



*Building our future, together*



# 1. The Tyler 1<sup>st</sup> Vision

The intent of this document is to detail amendments from the 2020 update while continuing to memorialize the original text. Items updated through the 5-year update process will be accompanied with a Tyler 1<sup>st</sup> logo within the original Tyler 21 document.



## Tyler 1<sup>st</sup>: A Vision for the Next Generation

**D**eveloping a vision statement is an essential early step in creating a community comprehensive plan. Vision statements focus attention on a community’s values, sense of identity, and aspirations. The process of creating a vision statement brings community members together to identify what they want to preserve and what they want to change, to articulate their desires and hopes for the future, to develop a consensus on an ideal future and to commit themselves to working towards that ideal. The vision statement, accompanied by related principles or goals, becomes the guiding image for the community as it faces future challenges and complex choices.

The Tyler 1st Vision and Principles emerged from an extensive public outreach program and series of community participation events. They are the distillation of many hours of community activity and the contributions of over a thousand Tyler residents who responded to a public opinion survey, participated in a day-long visioning retreat, attended neighborhood open houses, and provided their comments at display sites and through the web site. After this community process, the draft Vision and Principles then went to a Steering Committee, which reviewed the detailed results of activities and community comment. After minor revisions by the Steering Committee, the draft Vision and Principles were then sent to the City Council, which approved them on August 9, 2006. The Vision and Principles are the guiding framework for the elements of the Tyler 1st Comprehensive Plan.

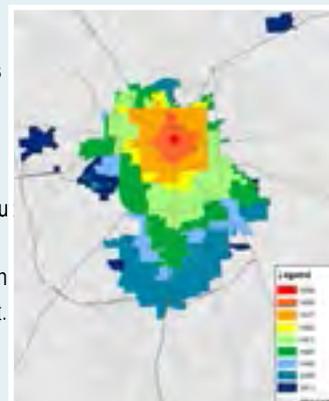
### VISION



The City of Tyler aspires to set the highest standards for an outstanding quality of life. By 2030, the City of Tyler will be nationally known for its sense of community, commitment to a robust business environment, quality medical care, excellent educational institutions and the beauty of its public places [and neighborhoods](#).

### MISSION STATEMENT

Building on its historic heritage and enduring identity as a city of trees, roses, and azaleas, Tyler will welcome growth with a thoughtful approach that reflects the beauty of the East Texas landscape and creates a sense of place and community in every part of the city. Through excellence in city design, Tyler’s public spaces, from sidewalks to entrance corridors, plazas and parks, will provide comfort, safety, utility, fitness and delight to all who use them throughout the City. In this way, Tyler will enhance and extend into the future the precious legacy bestowed by previous generations—natural beauty, Tyler’s Rose Garden, its tree-lined brick streets, its historic districts, and a rich business environment.



# principles

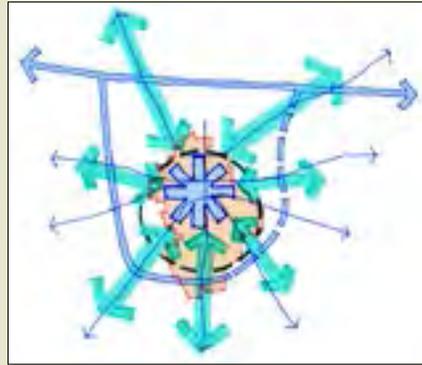
## CONNECT PEOPLE TO ONE ANOTHER AND IN COMMUNITY:

- Preserve and protect Tyler's values of friendliness, family, faith and community connections, which will be the foundation for the success of Tyler 1st.
- Encourage multiple opportunities for face-to-face encounters for personal relationships to develop.



## PROMOTE BALANCED GROWTH:

- Promote growth and redevelopment in downtown and all sectors of the city.
- Revitalize North Tyler.
- Enhance links to I-20 and Toll 49.
- Enhance infrastructure in targeted growth areas/priority annexation areas.
- Allow market directed growth while respecting the right of private ownership.



## PROVIDE NEIGHBORHOODS THAT ARE ATTRACTIVE CENTERS OF COMMUNITY:

- Encourage and promote appealing, safe, affordable and stable places to live for people with a wide range of incomes.
- Encourage and promote a variety of housing types for families, singles, older persons and other kinds of households.
- Enhance and create neighborhoods containing walkable centers with a mix of housing and shopping to serve residents.
- Promote affordable development costs for residential development.
- Encourage environmentally friendly development to support Tyler's natural beauty.



## PROTECT AND ENHANCE OPEN SPACES, PARKS AND TREES IN A CONNECTED NETWORK FOR RECREATION AND A HEALTHY ENVIRONMENT:

- Create a network of greenways, parks and open spaces linking city and county destinations, such as the lakes and the state park.
- Encourage development of new neighborhood parks.
- Encourage the planting of trees along streets and in public and private places.
- Encourage amenities in older parks, including lighting and security.



Trees and other streetscape improvements can transform major streets.



A connected network of trails and parks will link the city, the lakes and the state park.



# principles

## PROVIDE TRANSPORTATION OPTIONS:

- Encourage continuous bicycle and pedestrian routes and trails that connect city destinations.
- Adopt land use strategies that create higher-density, mixed-use clusters of “transit-ready” development that can support expansion of the public transportation system.
- Plan for and preserve potential new transportation corridors and work with regional partners to support efficient transportation options throughout East Texas.
- Emphasize links within the city via multimodal connections with the airport, rail, and bus services.
- Accommodate regional traffic flow by proactively planning for future corridors and alternate routes and connectivity options.
- Identify and develop specific gateways.



## REINVIGORATE THE CITY CENTER TO BE THE DOWNTOWN OF EAST TEXAS:

- Develop a major downtown neighborhood of new and rehabilitated housing to provide the foundation for shopping, restaurants, culture, arts and entertainment in the evenings and on the weekend.
- Bring focus to culture, arts, entertainment and education through a concentration of cultural and entertainment venues downtown.
- Program events throughout the year to attract visitors from around the region.
- Develop a transportation hub downtown.
- Enlist Smith County, area churches and other entities to recruit downtown programs and investments.



Downtown cultural activities, restaurants and entertainment will bring vitality in the evening and on weekends.



Tyler is beginning to expand its housing, restaurant and retail options.



## principles

### PRESERVE, ENHANCE AND COMMUNICATE TYLER'S HISTORIC HERITAGE:

TYLER 1<sup>ST</sup>

- Protect the integrity of local and national historic districts, balancing strategies with private property rights.
- Conserve unique character through preservation of historic buildings throughout the city.
- Encourage infill development that, while expressing its own time, is respectful of historic character.
- Create heritage trails and historic markers to identify diverse aspects of Tyler's history, such as African-American heritage, the rose industry, the oil and gas industry, and the railroad industry.



Preserving Tyler's historic heritage will be one key to keeping its unique character.

### CULTIVATE AN ENVIRONMENT FRIENDLY TO THAT DRIVES BUSINESS AND TYLER'S MEDICAL AND EDUCATIONAL INSTITUTIONS:

TYLER 1<sup>ST</sup>  
UPDATED

- Sustain policies that allow businesses to flourish.
- Continue to foster the city's role as the retail hub of a broad region.
- Maintain support for the medical centers, colleges and the university.
- Foster an innovation economy based on high quality jobs, enterprises and a high quality public education system.
- Continue to be the economic driver and leader in the East Texas region.



Tyler will continue to be friendly to large and small businesses.

### MAINTAIN EXCELLENT MUNICIPAL FACILITIES AND SERVICES:

TYLER 1<sup>ST</sup>  
TYLER 1<sup>ST</sup>  
TYLER 1<sup>ST</sup>

- Continue city government's focus on meeting the highest standards of responsiveness, service and efficiency.
- Provide excellent value for taxpayer dollars.
- Continue to recruit, retain, promote and develop high quality staff.
- Maintain existing infrastructure and provide for growth.
- Measure customer satisfaction frequently to ensure accountability in providing quality customer service.

### MAINTAIN AND ENHANCE OUR STRONG COMMUNITY AND REGIONAL PARTNERSHIPS:

- Building on a tradition of philanthropy and public-private partnerships, bring together the public, private, and nonprofit sectors to realize the Tyler 1st Next Generation vision.
- Expand participation throughout the Tyler community.
- Continue to reach out and enhance partnerships with school districts, neighboring cities and county government.

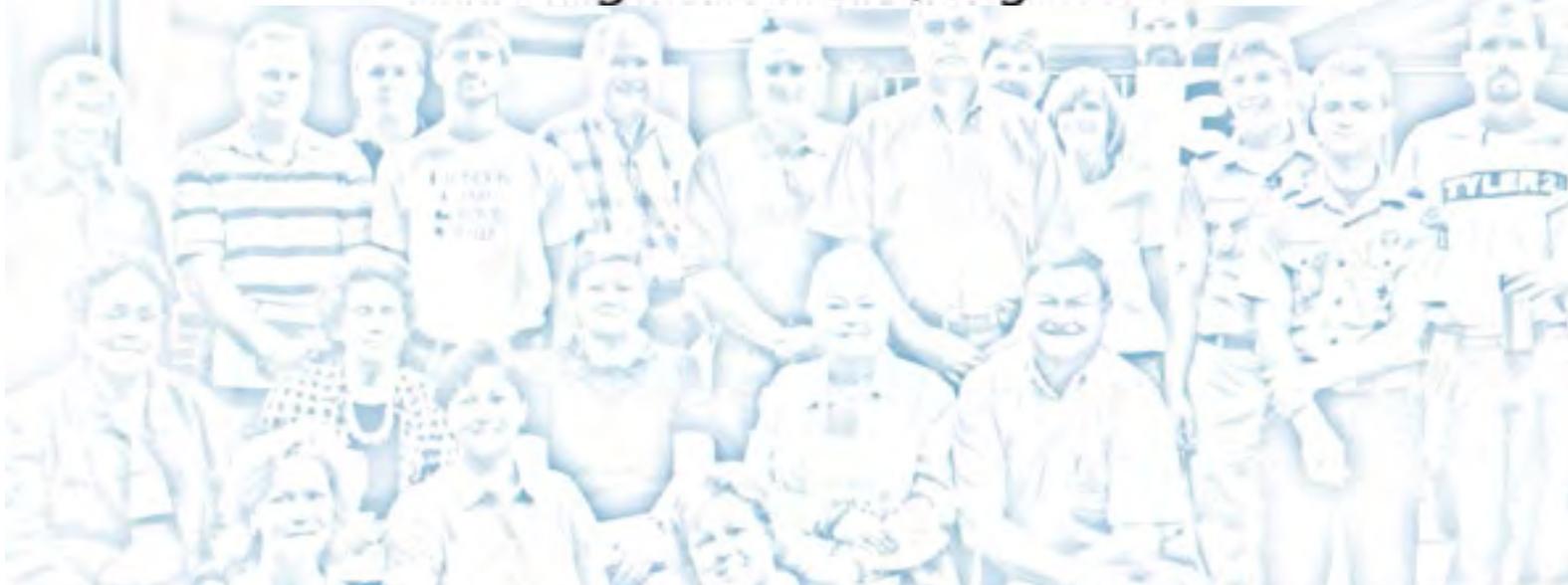
### CULTIVATE AND ENSURE LIFE-LONG LEARNING THROUGH HIGH QUALITY EDUCATION AND SKILL DEVELOPMENT AT EVERY LEVEL:

TYLER 1<sup>ST</sup>  
UPDATED

- Develop Tyler as an educational destination.
- Champion, support and partner with K-12 public schools, colleges and universities for excellence in academic achievement.
- Encourage an environment of education and life-long learning in families.
- Collaborate with business entities to enhance educational efforts and skill development.
- Recognize that education directly impacts economic development and quality of life.

# TYLER 1<sup>st</sup>

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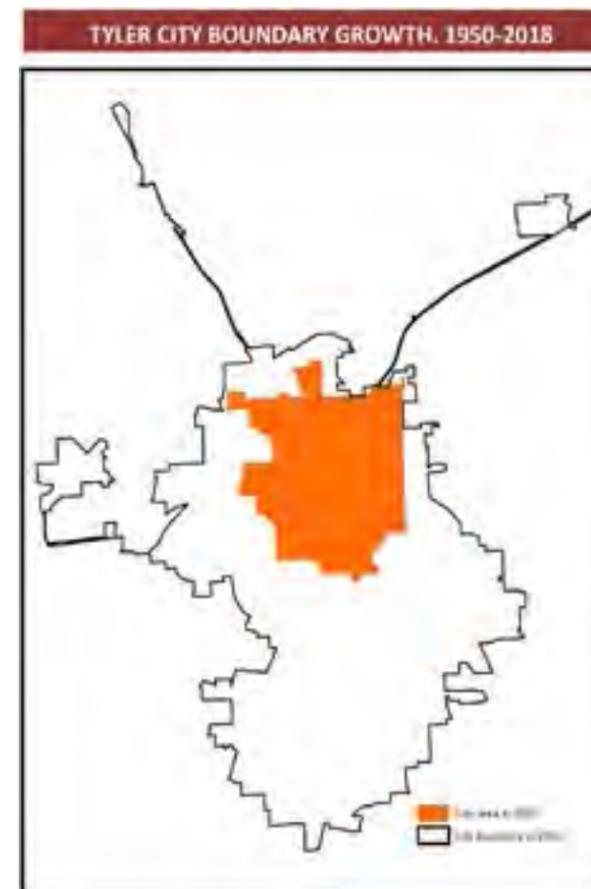


## 3. Population and Land Use Trends

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## Population and Land Use Trends (Update)



**T** Tyler has continued to grow since the adoption of the Tyler21 Comprehensive Plan in 2008. The most recent U.S. Census Bureau data show that Tyler’s population has grown by nearly 28 percent since 2000. Tyler’s population continues to expand its diversity. Census data from 2010 show a five percent increase in the city’s Hispanic population since 2000. Tyler’s poverty rates among households, individuals, and children have decreased faster than the state average, and seniors living in poverty remains below state average.

Tyler’s household demographics have also changed. Of Tyler’s 37,896 households, approximately 78 percent do not include children under 18. This statistic shows a 20 percent increase in non-children households from 2000 census data. Single-parent households have nearly doubled since 2000 from 10 percent to 19.1 percent in 2010.

The proportion of Tylerites between the ages of 18 and 34 increased by just over three percent since 2000 resulting in a decrease in the median age from 34 to 33 years old. The percentage of Tylerites who have attained a Bachelor’s degree or higher increased by one percent even as the total population increased by just over 13,000 people during the same period. These statistics show that Tyler is attracting a young and highly-educated workforce.

CITY OF TYLER POPULATION, 1910-2018		
	TYLER POPULATION	% CHANGE IN POPULATION
1910	10,400	—
1920	12,085	16.2
1930	17,113	41.0
1940	28,279	65.2
1950	38,968	37.8
1960	51,230	31.5
1970	57,770	12.8
1980	70,508	22.0
1990	75,450	7.0
2000	83,650	10.9
2005*	101,160	20.9
2010	96,900	-4.4
2018	107,181	10.6

*Source: U.S. Census; Texas Demographic Center  
\*Estimated by 2010 City Demographic Study.*

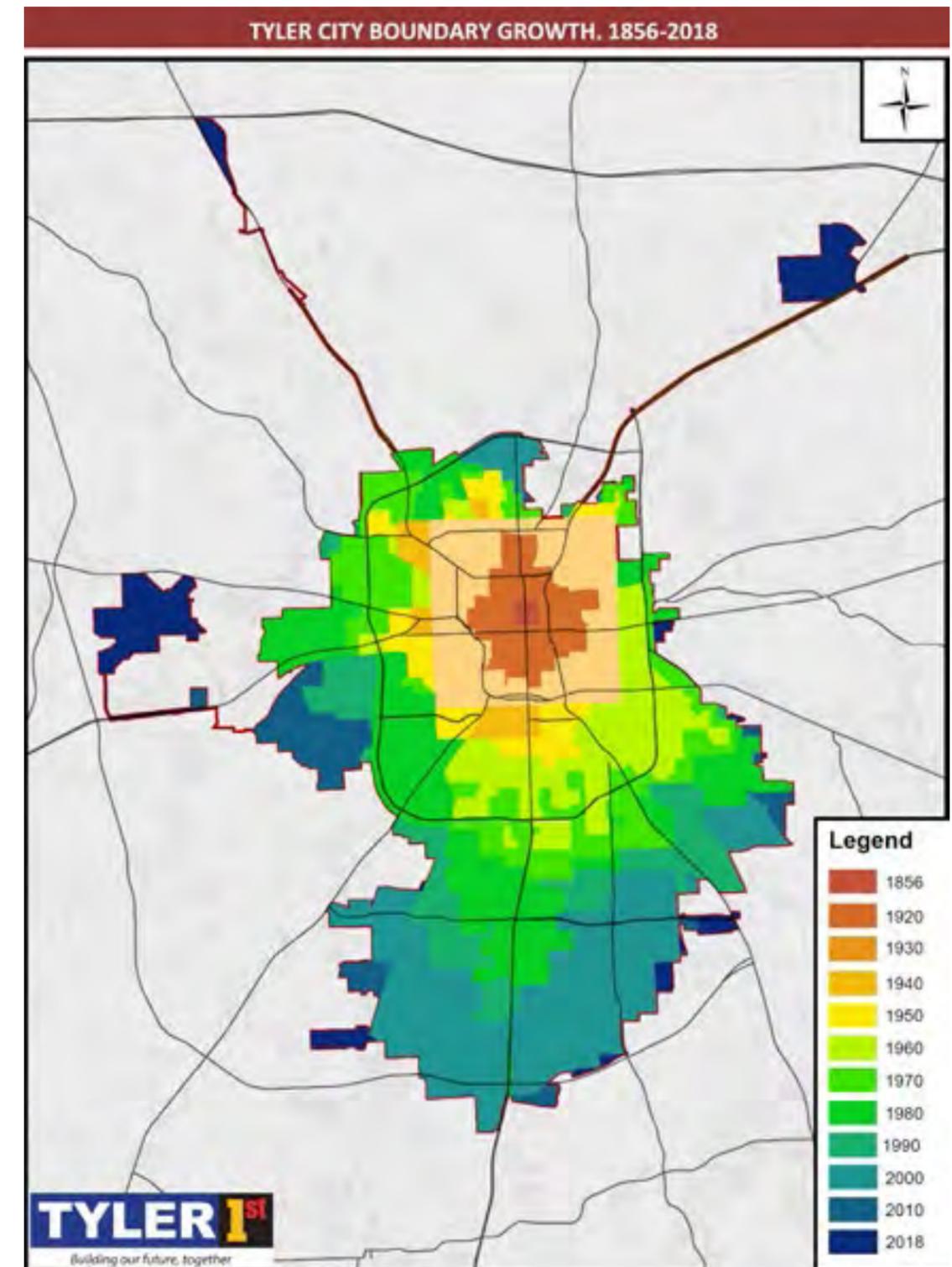
Tylerites working in the professional/management sector has increased by three percent since 2000. Also, employment in the service sector has increased by four percent. The production/transportation sector experienced a four percent decrease in employment, and the sales/office sector witnessed a two percent decrease in its workforce since 2000.

