu parkland fees to needed neighborhood parks.

#### **1.4.3. Identify opportunities for improved collaboration with the City of Belton and the Army Corps of Engineers to ensure the long-term viability and enjoyment of Miller Springs Park.**

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Miller Springs Park is a great example of a unique natural park space with a shared operations and ownership structure. The opportunity for this regional park to be further enhanced rests on a continued collaboration between the three entities, which positions the park for grant opportunities. Future Temple residents are likely to increasingly seek out Miller Springs for active outdoor recreation and the uncertainty surrounding funding and operations of this land should encourage City leaders to take a leadership role in the park's future.

#### **1.4.4. Identify opportunities to diversify the types of park-related activities for Temple residents.**

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Temple's growing, yet aging, park system has undergone some much-needed amenity and safety improvement over the last 5-10 years. Parallel to these park improvements, recent growth has mandated major investments in new parks and their development, along with land acquisition for future parks. Now is the time to consider diversification of activities within parks, in recreation, programming, and facilities. Tomorrow's park land users will have an appetite for active fitness, social gathering spaces, and outdoor experiences - with insistence on quick action and continued investment. The focus should continue to be on community-wide trails with varied surface materials that connect key destinations without reliance on traditional transportation methods. This quality of life approach will further enhance Temple's ability to attract and retain Temple's home-grown youth, businesses, and young professionals.

#### **1.4.5. Pursue policies, development standards, and community partnerships to promote and sustain Temple as a “healthy community” city.**

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Temple's well-known medical industry has brought leading healthcare professionals and facilities to the community. This has led to a

community-wide focus on health and well-being, including access to facilities and personal health awareness programs. Baylor Scott and White, Central Texas Veterans Health Care System, Bell County Public Health District, and other community partners such as school districts, can help to provide residents educational and health and wellness opportunities. The City of Temple can consider measures to solidify a healthy community direction through development design, promotion of active lifestyles through parks and trails, and education. These policies can include, as examples, street design, alternative mobility, emergency response preparedness, resilient stormwater measures, wastewater and water treatment improvements, and green building for city facilities.

#### **1.4.6. Acquire land for future parkland in growth areas.**

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The analysis done for the 2020 Parks and Trails Master Plan concluded that Temple has good distribution of community and regional parks throughout the current city limits. As Temple grows, neighborhood parks and private parks will continue to be built but community and regional park land may need to be acquired. The parks plan recognized that there is not a particular area of need for regional and community parks, but that the City should keep an eye out for unique properties with a focus on conservation and natural beauty. The time horizon to consider land acquisition meeting this criteria in projected growth areas is any time in the next ten years if an opportunity arises. Temple should be judicious in the consideration of accepting or purchasing land to ensure that capital and operational costs to develop and maintain the park are within capabilities.

#### **1.4.7. Complete an update to the Parks and Trails Master Plan in 2025.**

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The 2020 Parks and Trails Master Plan envisions improvements and considerations for a 10-year period of time. The master plan establishes a framework for an annual review of implementation and five-year update to priorities and projects. No plan is a static document and the annual review paired with a formal five-year update will help sustain the momentum of community support for upgrades and maintenance to the quality parks and open space system that Temple enjoys.



**Commitment 1.5. Drainage:** Establish effective policy and approaches to minimize flooding events and impacts to the built environment.

**Initiatives:**

**1.5.1. Design and manage the City's stormwater system to reduce flooding, protect private property, and create amenitized spaces.**

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As part of the Strategic Plan, several initiatives were identified to advance the City's efforts related to drainage, including undertaking a comprehensive drainage modeling and assessment plan. As such, the City should use this opportunity to reevaluate how drainage infrastructure can be cross-purposed and utilized for multiple community benefits, including amenitized community spaces. Moving forward, the City could reevaluate its incentive and regulatory programs to further advance these multipurpose benefits.

**1.5.2. Utilize the Future Development Plan and update the Temple UDC to include new regulatory provisions to protect the City's river/streams and floodplain corridors to provide enhanced access and amenity opportunities.**

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The best method to protect against future flood losses and damage is to minimize development in and near floodplains and other drainage corridors. However, these areas are also often the most highly scenic and sought after locations for development. Moving forward, the City should utilize the Future Development Map and enhanced regulations to protect floodplains through dedication to the City or as common property maintained in the public good (e.g., as trail, park, and amenity spaces within new neighborhoods). Beyond just drainage conveyance, the multi-purpose benefits include protecting the future health and safety of the community, limiting issues with future flood damage, protecting natural resources (e.g., tree canopy and stream buffers) and

wildlife corridors, and increased livability through improved access to high-quality parks and linear trails.

**1.5.3. Develop an update to the 2008 Drainage Capital Improvement Plan.**

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As identified in the Strategic Plan, the City will need to develop a comprehensive drainage modeling and assessment plan to adequately understand and evaluate near- and long-term issues and capital needs regarding Temple's drainage. This plan will need to evaluate existing stormwater infrastructure and identify capital improvement projects to address current and projected drainage and flooding problems. Like many Texas cities, Temple may also need to evaluate the possibility of establishing a stormwater utility to ensure adequate and stable long-term funding for operations and capital projects.

**1.5.4. Promote improved community resiliency through the conservation of sensitive natural resources and an appropriate balance of green and gray infrastructure projects.**

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Community resilience is defined as the ability to prepare and plan for, absorb, respond, recover from, and more successfully adapt to adverse events. Moving forward, the City should identify opportunities to view all future infrastructure projects through the lens of ensuring long-term community resilience against future shocks and stressors.

**1.5.5. Develop a series of downtown drainage improvements to address existing stormwater concerns and accommodate planned downtown development intensities.**

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Although downtown was developed under a different regulatory framework, a comprehensive evaluation of drainage issues and improvements is needed as part of a broader effort in revitalizing the core of the City. This includes localized drainage improvements and potential opportunities for regional drainage solutions which could also function as recreational areas.

**Goal 2. Mobility and Transportation:** Design a comprehensive mobility network focused on street character, connectivity, and safety that is planned to meet the needs of the future.

**Commitment 2.1. Regional Coordination and Partnerships:** Continue collaboration between Temple and other federal, state, and local partners to improve moving people and goods to, from, and through the community in an efficient and effective manner.

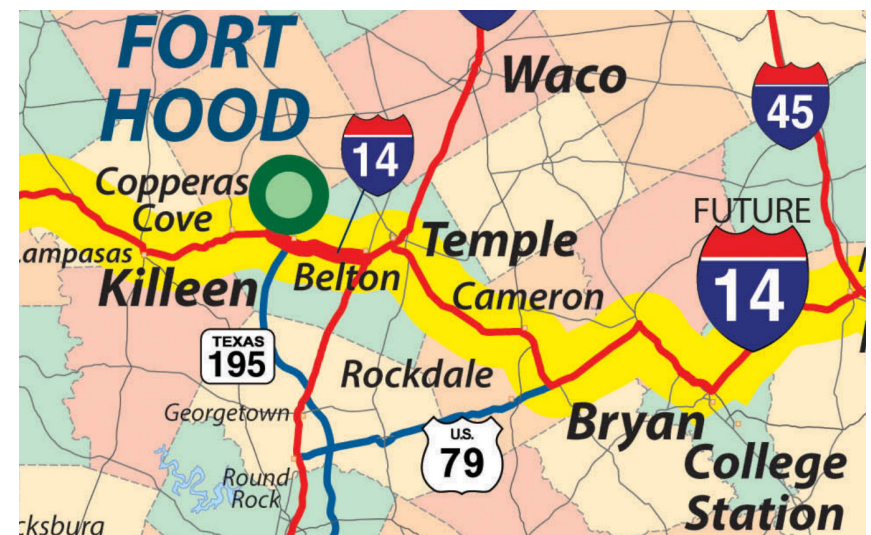
### Initiatives:

**2.1.1. Continue to cultivate strong relationships with regional and neighboring governing partners to ensure regional initiatives and programs benefit all users.**

One of Temple's strengths is being part of a growing regional hub with a diversified economy. Continuing to work with regional partners such as Killeen Temple Metropolitan Planning Organization (KTMPO), the Hill Country Transit District, Killeen-Fort Hood Regional Airport, Bell County, Central Texas Council of Governments (CTCOG), Fort Hood, and other neighboring cities will position Temple for state and federal funds with a regional perspective on managing and planning for growth for transportation. These and other entities are facing the challenge of regional growth and change in the future and Temple must continue to leverage influence and funding to achieve common mobility goals.

**2.1.2. Work with TxDOT and elected federal officials to ensure Temple guides the designation of Interstate 14 (I-14) in a way that positively impacts local businesses and landowners.**

I-14 (The Gulf Coast Strategic Highway) is a critical federal project that will link Temple to the east with a controlled access interstate. This designation will put Temple at the intersection of two interstate highways and bring more goods and services to the community. It also offers a new window for economic development to enhance the community and recruit additional businesses that would benefit from this. In order to minimize disruption to the community and bring this route closer to the heart of the community as opposed to a new bypass, the existing US 190/Dodgen Loop route is the most logical and preferred route for I-14. This route designation will allow the City the opportunity to consider new gateway and corridor design enhancements, signage, land use, etc. by applying a specific zoning district or overlay intended to promote desired development along the corridor.



Source: [gulfcoaststrategichighway.org](http://gulfcoaststrategichighway.org)



### **2.1.3. Actively pursue leadership roles in the coordination of regional and statewide transportation planning activities to promote funding and improvements that benefit Temple.**

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Within the region, Temple has the largest land area, the most linear miles of state and federal streets, and the prime position along IH-35. With I-14 on the horizon. Temple and its citizen leaders must take the reins working with federal and state elected officials to steer funding of infrastructure to frontage roads, arterial connectors, and ensure adequate access for local businesses along these routes. Maintaining leadership roles on local and regional mobility-focused boards puts Temple in a position of influence to set policy and lead innovation in the region.

### **2.1.4. Continue partnerships with KTMPO and City of Belton regarding priority mobility improvements throughout the City and ETJ.**

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KTMPO has critical transportation projects that benefit Temple in their plans in the coming years, including the outer loop extension east of town. Working with KTMPO on the implementation of their Mobility 2045 metropolitan transportation plan and the 2017 Regionally Coordinated Transportation Plan will help fast-forward projects that have cost-sharing and federal grant opportunities. The growing demand for trails as transportation facilities, such as the former Georgetown Railroad right-of-way for a regional trail, is an obvious Temple-Belton collaboration opportunity in the near future. Belton is a complementary partner to Temple, with each city employing and housing people from the other city and also sharing school district population. Promoting interconnectivity between the two communities will improve daily traffic flow, enhance open space and and cultural opportunities.

### **2.1.5. Work with TxDOT to redesign Central Avenue and Adams Avenue in the downtown area from volume-oriented one-way thoroughfares to place-oriented two-way streets to support the desired downtown character.**

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Central and Adams were historically configured to efficiently move large volumes of people in and out of downtown to the west/IH-35. Today, partly due to the railroad junction location limiting east-west access, these two one-way bridges function purely as thoroughfares that are not conducive to Temple's stated desires for the downtown character. The time has come to rethink Central and Adams as the key conduits getting people into the destination that is downtown Temple. As TxDOT streets, it is important for City staff to work with the agency to solidify design plans for a "street-diet" that reduces volumes and accommodates more substantial bike and pedestrian facilities. Two-way direction on each street should also be considered to promote economic development, reduce speeds, and allow for well-planned access management and safe turning movements.



*Central Avenue, looking east towards Downtown Temple. Central and Adams are prime for redesign potential.*

**Commitment 2.2. Streets and Thoroughfares:** Grow and enhance Temple's thoroughfare system to ensure near- and long-term community connectivity, safety, and increased functional capacity.

## **Initiatives:**

### **2.2.1. Develop a citywide Mobility Plan. (i.e., a transportation master plan).**

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The Future Development Plan includes a projection of land uses and transportation network to promote a functional hierarchy and community connectivity. Chapter 4, *Future Development Plan*, also defines areas of development character throughout the community and how they correlate to street character and design, including recommended cross-sections. This is a first step towards the development of a citywide mobility study and detailed transportation master plan. This master plan would include modeling of the entire community, understanding of development and growth impact on the system, and a detailed analysis of costs and funding. A transportation master plan would help Temple better understand the costs to serve the mobility needs of the public, including traditional vehicular facilities, alternative mobility, and emerging alternatives. This plan would also evaluate construction materials, design methods, and improve pavement condition assessment and maintenance.

### **2.2.2. Update the Temple UDC to ensure conformance with the revised Thoroughfare Plan alignments and character-based cross-sections.**

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The recommendations of this Plan in regards to street cross-sections and functional hierarchy should be refined and formalized in the UDC to ensure continuity and certainty from a regulatory perspective. Subdivision and site development standards will need to be updated to

reflect the direction of street design character, hike and bike facilities, right-of-way widths and functionality of each thoroughfare type. The recommendations of this plan provide general guidelines and a range of size, volume and character, the details of which need further discussion at the city staff level to determine minimum requirements and balance. This step should not wait on the study and development of a citywide mobility plan, which should serve to implement the directions of this Plan.

### **2.2.3. Continue to implement the upcoming and future transportation projects identified in the Transportation Capital Improvement Program.**

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The City's Transportation Capital Improvement Plan is a key tool to identifying, scoring and prioritizing street improvements across the community. These improvements help drive business growth, alleviate traffic jams, and allow for better connectivity and pedestrian flow. The ongoing effort of funding targeted street improvements should continue to be in partnership with the development community to ensure a balanced approach to traffic impact costs. The staff should regularly evaluate this balance to ensure that the general public is not bearing the full cost burden of thoroughfare streets to accommodate new growth, while mindful of regulatory capital costs on affordability.

### **2.2.4. Design and construct infrastructure and facility projects identified in the various district and corridors of the 2014 Downtown Strategic Plan.**

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The 2014 Downtown Temple Strategic Plan identifies sub-districts within the downtown planning area. Each of these districts contains priority idea concepts and recommended projects. These projects, including the recently-constructed South 1st Street pedestrian and streetscape project, have provided a blueprint for how the downtown area will be improved in the coming years. The downtown plan recommends that Temple dedicate funds for design and construction



for generally one town center block annually, a direction that should be sustained if not expanded to realize incremental progress. Temple should select these blocks annually based on strategic pedestrian connections, continuity with prior/future projects, and in correlation with key catalyst projects. Temple's recently-completed downtown street projects are definitely rooted in the belief that quality of life and people-oriented design creates activity areas that downtown needs to thrive.

#### **2.2.5. Work with businesses and landowners in the urban areas of town to enhance streetscape aesthetics, pursue access management conversions, and provide pedestrian and drainage improvements.**

The future desired development in urban areas will necessitate partnerships with landowners and businesses as steps are taken to enhance streets and revamp old streets. Understanding the needs of these businesses and opportunities for partnership will help build trust and cost-sharing for key projects. As some of the more difficult conversions are explored, such as access management retrofits, working with property owners to retain their access and parking needs is a challenging but necessary step. Pedestrian and drainage improvements will have recognizable benefits to these landowners and finding this balance should be sought by the City in these endeavors.

#### **2.2.6. Continue to assess pavement conditions throughout the city, primarily in older areas of the community where additional investments may be needed.**

Pavement condition assessment and the appropriate method and timing of resurfacing is a topic of great importance to many Temple residents. Particularly in areas of the community, where soil conditions, stormwater and over-use have over-extended the capabilities of the facility. Older areas of town in particular need detailed review of thoroughfares and neighborhood streets. Some of these areas have received recent re-paving, curbing and stormwater improvements, but many old Temple streets in the city center and east side have



South 1st Street conceptual streetscape design  
Source: 2014 Downtown Strategic Plan

deferred maintenance on streets. In the ongoing efforts to create Neighborhood Plans in the center city, the City should seek input from residents regarding needed pavement resurfacings and include such recommendations in the adopted plans. Temple should then include these and other streets in funding schedules to ensure long-lasting surface materials and improve drainage.

#### **2.2.7. Evaluate opportunities to invest in transportation demand management and smart city technologies to improve transportation efficiency.**

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Transportation Demand Management (TDM) is an overarching term for strategies that increase the overall efficiency of a transportation system with a priority focus on encouraging a reduction of single-occupant vehicles trips (i.e., through an improved multi-modal transportation system) and through shifting of trips outside of peak periods. For a growing city the size of Temple, a greater focus may be to establish a proactive set of land use policies which reduce the need for travel through transportation-efficient land uses (e.g., neighborhood services near residential areas, higher intensity mixed-use activity centers, etc.) and a focus on maximizing the use of smart city technologies to improve transportation efficiency. Some of these smart city technologies may include real-time weather monitoring systems to enhance traffic safety, intelligent and adaptive traffic control devices which react to changing traffic patterns and public safety emergency needs, effective parking management, enhanced transit services, etc.