Since the 2000 census, the population of Tyler has increased by approximately 28 percent. Smith County’s population grew at a faster rate between 2000 and 2018, experiencing a 31 percent increase.

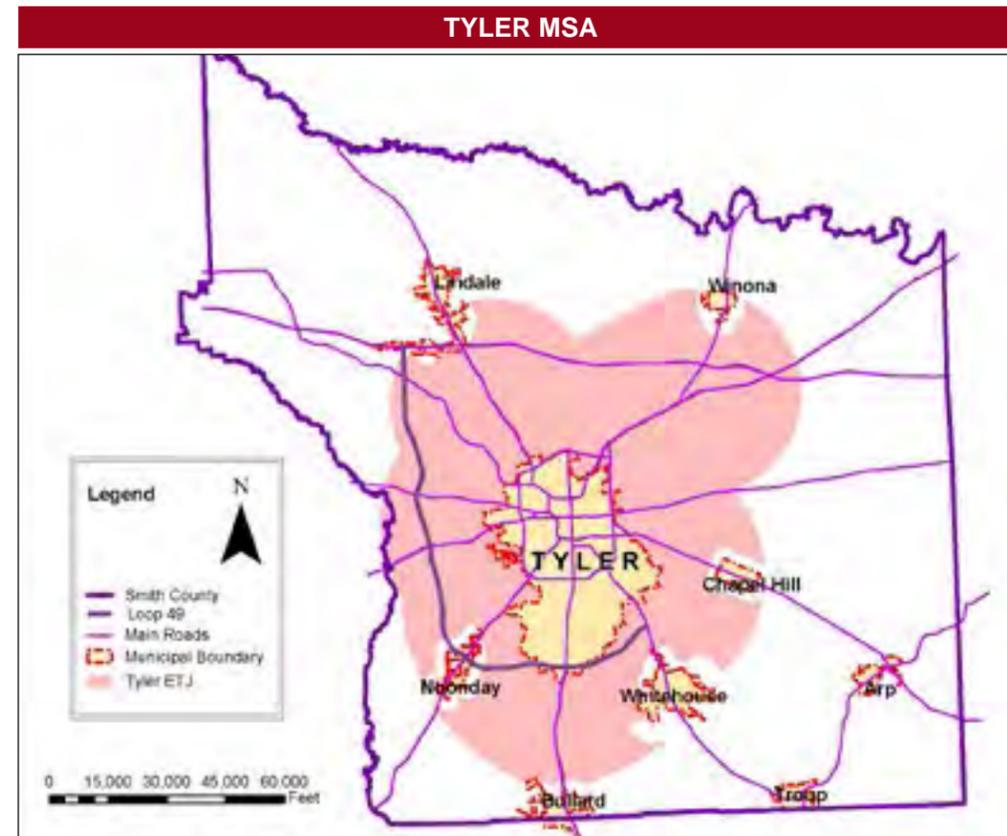
CHANGE IN LAND AREA, 1937-2018		
YEAR	LAND AREA (SQ. MI.)	PERCENTAGE CHANGE
1937	10.2	—
1950	12.7	25%
1960	18.5	46%
1970	25.2	36%
1980	34.9	39%
1990	39.9	14%
2000	50.8	27%
2010	54.3	7%
2018	57.8	6%

*Source: City of Tyler GIS data*

The City of Tyler has grown by 7 square miles since 2000. In 2019 the Texas legislature enacted laws to limit city-initiated annexations. With limited service capacity from utility providers in the county, this could lead future growth to redevelop within older parts of the city instead of expanding south as has been the trend.



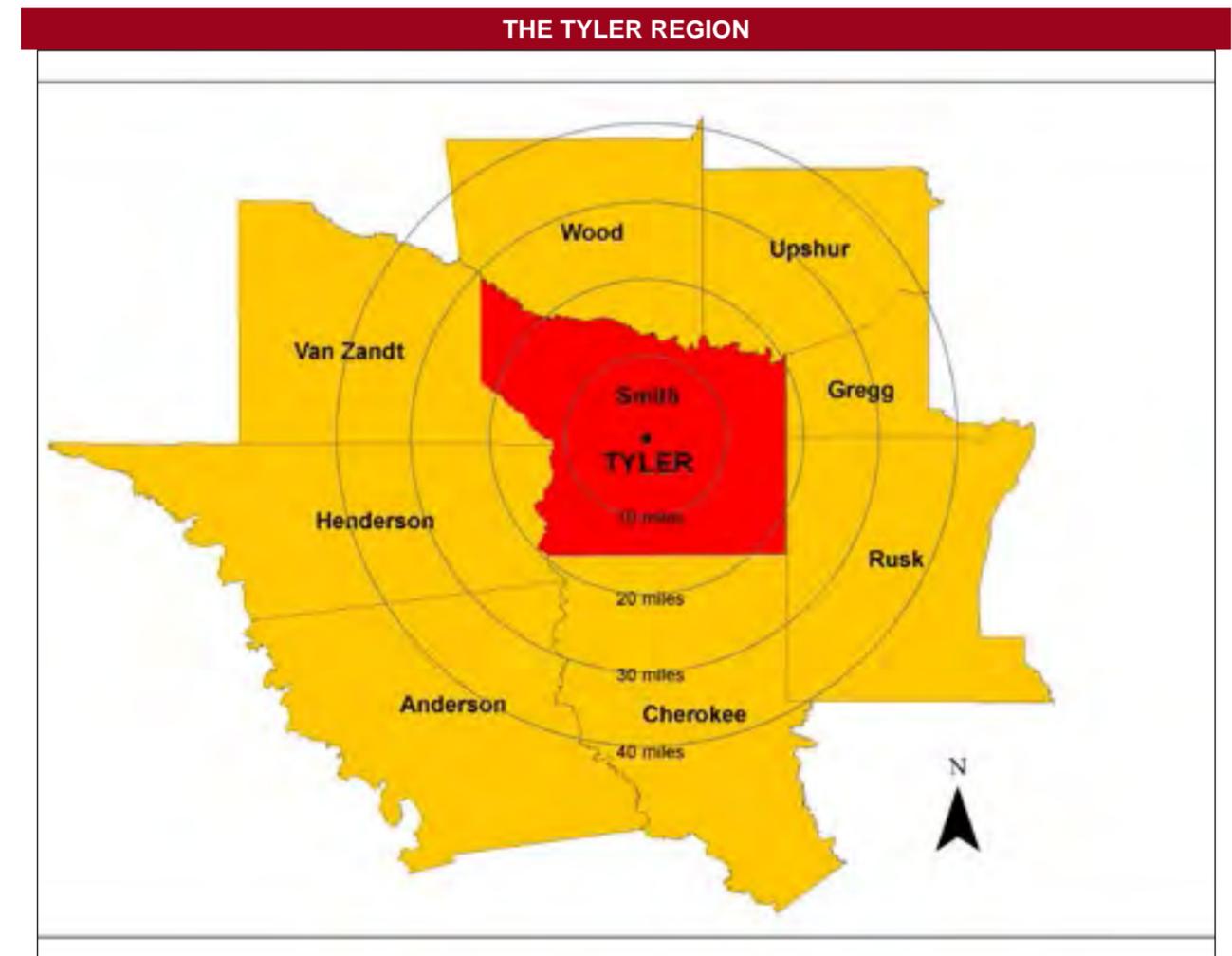
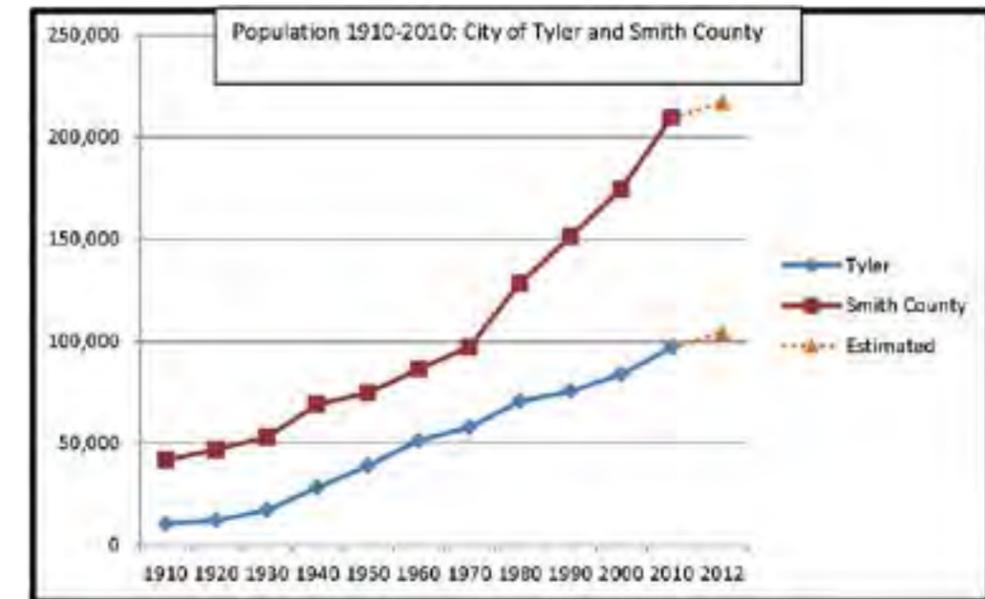
Source: City of Tyler GIS data



Source: City of Tyler GIS data

### TYLER'S ROLE IN ITS REGION

As the county seat of Smith County, Tyler serves as its employment, civic, cultural, and retail center. It is also the center of the Tyler Metropolitan Statistical Area (MSA), a geographic unit defined by the federal government for the purposes of measuring and reporting data on a metropolitan area. An MSA is an area that contains a core urban area of at least 50,000 people. The Tyler MSA has been defined as identical to Smith County; therefore, the Tyler MSA includes both the city and the county population.



Source: Texas State Data Center GIS data

POPULATION FACTS

- **AGE AND GENDER COMPOSITION (2017)**
  - Median age 33 years
  - 24.1% under 18 years old
  - 15.2% aged 65 or older
  - 47.4% male
  - 52.6% female
- **HOUSEHOLDS (2017)**
  - Total households: 42,127
  - 11.2% increase since 2010
  - 60.9% are family households (persons related by blood or marriage)
  - 42.1% of all households are married-couple households
  - 27.1% of all households are married couples with their own children under 18 years old
  - 32.7% of all households are single-person households
  - 39.1% are other non-family households (unrelated or single persons living together)
  - 14.9% of all households are headed by women
  - 18.7% of all households are single-parent households
- **RACIAL/ETHNIC COMPOSITION (2017)**
  - 67.8% White, non-Hispanic
  - 24.8% African-American, non-Hispanic
  - 22.3% Hispanic/Latino, all races
  - 5.5% Other, non-Hispanic
  - Public school (Tyler I.S.D.) enrollment, 2018-2019:
    - 46.8% Hispanic
    - 27.57% African-American
    - 21.21% White
- **LANGUAGE SPOKEN AT HOME (2017)**
  - 18.7% of the population 5 years or older and speaks Spanish at home
  - 2.2% speaks a language other than English or Spanish at home
  - 9.3% of the population 5 years and older speaks English less than "very well"
- **EDUCATIONAL ATTAINMENT (2017)**
  - 27.6% of the population has a bachelor's degree or higher
  - 17.5% does not have a high-school diploma
- **INCOME (2017)**
  - Median household income- \$46,463 median family income- \$58,775
  - 37.7% of households have incomes of less than \$35,000
  - 18.7% of households have incomes of \$100,000 or more
  - 13.4% of families have incomes below the poverty level
  - 17.8% of individuals have incomes below the poverty level
  - 27.4% of children under 18 live below the poverty level
  - 10.9% of elderly households live in poverty

*Sources: Census 2000, Census 2010, Tyler Independent School District (T.I.S.D.), 2010 City Demographic Study, ACS 2013-2017 5-Year Estimates*

WHAT DOES IT MEAN?

- Tyler's population grew at an average annual rate of 1.07% between 1980 and 2010.
- 2018 population estimates show that Tyler grew by 1.3% per year between 2010 and 2018.
- Tyler's proportion of county population continues to decline since 1980 since new subdivisions are built outside the city.
- Tyler's millennial population is higher than the state average.
- Most Tyler households are family households.
- Almost a third of all households are single person households.
- Tyler's Hispanic population grew by about 55% between 2000 and 2010, but the city still has a lower percentage of Hispanics than the state as a whole.
- Tyler proportionately has more African-Americans in its population than the state as a whole.
- Almost a third of Tyler children lived in poverty at the time of the 2010 census.

## A. Population

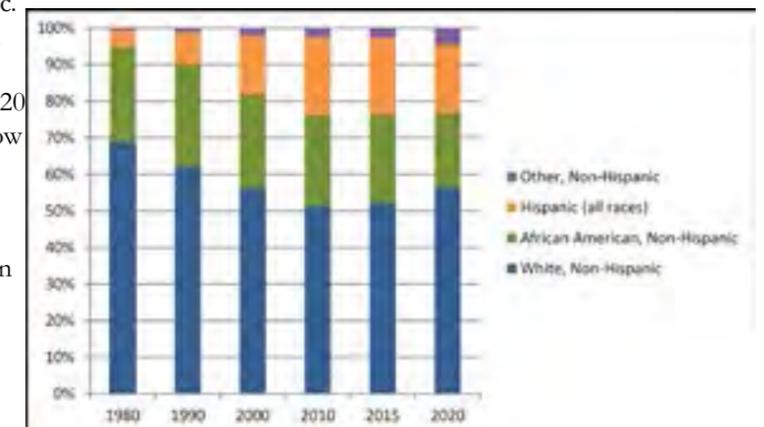
### POPULATION DATA SOURCES

The discussion of population trends in this chapter is based on several sources of data: 1) U.S. Census Bureau 2000 data, 2005 American Community Survey estimates, and U.S. Census Bureau 2010 data; 2) population projections produced by the Texas State Data Center; and 3) a 2005 demographic study commissioned by the City and prepared by PASA Demographics of College Station, TX, a firm employed by the Tyler Independent School District (T.I.S.D.) to make enrollment projections. The Census Bureau's American Community Survey (ACS) is administered to sample households on a yearly basis and measures population and housing data. ACS data have a 90 percent probability of accuracy.

### RACIAL/ETHNIC COMPOSITION

Since 2000, Tyler's population has continued to grow more diverse. In 2000, the city's ethnic composition was 56 percent white (non-Hispanic), 26 percent African American (non-Hispanic), and 16 percent Hispanic.

The Tyler 21 Comprehensive Plan correctly predicted the Hispanic population of Tyler as being over 20 percent. The 2010 census data show that Tyler's Hispanic population has grown by about 55 percent to 21.2 percent total composition. Tyler's white and African American populations have decreased to 50.8 percent and 24.8 percent, respectively.