#### **2.2.8. Proactively monitor predicted changes to the transportation system stemming from the onset of autonomous vehicle technologies.**

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As autonomous vehicle technology slowly begins to improve and become accepted in the public eye, street design and driving habits will need to evolve as well. Whether autonomous vehicles will have the disruptive impact that some predict is unknown, but this technology has the ability to change commuting decisions, peak driving times, intersection design, pedestrian facilities and other key components of the traditional transportation system. Driver-less vehicle technologies is an evolutionary impact like many other tech improvements, but has the potential to change mindsets and social decisions based on proximity and timeframes.

#### **2.2.9. Conduct signal warrant studies as volumes increase with new development.**

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As growth changes traffic patterns and increases vehicular volumes along major corridors, key intersections need to be monitored to determine whether they warrant signalization. Many of these thoroughfares are TxDOT-operated facilities so coordination with their staff will be critical. Using the thoroughfare plan as a guide to where future locations of key intersections and connectivity will help alleviate pressure on certain intersections on key corridors.

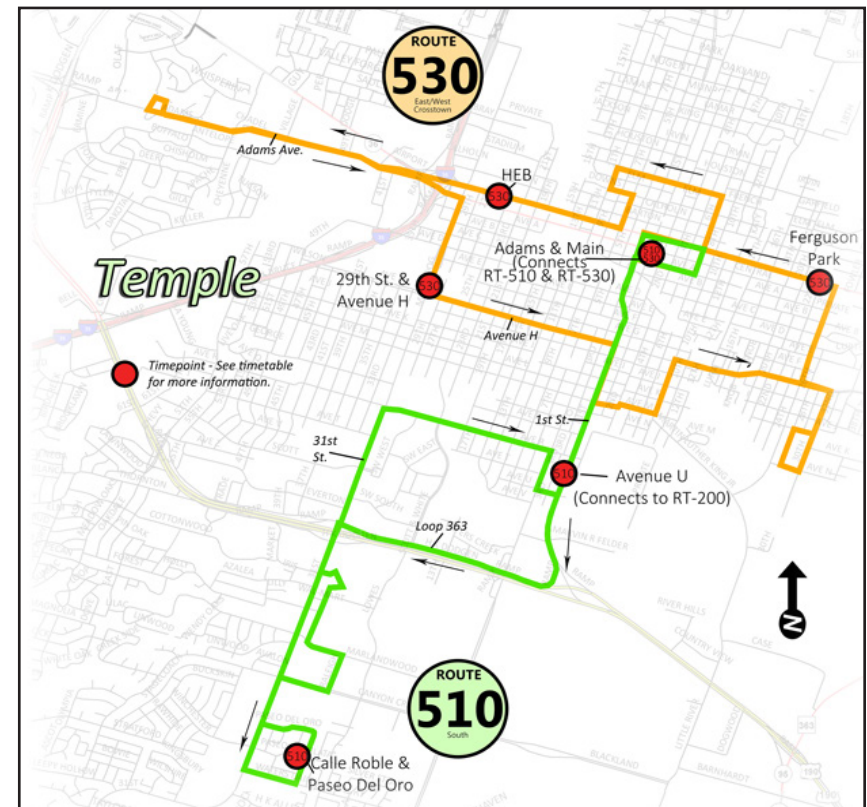


**Commitment 2.3. Alternate Mobility (Transit, Active Transportation, Trails, Emerging):** Advance Temple's multi-modal transportation system to improve pedestrian and bicycle connectivity through Complete Streets comprised of enhanced transit, active transportation, trails, sidewalks, and other emerging mobility options.

## Initiatives:

### 2.3.1. Coordinate with the Hill Country Transit District (HCTD) to evaluate Temple routes and fares to maximize service to area destinations.

Although transit responsibility for Temple's 510 and 530 circulators resides with the Hill Country Transit District (HCTD), there are reasons why the City should be proactive regarding its success and expansion, including improved transportation choice (particularly as a growing part of a multi-modal initiative), greater personal savings (for those that cannot or do not want a car), improved air quality, and economic stimulation. However, a quality transit circulator needs to be designed to connect as directly as possible to important destinations and have good availability and frequency. As such, the City should partner with the HCTD to examine routes and destinations, timings, frequencies, etc. This includes discussions related to establishing a HOP route to the northern industrial and business areas parks and expanding nighttime service hours to employment centers and other key City destinations. In some instances, however, a regional mobility provider (particularly ones that server much larger, rural areas) is not suited or does not have the capacity to expand or improve a portion of the overall regional system. In these instances, many cities the size of Temple have determined that it may be more advantageous to establish their own circulator or trolley system as it provides greater control and autonomy over the system



Source: Hill Country Transit District

*The City should pursue greater interaction with the HCTD to exam and improve routes and destinations, timings, frequencies.*

extent, quality, frequency of service. Moving forward, the City should first initiate discussions with the HCTD to determine opportunities to improve the system. If the opportunities do not provide for an adequate improvement to the transit service in Temple, then the City should undertake a feasibility study to evaluate the cost versus benefits of operating its own circulator system.

### **2.3.2. Continue to invest in public projects that promote/enhance the walkability of Temple, primarily off-street connectivity from Temple neighborhoods to parks, schools, and other community destinations (e.g., Safe Routes to School).**

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There are definitely changing preferences regarding accessibility and quality of alternate forms of mobility. These include increased demand for more pedestrian and bicycling infrastructure, access to public transit or ride-sharing programs, among other associated improvements. Previously, these “other” forms of mobility were included as “after thoughts” after vehicular mobility was maximized. Today, these alternate mobility options are increasingly becoming required quality of life improvements, and in some cases, being prioritized over vehicular improvements. Moving forward, the City should continue to identify and invest in additional public projects which promote/enhance the walkability of Temple, including Safe Routes to School projects.

### **2.3.3. Initiate a sidewalk inventory and gap analysis as part of a citywide Sidewalk Master Plan to improve pedestrian connectivity and condition of sidewalk facilities.**

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As part of the preparation of a Sidewalk Master Plan, the City should conduct a community-wide sidewalk inventory to denote the existence or non-existence of sidewalks along each street. This should include an inventory of segments that are in poor condition or unfit for safe use (particularly for disadvantaged populations), as well as barriers to connectivity. Proposed improvements should be prioritized and included in the next update to the City's five-year capital improvement program (CIP). The program should include a prioritization of projects, with the highest priority assigned to areas most likely in need of sidewalks such as around schools, downtown, parks, and other areas where there is a high propensity for walking. Utilize spatial analysis tools such as GIS to map out condition assessment and priority needs.

### **2.3.4 Prepare amendments to the Unified Development Code to ensure neighborhood pedestrian connections to nearby collector and arterial streets.**

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Temple's subdivision requirements only require sidewalks along collector roadways and not local streets. Additionally, there exists no authority for the Director to work with a development to ensure common-sense connections between new neighborhood streets and major thoroughfares, which are critical accessways for people. A review and amendment of the codes to place an emphasis on direct pathway connections (whether private or publicly accessible) will ensure needed pedestrian facilities for those seeking to move freely and directly around Temple's neighborhoods.

### **2.3.5. Continue to design streets and financially support bus service to provide alternative transportation options for people to get to places of employment and other destinations.**

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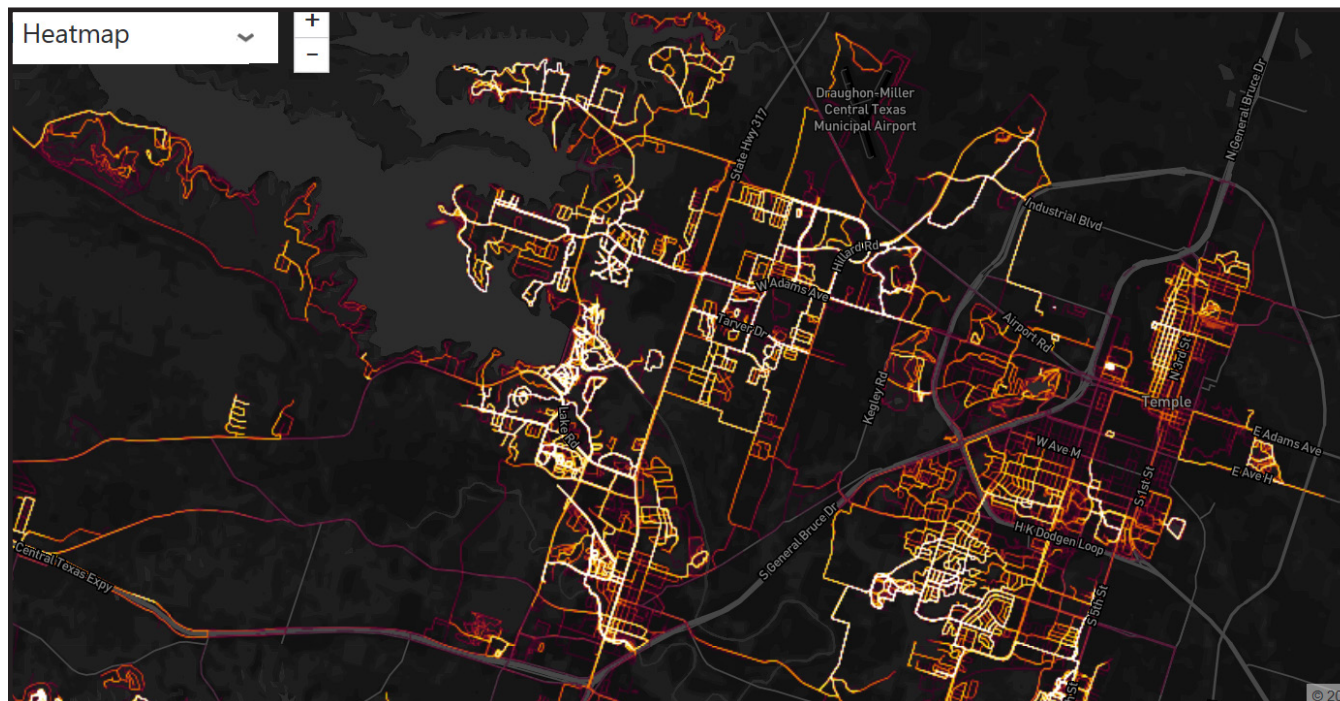
To increase transit use, it will require improvements to transit facilities, whether those are managed by HCTD. Even if the HCTD manages the system and not Temple there are still opportunities for the City to partner to improve the system. One opportunity could be to improve street design to better facilitate transit stops. Other improvements could include financial support for improved transit stop amenities, include all-weather shelters (for protection from rain, hot sun, and other elements), benches (for seating), trash cans (for maintaining cleanliness), concrete or paved connections to the curb (for disabled populations), appropriate maps and signage (for fare and route information), monitors for real-time information or phone apps, public art, lighting, and advertising (potentially to offset the costs of installing these types of amenities).





Strava global heat map for **cycling** in Temple, Texas.

Source: Strava



Strava global heat map for **running** in Temple, Texas.

Strava is a company that supports the preparation of global heat maps. The maps delineate the concentration of aggregated user data (through tracking of fitness apps through phones) for running and biking in Temple and across the world. The maps include aggregated data comprised of the past two years and are updated monthly. In these maps, brighter colors indicate a higher intensity of users. As can be seen in the images, currently, higher concentrations of bicycling and running use occur in more of the newer suburban areas to the west and southwest. Source: Strava.com; data collected June 2019.



### **2.3.6. Develop an active transportation plan to determine appropriate locations for on-street bike lanes in Temple.**

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As can be seen in the Strava global heat maps (page 148) for running and bicycling in Temple, the City does have a strong contingent of citizens (or visitors) who bicycle, run, or do other similar exercise as captured through fitness trackers associated with Strava (see sidebar). As can be seen in the data, road bikers make good use of some of the more rural roads in Temple's ETJ, while runners are more closely keeping to some of the newer neighborhoods and greater penetration towards downtown. As the City continues to advance the active transportation network in Temple, it will need to identify and prioritize the most beneficial connections between key destinations (e.g., parks, schools, retail, employment, and downtown). Public input showed strong support for improving or adding sidewalks and places to walk (almost 75% thought it was either very important or important) and for providing additional trails (over 50%). An active transportation plan (focused on on-street bike lanes) should be established in coordination with the predominantly off-street trail and sidewalk system set out in the 2020 Parks and Trails Plan.

### **2.3.7. Construct phases of the Georgetown Railroad regional trail in partnership with the City of Belton to provide a hike/bike connection between the two cities.**

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The benefits to trails and greenways are often viewed narrowly as simply a recreational amenity. However, trails, and in particularly longer, connecting linear trails, provide a host of additional benefits, including improved community health, enhanced transportation linkages, protection of sensitive natural resources, conservation and promoting of historic resources and community identity, enhanced livability, and economic revitalization and growth. Indeed, when viewed through all the lens of all community benefits, the impact of trails is far-reaching. For the cities of Temple and Belton, there is an opportunity to establish a regionally-serving rails-to-trails linkage between the two

cities, connecting Temple's 31st Street (which connects to downtown Temple) to the City of Belton. This potential trail linkage is a significant opportunity for both communities and the City should consider partnering to develop a multi-jurisdictional rails-to-trails master plan for this important corridor.

### **2.3.8. Prepare for emerging alternative mobility sources and reduce traffic by adopting a Complete Streets policy, off-street trail connectivity, and street amenities.**

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Shared micromobility is a growing trend across the country in large, and increasingly, mid-sized, cities. It is predominantly comprised of shared bicycle and scooter rentals and serves a need for non-personal vehicle transportation choice for distances of 0.5-mile to three miles between destinations, provided there is a quality connection between destinations. Anything shorter and it is easier to walk; anything longer and it is probably more likely to take public transit or do a ride share (e.g., Uber or Lyft). Moving forward, the City should identify opportunities to partner with KTMPO, Temple College and others, with a goal to connect more area destinations within the city. As part of consideration of code updates to implement this Plan, Temple should consider a local adoption of Complete Streets policy to drive the design standards for future streets. This may include targeted areas of the city, major thoroughfares, and/or local streets that are desired for multi-modal design components.

**Goal 3. Economic Prosperity:** Expand Temple's burgeoning economy through targeted economic development initiatives, marketing, destination attractions, and community support of quality development.

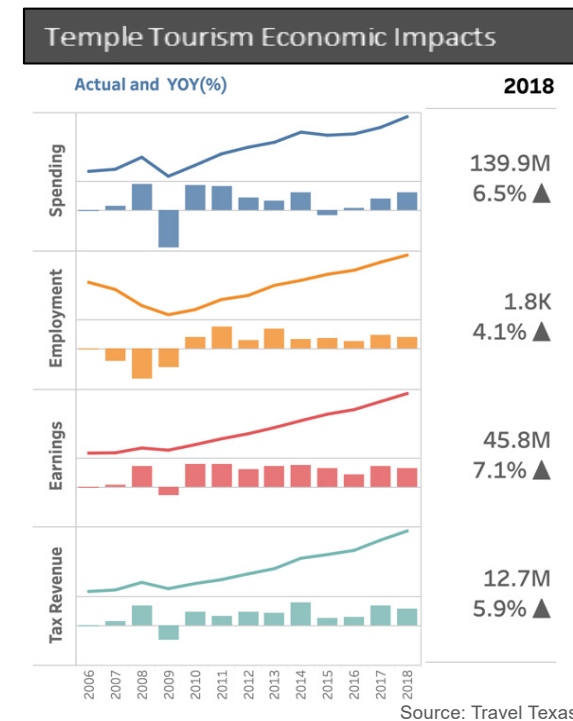
**Commitment 3.1. Economic Growth:** Create innovative economic policies, programs, and projects that maximize first-class developments, increase wealth, population, and jobs in Temple.

#### Initiatives:

##### 3.1.1. Elevate efforts to promote Temple as a destination, including more convention space, hotels, sports tourism, through a destination strategic plan.

According to Travel Texas, tourism contributes over \$80M to the economy. As of 2018, tourism created \$139.9M to the Temple economy, which created \$12.7M of tax revenue. As subset, sports tourism, is one of the fastest growing sectors of sport, recreation, events and entertainment facilities. Sports tourism includes active participation, attending events, and training. In addition, there has been an increase in sports related retail, including golf, pickleball, baseball, and other sports venues. To explore the feasibility and suitability of additional tourism venues, the City should:

- Move forward with the creation of a destination strategic plan
- Create a convention center strategic plan
- Explore strategic locations where different visitor venues/attractions align with economic and physical opportunities
- Conduct a feasibility/merchandising plan for identified venues

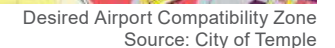


##### 3.1.2. Develop a “buy local” campaign for Temple area businesses.

Create a local committee to coordinate a “buy local” program. Explore funding mechanisms to handle promotion, events, programming and overhead.

- Encourage local businesses to participate in Independents Week, the first week of July each year.
- Encourage local businesses to participate in Small Business Saturday.
- Explore more weekend events such as live music, programming, local culture and arts events, to support local downtown businesses.

Implement the Airport Master Plan through the completion of a new Fixed-Based Operation (FBO) Terminal. The airport is a major recruitment tool for new businesses and provides key transportation options for existing businesses of all sizes. Continuing to invest in capital upgrades and maintain the airport's facilities, amenities, hangars, grounds, etc. helps to recruit and retain first-class businesses in Temple. The City should continue to work with TIRZ #1 Board to implement priority projects, complete land acquisition to achieve the ultimate airport property boundary, and adjacent mixed-use corporate campus plan. Additionally, as part of the next-step development zoning code amendments, Temple should create design standards for airport-compatible land uses in the area designated in the image on the right. These standards may include noise considerations, buffering, height, appropriate uses, among others.





#### **3.1.4. Continue the strong relationship with the Temple Economic Development Corporation (TEDC) to sustain an effective and coordinated Business attraction, Retention, and Expansion (BRE) program.**

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The BRE program should support the retention and expansion of Temple's existing businesses, support startups and entrepreneurs, enable existing businesses to grow and reach their potential, and support major anchors in expanding nationally and internationally with products and services. To enhance the BRE efforts, the City should support TEDC in serving as a "concierge" within TEDC to function as a primary facilitator between the City, the company, other organizations, skills training, secondary and post-secondary education curriculum, and talent development. The focus should be accessibility to all companies regardless of size and type and to maintain annual visits on 250+ of the top companies within Temple. Data for each company should be tracked and maintained in an on-line system in order to maintain accountability and information that can help cross pollinate opportunities between organizations.

#### **3.1.5. Continue efforts to recruit high-quality employers pursuant to Temple's targeted industry study.**

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The following steps are recommended for Temple to continue recruitment of high-quality industries:

- Maintain a list of qualified sites, including available infrastructure, land use, zoning, ownership contact, pricing, feasibility of development, estimated development costs.
- Explore creating a virtual business park for future corporate/ industrial opportunities.
- Maintain infrastructure and amenities within existing corporate business parks (Central Point).
- Develop a list of prospects, maintaining a close win ratio, the amount of public incentives as a ratio of private investment, number of overall jobs created vs the number of jobs "won" in targeted

industries, average pay, and total private investment. A primary focus should be on employers with at least 50-75 person companies with higher paying jobs.

- Participate in national and international recruitment trips within the Advanced Manufacturing, Distribution and Logistics, Health and Life Sciences, Aviation and Maintenance Repair Operations, Security and Intelligence, or other emerging high-impact industries.
- Host brokers that specialize in Advanced Manufacturing, Distribution and Logistics, Health and Life Sciences, Aviation and Maintenance Repair Operations, Security and Intelligence, or other emerging high-impact industries.
- Participate in local trade shows that provide increased education, outreach, and market opportunities for Temple that cater to targeted industries, quality retail, tourism, and other economic development.

#### **3.1.6. Utilize an economic impact analysis for all economic development projects requesting incentives.**

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Economic incentives should target payback within 10 years, target 10:1 private to public investment, focus on projects that are catalytic, be prioritized towards high impact primary jobs and infrastructure, or within targeted investment areas. Conduct an analysis for all incentive applications to analyze direct and indirect benefits of prospective transactions. This will ensure a fiscally-responsible, metric-based process that ensures that Temple remains competitive to land employers and quality developments in desired areas of town.

#### **3.1.7. Work with telecommunication providers to ensure broadband access and 5G wireless service throughout Temple to support business retention and recruitment.**

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Communication is critical for local businesses to stay competitive while providing their service to the marketplace. Temple is in a regional environment but away from larger metro areas where more established and continuously-upgraded broadband infrastructure exists. Further,

modern communication methods are critical to appeal to younger generations, remote business users, and start-ups. Continue positive relationships with providers to ensure that the community and its users are at the forefront of technology upgrades.

**3.1.8. Promote Temple through positive story feeds as part of a cohesive digital communication that aligns with the Temple brand, core values, and strategic initiatives.**

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Marketing and branding should be coordinated across the City, TEDC and other affiliates. All content, including articles, profiles, social media, website content, and other outlets should focus on positive stories that articulate the value proposition of Temple, amplify its quality of life, promote the city, inform residents of investments, growth, initiatives, and creates positive value for the city, residents, visitors, employees, employers, and guests.



**Commitment 3.2. Workforce Training and Development:** Improve local workforce skillsets to establish Temple as a regional destination for high-quality jobs.

### **Initiatives:**

#### **3.2.1. Partner with area colleges, the Texas Workforce Commission (TWC) and local businesses to develop a workforce training program.**

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The City should identify opportunities to coordinate with TWC, area colleges and other partners to help connect and train workforce talent in the industries prominent in Temple, such as healthcare, technology, manufacturing, etc. This skilled workers/training program could help to ensure a sustainable and available workforce to meet growth demands. This type of partnership will help to provide existing businesses with a ready and trained workforce, and residents with quality employment opportunities.

#### **3.2.2. Promote flexible businesses for the creative class, focusing on high-tech, cyber-security, science, engineering, education, arts, design, and media.**

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American cities are in competition for today's and tomorrow's brightest workforce, and many are realizing that their cities' economic future hinges less on luring new companies to town, but on their ability to entice and engage the next generation of professionals. The creative class, comprised of professionals in the healthcare, business, and finance industry; scientists, engineers, and innovators; artists, designers, writers, and musicians; make up more than half of the workforce in the leading metro areas. As the City continues to pursue economic development, it needs to identify opportunities to help promote the quality of life and flexible business environments sought after by the creative class.

#### **3.2.3. Promote the engagement and connectedness of local talent by recruiting and involving employers from the local anchor institutions.**

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The anchor institutions (e.g., the medical institutions and institutions of higher learning) wield an immense amount of financial and human capital in the City and beyond. As such, their corporate administrative and hiring practices can greatly impact the Temple community. Moving forward, the City should proactively promote and support outreach and partnerships between the City, the Chamber, and these anchor institutions to hire local residents through local recruitment and job training programs (see Initiative 3.2.1).

#### **3.2.4. Identify and promote local incentives for home-grown talent to return to Temple after college.**

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Similar to other job programs, the City should identify additional opportunities to promote local incentives to recruit home-grown talent back to Temple after college. This could include financial incentives such as alleviating school debts (e.g., a “Come Home Award” program like the one in St. Clair County, Michigan), offering and promoting incentives for home buying, and other investments to attract the Millennial generation to Temple (e.g., addressing how they value diverse neighborhoods, proximity to jobs, and entertainment, with more emphasis on connectedness of a life/work balance).

#### **3.2.5. Continue to focus on quality of life elements, “experience” attractions, and housing choice to retain and attract young professionals.**

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As the City's population grows over time, a corresponding need for adequate and affordable workforce housing will be needed. To attract young professionals, these areas should be both affordable and include a diversified choice of housing types, mixed-use, and walkable neighborhoods with close proximity to services, employment, entertainment, recreation, and civic uses.



**Commitment 3.3. Catalyst Areas:** Provide public investment in infrastructure, facilities, and incentives to spur catalytic momentum in partnership with future private development.

## **Initiatives:**

### **3.3.1. Develop a formalized process for planning, designing, and investing in catalyst areas, including the following steps:**

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- Create a written policy that outlines criteria and support for development that aligns with the City's core values, integrate first-class design, and deliver strong economic benefits.
- Create and maintain a list of key infrastructure that can support new development with required services within key catalyst areas.
- Create a landing page on the City and TEDC website and marketing material that showcases each catalyst area.
- Explore opportunities to partner with the private sector to integrate green infrastructure and prioritize public investment that catalyze and benefit multiple projects.
- Create a merchandising plan for each catalyst area and recruit quality entertainment, retail, restaurants that can support corporate attraction, enhance downtown, and activate catalyst areas (including downtown).
- Develop a list of brokers and developers that specialize in the types of developments desired in each catalyst area and create a targeted campaign to promote Temple to qualified targets.

### **3.3.2. Develop a sub-area plan for the I-35 and I-14 corridors to identify how these important interstate gateways can better capture their important economic role serving the greater region.**

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Temple has an I-35 corridor zoning overlay, with development characteristics based on area. In a review of this zoning overlay, it is recommended that the City create a sub-area plan from Industrial Boulevard north to the Temple City limits that should focus on quality, integrated developments, protects the northern gateway, and an expanded development node at Dodgen Loop and I-35. Simultaneously, second sub-area plan from Enterprise Road south to Dodgen Loop should be created with a focus on expanding mixed-use and retail areas at major intersections, increasing accessibility and connectivity, and maximizing economic development in order to increase regional gravity, and contributing to the health and overall vitality within Temple. When the new I-14 corridor is made official, the City should immediately commence on defining a sub-area plan for this important gateway to ensure enhanced design characteristics.

### **3.3.3. Partner with landowners to complete a sub-area plan to revitalize and redevelop the area in and around the Temple Mall for dense housing, hotels and retail.**

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Temple Mall and its surrounding properties are undergoing a critical turning point for next-generation adaption and development. Work with the landowners and prospective developers to establish a master plan to phase re-development in concert with market shifts. Seek high-density housing and vertical mixed opportunities to establish critical mass to support a retail and experience destination for the next generation. Across the country, traditional malls continue to go out of business in favor of mixed-use lifestyle centers focused on restaurants and destination retail. These again mall properties are ripe for redevelopment as they typically contain high percentage of impervious surface, expansive surface parking lots, and locations containing great access and visibility. The next generation of development on

these sites has to start with demand, meaning the residential footprint should account for approximately half of the site yet should be carefully designed for employment and retail space for success. Ensure that this Activity Center is well-planned for necessary infrastructure, pedestrian and vehicle circulation, and contains design elements that are in harmony with TMED. These design elements should be captured through a zoning plan for the property that captures the desired character of development.



Temple Mall site , South 31st and Dodgen Loop

#### **3.3.4. Partner with private development interests to create destination attractions along the Leon River, particularly the area adjacent to Bend of the River.**

Opportunities to develop along the Leon River are beginning to emerge in Temple as the unique natural asset gains recognition by the City and the development community. The pending master-planned development of the Rueben D. Talasek Bend of the River along IH-35 and fronting the Leon River is potentially a major catalyst along the Leon River for the first time for Temple. Finalize the masterplan and explore various funding mechanisms that can create a sustainable revenue source for a first-class destination at Bend of the River. Funding could include ticket sales to events, annual memberships, corporate sponsorships, and other benefactors. In addition to the planned park amenities, explore commercial (revenue-producing) uses that can serve local and regional visitors and Temple residents. As Bend of the River becomes a growing destination for parties and events, opportunities for a partnership are underway with an adjacent landowner for commercial and entertainment activity that takes advantage of the river corridor. As Temple grows and more interest is taken along the Leon River for development potential, the City should step into a strong role of financial and regulatory partner to both encourage interesting projects while also protecting the sensitivity and volatility of the river corridor.

**3.3.5. Consider a developer Request for Interest (RFI) to redevelop the Martin Luther King Festival Grounds downtown to advance opportunities for a strategically-located urban development, and relocate the festival area.**

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Conduct a market analysis and small area plan to determine the highest and best use for the Martin Luther King Festival Grounds, the current site for the annual Bloomin' Temple Festival. Such a consideration should include ample public engagement to obtain public input on the benefits of redevelopment versus the local economic impacts of the current use of the facility. In addition, the assessment should include review of alternative locations and the benefits of relocating the venue to a new location within Temple, including synergy with other facilities, catalytic benefits to the surrounding area, economic potential, traffic impacts, expansion flexibility, and operational efficiencies. The RFI evaluation should consider the financial impacts, experience of operators, approach, neighborhood preservation, scale, vision, and overall business plan.



*Live music is the perfect opportunity to bring the community together.*

**3.3.6 Consider riverfront and lakefront development opportunities to create amenities in these unique locations.**

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The Leon River and Belton Lake offer amenity opportunities that have not been captured in Temple from a high-density, commercial amenity standpoint. The area does have some parkland and low-density riverfront and lakefront residential, so far there has not yet been activity center development that take advantage of the waterfront opportunity. As Temple continues to grow and land becomes more and more scarce, locations such as the Lake and along the Leon River potentially could become more attractive as economic drivers. Examples could include high-density residential with trails and activities, restaurant clusters, hotels and even resorts. Access to these locations, consideration of height and compatibility with Fort Hood (see the JLUS Study), plus environmental sensitivity are all factors that will need to be taken into account, as well as adjacent land uses. The opportunity may arise for Temple to consider potentially exciting new development in these areas. These opportunities may come through partnerships with landowners and developers, case-by-case consideration of proposed projects, a special area plan or study initiated by the City, or a combination of the above. Moving forward, using the Future Development Plan as a guide and pursuing a balanced approach to riverfront and lakefront property will create destination zones that the community is seeking.



**Commitment 3.4. TIRZ:** Utilize TIRZ funding to support well-managed growth, development, and smart infrastructure that promotes economic development initiatives which establish Temple as a choice live-work-play community.

## Initiatives:

### 3.4.1. Continue to work with TIRZ #1 Board to ensure integration of CIP projects to support infrastructure and beautification efforts.

Within the Temple Industrial Park, continue to:

- Review project and financing plan and target investment that can provide access and connectivity across multi-modal transportation options (trails, rails, and trucks).
- Continue to evaluate investments and upgrades to sites to accelerate the developability of key sites.
- Conduct a site assessment to identify and expand the industrial park and corporate campus area to ensure supply of available corporate and industrial sites in the future.
- Conduct a water and sewer needs assessment to understand water capacity and wastewater for future business growth.

Within downtown:

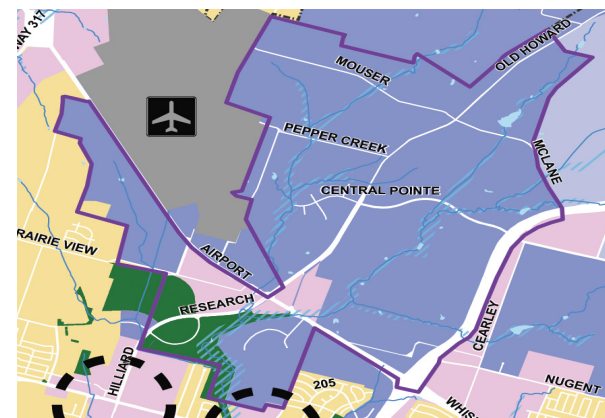
- Explore projects that can catalyze private sector investment in the form of façade improvement, feasibility study grants, and larger scale renovation and redevelopment programs within downtown.
- Continue to invest in lighting, landscaping, parking, and streetscapes in strategic locations within downtown.
- Explore creating open space, small plazas, parks and public gathering spaces in key areas within the downtown core to cater to events, festivals, and gatherings
- Explore funding mechanisms to expand public safety and ongoing operational expenses.

### 3.4.2. Support and encourage industrial and business park growth to fund TIRZ #1 quality of life improvements.

Continue to explore and prioritize infrastructure needs, targeted outreach efforts, and marketing that helps procure strategic corporate users (or helps expand existing businesses) within the employment centers within TIRZ #1. Explore land banking in order to create future expansion within the business park and industrial park. Create unique and innovative branding and marketing for each sub-area within each district to create a unique identity and attract synergistic businesses that can create strong economic clusters.

### 3.4.3. Pursue and incentivize desired corporate partners to locate in the area proposed to be a "corporate campus" to attract larger, diversified corporate employers to Temple.

As identified in the 2030 Quality of Life Plan, the area near the airport in northwest Temple is planned for a corporate campus environment. This area is intended to be comprised of a mix of uses with a primary focus on attracting large diversified corporate employers to a high quality corporate campus. Completing a master plan for this corporate campus area will expand the uses from an office and business-oriented foundation to include residential, retail, and amenities. As the City moves forward with these plans, it may need to pursue and incentivize desired corporate partners to relocate to this area.