### AGE COMPOSITION

Tyler's median age in 2000 was 34.1 years old. The 2010 census data show that this number has decreased to 33. The percentage of Tyler's population between 18 and 34 was estimated at about 25 percent. 2010 census data show that this age group has increased to 28.2 percent. The percentage of Tylerites aged 65 and above was estimated as being 13.1 percent in 2005. Results from the 2010 census show that this age group has increased to 14.4 percent of the total Tyler population.

Tyler also has a large population of senior citizens. The city markets itself as a retirement destination, its affordable cost of living attracts many new seniors, and it has two hospitals and a strong medical sector. Tyler's senior population accounted for 15.2% of the city's population in 2000 and was estimated at 13.1% in 2005 by the Census Bureau. In any case, this is a significantly greater percentage than in the state of Texas as a whole, where the 65 and older age group was estimated to make up only 9.6% of the population in 2005.

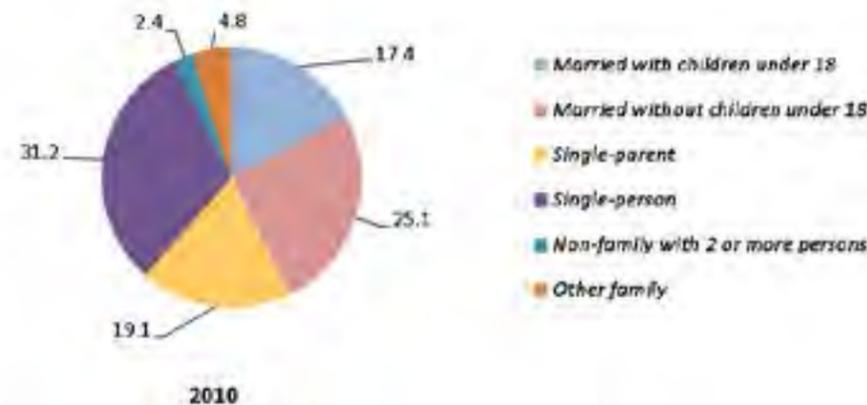
**CENSUS AND ESTIMATED AGE COMPOSITION IN TYLER AND TEXAS, 2000-2017**

	2000 % of Population		2010 % of Population		2017 % of Population	
	Tyler	Texas	Tyler	Tyler	Tyler	Texas
<b>Under 18</b>	26.1	28.2	24.3	24.3	24.1	26.3
<b>18-24</b>	11.7	10.5	14.3	14.3	12.7	10.0
<b>25-34</b>	13.3	15.2	13.9	13.9	15.4	14.6
<b>35-44</b>	13.6	15.9	11.3	11.3	10.7	13.5
<b>45-54</b>	12.0	12.5	11.7	11.7	10.9	12.8
<b>55-64</b>	8.0	7.7	10.0	10.0	10.9	11.1
<b>65 and above</b>	15.2	9.9	14.4	14.4	15.2	11.7

Source: U.S. Census Bureau, 2017 ACS 5-Year Estimates

**HOUSEHOLD COMPOSITION**

Of Tyler’s 37,896 households, approximately 78 percent do not include children under 18. This statistic shows a 20 percent increase in non-children households from 2000 census data (65 percent). Single-parent households have nearly doubled since 2000 from 10 percent to 19.1 percent in 2010. Household composition changes can have a direct impact in how city services affect Tyler’s residents.



**INCOME PROFILE**

Tyler’s median household and family incomes are lower than the county’s and the state’s. This is often a result of fewer single-person households in the county with smaller individual incomes. Tyler is characterized by a population in which 31.2 percent are single-person households.

Tyler’s median household income grew by 32 percent between the 2005 and 2010. During the same period, Tyler’s median family income grew by 19.5 percent. These increases were consistent with county and state income changes.

**MEDIAN HOUSEHOLD AND FAMILY INCOMES, 2010 AND 2017**

	Median Household Income, 2010	Median Household Income, 2017	Median Family Income, 2010	Median Family Income, 2017
<b>Tyler</b>	\$41,607	\$46,463	\$54,547	\$58,775
<b>Smith County</b>	\$46,139	\$50,742	\$57,225	\$62,850
<b>Texas</b>	\$49,646	\$57,051	\$58,142	\$67,344

Source: U.S. Census Bureau, 2017 ACS 5-Year Estimates

**INDIVIDUALS AND HOUSEHOLDS LIVING IN POVERTY**

Tyler has a higher number of households, individuals, and children living in poverty than the state average. However, between 2005 and 2010, poverty rates among these groups have decreased faster than state average. Conversely, the poverty figures for senior citizens in Tyler increased during this period while the state average decreased, though continuing to be lower than the state average for seniors living in poverty.

**POVERTY STATUS, 2010 AND 2017**

	2010 % of Households in Poverty	2017 % of Households in Poverty	2010 % of Individuals in Poverty	2017 % of Individuals in Poverty	2010 % of Children under 18 in Poverty	2017 % of Children under 18 in Poverty	2010 % of Seniors (over 65) in Poverty	2017 % of Seniors (over 65) in Poverty
<b>Tyler</b>	15.2	13.4	17.0	17.8	30.0	27.4	8.8	10.9
<b>Texas</b>	13.0	12.4	16.8	16.0	23.8	22.9	11.6	10.7

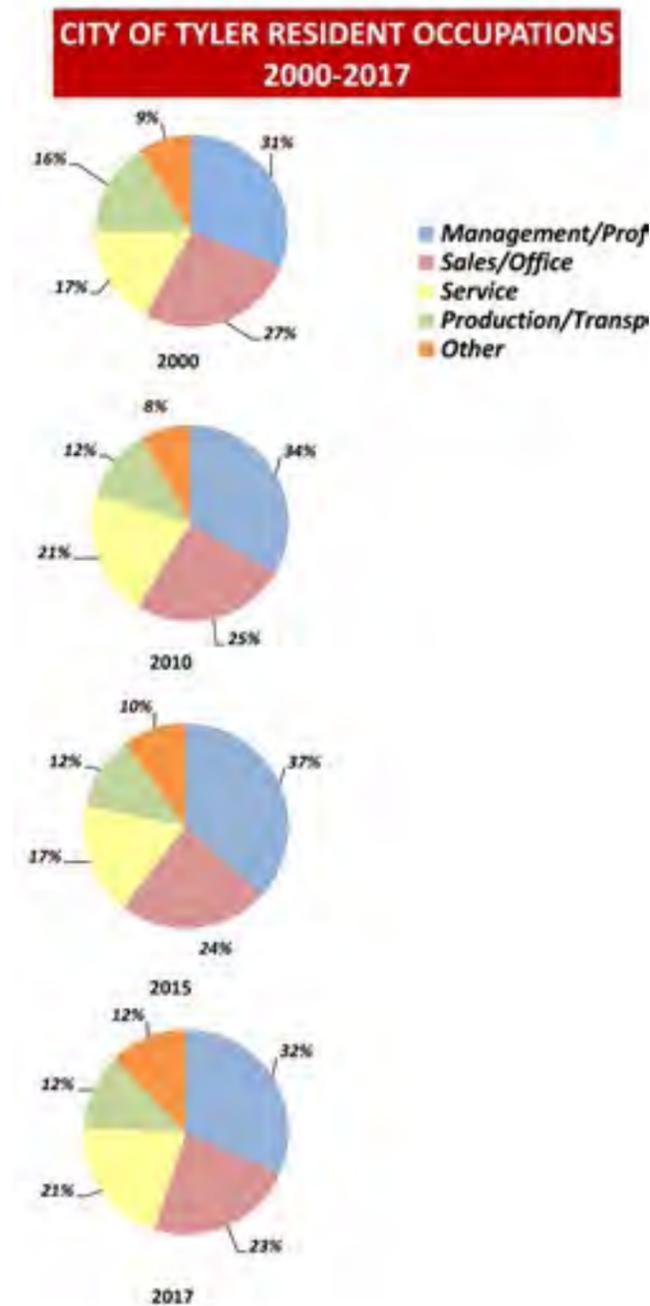
Source: U.S. Census Bureau, 2017 ACS 5-Year Estimates

**EDUCATIONAL ATTAINMENT AND EMPLOYMENT**

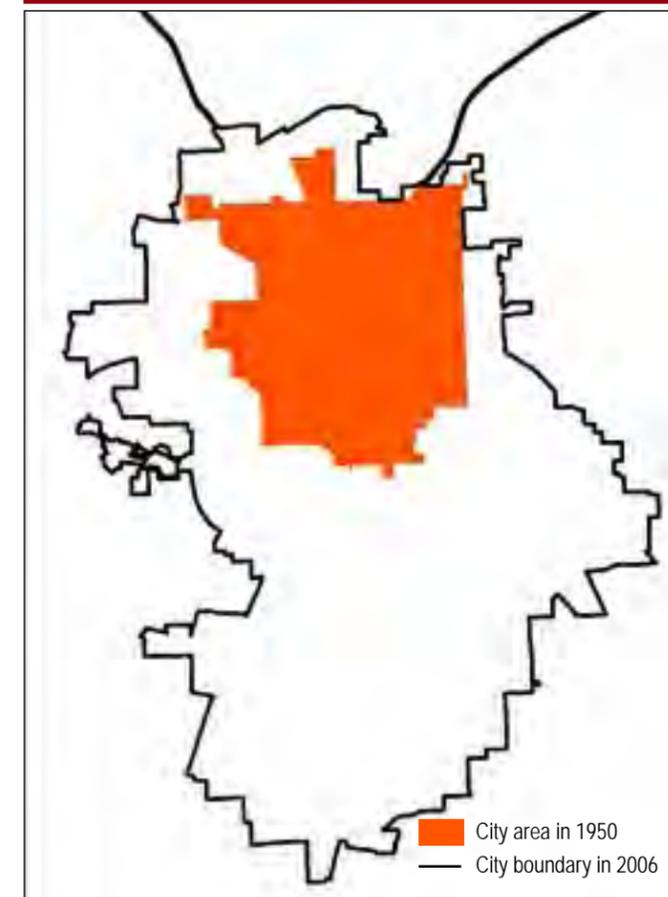
The majority of Tyler’s residents over 25 years old in 2010 had earned a high-school diploma (83.7 percent). The number of Tylerites who have completed a bachelor’s degree or higher increased by one percent between 2000 and 2010 from 28 percent to 29 percent, respectively. The city’s population grew by about 13,300 people over this period, indicating that either native Tylerites have benefited from local higher-education opportunities or that the city has attracted a large number of well-educated new residents, perhaps both even.

Tyler’s employment sectors continued a shift away from production/manufacturing toward service and management between 2000 and 2010. Employment in the service sector increased by five percent between 2000 and 2010, while management/professional job categories increased by three percent. Sales, production/transportation, and

other job categories experienced a decrease in total employees during this period.



TYLER CITY BOUNDARY GROWTH, 1950-2006



## Population and Land Use Trends

Between 1950 and 2006, the population of the City of Tyler grew two and a half times, while its land area quadrupled in size. The story of Tyler’s demographic and physical growth over the second half of the twentieth century is part of the bigger American story of prosperity, automobile travel, suburbanization and the decline of downtowns during the same period. But at the beginning of the twenty-first century, Tyler, like many other communities, is finding that a half-century of sprawling, suburban-style growth has also brought some unintended and unwanted consequences. Understanding

recent and current trends in population growth and how land is used in Tyler is the first step towards creating a new plan to guide future growth.

Tyler began in 1847 as the county seat of newly-created Smith County with a 100-acre (0.15 square mile) land purchase. Planned in 28 blocks around a central square where the county courthouse was located, the city had a population of 1,021 by 1860. While the city population grew tenfold by 1910, Tyler’s physical growth was modest throughout the late nineteenth and early twentieth centuries, as most new development clustered around the downtown business district in compact commercial areas and residential neighborhoods. The Tyler region’s oil boom attracted many new residents in the 1930s, when the city grew an average of 6.5%

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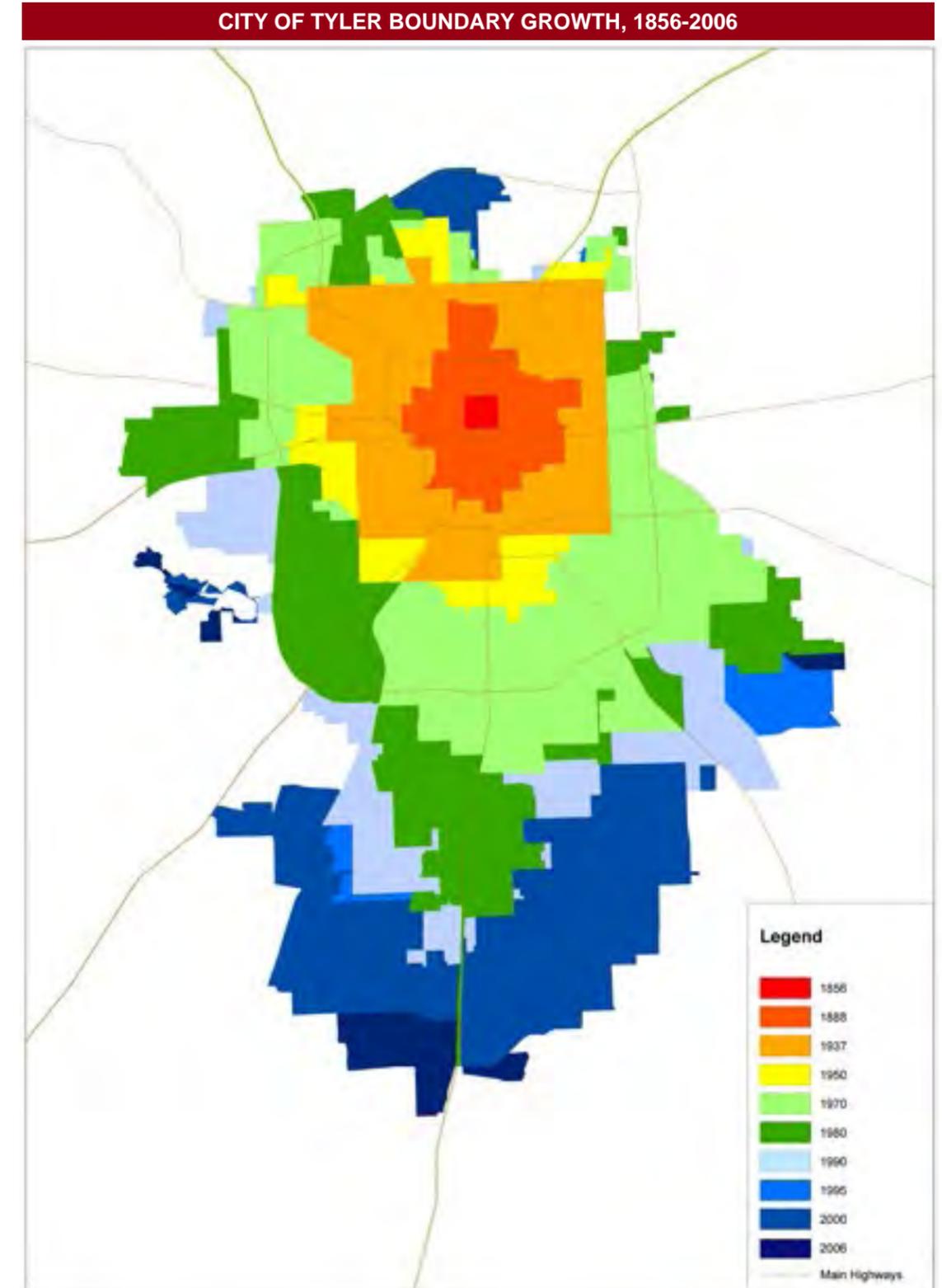
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1960	18.5	46%
1970	25.2	36%
1980	34.9	39%
1990	39.9	14%
2000	50.8	27%
2006	52.4	3%

Source: City of Tyler GIS data

annually, and by 1950 the city had annexed enough land to encompass 12.7 square miles.

Population growth continued to be very robust in the 1940s and 1950s but, though still substantial, began to moderate during the 1960s. With new annexations, the city grew to 25.2 square miles by 1970. From the late 1960s, growth south of Loop 323 accelerated as a result of the dynamics of school desegregation and the emergence of new forms of retailing – symbolized by the opening of Broadway Square Mall in 1975. This expansion in land area paralleled national trends in post-World War II development, as low-density, automobile-oriented residential and commercial development consumed large amounts of land outside of downtown and close-in areas. The fiscal benefits to the city of the growing retail and commercial district on south Loop 323 and on Broadway south of Loop 323, as well as residents’ desire for city services, encouraged the City to annex another 27.2 square miles between 1970 and 2006, more than doubling the city’s land area. Today, in 2007, the city covers an area of almost 53 square miles with over 101,000 people.