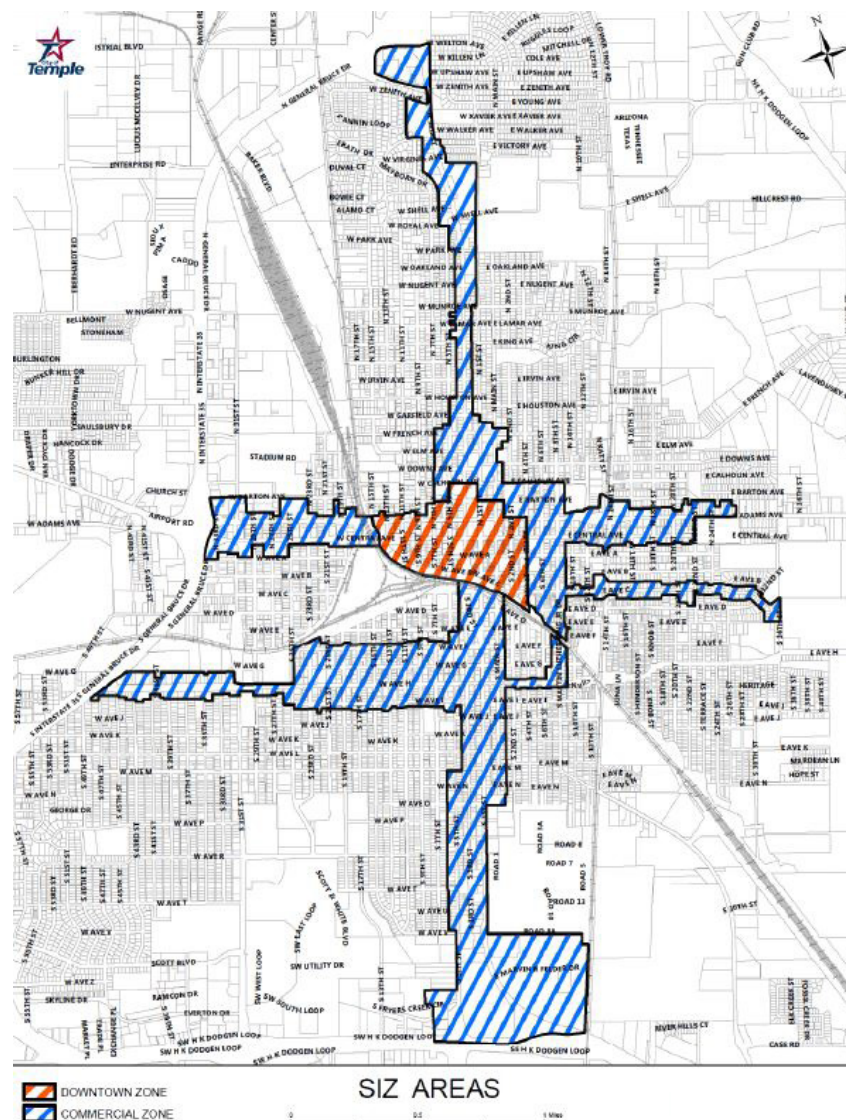
*The Corporate Campus area identified on the Future Development Plan, as well as the TIRZ #1 2030 Quality of Life Master Plan (shown in purple outline).*

#### 3.4.4. Continue to update the IH-35 Corridor Overlay zoning district to streamline and modernize regulations and promote a strong image of Temple.

Update zoning to accommodate the unique attributes of each IH-35 sub-area. In addition to sub-area masterplans, explore creating a new regulating plan that integrates a flexible block structure tailored to the character area, explore special parking standards tailored to each sub-area, explore expanding TIRZ #1 to the I-35 corridor to expand funding alternatives, update and upgrade design regulations to ensure high-quality consistent development patterns.

#### 3.4.5. Initiate a program to assist with repairs to homes in neighborhoods within the Strategic Investment Zone (SIZ) and parcels directly connected to the SIZ.

Conduct a Neighborhood Unit housing assessment and prioritize based upon factors affecting sustainability and vitality of neighborhood health (distressed sales, # of sales, open space, crime, age of housing, tenure, commercial quality, zoning, code violations/compliance, housing diversity, and other factors, cost of service vs impact, historical CIP investments, and other factors). For each area with greater concentration of factors, conduct a neighborhood revitalization initiative including volunteer clean up and repair projects. A good example of this initiative in action is Plano's Love Where You Live Program. Create a neighborhood monitoring system to track neighborhood health and trends over time. This could integrate with code compliance, planning, and economic development to share data and projects citywide.



Temple's Strategic Investment Zones (2019)



## FOCUS AREA: PUBLIC SAFETY

**Goal 4. Public Safety and Health:** Provide exceptional public safety services and protect the health, safety, and welfare of the Temple community.

**Commitment 4.1. Police Services:** Provide effective police services to protect the health, safety, and welfare of the Temple community.

### Initiatives:

#### **4.1.1. Evaluate longer-term need and opportunities for establishing police sub-stations on the west and south sides of Temple concurrent with growth.**

Different than the logical and sequential growth of fire stations, police departments often operate out of a single main station. As cities grow the size of Temple and larger, they start to evaluate the need to create additional substations in areas of greatest need, or to create better geographic accessibility. Although the City may not currently be ready to establish additional substations, an evaluation should be undertaken about future potential sub-stations in the highest growth areas of west and south Temple.

#### **4.1.2. Increase police officer hiring efforts to return to full staffing levels needed to account for recent growth increases.**

One of the core responsibilities of municipal government is to provide for the public health, safety, and general welfare of their citizens. In cities with higher growth rates, like Temple, competing budget priorities sometimes makes it more difficult to keep up with the ever growing demand for new or expanded services. In Temple, although the respondents of the online public survey expressed overall satisfaction with police services (almost 70 percent), they identified that the need for safe neighborhoods was the highest quality of life factor (almost 17 percent points higher than the second factor of overall cost of living) and reducing crime in neighborhoods was the most important issue to address (a priority for almost 90 percent of the respondents and approximately 15 percentage points above the second most important issue of improving sidewalks). As such, the City should consider a near-term evaluation of police service needs and undertake public outreach as the City moves forward with next steps.

#### **4.1.3. Regularly evaluate demand on police staffing to ensure adequate staffing levels and facility capacity to effectively respond to increases in growth and associated call volume.**

In order to maintain its ability to efficiently and effectively protect the Temple community, the City should regularly conduct a formal evaluation of police services to ensure adequate staffing levels and sufficient facility capacity to perform the necessary services. This would include evaluating population and geographic growth of the City, GIS





*Police departments who are frequently involved in positive outreach and engagement out in the community are also the departments with the greatest citizen relationships.*

spatial analysis, service calls, staffing levels, facility constraints, and training needs. This comprehensive analysis should be done annually and can be included as part of the annual police department report, and summarized during the budget request and evaluation process.

#### **4.1.4. Continue to maintain or expand support to offer police safety-related community service and educational programs to the Temple community.**

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As is evident across the country and in Temple, police departments do a lot more than just law enforcement. Indeed, the Temple police department is involved in a significant amount of community education and engagement activities throughout the year, from a Citizen's Police Academy to National Night Out. Departments who are frequently involved in positive outreach and engagement out in the community are also the departments with the greatest citizen relationships. In other words, it is these types of events that build the most community support

and trust. Moving forward, the City should continue to ensure there is adequate staffing and budget to continue or expand these types of community programs.

#### **4.1.5. Evaluate opportunities to reduce recidivism rates in Temple in conjunction with Bell County and ongoing efforts of Community Policing.**

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In many cities across the U.S., incarcerations include a lot of arrests for the same repeat offenders. This was a topic discussed in Temple as part of the early public engagement efforts. The City should consider partnering with area stakeholders to evaluate opportunities and initiatives to reduce recidivism rates through improved shelter, rehabilitation and treatment of mental illnesses, workforce training, and other support for released inmates.

## **Commitment 4.2. Fire Services:** Provide effective fire services to protect the health, safety, and welfare of the Temple community.

### **Initiatives:**

#### **4.2.1. Continue to evaluate longer-term need and opportunities for establishing new fire stations concurrent with growth.**

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Unlike police stations, the number and location of fire stations is guided by response times and call volumes. Temple references ISO and National Fire Protection Association (NFPA) to help guide a locally-adopted standard of coverage and is used to site fire stations. In the near future, the City will need to continue to evaluate the need for new fire stations concurrent with growth. This may include an evaluation of response times with each new expansion of the city limits/service area, after each new fire station is built, and after a major street has increased connectivity in the community.

#### **4.2.2. Develop appropriate guidelines for accepting proposed dedicated property for future fire stations as part of new development.**

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For most cities, new fire station development occurs concurrent with growth, sometimes proactively and sometimes retroactively to better meet NFPA 1710 response time targets (see Initiative 4.2.1). In some cities, new properties are identified and dedicated to the city by the development community as part of an approval. In cities where appropriate guidelines are established regarding fire station property dedication acceptance, this often results in significant cost savings. In cities with no guidelines, many times the dedicated property is not in the right location, or the right size or configuration. Moving forward, the City should consider developing proactive guidelines to identify the minimum property requirements to site a future fire station.

#### **4.2.3. Regularly evaluate demand on fire staffing to ensure adequate staffing levels and facility capacity to effectively respond to increases in growth and associated call volume.**

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In Texas, fire departments adhere to Chapter 435, Fire Fighter Safety, of the Texas Administrative Code. This code includes guidance on fire department staffing studies (§ 435.7) and fire fighter safety (§.435.17) which cross-references national standards and is known as the 2-in / 2-out rule. In order to maintain its ability to efficiently and effectively protect the Temple community, the City should regularly conduct a formal evaluation of services to ensure adequate staffing levels and sufficient facility capacity to perform the necessary services. This would include evaluating population and geographic growth, service calls, staffing levels, facility constraints, and training needs. This comprehensive analysis should be done annually and can be included as part of the annual fire department report, and summarized during the budget request and evaluation process.

#### **4.2.4. Continue to identify and evaluate opportunities to achieve and maintain national fire service response and staffing standards.**

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Nationally, fire department staffing is often guided by NFPA standards set out in NFPA 1710 (i.e., the Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations and Special Operations to the Public by Career Departments). These guiding documents help to specify the minimum standards for the operation and deployment of fire suppression, emergency medical services, and special operations responses. While meeting these standards are difficult for most departments, it is important to continually identify opportunities to meet minimum recommended standards and to identify appropriate funds for future staffing, stations, and operations.





*It is important that the City provide adequate staffing and resources to the Temple Fire Department.*

#### **4.2.5. Evaluate service options to the ETJ for new development proposals if not requesting annexation into the City limits.**

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Recent state law regarding annexation for many of our Texas cities has made the consideration of annexation much more complex. The long-term effect of on how Texas cities will grow and provide services is still unknown, particularly if more and more development occurs in the less regulated extraterritorial jurisdiction (ETJ). The City is going to need to identify how, or if, City services (like fire protection) are extended into the ETJ if the landowner and/or developer is not requesting annexation.

#### **4.2.6. Continue to evaluate opportunities to maintain or improve the City's Insurance Services Office (ISO) ratings.**

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Many insurance companies across the country utilize ISO ratings (Insurance Services Office established rates) as part of the determination in costing insurance premiums for private individuals and business owners. ISO ratings are based on a scale from one to 10, with one being the best. Fire departments, among other city departments,

can have a huge impact on the ISO rating, and as such, the insurance ratings of the Temple community. Some of the metrics used in the determination of ISO ratings include emergency communications, fire department staffing, adequacy of equipment and training, and water supply. Moving forward, the City should continue to monitor its metrics and identify opportunities to continually improve this rating as may be financially feasible.

#### **4.2.7. Continue to maintain or expand support to offer fire safety-related community service and educational programs to the Temple community.**

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Similar to the need and extent for police department community outreach and education, the Temple Fire Department is also involved in these types of activities, including the Temple Fire Academy and the Junior Fire Cadet Program. Moving forward, the City should continue to provide adequate staffing and resources to ensure these types of community programs are maintained or expanded over time.



**Commitment 4.3. Community Health:** Protect the health, safety, and welfare of the Temple community through continued commitment to community health objectives.

## **Initiatives:**

### **4.3.1. Evaluate opportunities to partner with area entities to improve public health outcomes of the Temple community.**

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Mental and physical health and wellness are crucial to one's overall health. There are various local, regional, state, and national programs aimed at improving these health outcomes. Although the Temple community benefits from having the Baylor Scott & White Medical Center within the City, there are still underserved and disadvantaged populations who will continue to need additional support and resources. While the City has a long history of partnering with Baylor Scott and White (e.g., conveying 42 acres in 2015 for a new distribution facility of medical and other supplies), there are still opportunities to partner to improve overall community health outcomes. Strategies to resolve this include working with education providers to expand healthcare training and working with economic development groups to attract more healthcare professionals. In terms of physical health, the City can continue to encourage physical activity by expanding parks, trails, sidewalks, and recreation facilities.

### **4.3.2. Support expanded operations and improvements to foster an effective animal services program.**

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The Animal Services Department's principal mission is to protect the public's life, health and welfare by the prompt, efficient and humane enforcement of the animal control ordinance. One of their most important operations is humanely providing clean and sanitary confinement of thousands of animals annually. Moving forward, the City should provide continued support to expand and update the Animal Shelter and Pet Adoption Center.

### **4.3.3 Continue to invest in efforts to enhance a community outreach and engagement strategy that fosters dialogue, builds community trust, and encourages informed civic participation.**

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Establishing effective communication is an essential component of government transparency, operations, and critical to fostering public trust. Trust is built through effective communication where the City provides information to the public and listens to what they want and need. Moving forward, the City should continue to invest in opportunities to ensure an open dialogue with the Temple community. One way to improve communication is to maximize the use of civic events and holidays (e.g., Bloomin' Temple Festival, Arches Resolution 5k, Bush's Spring Chicken 10k, Movies in the Park, Hot Summer Sounds, Fourth of July Fun Fest, etc.) to disseminate information and to engage the public on important community issues. The overarching Temple by Design long-range planning engagement process provides another opportunity to connect with the Temple community about long-range issues that will affect them in the future.

### **4.3.4. Continue to support initiatives which promote community cleanliness and improve community image.**

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The Keep America Beautiful movement started in 1953 by a nonprofit that was focused on inspiring and educating people to take action every day to improve and beautify their city. In Temple, Keep Temple Beautiful is a community-led, charitable organization dedicated to making the City a more beautiful place to live, learn, and work. Currently, KTB offers such programs as Eco-Lunch and Learn, electronic recycling, housing rehabilitation, and a series of "clean up" and "adopt-a" programs (e.g., adopt-a-street, adopt-a-trail, etc.). Some communities also provide programs such as graffiti or vandalism removal or repair, illegal dumped garbage clean up, weeds and overgrown vegetation removal, street sweeping, etc. Moving forward, the City should continue to invest and expand these programs to engage the Temple community in an effort to keep Temple beautiful.



## FOCUS AREA: PLACES & SPACES

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**Goal 5. Placemaking:** Promote livability and community through urban design, investments in public spaces, and by focusing on what makes Temple unique.

**Commitment 5.1. Community Branding:** Continue to enhance the Temple brand through increased efforts of placemaking and quality destination spaces to achieve national recognition as a top tier community.

### Initiatives:

#### **5.1.1. Continue to invest efforts into developing a new community brand for Temple.**

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Increasingly, more and more cities are establishing identifiable community brands for their communities. In some instances, the branding efforts create a new image for the entire city. In other instances, the branding effort is undertaken as part of a specific planning process (e.g., a downtown master plan). A good community brand goes beyond a simple tagline and a logo. Rather, it is built upon strong community engagement and capitalizes on the imagery, feeling, and connection people have with their communities today and envisioned for the future. The City should undertake a citywide branding

process focused on branding Temple as a family-friendly place with strong business and industry opportunities. Specific marketing campaigns should focus on young professional / young family outreach and continual outreach to promote community pride through positive community messaging. Additionally, since downtown Temple is such a special place for many, there may be focused attention on Downtown as the next great place to live and experience in Temple.

#### **5.1.2. Invest in gateway enhancements throughout the community to identify Temple to passersby and establish entryways to districts/neighborhoods.**

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Identifying entry into Temple provides a key opportunity to reinforce the image and brand of a quality city. High-quality distinct features can help to differentiate Temple from the surrounding areas and visually communicate the community's character and sense of identity. It can also help to capture the attention of residential and or business passersby who may be looking for quality places for relocation. In particular, substantial and distinctive gateways (beyond the one already under construction) and features should be further considered along the higher-speed I-35 and future I-14 corridors. Key elements for the gateway enhancements could include monument signage using local materials when possible; visual elements for community recognition; high-quality, low-maintenance, drought tolerant landscaping designed



*It is important that the City create places and spaces that instill a sense of pride in the community.*

for longevity; public art; and energy-efficient lighting for evening visibility. Secondary and downtown gateways should be considered along with other potential beautification efforts throughout the City (see Map 5.1, *Temple Beautification Plan*).

**5.1.3. Continue to pursue, promote, and encourage public art and distinctive design in public spaces.**

The addition of public art and distinctive design in public places provides opportunities to extend community placemaking and outwardly promote Temple as an attractive and quality place to live. The purpose of public art is not only to enrich the community and improve quality of life, but it is also to ignite the imagination of community residents and visitors, and to encourage thought and discourse. If done well, it brings people together and can be used as a tool for economic benefit. The City’s potential library park (Storybrook Grove) exhibits an example of how a common civic space, like a plaza park, can be re-imagined into an inviting and engaging space. As envisioned in the 2014 Downtown Strategic Master Plan, steps taken to add public art and new outdoor spaces will add new destinations

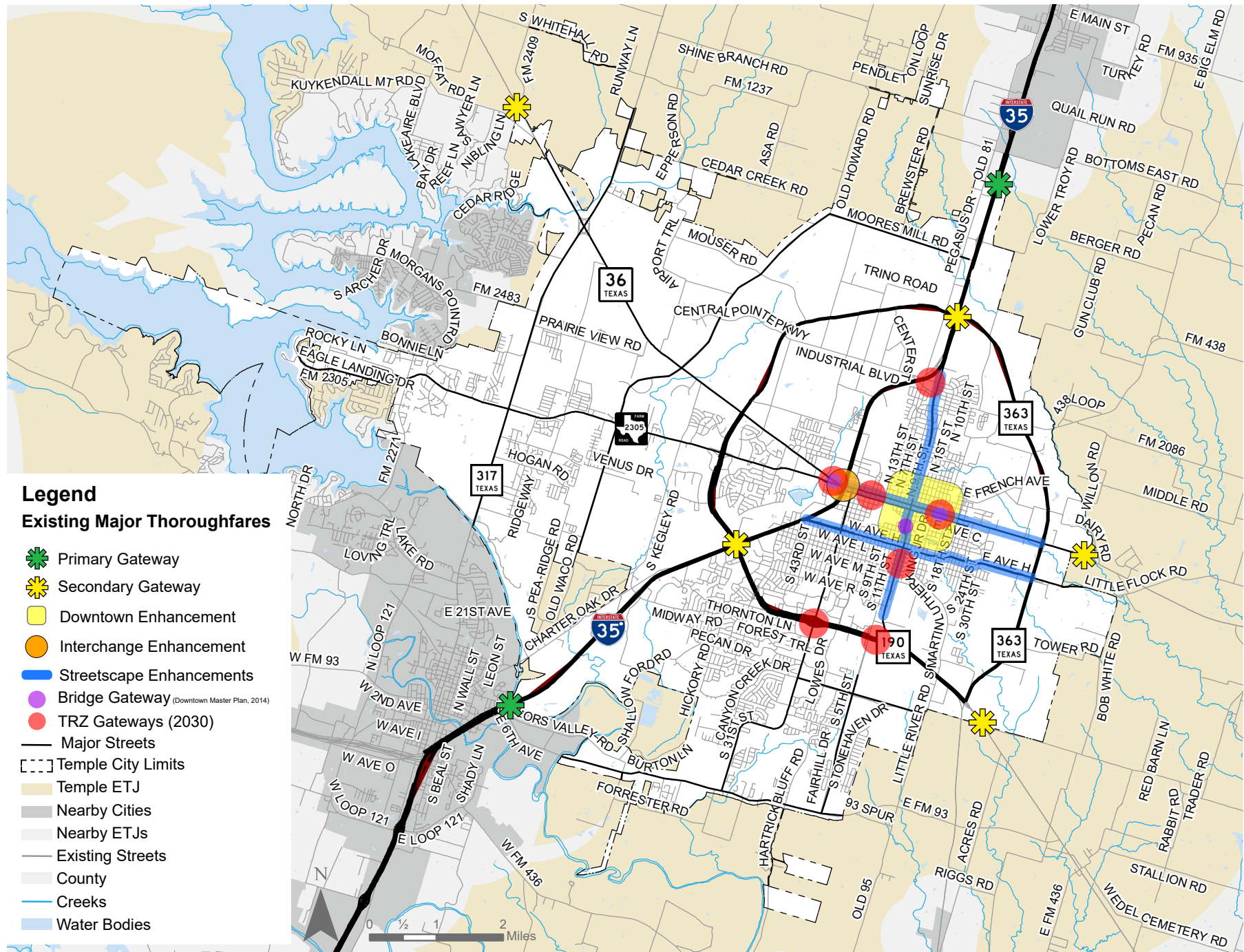
and enjoyment for downtown patrons. Moving forward, the City should consider further opportunities to expand public art in downtown and other strategic places throughout Temple.

**5.1.4. Undertake a comprehensive wayfinding signage program to improve accessibility to the City’s key destinations.**

Wayfinding systems include information and signage intended to guide and enhance people’s understanding and experience moving in and through a community. Wayfinding can be an important economic development tool as jurisdictions are often competing for the same tourist and visitor dollars. A successful wayfinding signage system provides visitors the tools they need to successfully navigate the City, helping them to discover unique events, attractions, and destinations on their own. A comprehensive wayfinding signage system denoting key destinations and important landmarks (e.g., City Hall, Temple Public Library, downtown Temple, the Baylor Scott & White Medical Center, parks, etc.) should be a strong consideration by the City.



Map 5.1: Temple Beautification Plan



#### **5.1.5. Pursue national recognitions to establish Temple as a community of choice.**

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The City has embarked on many growth and revitalization initiatives over the past several years and there is a lot of positive energy. Accordingly, Temple should consider pursuing some national recognitions to validate the City's efforts such as “best place to live,” “best small city to relocate to” and other recognition efforts such as “All America City” and “Safe City.” This is similar to Temple already being a “Tree City.” These types of recognitions can help to capture community spirit and pride, spur economic development, and further establish Temple as a community of choice.

#### **5.1.6. Partner with the various school districts within the Temple planning area to promote desirability and attractiveness to homebuyers and employers.**

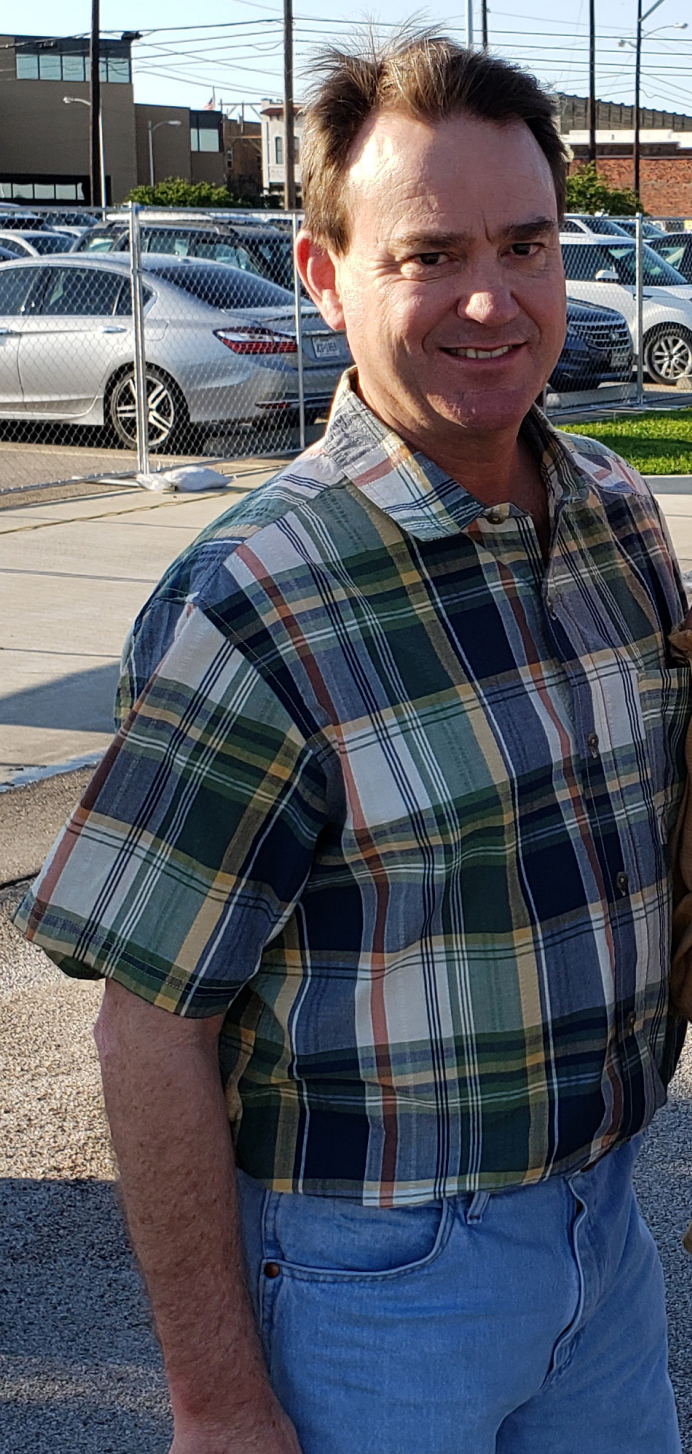
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In a high growth rate state like Texas, school systems can either help or hinder further community growth. There are currently four local ISDs located within Temple's City limits and the extraterritorial jurisdiction. As part of early engagement efforts, representatives from each of them expressed issues that they were individually dealing with. Temple should continue to proactively collaborate with each of these districts to identify opportunities for mutual support and for cross-promotion of Temple as a desirable and attractive place to live, work, and play.



*Similar to the benefits of being recognized as a "Tree City USA" community, Temple should pursue additional opportunities for national recognition to highlight many of its great projects and programs.*





I LOVE TEMPLE BECAUSE...

EVERYTHING!

MY BIG IDEA FOR TEMPLE IS...

MORE REVITALIZATION  
DOWNTOWN

FINISH IH35 ☺



**Commitment 5.2. Unique Assets:** Promote Temple's beautiful places, unique destinations, and cultural experiences through continued investments, partnerships and marketing.

### Initiatives:

#### 5.2.1. Create a cultural district in the center city with enhanced art, outdoor public spaces, and arts and culture institutions.

Downtown Temple has great potential to include a cultural district in the center of the community as more people move to the area and demand grows for art and culture institutions. Temple's rich history and diverse citizenry point to opportunities for museums, art installations, outdoor spaces and walkable connections between. Temple's location between Waco and Austin and within the Fort Hood corridor positions the City to become a cultural destination for the area. Partnering with civic groups, local philanthropists, and a public funding commitment can provide a groundswell of momentum for a growing community art scene.

#### 5.2.2. Continue to encourage more event spaces and activities for entertainment and attractions to increase local- and regionally-serving users.

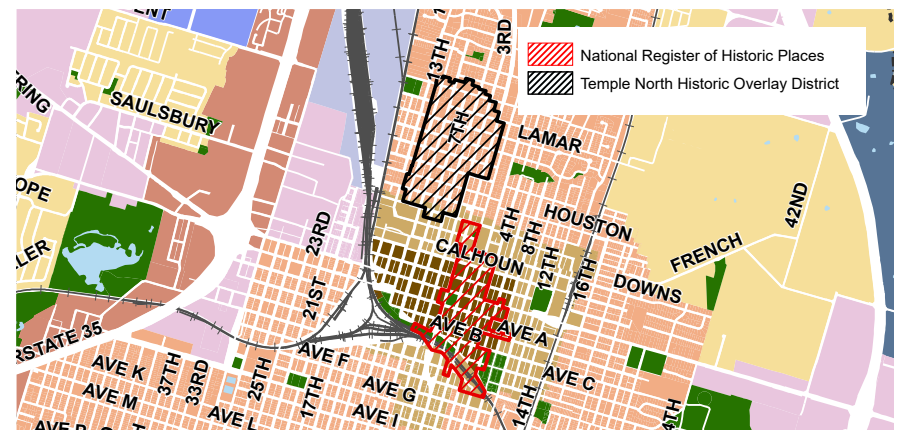
People are looking for experiences and livable spaces, whether they have to travel to find them or enjoy them in their own backyard. Compared to attraction cities such as Austin, Temple has lagged behind on places of entertainment and events. There is opportunity for these popular forms of entertainment to emerge and many do not require large venues and spaces. Ensuring a flexible zoning code, particularly in the downtown and urban areas, removes barriers for adaptive re-use and encourages unique destinations to emerge.

#### 5.2.3. Honor Temple's heritage through historic designations, placemaking, marketing, and tourism promotion.

As a town where many aspects of its history define its cultural offerings, Temple should continue efforts to promote the community's heritage as an element of pride and uniqueness. This will help define Temple's image and brand to outsiders, and be a focus of community heritage for those who live and work there. Work to market these elements of the community to support local tourism and destination efforts, actions that will intentionally bring people to Temple. Continue to make historic Temple buildings and places the focus of urban design plans, such as the Santa Fe Plaza, to create public spaces that honor the city's past.

#### 5.2.4. Re-evaluate opportunities to create additional historic districts in the urban areas surrounding downtown.

Temple currently has a local residential historic overlay district and a National Register district that represents much of downtown, as shown below. The North Historic Overlay District is a neighborhood that includes a mix of historic homes with a feeling of inclusivity and livability. The potential for additional historic districts in Temple's urban areas would provide additional preservation protections. This step should be considered as part of the neighborhood planning efforts with strong local support.



Temple's two central historic districts

**Goal 6. Downtown:** Continue investments in public spaces and infrastructure and encourage development in downtown to create a central destination and activity zone.

**Commitment 6.1. Downtown Design and Development:** Encourage a live-work-play environment through thoughtful downtown policies, programs, regulations, and projects that promote urban housing, employment, and entertainment options in a mixed-use urban environment.

#### Initiatives:

##### **6.1.1. Update the Temple UDC to include new regulatory provisions for downtown streets through design, signage, lighting, parking, speed, etc. to promote Complete Streets and a livable, walkable environment.**

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In conjunction with an update to the zoning regulations in the downtown district, the code should include a revision to street design standards that solidifies the desired components of urban streets. Using the street design characteristics guidance from Chapter 4, *Future Development Plan*, including focusing the public rights-of-way as lifestyle spaces that move people to and from destinations in relatively close proximity. This should be included with the adoption of Complete Streets as a City policy, which focuses on the urban mobility that can support the desired density and activity. The details of a complete, urban street extend far beyond curbs and pavement and create an atmosphere that encourages investment, boosts property values and reduces traffic.

##### **6.1.2. Improve wayfinding signage in downtown to highlight key downtown destinations.**

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Temple has existing downtown wayfinding signage that has been implemented at varying times from past efforts. A coordinated, updated wayfinding signage program highlighting key areas and destinations should be a priority in the next five years. This effort should be tied to discussions with TxDOT to alert IH-35 drivers to the downtown area, and also gateway efforts identified in the 2030 Quality of Life Master Plan and 2014 Downtown Strategic Plan. This effort could be paired with a larger citywide wayfinding program.

##### **6.1.3. Continue to invest in public infrastructure improvements in downtown Temple to spur new development and redevelopment.**

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Downtown areas often suffer from poor stormwater drainage infrastructure, inadequate gas and electric lines, undersized water and wastewater lines, and further challenges regarding sewer, under-sized grease traps, telecommunications. Temple faces some needed improvements, and investments are necessary to prepare for new growth and to keep up services to existing businesses. The City should work with proposed developments to allocate capital improvements that have high value and coordinate construction plans with other infrastructure upgrades. It should ensure that desired users and targeted businesses will have the public infrastructure they need to succeed.





The 2014 Downtown Temple Strategic Plan established a framework for a cohesive downtown center with defined character and activity areas connected by tree-lined, pedestrian-friendly street corridors. Downtown Temple has the potential to be a cultural center of the community, brimming with civic and culture buildings, public gathering spaces, art installations and trails, supporting by a balanced mix of urban residential, shopping and employment. The 2014 plan has led to key investments in public spaces and infrastructure while attracting the interest in private investments for downtown living and entertainment.



#### **6.1.4. Undertake a comprehensive analysis of downtown Temple to improve existing lighting and security conditions.**

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Many Temple residents stated concerns about lighting and security in downtown. There was indication that improvements had been made but perception is such that improvements need to be evaluated. The City should study spatial and visibility analysis tools to determine the best way to address lighting deficiencies and dark areas in downtown after sunset. If downtown is to become a key attraction and place of residence for urban dwellers, a sense of safety and security is needed to sustain nightlife and assure potential investors.