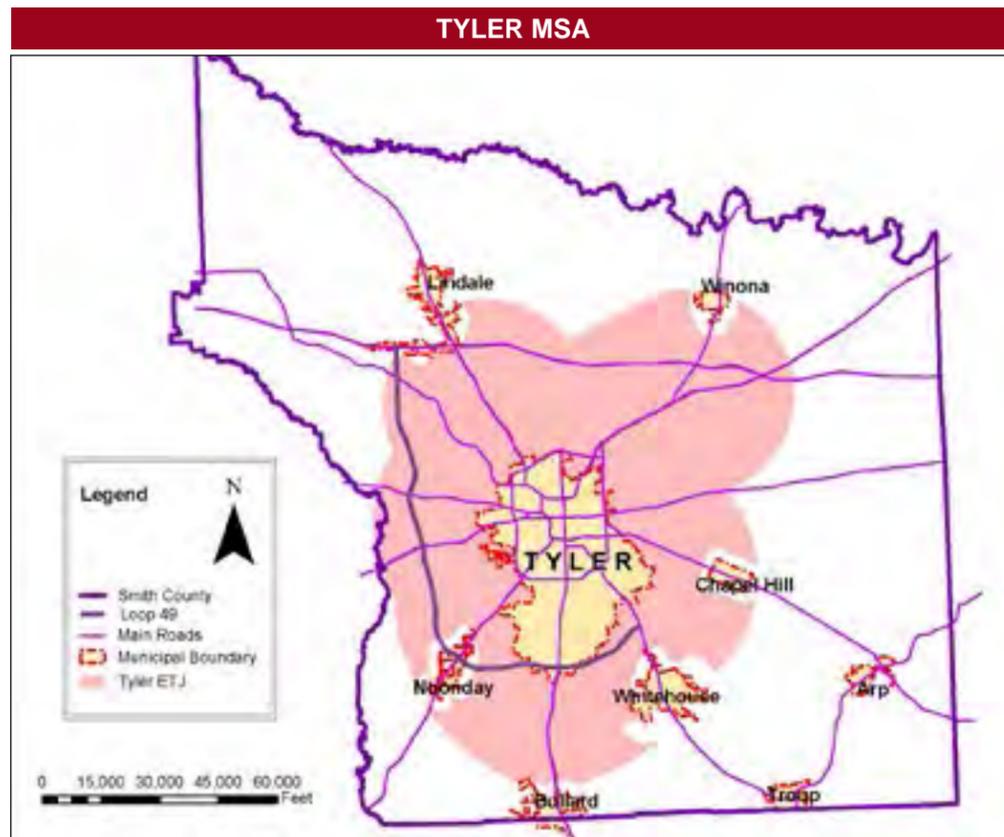
Now that the city has a population of over 100,000, its extraterritorial jurisdiction (ETJ) extends five miles from its corporate boundaries in all directions. The ETJ covers an additional 338 square miles in central and southern Smith County.



Source: City of Tyler GIS data

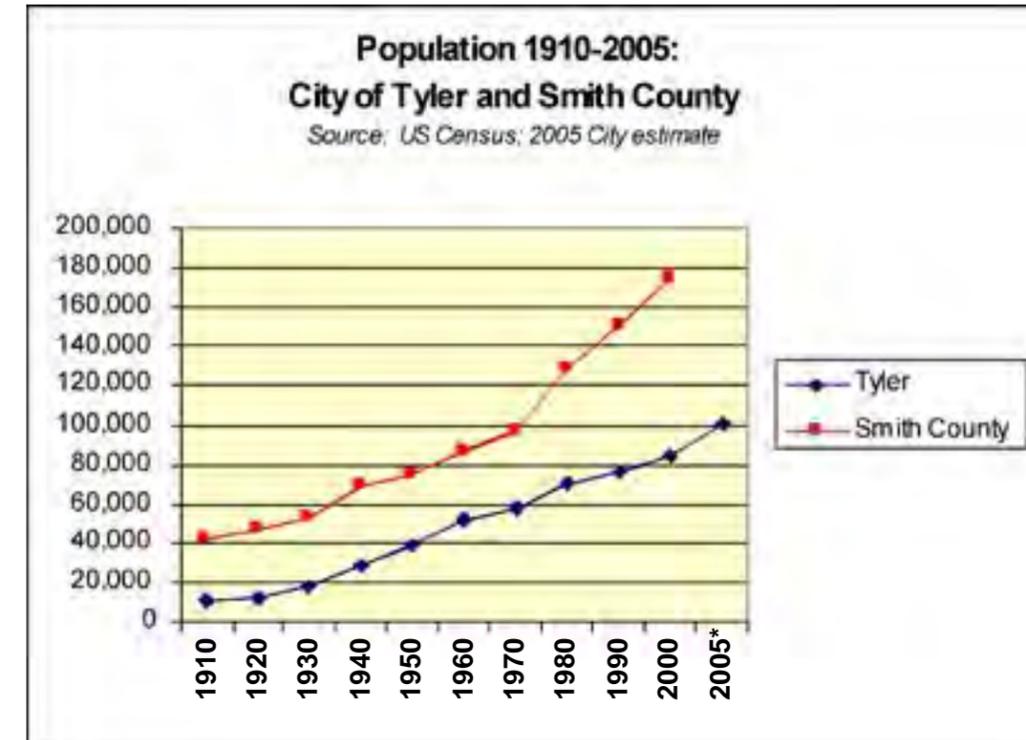
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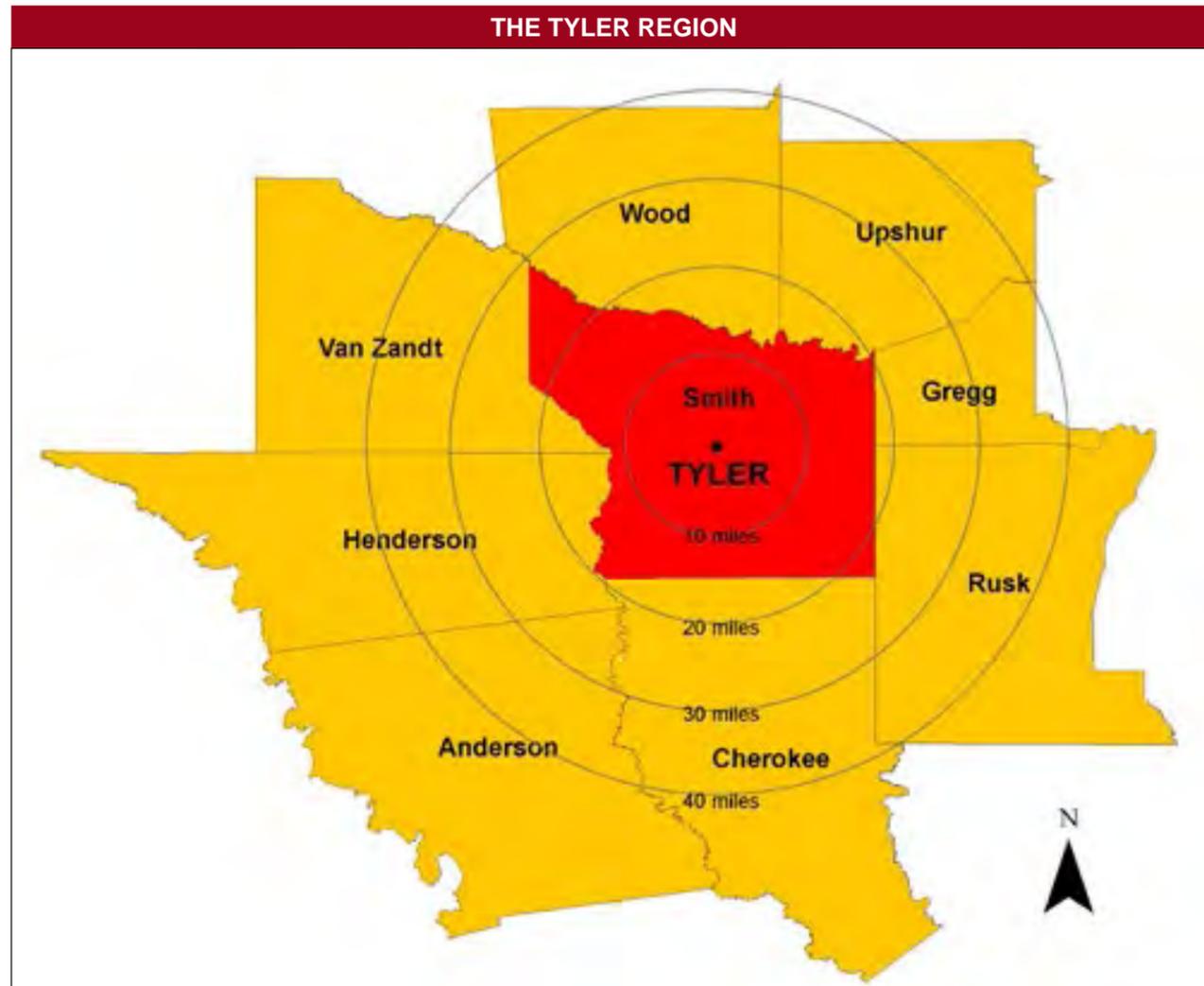
The city's proportion of county population has been declining significantly since 1970, when the city accounted for almost 60% of the county's population. This is a result of suburban-style residential growth in smaller cities, such as Whitehouse and Noonday, as well as in unincorporated parts of the county. Since 1970 Smith County has been growing faster outside the city than within the city limits. During the 1990s, county population growth, not counting the city, was about 2% a year, about twice the annual rate of growth within the city limits.

Tyler's city and ETJ land areas contain over 42% of Smith County's land area and approximately 47% of the county's population. Although ETJ residents are not residents of the city, the land within the ETJ is governed by Tyler's subdivision regulations. This limited



land use control outside of the city boundary allows city government some ability to plan for future physical development and prevents conflicts with neighboring municipalities over annexation.

The city's influence, however, stretches beyond the ETJ and MSA boundaries. Tyler functions as a regional center, particularly for retail, medical services, and employment, and state officials estimate that over 270,000 people enter Tyler each day for work, entertainment, shopping, medical services, government business, or cultural events. Tyler's location in the heart of East Texas means that the city effectively serves over 675,000 people who live within a 40- to 50-mile driving distance of Tyler. Tyler regularly draws workers, shoppers, and cultural patrons from a nine-county radius that includes Anderson, Cherokee, Gregg, Henderson, Rusk, Upshur, Van Zandt, Wood, and Smith counties. Tyler's influence is particularly strong on counties to the south and east, which are more rural in nature and farther away from the Dallas-Fort Worth Metroplex that lies approximately 90 miles northwest of Tyler.



Source: Texas State Data Center GIS data

## POPULATION FACTS

- **AGE AND GENDER COMPOSITION (2000):**
  - Median age: 34 years
  - 26% under 18 years old
  - 15% aged 65 or older
  - 47% male
  - 53% female
- **HOUSEHOLDS (2000):**
  - Total households: 32,535
  - 11% increase since 1990
  - 65% are family households (persons related by blood or marriage)
  - 47% of all households are married-couple households
  - 21% of all households are married couples with their own children under 18 years old
  - 30% of all households are single-person households
  - 5% are other non-family households (unrelated or single persons living together)
  - 14.5% of all households are headed by women
  - 10% of all households are single-parent households
- **RACIAL/ETHNIC COMPOSITION (2000):**
  - 56% White, non-Hispanic
  - 26% African-American, non-Hispanic
  - 16% Hispanic/Latino, all races
  - 2% Other, non-Hispanic
  - Public school (Tyler I.S.D.) enrollment, 2005-2006:
    - 34% Hispanic
    - 34% African-American
    - 32% White
- **LANGUAGE SPOKEN AT HOME (2000):**
  - 14.7% of the population 5 years and older speaks Spanish at home
  - 1.6% speaks a language other than English or Spanish at home
  - 8.1% of the population 5 years and older speaks English less than "very well"
- **DISABILITY (2000):**
  - 10% of persons in the age group 5-20 have a disability
  - 23% of persons in the age group 21-64 have a disability
  - 44% of persons who are 65 and older have a disability
- **EDUCATIONAL ATTAINMENT (2000):**
  - 27% of the population has a bachelor's degree or higher
  - 13% does not have a high-school diploma
- **INCOME (1999):**
  - Median household income—\$34,163; median family income—\$43,618
  - 51% of households have incomes of less than \$35,000
  - 10% of households have incomes of \$100,000 or more
  - 13% of families have incomes below the poverty level; over half of these are single-parent households
  - 4% of individuals have incomes below the poverty level
  - 24% of children under 18 live below the poverty level
  - 12% of elderly households live in poverty

### WHAT DOES IT MEAN?

- Tyler's population grew at an average annual rate of 1.8% between 1970 and 2000.
- A 2005 City Demographic Study estimated that Tyler grew much faster in the period 2000-2005: nearly 4% a year to 101,160.
- Tyler's proportion of county population has been declining since 1970 as new subdivisions are built outside the city.
- Tyler's population is somewhat older than the state's – fewer children and more people 65 or over.
- Most Tyler households are family households.
- Only one in five of all households are traditional married couple with children households.
- Almost a third of all households are single person households.
- Tyler's Hispanic population almost doubled between 1990 and 2000, but the city still has a lower percentage of Hispanics than the state as a whole.
- Tyler proportionately has more African-Americans in its population than the state as a whole.

Sources: Census 1990, Census 2000, Tyler Independent School District (T.I.S.D.), Tyler Economic Development Council, 2005 City Demographic Study

## A. Population

### POPULATION DATA SOURCES

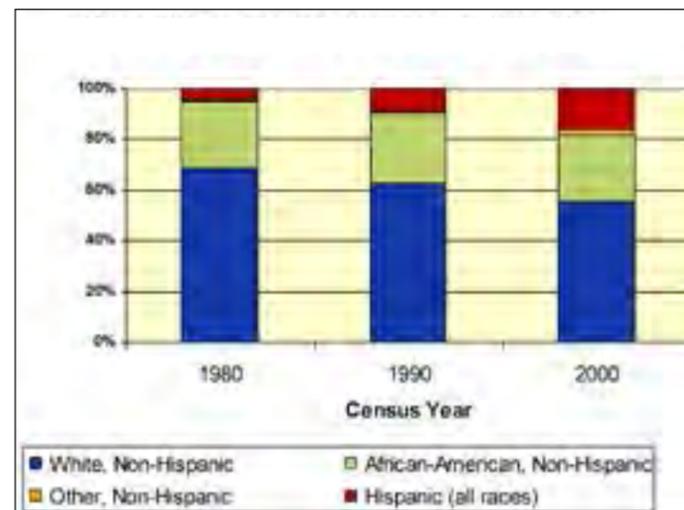
The discussion of population trends in this chapter is based on several sources of data: 1) U.S. Census Bureau 2000 data and 2005 American Community Survey estimates; 2) population projections produced by the Texas State Data Center; and 3) a 2005 demographic study commissioned by the City and prepared by PASA Demographics of College Station, TX, a firm employed by the Tyler Independent School District (T.I.S.D.) to make enrollment projections. The Census Bureau's American Community Survey (ACS) is administered to sample households on a yearly basis and measures population and housing data. ACS data have a 90% probability of accuracy.