#### **6.1.5. Coordinate with identified grocery store chains to identify the public investment needs and market conditions to create a successful neighborhood serving grocery store in the center-city.**

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There is a strong sentiment amongst the people living and working in the vicinity of downtown and east Temple that a neighborhood-serving grocery store, at an entry-level size, would help meet the needs of this community. Many of the people that provided input at stakeholder meetings felt that healthy options were lacking and distance to grocery stores were difficult for many of the residents in the area. This need was also identified in the public input process for the Ferguson and Crestview Neighborhood Plan efforts. Recruiting and landing grocery stores is a difficult challenge for many communities; however, the TEDC and staff are strong communicators and recruiters and such challenges should not deter an attempt at contact and coordination with chains that might have an interest. The City should, at the very least, identify the potential market constraints and take action where able, be it public infrastructure, identification of sites, regulatory flexibility, etc.

#### **6.1.6. Expand downtown incentive programs to encourage historic building renovation and code compliance.**

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Incentives that help people financially navigate modern building and fire codes would remove significant barriers to those hesitant

to invest in old buildings. The City plays a central role in not only seeking the community-desired design but encouraging investment in older buildings by partnering with the building owner on its most important element - the street-facing front entry. The City's existing efforts to issue facade restoration grants through the Strategic Investment Zone initiative help restore some of the historic building facades in downtown, many of which have been covered or altered. These steps help return these buildings to activated spaces, restore the beauty of the older buildings and encourage reinvestment in the desired areas of development.

#### **6.1.7. Continue to implement the Downtown Temple Strategic Plan through funding allocations to promote new private investment.**

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Many of the non-infrastructure projects envisioned in the downtown plan were intended to promote new private investment. Several of these identified were City-owned properties that can be leveraged to entice new investment in downtown buildings and properties. Other potential "ideas" from this plan included landscape enhancements, promenades, public spaces within rights-of-way and streetside amenities such as benches, trees, and lighting. The downtown plan is a design-based plan that was a positive step towards visioning and planning for the downtown blocks. The next step for the City is to think about downtown from an infrastructure standpoint, ensuring that wet and dry utilities as well as travelways and parking are adequately accounted for in the future. For Temple to achieve its vision of an active, cultural center with a mix of daytime and nighttime uses, extending the downtown planning effort beyond design is a critical and cost-saving step.

#### **6.1.8. Complete the downtown parking study and implement parking enforcement in defined hour-limited areas.**

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Temple has taken some important steps to manage and accommodate downtown parking. Seen as a growing issue in downtown Temple by some, lack of vehicle parking can often be a product of inadequate

street design, block-to-block peak demand, employee competition, and perceived distance from parking spot to destination. Temple has taken proactive steps to stem the perception by funding a downtown parking garage and keeping a close eye on areas of concern. A downtown parking enforcement monitor will help ensure compliance with limited-hour parking spots, yet further study is needed. This study will examine desired businesses and mix of uses in downtown, projected parking needs, and effect of limitations for on-street parking.

**6.1.9. Evaluate UDC changes to ensure downtown development includes pedestrian-oriented amenities, storefront-oriented building design, and multi-modal transportation options.**

Vibrant downtowns prioritize walkability and the pedestrian experience over vehicular connectivity. While important in all areas of the City, Complete Street design is a must in downtown to ensure that visitors are comfortable and safe. This solely relates to how the streets are designed and maintained. Are the pedestrian areas open and inviting and provide for interesting interaction (e.g., activated storefronts); are they safe for people riding bicycles, scooters, or transit; what about for children and our senior and disadvantaged populations? Each of these downtown users need to be accommodated in downtown street design and in the urban form and character of buildings. As such, the City should identify necessary changes to the Temple UDC to ensure street cross-sections are pedestrian-oriented and provide for amenities, storefronts are activated, and travel is safe and accommodating for all transportation choices. From the building standpoint, this includes establishing build-to lines and corner off-sets; providing engaging, pedestrian-scaled building features and articulation along sidewalks; creating inviting entrances and “eyes on the street” by creating indoor-outdoor ground floor visual connections with fenestration; and providing for pedestrian protection by permitting encroachments for awnings, balconies, and covered entries. From the pedestrian standpoint, this includes an adequate sidewalk width which includes both a pedestrian

through zone (~8-12 feet) and a street furniture/curb zone consisting of street furniture and amenities such as lighting, benches, kiosks, utility poles, street tree grates and landscaped planters, wayfinding, and bicycle and/or scooter parking. From the street standpoint, this includes on-street parking and an expanded pedestrian experience consisting of curb extensions (i.e., bulb-outs), mid-block crossings, parklets, low impact development stormwater management features, bike- and e-scooter share stations, and on-street bike lanes.



*South 1st Street streetscape improvements underway in 2019*



*South 1st Street streetscape completed in 2020*



**Commitment 6.2. Downtown Activation:** Encourage increased use and activation of downtown Temple through public and private partnerships, programming, and projects.

## **Initiatives:**

### **6.2.1. Enhance and promote downtown through an integrated branding and marketing strategy to attract new investment.**

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After decades of decline, downtowns are again popular locations for activity. Today, many are once again viewing downtowns as the historical, cultural, civic heart of the community. Downtowns also embody a different look and feel than the newer more auto-centric areas of the City. As such, the City should expand efforts to brand and market these areas differently than other areas of the City. This should capture the attributes that makes these areas unique and attractive to all users groups who do not, or cannot, identify with other parts of the City. Although downtowns require a unique branding and marketing strategy, these efforts could be undertaken by the Marketing Department (see Initiative 5.1.2).

### **6.2.2. Re-establish a downtown business incubator to improve entrepreneurship opportunities in Temple.**

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As identified during early public engagement efforts, Temple has had mixed success with earlier versions of business incubators. Today, many cities are establishing downtown business incubators targeting young entrepreneurs. Being an entrepreneur requires talent, knowledge, and an understanding and tolerance of the inherent risks related to bringing an idea for a new product or service to market. It often also requires a little bit of support to get started. In this regard, some communities and their chamber of commerce or EDC play a stronger role in helping entrepreneurs get off the ground. This could be

in the form of seed money, training, and many other forms. Others go a little bit further and establish a fully sponsored small business incubator. A business incubator nurtures development of entrepreneurs by helping them survive and grow during the early start-up period, when they are most vulnerable. These programs typically combine low-cost office space (fully equipped for a small business) with business services and education tailored to young firms and entrepreneurial individuals. As the City continues to advance its economic efforts, considering a business incubator could help to create a strong entrepreneurial culture in Temple.

### **6.2.3. Incorporate new and expanded park, trail and activated public spaces into downtown to further create quality of life elements.**

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Streets, plazas, parks, and other public places are the backbones of active, healthy urban areas. Downtown must entice residents, workers and shoppers to come to downtown for more than one reason, and provide enough amenities and activities for them to stay. An interconnected system of green space, walking paths and activity zones will feed that demand and provide investment opportunities along the way. Temple's recent efforts to construct the Santa Fe Market Trail is a great example of connecting key destinations, encouraging activity in the downtown's public spaces. Past and ongoing planning efforts such as the 2014 Downtown Strategic Plan, the ongoing neighborhood planning initiative, and the 2020 Parks and Trails Plan will ensure that adjacent private properties will increase in value and lead to renewed investment and corresponding public improvements. This includes enticing people to live in downtown, where amenitized spaces allow people a place to gather, walk their pets, play with children, etc.

#### **6.2.4. Continue to identify and promote increased activation of downtown Temple through continual programming and monthly special events.**

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Although similar to the "commercial follows rooftops" philosophy, the activation of downtown is a little bit more complicated. It is not just easy enough to build stops and restaurants and assume that there will be lots of people. In truth, they probably incrementally build off of each other. In this regard, the City should continue to identify opportunities to do continual programming and monthly special events. One example of a reoccurring event could include initiating and supporting a downtown reoccurring music festival at the outside amphitheater at the Temple Railroad & Heritage Museum. This could be a free, regularly-scheduled series to bring people down to the area.

#### **6.2.5. Work with the development community to facilitate a downtown hotel with meeting and activity spaces.**

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A downtown boutique hotel would provide a destination alternative to the other accommodation options available in Temple today, most of which are along the IH-35 corridor. Most importantly, a hotel in the central core would bring a nighttime population to downtown to support local restaurants and community desired nighttime activities. While discussions have taken place with development groups over the years to bring accommodations with meeting space to downtown, it has yet to materialize. While the Mayborn Convention Center handles large conferences and conventions, there was a strong sense of desire amongst the community that a downtown hotel should be incentivized and sought-out by the City. While local trips to downtown will help support the businesses that are there in downtown, out-of-town destination trips (whether business or pleasure) will introduce a new element to the downtown that has been missing. The City should actively work with the TEDC and others to develop marketing materials to seek out potential investors and boutique hotel operators, using available financial tools necessary.

#### **6.2.6. Update the Temple UDC to encourage short-term rentals/ bed and breakfast opportunities in the urban residential areas around downtown.**

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As mentioned above, downtown Temple does not currently have overnight accommodations. To help establish the area as a destination, places to stay overnight - whether traditional hospitality or short-term rental - are critical for proximity and walkability. One option is to examine the restrictions and deterrants that might be limiting short-term rental and bed-and-breakfasts in the UDC/municipal codes. Some communities view short-term rentals as a nuisance if there are too many or oriented towards vacation or party atmospheres. However, a city like Temple that is wanting to expand overnight options in its central area should be willing to encourage these modern options for travelers. Short-term rentals can encourage investment in older homes and downtown loft renovations, provide options for business and pleasure travelers, and add demand for local shopping and restaurants. There are many licensing and regulation options that cities have employed to ensure compatibility with neighbors and mitigation of parking, trash, etc. while allowing for new markets to emerge to meet downtown goals.

#### **6.2.7. Evaluate opportunities to improve food access and security in downtown and the surrounding urban residential areas.**

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Food access and security in central Temple was raised during public engagement as a growing concern amongst issues that were not commonly discussed. The lack of a nearby grocery store was one element, but healthy options grown and sold locally was another. The City's recent efforts to enhance a downtown linear park near the Santa Fe Depot displaced the old farmer's market but the City should take every effort to ensure that a downtown farmer's market remains a viable option to provide healthy food choices for this area. A primary benefit of establishing the farmers market in the downtown core is that it spurs additional cross-over activity in conjunction with other downtown businesses. In addition, the City could also consider sponsorship or partnerships with others for community gardens in the vicinity.





*The Temple Public Library at 3rd Street and Adams Avenue*

#### **6.2.8. Identify funding opportunities and develop one or more public restrooms in the downtown area.**

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Temple is investing considerable time and energy in redeveloping downtown, including efforts to increase activation through additional public events. In this regard, the intent is to significantly increase the number of people moving in and around downtown. Currently, patrons to downtown have only a few options: use portable toilets provided during special events, or try to find a restroom in a restaurant. Moving forward, the City should consider identifying funding opportunities to establish a permanent public restroom facilities or facilities in downtown.

#### **6.2.9. Continue to foster expanded library services to strengthen the Temple Public Library as a community-building destination.**

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Traditionally, libraries were primarily focused on the written word and the promotion of literacy. More recently, they have been undergoing a transition to broaden their role with a greater emphasis on providing for multiple forms of community and expanding their digital resources. Today, libraries are more and more being asked to fulfill a critical need in our communities to serve as a refuge for patrons who are looking for an enhanced communal connection. In this regard, libraries are serving as critical “third places” for our communities. Third places are defined as community anchor destinations, separate from our home and work place, which serves as a place to exchange ideas, socialize, and build relationships. Moving forward, the City should develop a library master plan to identify enhanced or additional programs, services, and collections to grow relationships and enhance learning and creativity to best serve the growing Temple community.

## Goal 7. Housing and Neighborhoods:

Support stable neighborhoods and a variety of housing options through core design elements and market-based solutions.

**Commitment 7.1. Neighborhood Growth and Diversity:** Support quality neighborhoods where people love to live through strong character design, market-oriented and flexible zoning policies, and diversified housing types for all ages and incomes.

### Initiatives:

#### **7.1.1. Update the Temple UDC to include new regulatory provisions to allow a diversity of housing types (e.g., duplexes, triplexes, townhouses, accessory dwelling units, etc.) to develop true life-cycle and workforce housing opportunities.**

Over the past 40 years, there has generally been a limited diversity of available housing types in the U.S., predominantly comprised of single-family detached and some multi-family. Today, there is an increasing trend to reestablish some of the more traditional housing types (e.g., duplexes, triplexes, townhouses, etc.) to create additional opportunities for affordability and to improve life-cycle housing choice. These "missing middle" housing options, at varying price points, provide for a broader housing and income mix across the City. Moving forward, the City should identify necessary regulatory improvements to allow and incentivize mixed-income and mixed-housing type neighborhoods in areas consistent with the Future Development Plan. This may include minimum percentages in zoning approvals to avoid areas with a single product type.

#### **7.1.2. Take steps to improve access to affordable housing through regulatory improvements, community partnerships and organizational efforts.**

Affordability of housing generally refers to the level of burden of housing costs. It is generally defined as costing no more than 30 percent of a households' monthly income, including mortgages or rent, taxes, utilities, and other housing expenses. Temple has a median household income of \$49,970 (U.S. Census, 2017 American Community Survey), meaning that residents should not expect to spend more than \$1,250 on housing each month. While the market generally drives the type, quantity, and price of housing, the City's regulatory framework plays a more significant role than is apparent. Indeed, the City's performance standards on building types (predominantly favors single-family detached in most jurisdictions), minimum lot size, setbacks, parking, street width, landscaping requirements, building materials (pre-HB 2439), utility connection fees, common area amenities, etc., all contribute to the overall cost of housing. Moving forward, the City should continue to identify regulatory improvements, community partnerships, and other organizational efforts to improve access to affordable housing.

#### **7.1.3. Undertake a housing study to evaluate near- and longer-term need and capacity for multifamily units in Temple.**

Over the past several years, the City has seen an increase in the interest and development of multi-family units. There has been discussions about understanding how much is appropriate for the housing market today and in the future. Accordingly, the City should pursue undertaking a detailed housing study to identify the housing needs of Temple. This study should address specific housing options available in Temple (not just multi-family), immediate and anticipated demand for different housing options, need for affordable housing at all income levels, and strategies for providing for the identified housing needs. This study should be updated every three to five years to re-evaluate changing housing needs as the community grows and matures over time.

#### **7.1.4. Regularly coordinate with area ISDs on plans for housing growth and associated needs, in addition to school site locations and facility partnerships.**

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City and ISD growth occur in tangent with each other. In many cases, a City will not grow without a quality school system. Conversely, school district growth may be hindered by a less than desirable quality of life (this is more seen in composite cities where one city has a much higher growth rate than an abutting city within the same district). Moving forward, the City should identify opportunities to coordinate on housing growth issues that affect and impact both entities. Each ISD may be experiencing different issues (e.g., TISD needs additional higher end housing; Academy ISD just needs additional housing; and Belton ISD needs additional support to keep up with current growth rates).

#### **7.1.5. Evaluate regulatory obstacles to senior and assisted living housing to accommodate a growing and transitioning senior population.**

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Similar to affordable housing for young professionals and workforce housing, senior populations near and after retirement are also in need of diversified housing choice. The market for senior housing has continued to grow and adapt as more and more aging adults transition to new types of housing. Many of these modern age-targeted products have developed in the recent past and are testing traditional zoning regulation parameters. As such, the City should review the existing UDC to determine whether there are any regulatory obstacles which hinder the future development of senior and assisted living facilities in Temple. To accommodate the needed housing in the future, more code flexibility on the size of living units, parking restrictions, on-site amenities, and allowed locations.

#### **7.1.6. Promote financial incentives for young professionals to encourage local homeownership.**

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All across the U.S., young professionals are indicating that one of their top concerns is related to the high cost of housing. Today, instead of entering the workforce and immediately saving for retirement and housing, young professionals are spending years paying off student debt. At the same time that housing cost is outpacing their ability to pay for it, young professionals are opting for other types of housing options, including living longer with parents, co-housing, and continuing to rent rather than buy. Although the system is still working for many, these same young professionals will be impacted later in life due to the accumulation of fewer assets. Moving forward, the City will need to identify additional opportunities to promote and incentivize young professional homeownership.

#### **7.1.7. Update the Temple UDC to require homeowner/property owner associations for residential developments that will include common areas to ensure long-term property maintenance.**

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While the Temple UDC has several references to homeowner or property owner associations (e.g., for maintaining private streets other such private improvements normally dedicated to the City), it does not explicitly require a property owner association to oversee immediate and long-term management and maintenance of private common areas (e.g., drainageways and ponds, private streets and medians, entrance monuments, open space areas, trails, perimeter fencing maintenance etc.) that do not typically fall within the purview of a private landowner or the City. As such, the City should consider amending the Temple UDC to require incorporation of a property owners association as part of the approval process. This should include specifying that the associations' covenants, conditions, and restrictions (CCRs) require mandatory membership for all owners within the subdivision (or condominium), providing for association lien rights with respect to unpaid dues, assigning maintenance rights to the association for all common areas, and that the association be permanent.





*Example of an Accessory Dwelling Unit in the Temple Historic District.*

**7.1.8. Update the Temple UDC to include new regulatory provisions for accessory dwelling units (ADUs) in new neighborhoods and certain existing neighborhoods where compatible.**

ADUs are secondary small dwelling units on the same property as the principal dwelling and include complete independent living space with facilities for cooking, eating, sanitation, and sleeping (see above photo). They often are comprised of three different configurations:

- *Integrated.* The unit is integrated within the principal structure (e.g., in a basement with a separate entrance).
- *Integrated into Separate Structure.* The unit is combined with a separate structure serving the principal use (e.g., an ADU located above a detached garage).
- *Independent Separate Structure.* The unit is located in a separate structure for the sole purpose of being an ADU.

In many instances, accessory dwelling units, ADUs, are used to create opportunities for individual homeowners to support relatives on their properties, but not located within the same housing unit. In other instances, ADUs are created as part of infill development and redevelopment to provide for revenue generating rental properties. In these instances, it allows for increased densities in areas where infrastructure is already present. Among other regulatory considerations, the City should amend the Temple UDC to allow for increased flexibility to build ADUs as part of new development. Further, particularly in urban character areas, existing neighborhoods should be identified as candidates for infill accessory dwelling inclusions. These locations should include adequately-sized lots, appropriate height and scale design standards, parking, and other site-specific considerations in order to show compatibility with existing residential uses.

**7.1.9. Evaluate opportunities to recruit and retain Fort Hood officers, families, and other service members to live off-site and retire in Temple.**

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Beyond those personnel who are assigned to key and essential positions, most service members are not required to live on-post at Fort Hood. Accordingly, many Fort Hood officers, families, and other service members choose to live off-post in many of the surrounding communities. In particular, service members with young families could be looking for a good school system and a higher quality of amenities just not available in close proximity to the base. Retirees may also be looking for a higher quality of amenities while still in close proximity to the VA hospital. Moving forward, the City should proactively evaluate opportunities to entice Fort Hood personnel to Temple as part of their initial transition to the area. Strategies could include fostering a relationship with Fort Hood's Housing Services Office (HSO) and developing marketing materials that highlights Temple's great schools, diversified housing options (including both rental and for-purchase), and quality of life amenities. Additional strategies could include establishing commuter transportation connections between Temple to Fort Hood, developing partnerships to expand veteran's recruitment and placement services (as part of an overall workforce development program), and reoccurring special events and programming for service members and veterans.

**7.1.10. Continue to monitor and develop a comprehensive strategy to address the area's homeless population in coordination with Bell County and surrounding municipalities.**

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At least 25,000 people in Texas experience homelessness each year. While a lot of the homeless are concentrated in Texas' larger cities, many smaller to mid-sized cities also have homeless populations which are in need of assistance. Temple has identified this issue for ongoing monitoring and attention, particularly in the downtown area, and other Central Texas cities are also experiencing growth in this population. Work with other governmental entities, churches, and social organizations to adopt a strategy for assistance, programs, and safety measures.



**Commitment 7.2. Neighborhood Stabilization and Revitalization:** Promote preservation and reinvestment in aging neighborhoods to ensure neighborhood stability, longevity, and protection of Temple's historic fabric.

### **Initiatives:**

#### **7.2.1. Update the Temple UDC to include new regulatory provisions for encouraging and incentivizing the development/redevelopment of infill lots.**

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For developers, it is usually more cost-effective to develop complete new neighborhoods on the City's fringe (which is largely related to the availability of land). For cities, it is typically more cost effective (over the long-term) to have undeveloped, or underdeveloped, infill lots built upon because all the requisite infrastructure and utilities are already existing and accounted for in treatment capacities. Further, when new growth moves to the fringe, it increases the possibility of more existing properties to be left in states of disrepair. As such, the City should identify modifications to the Temple UDC to encourage and incentivize desired improvements to infill lots. Implementation of this strategy could include creating incentives for infill development (e.g., density bonuses) if certain performance standards are met. For instance, a density bonus could be provided if certain community objectives are met such as minimum open space ratios, tree preservation, conservation of natural resources, buffering against adjacent and surrounding uses, heightened development standards, inclusion of quality of life amenities such as parks, trails, etc., or other standards deemed important to the community. This could also include creating and adopting infill development standards regarding density (for residential uses), intensity (for nonresidential uses), and other dimensional requirements to ensure infill projects maintain or support the existing character of development.

This could be particularly important for infill development in many of the older, historic areas. In other areas, a new character of development may be appropriate and may require new dimensional standards to facilitate the transition.

#### **7.2.2. Become a Certified Local Government (CLG) community.**

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Temple has an impressive historic housing stock that needs to be preserved to protect the character of these areas. Similar to the nearby communities of Belton and Killeen, the City should identify and implement the necessary steps to become a certified local government (CLG) community to better protect the City's historic resources and enhance building design in historic areas. These steps include preparing an inventory of landmarks, a historic preservation plan, designation of a Historic Preservation Officer, and other application requirements to the Texas Historical Commission.

#### **7.2.3. Continue and expand Transform Temple's advocacy-based code enforcement program to aid in code compliance and community clean up.**

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Many communities solely rely on an enforcement approach to zoning code compliance (e.g., weed abatement, debris removal, junk vehicles and equipment, dilapidated housing, etc.). In these communities, a code compliance officer identifies a violation and issues a citation for compliance. Reliance on this approach alone typically results in a negative impression (and sometimes confrontation) of what is otherwise an important governmental responsibility. Temple's existing efforts pairing Code Enforcement and Neighborhood Services to work with landowners to achieve compliance when they cannot address the code issues on their own. The City should continue to partner with community members by providing resources such as the neighborhood clean-ups, roll-off dumpster assistance, the tool trailer, and adopt-a-senior programs. These efforts are critical to maintaining property values, pride in ownership, and safety.



#### **7.2.4. Maintain the advocacy-based neighborhood revitalization programs with a toolbox of available resources for area citizens to maintain or improve their homes.**

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Similar to an advocacy-based code enforcement program for individual home and business owners, the City existing efforts through Transform Temple currently offer crucial neighborhood revitalization program containing a toolbox of resources for homeowner associations and area residents. This includes an infill/renovation program, housing repair program, and accessibility assistance, and substandard structure demolition, plus online resources to help.

#### **7.2.5. Reevaluate the substandard housing and signage abatement process to facilitate a streamlined process which results in demolition of substandard structures or quicker redevelopment.**

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According to early public engagement efforts, there are approximately 700-800 vacant lots and/or abandoned dilapidated properties located throughout Temple. Although Temple does apply financial resources, along with CDBG funds, to abate substandard structures (e.g., \$100,000 in 2019 to demolish and clear 12 structures), there could be opportunities to do more. In particular, removal of substandard structures is only the first step in the process. As equally important is the rebuilding of a new house and quickly returning it to the tax rolls. Moving forward, the City could identify opportunities to create incentives for home building on vacant lots, including such things as aggregating and marketing these properties on the City's website and to local home builders, streamlining the permitting process and fees, ensuring lots have a clear title and are shovel-ready, etc. Any incentives for redevelopment should still ensure minimum requirements to address compatibility, aesthetics, and safety.

#### **7.2.6. Consider evaluating and establishing a non-profit association to oversee housing and neighborhood revitalization in the urban residential areas of Temple.**

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In many of the older residential areas of Temple, there are no established property owner associations to help enforce the quality of individual properties. In these instances, it may be more prudent for a local non-profit to take on an increasing responsibility in neighborhood maintenance and revitalization efforts. This could include the establishment of a new local non-profit or facilitating increased connection with area churches, civic organizations, schools, and businesses in neighborhood improvement and revitalization efforts. A focus of these efforts could include overseeing implementation of the Temple Home Improvement Handbook (see Initiative 7.2.4), promoting neighborhood pride by stimulating resident and area involvement in seasonal "clean up; fix up" days and other neighborhood beautification days; establishing and promoting annual "amnesty pick-up" days for large refuse items, etc. Alternately, this could include establishing quarterly drop-off days for big materials, like couches. The City's new neighborhood planner could be the staff the liaison between this non-profit, City staff, and other governmental entities.)

#### **7.2.7. Consider the establishment of a rental registration program for rental units.**

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In many instances, rental units are not maintained to the same level of quality as owner occupied units and often experience much more rapid deterioration. As a result, neighbors often view rental housing as a threat to their home investment and quality of their neighborhood. To stay abreast of renter issues, some cities consider a rental registration program to address the issues of building and property maintenance and code violations. A rental registration program for Temple would require landlords to register with the City and provide the City would essential contact information. This allows the City to find and contact property owners or managers when emergencies arise, for code

violations, and to communicate available resources and changes in policy. A 2013 study in Austin identified that rental registration ordinances reduced code complaints and improved property conditions.

#### **7.2.8. Direct public investment to east Temple to encourage reinvestment and revitalization while retaining the area's cultural heritage and identity.**

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While there is a need for reinvestment and revitalization in many areas of the City, East Temple has been an area which has been in need of additional support. Moving forward, the City should identify additional opportunities to target public sector investment in East Temple, and facilitate and encourage private sector reinvestment and revitalization.

#### **7.2.9. Improve working relationships with neighborhoods and HOAs to maintain safe, vibrant, and livable neighborhoods.**

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Establishing effective communication with area neighborhoods and residents is an essential component of government transparency and operations. Communication is a two-way street. In essence, the City needs to provide information to the public, and should also be available and open to listen to what the public needs and wants. As such, the City should identify opportunities to ensure an open dialogue with area neighborhoods and HOAs so that they feel comfortable in expressing their needs and to develop a cooperative relationship moving forward. This could be an important partnership opportunity to facilitate with the neighborhood planning efforts. For example, while there is a need for reinvestment and revitalization in many areas of the City, East Temple has been an area which has been in need of additional support. Moving forward, the City should identify additional opportunities to target public sector investment in East Temple, and facilitate and encourage private sector reinvestment and revitalization.





## FOCUS AREA: HIGH-PERFORMING ORGANIZATION

**Goal 8. Governance:** Sustain a forward-thinking, high-performing, and accountable City government through continued focus on the implementation of the Comprehensive Plan and the City's Strategic Plan.

**Commitment 8.1. Development Review:** Maintain an open, responsive, and accountable municipal government organization committed to performance excellence, bold vision and intentional direction.

### Initiatives:

#### 8.1.1. Undertake a comprehensive update to the Temple UDC to implement the community vision identified within this plan.

As typical of many long-range planning processes, the resulting recommendations or initiatives are expressed as efforts relating to further implementable actions. These often include future policy development, capital and operational investments, additional studies, and regulatory modifications. This is particularly true of a comprehensive plan which has both comprehensive and close ties to every aspect of the built environment. Additionally, the comprehensive planning process is the one time, about every decade or so, where the city gets the opportunity to capture the community's vision, or preferences, for how they want to change and grow. When considering the physical changes to the City's built environment over time, much more of the actual change will stem from private sector

development and redevelopment. As such, it is critical that the City evaluate and consider implementing the policy and other regulatory recommendations as part of a comprehensive update to the Temple UDC. Sometimes, in the absence of a comprehensive evaluation and update, there begins to be a disconnect between the community vision for the future and the regulations which help to implement it.

#### 8.1.2. Develop a comprehensive development guidebook which clearly specifies the development process for land owners, the development community, and other applicants.

For many people, particularly citizens, identifying how to get something done on their property is a confusing and overwhelming process. For the development community, time is money. The quicker and easier it is to navigate the process, the more cost effective it is to spend more time and effort on doing good things in the community. As such, the City should develop a comprehensive best practices guidebook which clearly specifies the development process per application type for both citizens and the development community. While the City does already have an 11x17" Development Review Guide and is currently developing a Permitting and Inspections guide in 2020, this initiative reflects an intent to further flesh out the details, and application types, flowcharts for each process, tables of submittal and hearing dates, details and contact information for where additional information and resources can be found, and other items pertinent to the successful navigation of the application and approval process.

#### 8.1.3. Regularly review public improvement cost-sharing requirements and developer/City partnerships for new development.



As typical throughout Texas and across the nation, many cities have formalized policies which provide specificity and clarity as to when off-site infrastructure improvements are warranted. These off-site impacts (e.g., street upgrades, upsizing of infrastructure, etc.) are often undertaken by the developer as part of development. Different cities have different policies regarding financing. Some cities require the developer to pay for all improvements, some finance the upgrades themselves, and sometimes it is through a City/developer cost share. Moving forward, the City should be open to regular evaluation of its cost-sharing practices aligned with an annexation strategy, fair and equitable improvement funding requirements, and consistency with the thoroughfare plan and future development plan.

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#### **8.1.4. Review and revise development processes to ensure predictability, flexibility, transparency and efficiency.**

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A clear, predictable, and efficient development review process is paramount to effective citizen/developer interaction and satisfaction. As previously mentioned, particularly for the development community, time is money. Moving forward, the City should continue to evaluate its development review processes to ensure that they are predictable, flexible (when appropriate), transparent (see also Initiative 8.1.2), and most importantly, efficient. This could include a comprehensive evaluation of the Planning & Development Department processes and operations (i.e., a departmental workflow organizational assessment) and may require refinements to the Temple UDC (see Initiative 8.1.1.) or Code of Ordinances. This could also include an evaluation of opportunities to integrate better automation in the review and approval process or other enhanced technological innovations, where meaningful and appropriate.

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#### **8.1.5. Work with Bell County to review the provisions of the 1445 Interlocal Agreement and identify any needed modifications to subdivision regulations in the ETJ.**

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As set out in the Interlocal Agreement Act, Chapter 791 of the Texas Government Code and § 242.001, of the Texas Local Government Code, an interlocal agreement is required between Texas cities and counties to determine concurrent roles and responsibilities over the platting process

in extraterritorial jurisdictions. As part of the ongoing discussion regarding annexation and CCN expansion to areas outside of the City limits, the City should stay in regular communication with the County to ensure that the bi-lateral interlocal agreement continues to meet the needs of both entities and provides a clear regulatory framework for landowners and the development community. This is especially relevant based on recent legislative changes regarding annexation.

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#### **8.1.6. Provide additional educational opportunities for staff, policymakers and citizen volunteers on key issues, planning efforts, and cutting-edge tools to achieve success.**

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Planning and development best practices are constantly evolving. Often, professionals in the development community (who have to stay in tune with shifting market preferences) are on the leading edge of innovative community planning. Since updates to traditional zoning and subdivision regulations typically occur at a slower rate, the development community may have to proceed through planned development processes for unique development proposals, without surety of the resulting outcomes. Moving forward, the City should consider increasing efforts to provide policy makers (e.g., the Planning and Zoning Commission and other boards and commission), staff, and citizen volunteers with quality training opportunities. These include conferences, on-site training, off-site tours and collaborative exchanges, etc. Such experiences and training could help to continually elevate innovative planning practices, emerging issues, planning trends, and other best practices.

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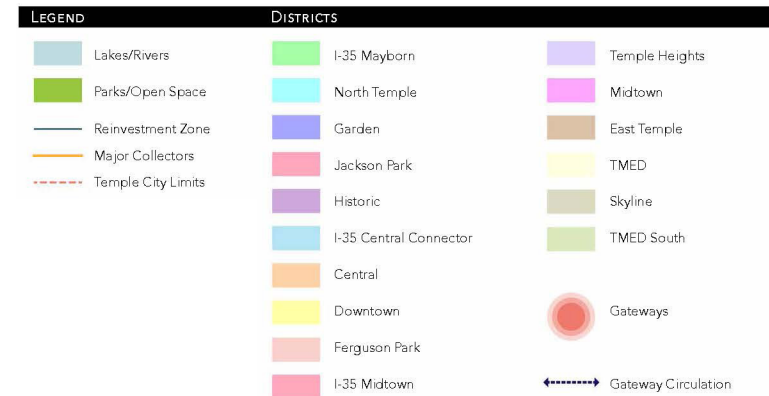
#### **8.1.7. Annually evaluate development review fees to ensure adequate recovery of costs and long-term fiscal sustainability.**

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As a means to provide high quality services and to make sure that Temple's fees are commensurate with the effort to process development applications, the City should conduct an annual or semi-annual fee update. The purpose is to ensure adequate recovery of costs and long-term fiscal sustainability. This may be an opportunity to consolidate the Permit Fee Schedule (for building permits) and the Schedule of Fees (for development) into a consolidated framework.