### ADJUSTED CITY POPULATION TOTALS

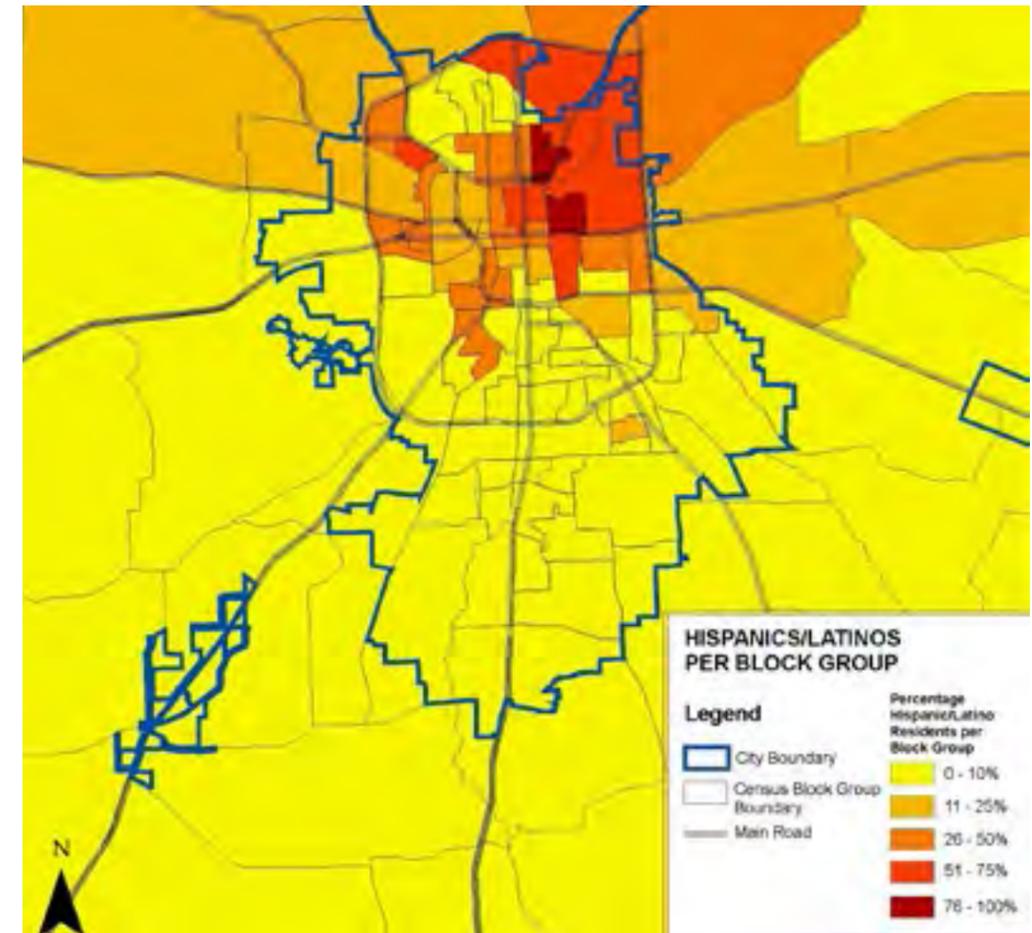
Unlike the Census Bureau and Texas State Data Center, PASA Demographics uses more detailed building permit data, annexation data, and school enrollment records in its projections. First, the PASA study estimated the Census 2000 undercount at 1,447 residents, resulting in a total of 85,097 city residents instead of 83,650. Drawing on school enrollment and other data, PASA also determined that some 16,063 new residents entered the city between 2000 and 2005 – over 5,000 new households. Most of these new residents were Hispanic and they settled inside Loop 323, many of them east of downtown and in North Tyler. They were attracted to Tyler by employment opportunities in the manufacturing and food products industries. The population surge in the early years of the decade, combined with the undercount of population growth during the 1990s, boosted Tyler's estimated 2005 population to 101,160. This figure will be used as the baseline in this comprehensive plan, unless otherwise indicated. However, because the 2005 PASA estimate does not include a detailed analysis of population composition by race, household type, income, or other characteristics, data and estimates from the Census Bureau will be used to provide a general understanding of Tyler's population characteristics.

### RACIAL/ETHNIC COMPOSITION

During the 1990s and early 2000s, Tyler's population grew more diverse. In 1990, 62% of Tyler's residents were white (non-Hispanic), 28% were African-American (non-Hispanic), and less than 9% were Hispanic. By 2000, an influx of new Hispanic residents had significantly altered the city's ethnic composition. Tyler's Hispanic population doubled, and the

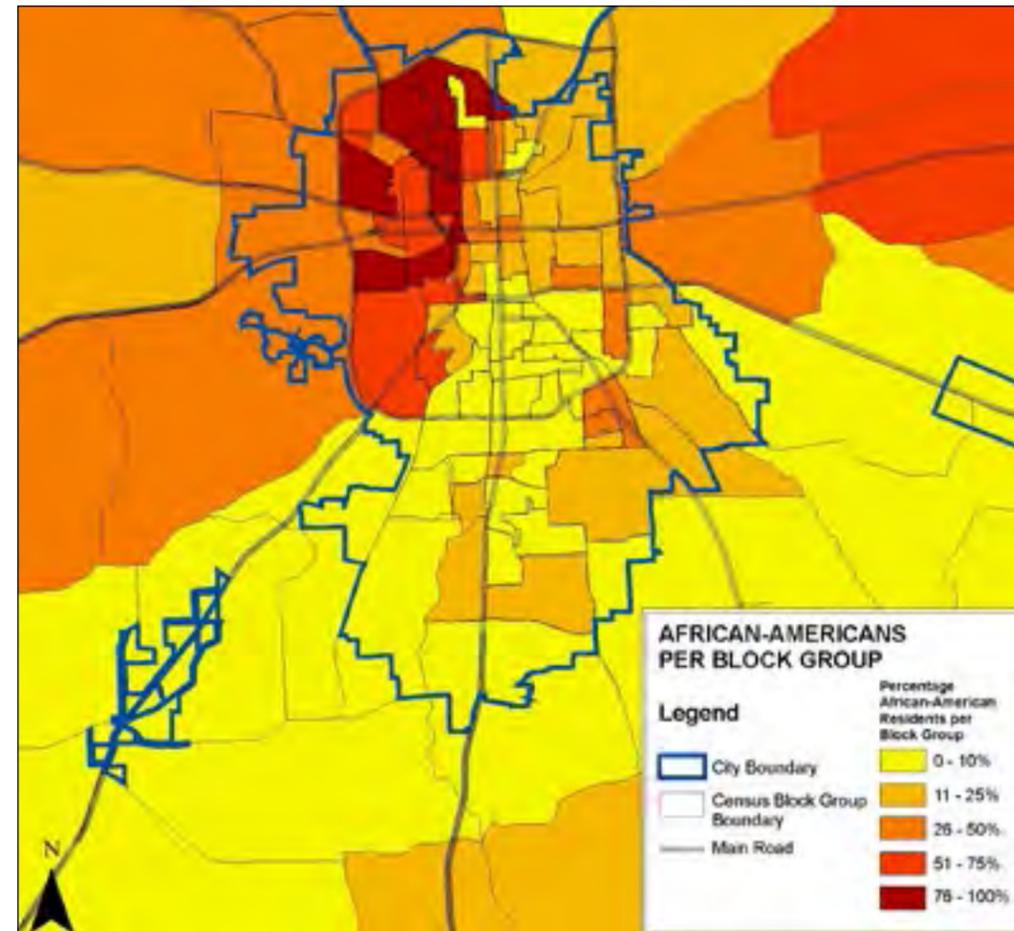


composition shifted to 56% white (non-Hispanic), 26% African-American (non-Hispanic), and 16% Hispanic. Since non-whites and Hispanics are typically undercounted more often than whites, the increase in diversity is likely to be somewhat higher than shown in the 2000 census data. For 2005 the Census Bureau estimated additional changes in the city's racial/ethnic composition: the population was 20% Hispanic, 28% African-American, and 50% white. Given the Hispanic character of the 2000-2005 in-migration, Tyler's population may be over 20% Hispanic now.

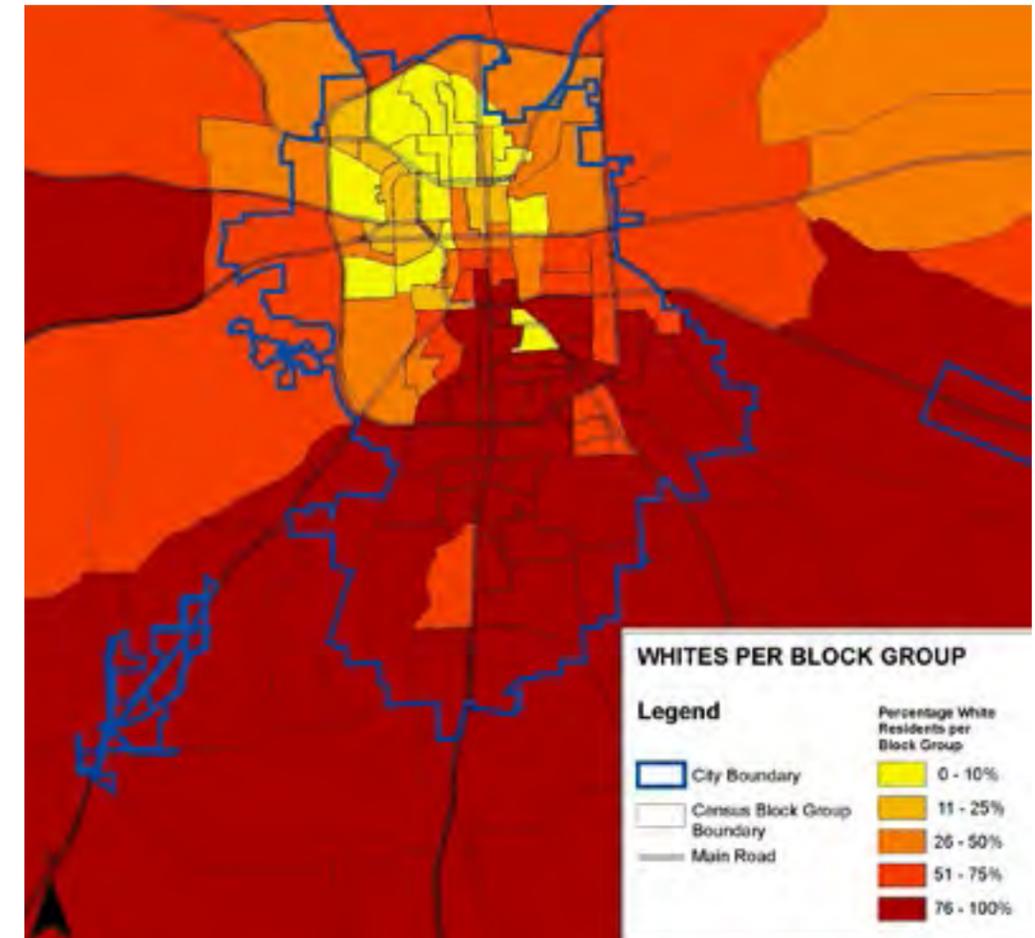


Source: U.S. Census 2000

Most of Tyler's African-American and Hispanic population resides inside of Loop 323 in the city's older neighborhoods. Neighborhoods in the northwestern parts of the city, in traditional African-American neighborhoods near Texas College, along Palace Avenue, near the former Butler College, and along Old Noonday Road tend to have a higher percentage of African-American residents. The Hispanic/Latino community is more concentrated in neighborhoods north and east of downtown, particularly in the area east of North Broadway Avenue and north of East Front Street. Tyler's white residents are more concentrated south of Front Street and to the southeast and south.



Source: U.S. Census 2000

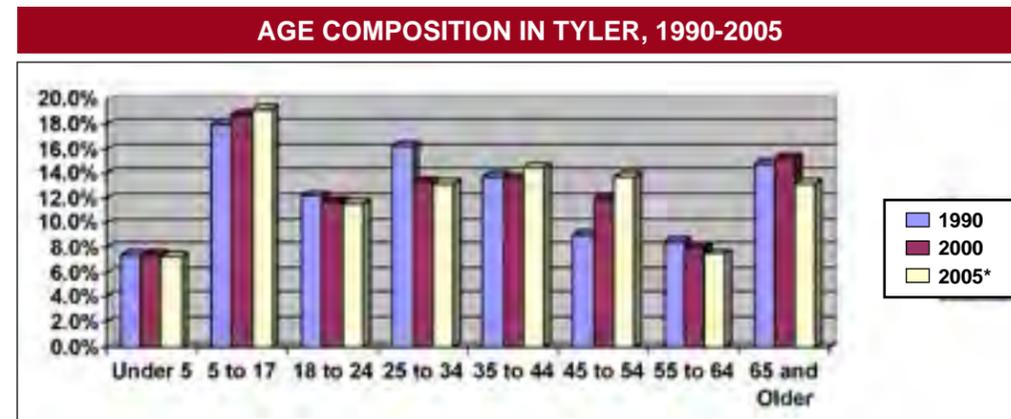


Source: U.S. Census 2000

### AGE COMPOSITION

Tyler’s median age in 2000 was 34.1 years old, which was slightly higher than the state median (32.3) but lower than Smith County’s median age (35.5). About a quarter of the city’s population is under 18 years old. The percentage of younger adults in Tyler is decreasing. In 1990, 29% of Tyler’s population was between the ages of 18 and 34; by 2000, that age group had shrunk to 25% of the population, and 2005 Census Bureau estimates placed this group at less than 25% of Tyler’s population. This young adult age cohort comprised a smaller percentage of overall population all over the U.S. in 2000, because it is made up of the smaller “baby bust” generation born in the 1970s. Communities everywhere are competing to retain and attract this group of younger workers.

Tyler also has a large population of senior citizens. The city markets itself as a retirement destination, its affordable cost of living attracts many new seniors, and it has two hospitals and a strong medical sector. Tyler’s senior population accounted for 15.2% of the city’s population in 2000 and was estimated at 13.1% in 2005 by the Census Bureau. In any case, this is a significantly greater percentage than in the state of Texas as a whole, where the 65



Source: U.S. Census Bureau  
\*Estimate from the U.S. Census Bureau's 2005 American Community Survey

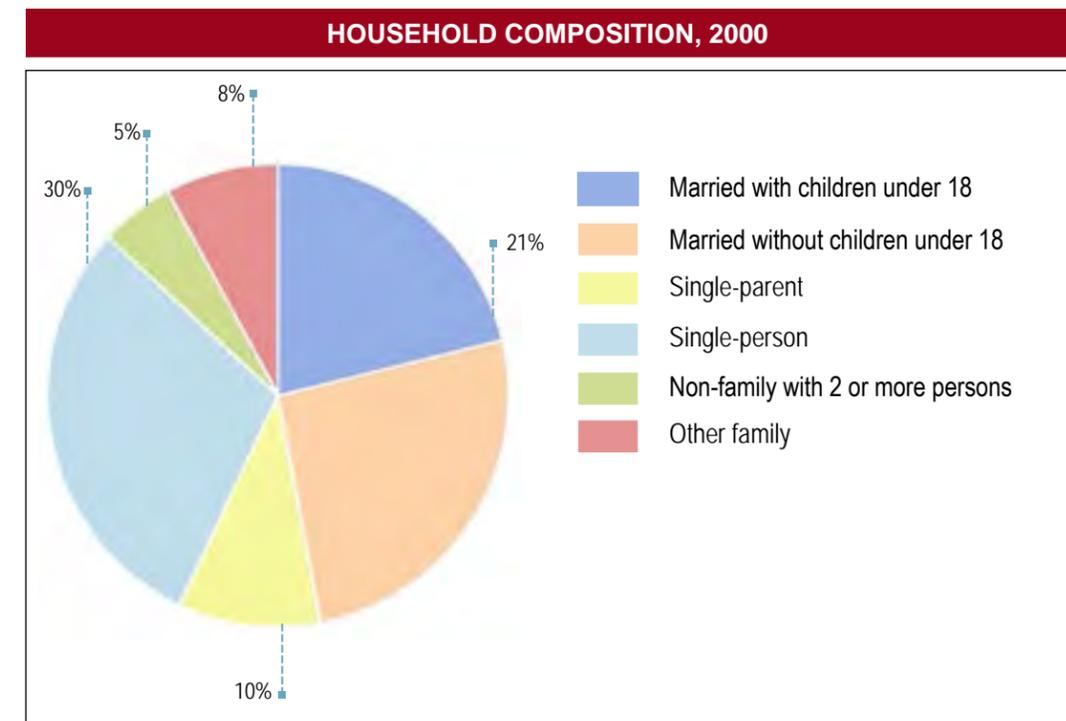
and older age group was estimated to make up only 9.6% of the population in 2005.

	1990 % of Population		2000 % of Population		2005 % of Population*	
	Tyler	Texas	Tyler	Texas	Tyler	Texas
<b>Under 18</b>	25.5	27.4	26.1	28.2	26.5	28.3
<b>18-24</b>	12.2	11.2	11.7	10.5	11.6	14.6
<b>25-34</b>	16.3	18.4	13.3	15.2	13.1	9.9
<b>35-44</b>	13.8	15.2	13.6	15.9	14.5	14.8
<b>45-54</b>	9.1	9.7	12.0	12.5	13.7	13.6
<b>55-64</b>	8.4	7.7	8.0	7.7	7.5	9.1
<b>65 and above</b>	14.8	10.3	15.2	9.9	13.1	9.6

Source: U.S. Census Bureau  
\*Estimate from the U.S. Census Bureau's 2005 American Community Survey

### HOUSEHOLD COMPOSITION

The number of households in the City of Tyler increased by 11% between 1990 and 2000. Over 65% of Tyler's 32,535 households in 2000 were family households (persons related by blood or marriage, but not necessarily with children), but only 47% of all households were married-couple households and 21% were married couples with their own children under age 18. Ten percent of the family households were single-parent households. In 2000, 30% of all households were single-person households. The remainder lived in households with non-relatives or in group quarters such as dormitories. The average number of persons per household in 2000 was 2.48, and the average family size was 3.12 persons.



Source: U.S. Census Bureau

Although Tyler is a family-oriented city, the majority of its households do not include children. In 2000, 35% of all Tyler households included children under 18, and the Census Bureau estimates that in 2005, 36% of the city's households included children under 18. Many family and non-family households also include senior residents: over 32% of all households in 2000 had at least one person aged 60 or older, and over 26% included at least one person aged 65 or older.

Like the overall population growth rate, the rate of household growth is greater in the southern part of the city and in the southern part of Smith County outside the Tyler city limits. Van Zandt County also is experiencing relatively high growth rates because it is just outside the eastern edge of the Dallas Metroplex.



Source: Microsoft MapPoint; ZHA, Inc.

### PUBLIC SCHOOL POPULATION

Tyler Independent School District (T.I.S.D.) is the largest school district in East Texas and includes two high schools, six middle schools, 16 elementary schools, and three alternative/special education schools. T.I.S.D.'s boundaries include most of the city of Tyler.<sup>1</sup> Total T.I.S.D. enrollment for the 2005-2006 school year was 18,002 students. In 2005-2006, the racial and ethnic composition of the public school population was 32% white, 34% African-American, and 34% Hispanic, with a greater percentage of minority students than the city's population as a whole. This suggests that many white families send their children to one of Tyler's private schools. T.I.S.D. enrollment has been increasing steadily since 2000 at a rate of around 2% per year and is projected to reach approximately 19,375 students by 2013.

<sup>1</sup> Small portions of the eastern side of Tyler fall within the Chapel Hill Independent School District and the Whitehouse Independent School District.

CITY AND T.I.S.D. RACIAL/ETHNIC COMPOSITION IN 2005		
	City of Tyler (2005)*	T.I.S.D. Enrollment (2005)
White	49.5%	32%
African-American	28.3%	34%
Hispanic/Latino	19.5%	34%

Sources: U.S. Census Bureau and T.I.S.D.  
\*U.S. Census Bureau's 2005 American Community Survey estimate

### INCOME PROFILE

Tyler's median household and family incomes are lower than the county's and the state's. The county has a smaller percentage of single-person households—who typically have lower median incomes than family households—than the city, and the city also has a larger number of households living in poverty. Disparities between household and family incomes reflect the difference between households with one earner and those with more than one.

CENSUS AND ESTIMATED MEDIAN HOUSEHOLD AND FAMILY INCOMES, 1999 AND 2005				
	Median Household Income, 1999	Median Household Income, 2005*	Median Family Income, 1999	Median Family Income, 2005*
Tyler	\$34,163	\$31,514	\$43,618	\$45,644
Smith County	\$37,148	\$37,964	\$44,534	\$48,177
Texas	\$39,927	\$42,139	\$45,861	\$49,769

Source: U.S. Census Bureau  
\*U.S. Census Bureau's 2005 American Community Survey estimate

Census Bureau estimates suggest that income disparities grew in Tyler during 1999-2005. Over 51% of Tyler's households had incomes of less than \$35,000 in 1999; by 2005, this total had risen to 53%.<sup>2</sup> The percentage of households earning more than \$50,000 also rose slightly between 1999 and 2005 from 33% to 34%, while the percentage of households earning \$100,000 per year during this period rose from 10% in 1999 to 11% in 2005. Tyler's income levels are somewhat lower than Smith County's and Smith County in general has more households in the middle income ranges than Tyler.

<sup>2</sup> Ibid.

HOUSEHOLD INCOMES, 1999 AND 2005				
Household Income	Percentage of Tyler Households in 1999	Percentage of Tyler Households in 2005*	Percentage of Smith County Households in 1999	Percentage of Smith County Households in 2005*
Less than \$10,000	12.5	14.7	10.4	11.1
\$10,000 to \$19,999	16.3	17.2	14.9	15.3
\$20,000 to \$34,999	22.0	21.5	21.8	19.9
\$35,000 to \$49,999	15.7	11.9	17.0	14.2
\$50,000 to \$74,999	14.9	16.2	18.0	17.9
\$75,000 to \$99,999	8.1	7.3	8.8	10.4
\$100,000 and above	10.4	11.2	9.1	11.3

Source: U.S. Census Bureau  
\*U.S. Census Bureau's 2005 American Community Survey

### INDIVIDUALS AND HOUSEHOLDS LIVING IN POVERTY

Tyler has a higher number of individuals living in poverty than the Texas average. Nearly one in three Tyler children are estimated to be living in poverty. Senior citizens in Tyler, however, are less likely to be poor than in the state as a whole.

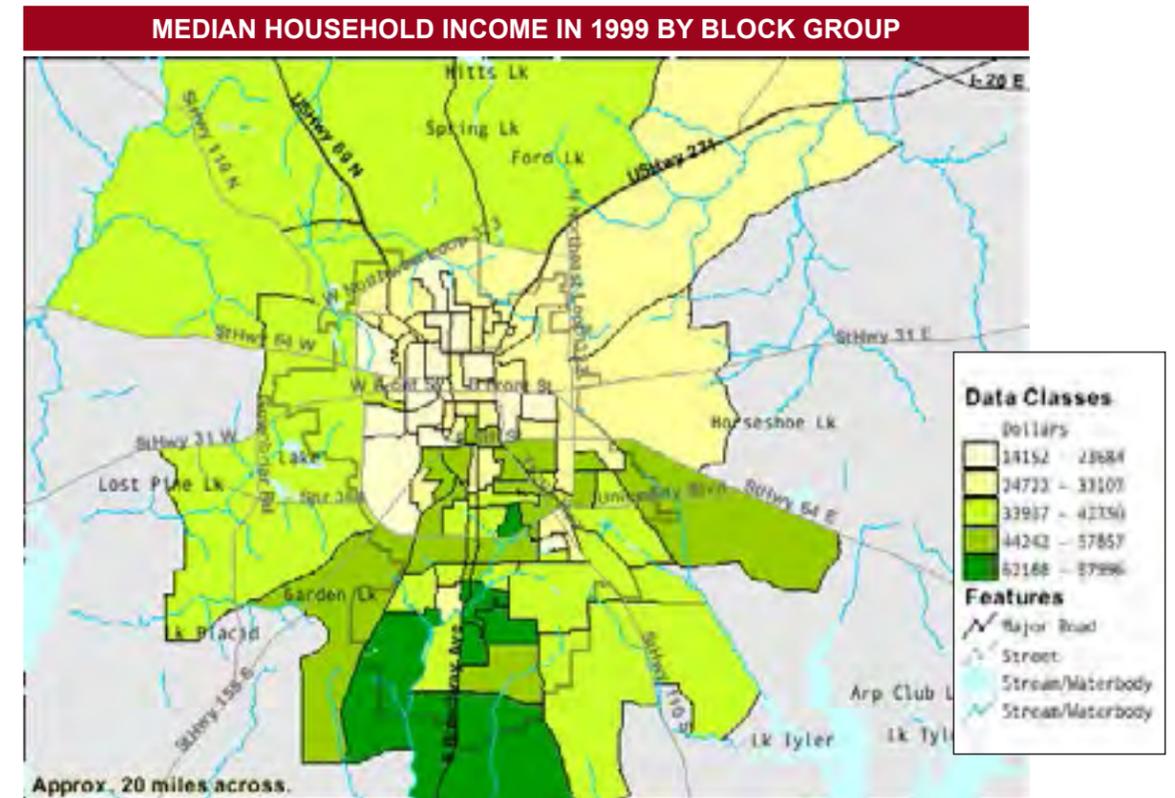
In 1999, 16% of Tyler's households had incomes that fell below the poverty level, as compared to 14% in Texas. Over half of these households in poverty in Tyler were headed by single parents. Almost one-quarter of all children in Tyler lived in poverty, and 12% of residents aged 65 or older also lived in poverty. By 2005, the Census Bureau estimated that over 21% of Tyler residents lived in poverty, in comparison to the state average of 18%. Two-thirds of the working-age individuals in poverty in Tyler were women, whereas only 58% of the working-age individuals in poverty in Texas were women. The number of children in poverty in Tyler is estimated to have increased to 32% in 2005, a number significantly higher than the state average of 25%. However, the number of seniors in poverty declined to only 8% in 2005. For the same year, 13% of all Texas residents 65 or older were living in poverty. The decrease in Tyler's number of seniors in poverty may reflect the impact of older, more affluent retirees and empty nester households moving into the city.

POVERTY STATUS, 1999 AND 2005								
	1999 % of Households in Poverty	2005 % of Households in Poverty*	1999 % of Individuals in Poverty	2005 % of Individuals in Poverty*	1999 % of Children under 18 in Poverty	2005 % of Children under 18 in Poverty*	1999 % of Seniors (over 65) in Poverty	2005 % of Seniors (over 65) in Poverty
Tyler	15.8	19.9	16.8	21.2	23.7	32.3	12.1	7.6
Texas	14.0	16.2	15.4	17.6	20.5	24.9	12.8	12.7

Source: U.S. Census Bureau  
\* U.S. Census Bureau's 2005 American Community Survey (ACS)

### GEOGRAPHICAL DISTRIBUTION OF HOUSEHOLDS BY INCOME

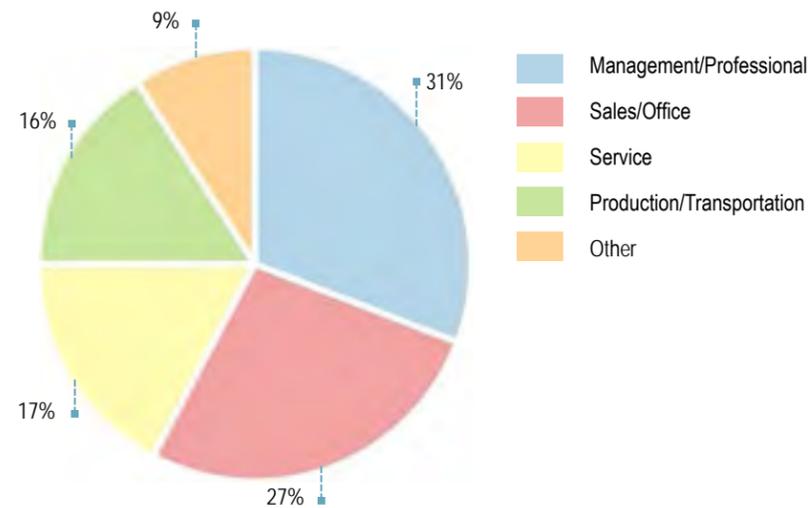
Households in areas south of Fifth Street had higher median incomes in 1999 than in other parts of the city. The poorest households were in downtown and certain neighborhoods north and west of downtown and in the Butler College and St. Louis neighborhoods.



**EDUCATIONAL ATTAINMENT AND EMPLOYMENT**

The majority of Tyler’s residents over 25 years old in 2000 had earned a high-school diploma, and 18% had gone on to complete a bachelor’s degree. An additional 6% had completed a master’s degree, and 4% had earned a professional or doctoral degree. Only 3% of Tyler residents had not completed any education beyond eighth grade.

**CITY OF TYLER RESIDENT OCCUPATIONS IN 2000**



Source: U.S. Census Bureau

In Tyler, as elsewhere, an employment transition from manufacturing and agriculture to services has been underway for a long time and jobs in the Tyler MSA are predominantly service jobs. In 2000, 61% of Tyler residents aged 16 and older were in the work force, with the majority in services of some kind. In 2005, Tyler’s top five employers were Trinity Mother Frances Health Center, East Texas Medical Center, Brookshire Grocery Company, Tyler Independent School District (T.I.S.D.), and Trane Company.

The Tyler MSA is a major employment center in East Texas, and the City of Tyler includes many of the MSA’s jobs. Almost 97,000 workers were in the Tyler MSA labor force in 2005. Many of these workers drive into the city from homes in Smith County and surrounding counties. In 2000, almost 19% of Tyler MSA employees commuted from other counties to work in Smith County. Except for a dip in jobs during the 2000 recession, the Tyler MSA has seen regular employment growth. The number of jobs grew at a fairly steady rate of two to three percent between 2002 and 2005. The Tyler MSA’s continued job growth since 2002 has depended primarily on the city’s health care industry, construction jobs, hospitality services, transportation/warehousing jobs, and professional and business services. From 1990 to 2005, the Tyler MSA’s health care jobs grew over 110%, hospitality jobs increased by almost 89%, and its professional and business services

jobs also increased by over 93%. During the same period, manufacturing jobs declined by 14% and natural resource-related jobs (oil and gas) decreased by over 22%. In 2005, health care, government, retail, hospitality, and manufacturing accounted for over 50% of the Tyler MSA’s employment. Continued growth is forecast to 2010 in the Tyler MSA, with employment growth (1.8% per year) slightly outpacing population growth (1.7% per year for the MSA as whole) and retail sales growth expanding much faster at 6.8% per year.

**POPULATION PROJECTIONS**

Demographers always emphasize that population “projections” are not “predictions.” The reliability of projections more than ten years in the future declines with each succeeding year. Population change is made up of net natural increase (births minus deaths) and net migration (immigration minus outmigration), both of which can take unpredictable turns, especially migration. Population projections are made based on judgments about the likelihood of existing trends continuing. The population projections below use data from PASA Demographics for the City of Tyler in 2005 and 2015 and from the Census Bureau and the Texas State Data Center for Smith County in 2005 and 2015.

**City of Tyler Population Projections**

Tyler’s rapid increase in population between 2000 and 2005 appears to be attributable to the city’s location along an immigration path from Mexico during those years. In addition, Tyler had a high number of births relative to deaths and also annexed several large tracts of land during this period. It appears that the immigration flow slowed in 2006, as school enrollments stabilized in 2005-2006 after four years of growth. PASA Demographics’ population projections suggest that Tyler will not continue to grow at a rate of 4% per year, as it did in 2000-2005. The transition from white and African-American workers to Hispanic workers in certain industries in Tyler is complete and few new jobs in these industries are expected to be available to additional Hispanic immigrants. This reduction in manufacturing and food industry employment possibilities is expected to slow in-migration. PASA Demographics projects that by 2015 the City should gain approximately 2,897 persons in five-year increments (or 5,794 persons in ten years) due to net in-migration. Any future annexations are not defined or included in the projections. Births over deaths are estimated as 5,628 for the City over the ten-year projections period. In sum, there should be approximately 112,722 persons in the City of Tyler by 2015. This represents a ten-year growth rate of 11%, or 1.1% per year between 2005 and 2015, which is a return to average growth rates.

The 2015 estimate of future population also tracks well with the projected number of public and private school students being added to the population (using the past two years – Fall 2004 relative to Fall 2006 – to establish a rate of growth). The growth rate for retirees is expected to be slightly higher than that of the school-aged population.

Using PASA Demographics’ 2005 and 2015 estimates as a foundation, population and household projections for the City of Tyler in 2025 are below, based on the following assumptions:

- No new annexations
- Single person households will continue to comprise 30% of all households

- The average household size is 2.5 persons (for other households)
- 2005-2015 annual population growth rate of 1.2%
- 2015-2025 annual population growth rate of 1.5%

The population growth rates used here are somewhat more aggressive than historic rates under the assumption that quality of life improvements and continued economic growth will attract more residents to Tyler.

<b>CITY OF TYLER POPULATION AND HOUSEHOLD PROJECTIONS, 2005-2025</b>			
	<b>2005</b>	<b>2015</b>	<b>2025</b>
<b>TOTAL CITY POPULATION*</b>	101,160	122,722	129,630
<b>Annual population growth rate</b>	—	1.2%	1.5%
<b>Total city households</b>	40,464	45,089	51,852
<b>Average household size**</b>	2.5	2.5	2.5
<b>New single-person households</b>	—	1,388	2,029
<b>Total single-person households**</b>	12,139	13,527	15,556
<b>New other households</b>	—	3,237	4,734
<b>Total other households</b>	28,325	31,562	36,296
<b>New total households</b>	—	4,625	6,763

\* 2005 and 2015 population estimate provided by PASA Demographics.  
 \*\* Percentage of household types and average persons per household based on 2000 Census. Assumptions include:  
 1) 2.5 persons per household and 2) 30% of households are single-person households.

The population between 2005 and 2025 would grow by 28,470 persons or 1,424 persons a year on average. Using the population projections above and assuming average household size and percent of single-person households to be the same as in the 2000 Census, future additional households are as follows:

- 2005-2015: 4,625 new households of which 1,388 would be single-person households
- 2015-2025: 6,763 new households of which 2,029 would be single-person households

The total number of new households to be accommodated in these two decades would be 11,388 (average 569 per year) of which 3,417 would be single-person households.

### Smith County Population Projections

Growth rates are higher in Smith County. Using the Texas State Data Center 2005 estimate for Smith County plus the addition of the PASA 2005 estimate of additional population, and assuming a 2% annual growth rate, the population of Smith County, not including the current City of Tyler population, can be estimated as:

- 2005: 99,918
- 2015: 128,572
- 2025: 159,923

Assuming 2.6 persons per household (as in the 2000 Census for Smith County), the number of households would be:

- 2005: 38,430
- 2015: 49,451 (11,021 new households)
- 2025: 61,509 (12,058 new households)

The total number of new households to be accommodated in the twenty years between 2005 and 2025 would be 23,079 (1,154 per year).

## B. Land Use

“Land use” is the umbrella term for the types of activities that are actually occurring on a parcel of land, such as residential, retail, industrial, agricultural, or transportation uses. Land uses can change over time; for example, when a farm becomes vacant fallow land and then is turned into a residential subdivision. Zoning is the way that a local government regulates the use of the land. Land use and zoning are, therefore, not identical, as vacant land can be zoned for a use that has not yet been developed, uses can be “grandfathered” or “nonconforming,” meaning that they existed before the land was zoned for a different use, and zoning categories can permit more than one use, so that, for example, an area zoned for industrial uses may also permit commercial uses which may come to predominate in the area.