## DISTRICT/GATEWAY MAP

Districts define a given area or region of the city that either has a particular aesthetic, use, development, or neighborhood. These can be thought of as cities within a city. The goal should be for each of these districts to have their own character and destinations; to be self sustaining as far as amenities and attractions, shopping/eating, and schools. Gateways located at the boundaries of these districts act as welcoming and directing facilities that enlighten the user upon their arrival to a new district.



Quality of Life Master Plan | 63

Source: Temple 2030 Quality of Life Master Plan

**Commitment 8.2. Sub-Area Planning:** Continue to support additional focused plans and studies to implement the comprehensive plan and strategic plan goals.

### Initiatives:

**8.2.1. Formalize and continue the neighborhood planning conservation program that identifies capital improvements, programs, and/or initiatives to meet the needs of residents and maintain the City's quality of life.**

Recently, the City has embarked on an ambitious neighborhood planning process in the older core areas of the City. The first plan, the Ferguson Park District Plan, was completed in 2019. A second plan, the Crestview Neighborhood District Plan, is nearing completion and will be finalized in 2020. Moving forward, the City is anticipating to undertake a series

of three or four of these sub-area planning processes each year for identified areas. Inherently, each of these neighborhood plans should include developing a composite overlay of issues and needs, like needed upgrades in streets; water, wastewater, and gas lines; broadband access, parks, drainage, etc., to identify priority areas for comprehensive improvement.

**8.2.2. Develop and maintain neighborhood metrics across neighborhood units to monitor neighborhood quality using factors that impact housing health and vitality.**

The neighborhood plans mentioned in Initiative 8.2.1 embody some of the most historic buildings and neighborhoods in town. Some of these plans will be preservation-oriented and others inspiring significant land use and street changes. It is intended that these efforts include heavy stakeholder input to plan and implement revitalization strategies on a neighborhood by neighborhood basis. One recommendation is that the City should identify

a series of neighborhood metrics which could be monitored on annual basis for each of the neighborhoods which go through the neighborhood planning process. In these instances, metrics such as housing values, tenure ratio, crime, distressed sales, parks/open space acreage, changes in zoning, commercial quality, total sales, average sale, code violations, etc. could be monitored to assess the general trend of the neighborhood over time. A baseline of metrics could be integrated into the neighborhood plan and subsequently tracked within a centralized online mapping system to increase access to data and streamline future monitoring.

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#### **8.2.3. Ensure funding sources available to implement the neighborhood planning program to support further growth and revitalization of these core neighborhoods.**

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Identifying issues and potential projects and other solutions creates a solid blueprint for how to make incremental improvements in these older core areas. However, the implementation of these solutions will require extra effort in identifying additional funds for capital investments. Beyond the reliance on public funds only, seeking private sector partnerships in the redevelopment process increases the chance of real change being implemented in a quicker timeframe.

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#### **8.2.4. Develop zoning standards that align with neighborhood master plans.**

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Similar to neighborhood conservation districts identified in the last comprehensive plan, proposed changes to the built environment may not be feasible under current zoning regulations. Continue to identify individual neighborhood-specific development plans for these areas and consider corresponding zoning actions. They should include standards regarding protecting the overall character of the area and provisions and/or incentives for the types of improvements or expansions the community wants (e.g., allowances for additions, ADUs, etc.)

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#### **8.2.5. Create a City of Temple Facilities Master Plan to accommodate growth and expansion needs of staff, facilities, and public services.**

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Temple is projected to see continued growth. Indeed, just during the horizon of this Plan, Temple is projected to grow over 30 percent to around 112,000 people. Additional population growth naturally also requires growth in administrative capacity. For many cities, both staffing and requisite facility space are afterthoughts, often leaving public servants in less than ideal accommodations or inefficiently scattered across the City. In anticipation of the expected growth, the City should undertake a near- and long-term Facilities Master Plan to ensure that Temple has the right staffing in the right location and at the right time. To ensure the data stays current, the City could consider adding a staffing and space needs assessment worksheet as part of the annual budget process. Similar to the budget framework, this should include an assessment of current needs, 5-year needs, and, potentially, ultimate needs for a build out population. In this regard, better integration could occur within the annual budget process and the next capital improvement program update.

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#### **8.2.6. Consider additional historic district designations for neighborhoods or sub-areas to further protect these areas as the urban core transitions to further density and a mix of land uses.**

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Although Temple has many historic structures located throughout the older areas of the city, there are only two historic overlay districts in place, the North Central Temple Historic District and the Temple Commercial National Register Historic District downtown. As discussed throughout the public engagement process, additional protections will be needed as the City continues to age and redevelop over time. Areas desired to be protected by the community will need further regulatory protection as infill and increased density becomes more common in the center core areas.



## **Commitment 8.3. Capital Improvement Programming: Align Temple's Capital Improvement Program to the goals and findings of this Plan.**

### **Initiatives:**

#### **8.3.1. Re-evaluate the Temple Capital Improvement Program (CIP) for consistency with the comprehensive plan to account for both near- and longer-term fiscal implications.**

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A CIP is a multi-year plan that identifies and prioritizes projects related to public facilities and services. Developed in accordance with documented community goals and objectives, the CIP is a plan for capital expenditures to provide long-lasting physical improvements to be incurred over a fixed period of several future years. This is the way major streets, bridges, municipal buildings, fire stations and central service facilities are repaired and built. Capital improvement projects may include: streets, electric, gas, water, wastewater, reclaimed water and drainage utility projects; open space, trails, and recreation facilities; public buildings and facilities; major equipment; and, technology investments. While the City has an existing CIP, many cities consider updating the ranking and prioritization criteria based on new findings developed as part of their comprehensive plan. Specifically, this would include an update to the project ranking criteria to account for both community-identified priorities (value based and coming from the strategic directions of the comprehensive plan) and organizational or operational priorities (objective based and more directly tied to the administrative realities of budgets, project leverage, and regulatory mandates). While these community (e.g., expansion of the park system) and organizational (e.g., investments stemming from regulatory compliance) may change over time, it is important to ensure that the relative balance between the two remains the same. It is also important that future considerations of funding for new facilities also include consideration for increased operational and maintenance expenses, personnel costs, and ongoing upgrades and replacements.

#### **8.3.2. Align the Temple CIP to implement this Plan and other master plans through capital funding and improvement projects.**

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The Temple Comprehensive Plan is intended to be a 30,000-foot assessment. It is implemented through further studies (including sub-area plans), improved regulations, operational changes and new policies, as well as through capital investments. In combination with the City's recently adopted Strategic Plan, it should set the stage for all governmental business. As the overarching guidance document for the City, it does contain strategic direction about future public sector investments that will need to be implemented over time. Some of these capital investments will be further defined as part of a more refined sub-area plan (e.g., the Parks and Trails Plan). However, other capital investments will need to be derived from the action recommendations identified in this Plan. As part of an update to the CIP framework (see Initiative 8.3.1) and the development of the Implementation Work Program (see Initiative 8.5.5) staff will need to identify the projects identified in this Plan to be included in the next update of the Five-Year CIP. Some examples of comprehensive plan-generated capital projects include addressing downtown drainage issues; improving off-street connectivity between Temple's neighborhoods and other community destinations; partnering to improve bus service, facilities, and amenities; and investing in gateway enhancements.

#### **8.3.3. Evaluate opportunities for broad, consolidated community improvements as part of future capital investment projects.**

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Capital investments are often large scale, large budget, and involve significant short-term (sometimes long-term) impacts on overall quality of life. Accordingly, the City should proactively identify opportunities to consolidate multiple projects (including quality of life investments such as parks, trails, bike lanes, sidewalk replacement, and improved lighting) into one overall investment. This can result in improved operational efficiencies, cost reductions, and minimized disruptions to the Temple community. One way to ensure this is to establish priority ranking criteria in the CIP which places greater emphasis on capital investments which solve multiple issues or utilizes multiple funding opportunities.

**Commitment 8.4. Annual Budgeting:** Utilize the annual budget process and estimates to strategically identify and plan for immediate and mid-term operational needs.

#### **Initiatives:**

**8.4.1. Prepare annual departmental budgets and five-year budget projections following directives from this Plan and the 2020-2025 Strategic Plan to ensure alignment and compliance with long-range planning goals.**

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Similar to the benefits of planning weekly, rather than just daily, it is critical that the City continue to utilize its Annual Budget / Five-Year Budget Projection process to ensure a fiscally-sustainable future of effective community infrastructure and services. However, to ensure that the community's vision for the future (embodied in this Plan) gets implemented over time, the Annual Budget / Five-Year Budget Projection process should be combined with the Strategic Planning, Annual Progress Report (see Initiative 8.5.4) and Annual Plan Amendment (see Initiative 8.5.5) processes. This ensures that departmental operations and their future proposed work program dovetails with community priorities for the future. In other words, an annual update to the Implementation Action Plan should be undertaken to prepare an updated list of priorities to be initiated during the following year. This update to the Implementation Action Plan should be undertaken at the end of the calendar year so that newly identified initiatives can be included in the next annual budget request process.

**8.4.2. Maintain competitive staffing metrics and salaries by undertaking periodic staffing and compensation studies to ensure the City remains competitive.**

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Success in creating and maintaining a great community will be led by a quality workforce. In conjunction with the Annual Budget / Five-Year Budget Projection process (or as may be warranted), the City should periodically evaluate staffing and compensation metrics to ensure staffing levels, skills,

**"Our citizens expect city services to be provided in an efficient, professional, and practical manner. Our employees are the drivers of our ability to deliver high quality services and so attracting and retaining the very best employees is a critical strategy to ensure we are providing the highest levels of service in the most efficient way possible."**

- City of Temple Adopted Budget 2018/19 Operating & Capital

and experience meet the City's growing needs before they happen. It also helps to ensure City services provide value to its citizens. This is particularly important so that Temple can understand and offer industry-competitive salaries and benefits and attract and retain the best talent.

**8.4.3. Continue to identify opportunities to harness smart-city technologies to increase efficiencies in governmental operations and improve overall quality of life for the Temple community.**

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Beyond a quality workforce, the use of smart city technologies to improve City operations is exponentially increasing across the country. In fact, smart city technologies are helping many cities to operate more efficiently while improving services to citizens and businesses. The benefits include improved outreach and community connectedness, increased operational efficiency and cost savings, and an enhanced quality of life. Some examples of smart city technologies used by municipalities include such things as signal timing to reduce traffic congestion, smart garbage cans (e.g., Bigbelly®) in heavily trafficked areas like downtown, smart informational and wayfinding signage (e.g., live wayfinding, bus schedules, city service information), free Wi-Fi in key public spaces (e.g., parks and in downtown), shared micromobility (e.g., e-bikes and e-scooters), etc. While the opportunities are endless, a particular focus should be to utilize the expertise of the Technology Department (or outside entities) to utilize information and communication technologies to address community growth outcomes in an efficient and sustainable manner. The City will need to proactively manage and continually protect its data.

**Commitment 8.5. Plan Update:** Maintain community buy-in to a long-range planning strategy through continuing education, annual updates, and decision-making consistent with the comprehensive plan.

### Initiatives:

#### **8.5.1. Continue to develop, maintain, and champion the consolidated “Temple by Design” planning framework to promote integrated long-range planning for the community.**

The City has done an incredible job undertaking proactive long-range planning processes over the past several years and has plans to do more. Each of these planning processes include public outreach and engagement. Over time, a common problem emerges where stakeholders and citizens are unable to keep up with the connections to numerous plan engagement platforms. As part of the processes for the 2020 Comprehensive Plan and Park and Trails Plan, a consolidated *Temple By Design* website was created as a one-stop-shop for current and future planning efforts. This website contains specific information about each planning effort (including key documents) and opportunities for public engagement. Moving forward, the City should continue to maintain this website as a means of connecting the Temple community to the on-going proactive planning efforts, and its results, being undertaken in the City.

#### **8.5.2. Consider creating ongoing stakeholder groups through the community to engage on various issues related to the future of Temple (i.e., young professionals).**

As part of the development of the Comprehensive Plan, it was identified that there was a definite need to engage certain segments of the community to ensure there was broad representation in the public engagement process. One of the groups identified as part of

## TEMPLE BY DESIGN BLUEPRINT FOR THE FUTURE



*As part of planning processes for the Comprehensive Plan and the Parks and Trails Plan, a new overarching website, Temple By Design, was created as a one-stop-shop for current and future planning efforts.*

this planning process was young professionals. As such, a separate engagement effort was undertaken to solicit their feedback on the future of Temple. Moving forward, the City should continue to identify and engage targeted segments of the population as part of future *Temple By Design* planning processes. This could include targeting such groups as young professionals, young families, senior citizens, and disadvantaged populations.

#### **8.5.3. Consider amendments to the Future Development Plan following the framework established in the Implementation Chapter of this Plan, to allow for flexibility and changing conditions.**

The Future Development Plan is one of several master plans in the Comprehensive Plan that has a significant impact on the future of the Temple community. In association with the Thoroughfare Plan, the Future Development Plan may be the most important component of the entire Comprehensive Plan, providing the framework to achieve the future character of the City. When fully implemented through updates to the Temple UDC (i.e., to achieve the identified intent and character, land use types, and design characteristics of each category), the Future Development Plan becomes the primary guide for future zoning



decisions. Accordingly, the Future Development Plan should lead to predictable but flexible outcomes (e.g., providing multiple development options which achieve the same character of development results, like large lot rural zoning and conservation subdivisions). When fully implemented through code revisions that implement the desired character framework, the Future Development Plan then signals to the market to determine the development/building types, design, and configuration to achieve it. The process should follow the plan implementation process in *Chapter 7, Implementation*.

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#### **8.5.4. Track comprehensive plan implementation timing and progress of initiatives through a comprehensive management system.**

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Ensuring continual tracking and assessment of progress at the staff level is critical to plan success. The City of Temple is going to need clear directive at the staff level to keep track of the timing, progress, and coordination for each of the initiatives listed in this plan. A software system (e.g. Smartsheet) that manages the responsible lead and involve departments, costs, alignment, and status is a key component of this implementation plan. This will make an annual progress report process a streamlined and coordinated effort for the Temple public.

#### **8.5.5. Establish an Annual Progress Report process to benchmark comprehensive plan implementation through integration of applicable departments, accountability, and comprehensive public reports on plan progress and amendments.**

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The difference between a plan that gets implemented and a plan that sits on the shelf is accountability. Accountability requires a defined process and responsible parties. As such, the City should establish a defined annual reporting and benchmark process to track plan implementation over time. The process should follow the plan implementation process in *Chapter 7, Implementation*.

#### **8.5.6. Establish and undertake a staff-led Annual Comprehensive Plan Update process.**

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After the Annual Progress Report is prepared, the City should undertake an Annual Plan Amendment of the Comprehensive Plan. At a minimum, this should include an updated Implementation Work Program, which identifies near- and mid-term actions to be undertaken during the following fiscal year or soon thereafter, in addition to any changes necessary to the maps created in this Plan. This process should be a deliberate, strategic, and public process that continues to keep the comprehensive plan at the forefront of City decisions. The process should follow the plan implementation process in *Chapter 7, Implementation*.

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#### **8.5.7. Establish and undertake a staff-led 5-Year Plan Update process within five years after Plan adoption.**

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Beyond the Annual Plan Update, a broader evaluation and update should be prepared every five years. The 5-Year Plan Update is intended to be a comprehensive review of the existing plan to assess its successes and shortcomings with regard to implementation of the vision, goals, and commitments. The process of the 5-Year Plan Update should follow the outline provided in *Chapter 7, Implementation*.

#### **8.5.8. Undertake a 10-Year Plan Update within 10 years after plan adoption.**

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Capturing, planning, and implementing the community's vision for the future is one of the most important actions a City government can undertake. In this regard, this Plan sets the stage for all subsequent implementation actions during the 20-year planning horizon. That being said, conditions, population composition, and City trends and concerns change over time. In order to ensure that the Comprehensive Plan continues to provide the best and most appropriate guidance possible, the Plan should be taken through a full update process every 10 years.





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**we want your feedback!**

**TEMPLE BY DESIGN**

The City of Temple values citizen input and would like to hear from you! Please visit the website below to complete a brief survey and to learn more about the Comprehensive Plan and the Parks & Trails Master Plan. We truly value your input!

[www.templebydesign.com](http://www.templebydesign.com)

For additional information please contact our Planning Department at 254-298-5668 or our Parks & Recreation Department at 254-298-5669.

universal

1. Do you believe the City of Temple is doing a good job of managing its resources?
2. Which office best represents the City of Temple?
3. What are the biggest challenges facing the City of Temple?
4. What are the biggest opportunities for the City of Temple?
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WATER



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