### Residential Uses

Most of Tyler’s land is occupied by residential uses and the majority of housing units are single family-homes. By 2006, there were 25,289 single-family residential properties in Tyler, including lots with vacant residential structures and land platted and intended for new single-family dwellings. Other residential properties in 2006 included 1,572 duplexes, 33 triplexes, and 54 quadriplexes, along with over 8,000 units in multi-family apartment complexes and 115 parcels associated with mobile home units.

### Commercial Uses: Retail and Office

Tyler has over 3 million square feet of retail space, located primarily on Broadway south of Fifth Street and along South Loop 323. According to Burns and Noble’s *2006 Tyler Retail Market Survey*, there are 40 commercial strip centers, ranging in size from 16,000 square feet to 215,000 square feet and over 90% occupied.<sup>3</sup> Additional retail space includes Broadway Square Mall at 622,980 square feet on the corner of Loop 323 and South Broadway and single-tenant buildings such as Wal-Mart and Target. As noted earlier, Tyler has more retail space than typical for a city of its size because it serves as the economic center of East Texas, capturing approximately 80% of the shopping center-type sales within 30 minutes of downtown Tyler and serving the nine-county Greater Tyler Region. It is expected that over the next five years, growth will support an additional 520,000 to 580,000 square feet



New Wal-Mart on Troup Highway

<sup>3</sup> See [www.burns-noble.com](http://www.burns-noble.com).

of shopping center-inclined retail. This represents an average annual increase of 105,000 to 117,000 square feet per year, which is close to what was absorbed in Tyler in 2005. Because of associated surface parking, retail space occupies more land than the building square footage alone.



Offices along Loop 323

Office uses in Tyler generally fall in two locations: downtown and South Tyler. In 2006, Tyler had 49 office buildings (including 8 Class A buildings) that contained over 2 million square feet of office space. Thirty-two of these buildings (1.2 million square feet) were located in South Tyler near South Broadway Avenue, Old Bullard Road, Troup Highway, and Loop 323. Seventeen (824,000 square feet) were concentrated

in the downtown area around the square, South Broadway, and Front Street. Other smaller office uses are found throughout the city, such as near the medical centers and along portions of Loop 323. Because there are several multi-story office buildings with structured parking in Tyler, the land area occupied by office uses and associated parking is less than the total square feet in the structures.

### Mixed Use

Few mixed-use projects exist in Tyler, but some recent development has incorporated a combination of commercial and residential uses. These projects were constructed under the Planned Commercial Development (PCD) zoning category, with adjacent residential zoning. By 2006, over 524 acres, or 1.6% of the city’s land area, had been zoned for PCD uses.

### Industrial Uses

Within the city limits are a limited number of large industrial land uses: Trane Air Conditioning on Troup Highway outside of Loop 323; Carrier Air Conditioning, on Robertson Street in the Tyler Industrial/Business Park along West Loop 323 and also on Duncan Street in northeast Tyler; Delek Refining on McMurrey Drive and Commerce Street; Flowers Baking Company and Loggins Meat Company on West Erwin Street; Southwest Foods (Brookshire’s) plants at several locations in the city; and Black Sheep Incorporated on Gentry Parkway in northwest Tyler. There are a number of other, much smaller manufacturers.

### Agricultural Uses

There are no true agricultural uses within the city limits of Tyler. A farm in North Tyler at the intersection of Texas College Road and Loop 323 offers fishing in an on-site pond. Land that is zoned agricultural is, for the most part, being land banked to await development.

### Land Uses and Acreage

Accurate acreage figures for different land uses in Tyler are difficult to obtain. The 1999 land use map prepared at the time of the last comprehensive plan was based on a field survey. The map serves as a general indication of land uses, especially in older parts of the city, but is no longer accurate for many areas. The Smith County Appraisal District database for 2006 made available for the current plan does not provide acreage figures for many parcels in the city. The appraisal district data can be used to determine the total number of parcels in the city and the number of parcels per land use, but not the total acreage for each category.

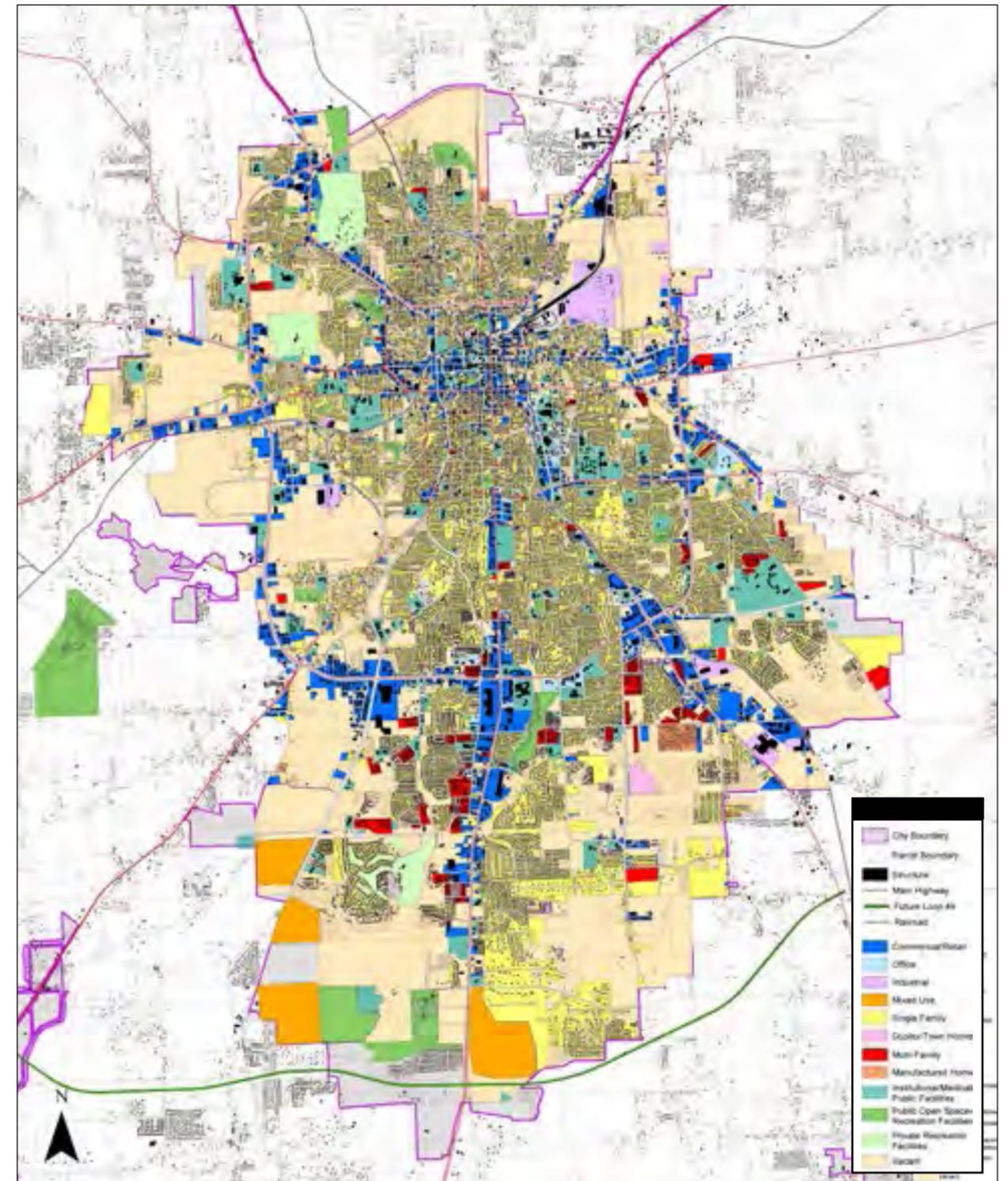


Fishin' Hole Farm on Texas College Road

Some land use acreages can be estimated through zoning acreage. New development is generally zoned according to its use. For example, it is reasonable to believe that the total number of acres zoned for single-family residential uses approximates the number of lots containing single-family homes or platted for single-family homes in 2006. Therefore, around 43% of the city's land area can be assumed to have single-family residential uses. Other uses, however, cannot be measured through zoning acreage, as zoning does not necessarily reflect the conditions on the ground. Tyler has over 3,800 acres zoned for industrial uses, but observation shows that many of these industrial zoning districts include other uses, particularly commercial ones. Total industrial acreage cannot be estimated from zoning acreage, but it can be assumed that it is less than 3,800 acres. Commercial uses also are difficult to gauge through zoning acreage, because they often are found in non-commercial zoning districts (such as industrial). Tyler's commercial zoning acreage accounts for 13% of land, but it may be lower than the actual acreage of commercial land uses.

The land use map on the following page is based on the 1999 land use map updated with major known changes.

### LAND USE IN TYLER (UPDATED 1999 LAND USE MAP)



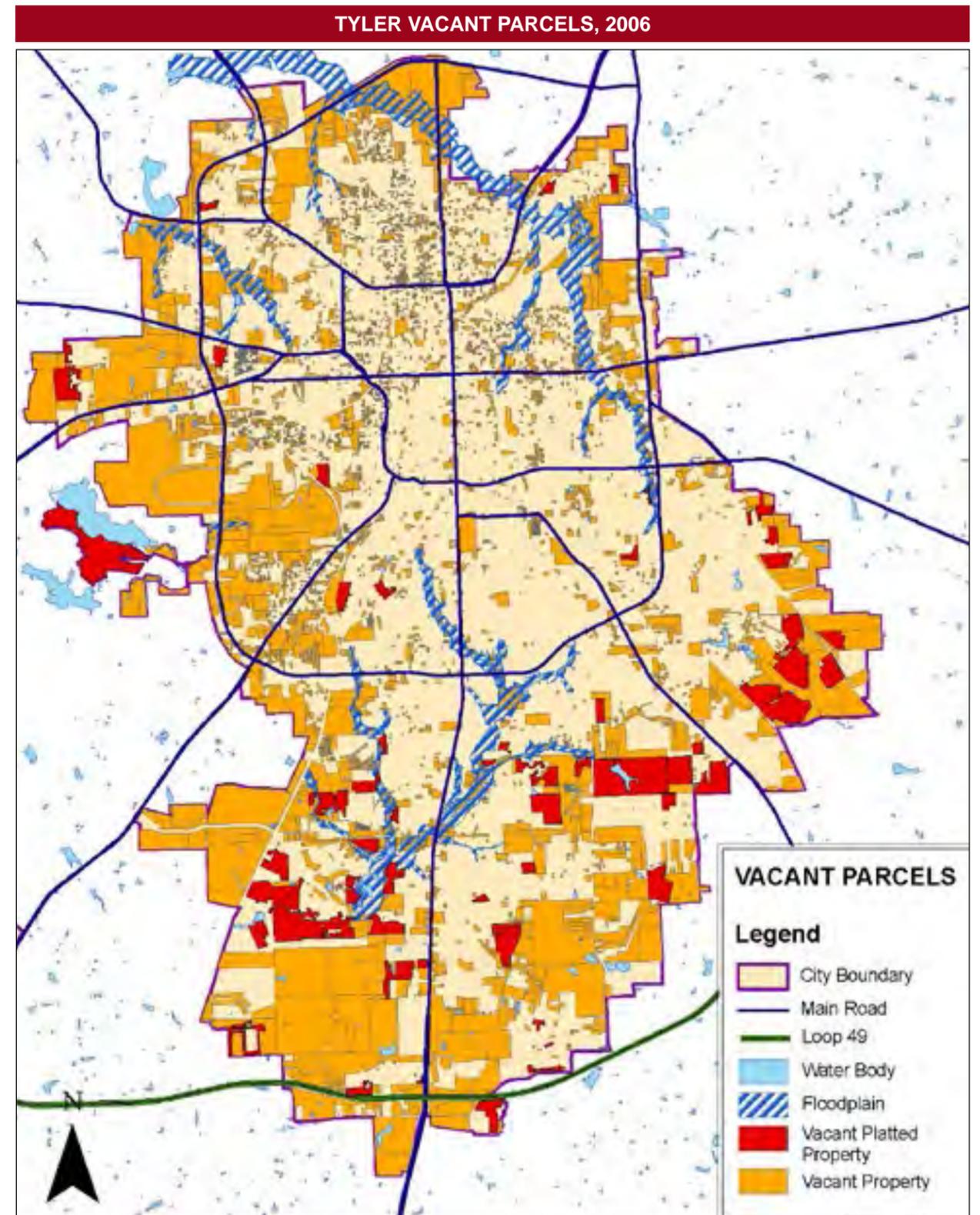
Source: City of Tyler GIS data

### Undeveloped Vacant Land

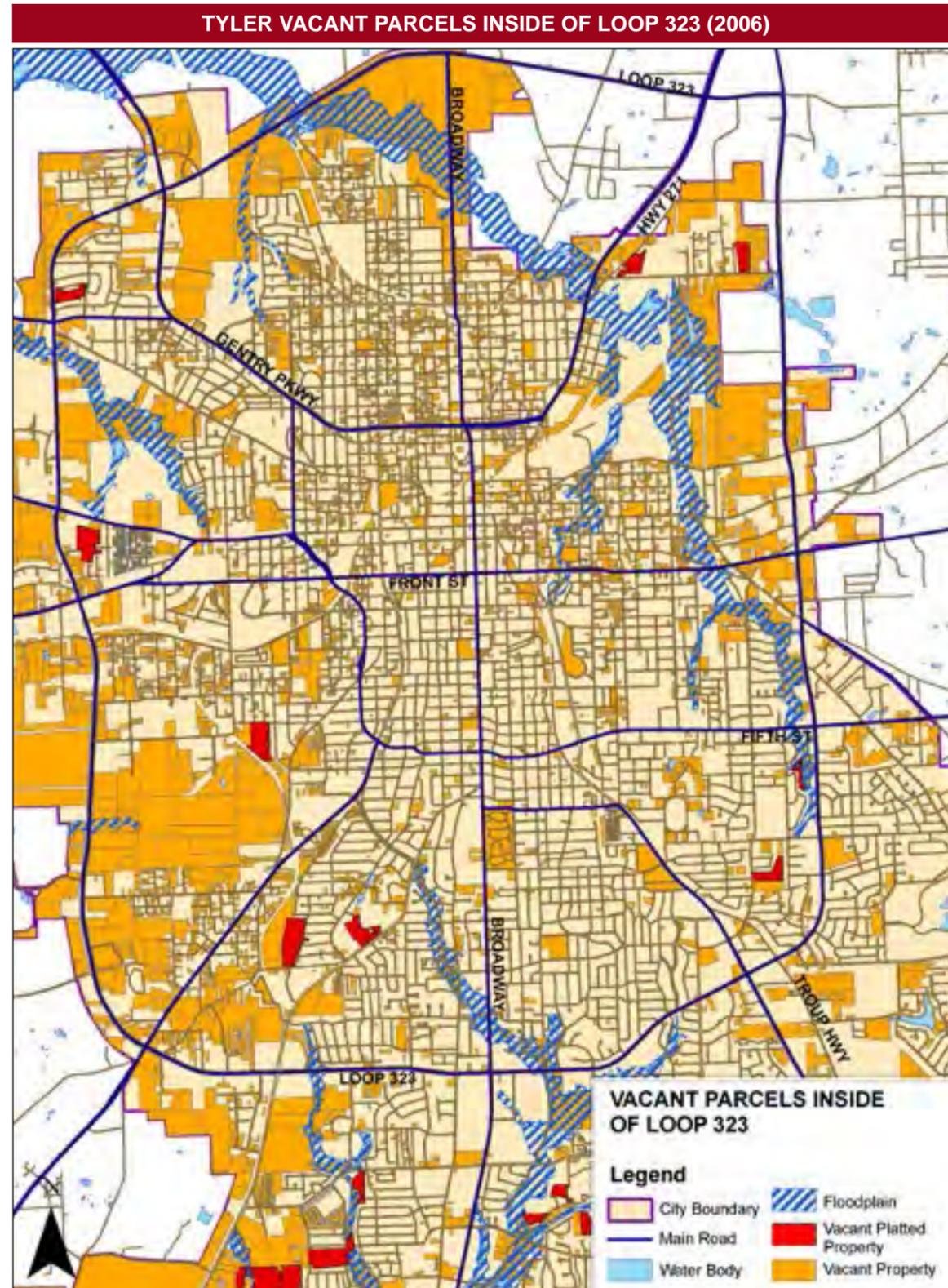
About 34% of the land within the Tyler city limits is vacant. Some Tylerites say that there is nowhere left to build within the city, but approximately 11,365 acres of vacant, undeveloped land lies within the city limits. Some of this land is undevelopable, with steep slopes, creeks or floodplain. Many vacant parcels are scattered throughout the older parts of the city and offer opportunities for infill development that can take advantage of existing infrastructure. Approximately 34% of the vacant land is located within Loop 323. The remaining 66% lies in the south and west and provides many opportunities for new development that could be connected to existing neighborhoods and commercial areas.

VACANT LAND IN TYLER, 2006 (PLATTED LAND NOT INCLUDED)	
<b>TOTAL VACANT LAND</b>	<b>11,365</b>
<b>Location</b>	<b>Acres</b>
<b>OUTSIDE OF LOOP 323</b>	
South of Loop 323, between Frankston and Troup highways	Approximately 4,673
East of Troup Highway; southwest of Highway 64; outside of Loop 323	Approximately 913
East of Loop 323; north of Highway 64	Approximately 110
West of Loop 323; northwest of Frankston Highway	Approximately 1,714
Total Outside of Loop 323	Approximately 7,410
<b>INSIDE OF LOOP 323</b>	
South of Front Street; north and west of Loop 323; east of Broadway	Approximately 449
South of Front Street; north and east of Loop 323; west of Broadway	Approximately 1,374
North of Front Street; west of Broadway; inside of Loop 323	Approximately 1,208
North of Front Street; east of Broadway; inside of Loop 323	Approximately 884
Total Inside of Loop 323	Approximately 3,915
Source: City of Tyler GIS data	

Source: City of Tyler GIS data

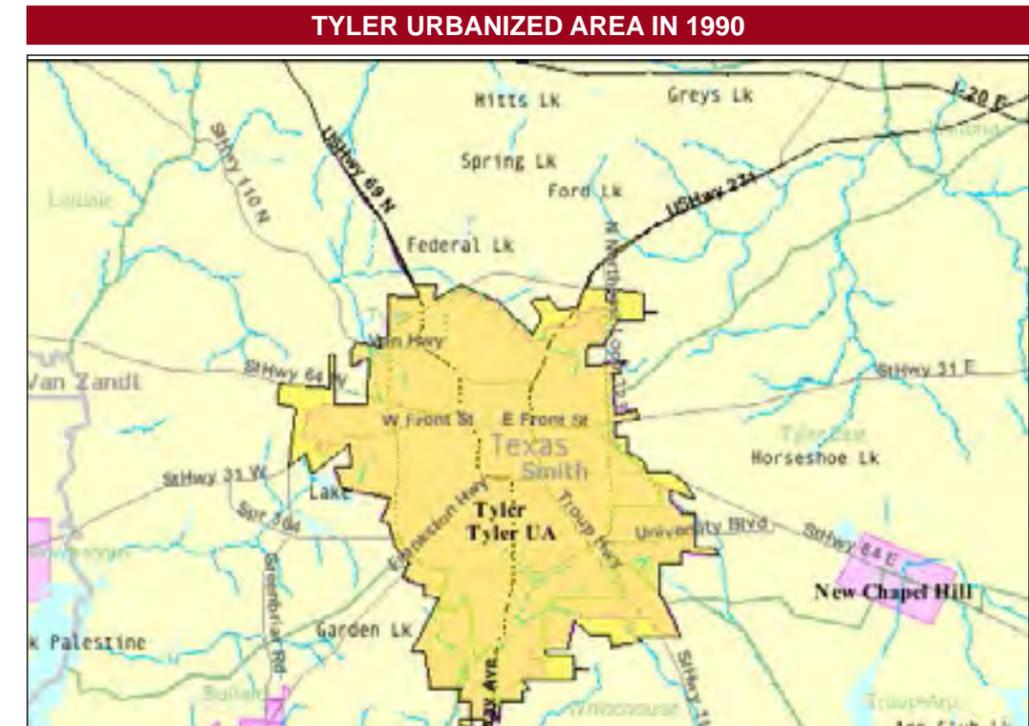


Source: City of Tyler GIS data



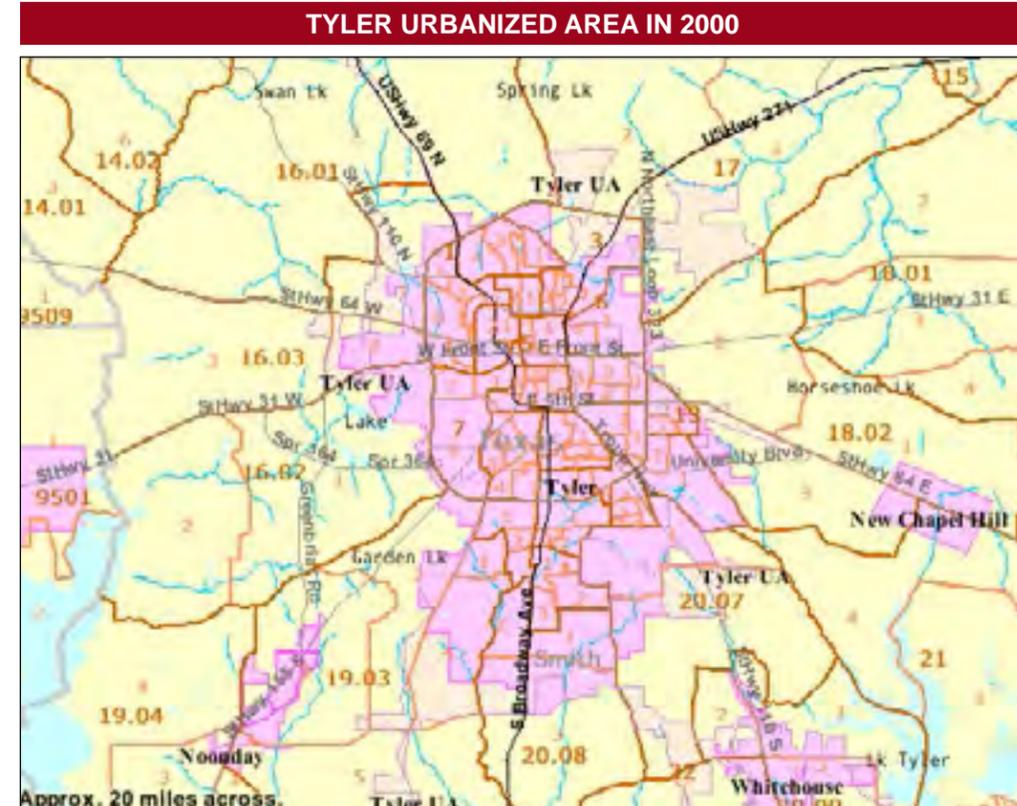
### DEVELOPMENT PATTERNS

Most of Tyler’s new residential development is occurring in the southern and western portions of the city. Growth in the southern ETJ is also strong, partially because fewer development regulations apply to land that is not within Tyler’s city boundary. Residential densities tend to decrease as one travels away from downtown Tyler, from approximately 6-8 dwelling units per acre in the older neighborhoods immediately adjacent to downtown to about 3-4 dwelling units per acre in the neighborhoods near Loop 323 and to less than one dwelling unit per acre in South Tyler. Decreasing densities and continued new construction on the fringes of Tyler reflect the fact that the city is urbanizing land at a rapid rate. From 1982 to 1997, the Tyler MSA (Smith County) experienced a 38% loss of density.<sup>4</sup> During this period, the area’s population increased by 22.1%, but the amount of land used for new development increased by 97%.<sup>5</sup> Much of this newly-urbanized land was brought into the city through annexations, but some of this new development has taken the form of residential subdivisions constructed outside of the city limits. In 1997, the latest year for which nationwide data is available, the Tyler MSA was the 17th lowest-density metropolitan area in the entire country.<sup>6</sup>



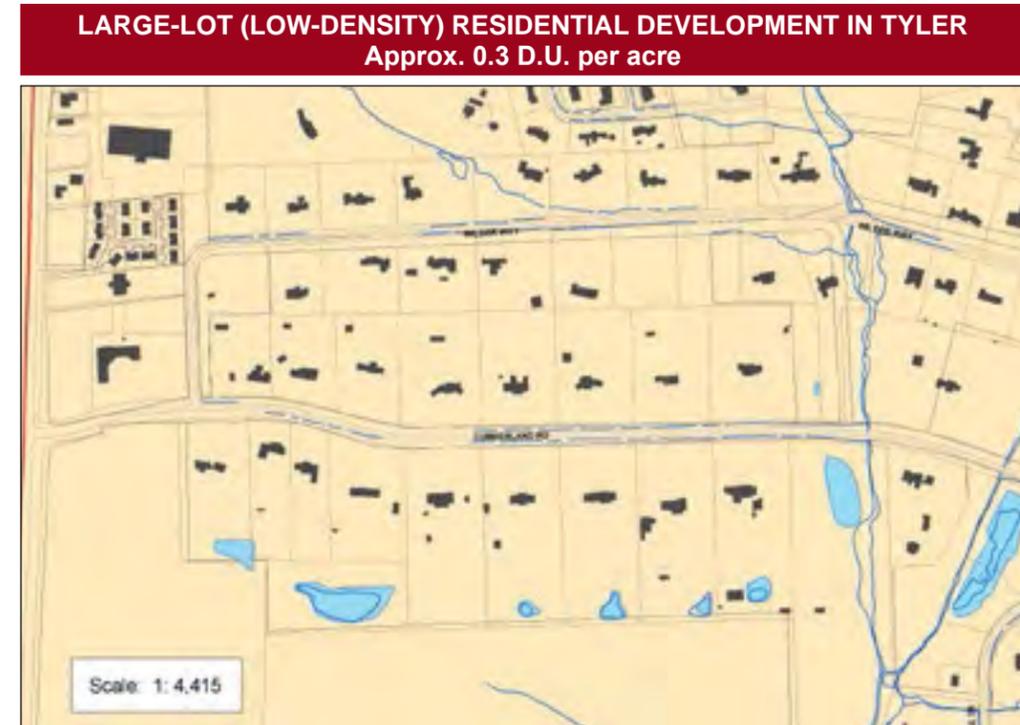
Source: U.S. Census Bureau

<sup>4</sup> "Who Sprawls Most? How Growth Patterns Differ Across the U.S." Brookings Institution (2001).  
<sup>5</sup> Ibid.  
<sup>6</sup> Ibid.

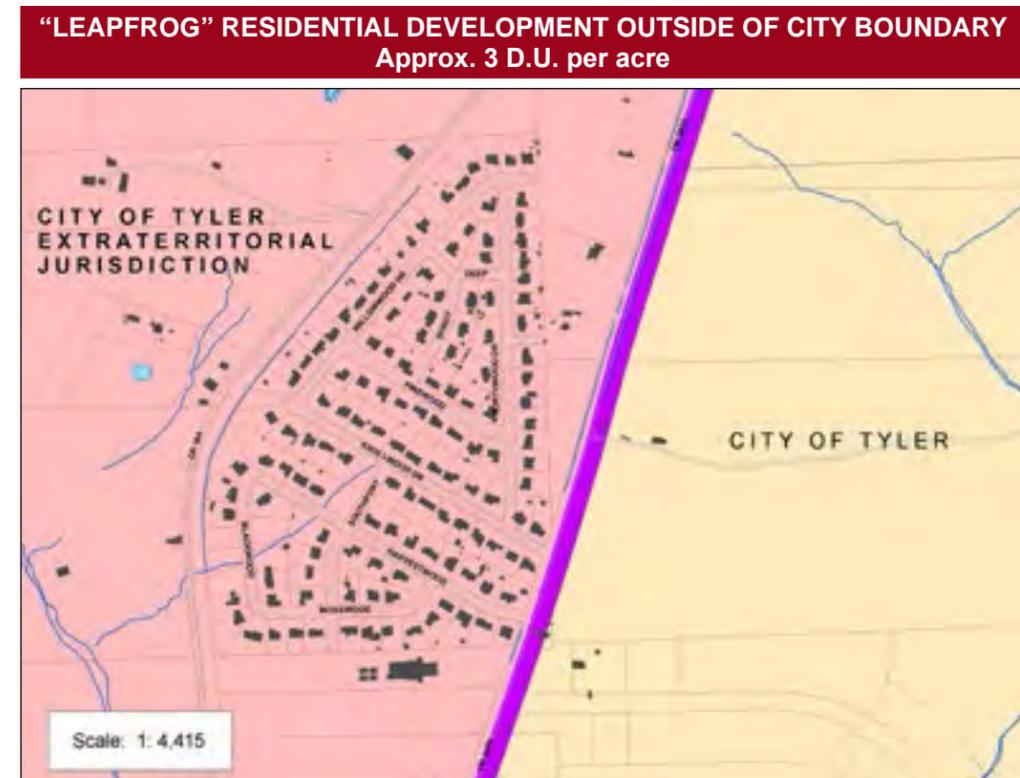


Source: U.S. Census Bureau

Although densities generally are decreasing as the city expands in land area, many of the new subdivisions being built within and outside of the city boundary have densities that exceed one dwelling unit per acre. Some new residential subdivisions, with access to sewer systems, contain large houses on small lots, much as one finds in older parts of the city, but bring new problems because they are not integrated with other residential neighborhoods. Instead, they tend to be built as isolated pods, or discontinuous development, and their scattered locations can require costly extensions of infrastructure. This “leapfrog” development into the rural/agricultural lands outside of the city boundary poses potential problems for future annexation, as the City legally will be required to provide services (water, sewer, transportation infrastructure) to new subdivisions brought into the city, but has had little opportunity to influence its development in the absence of zoning and other land use controls.



Source: City of Tyler GIS data

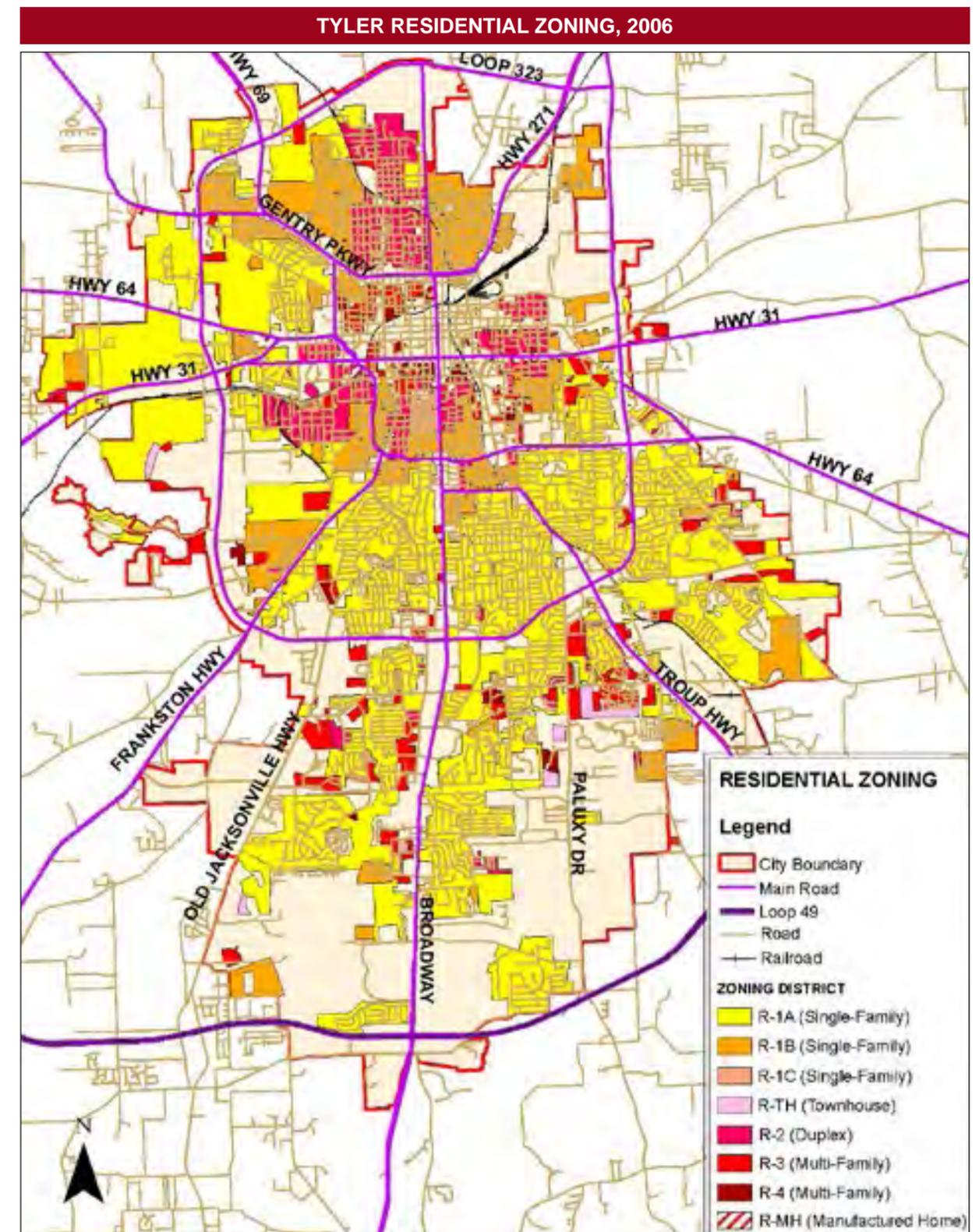


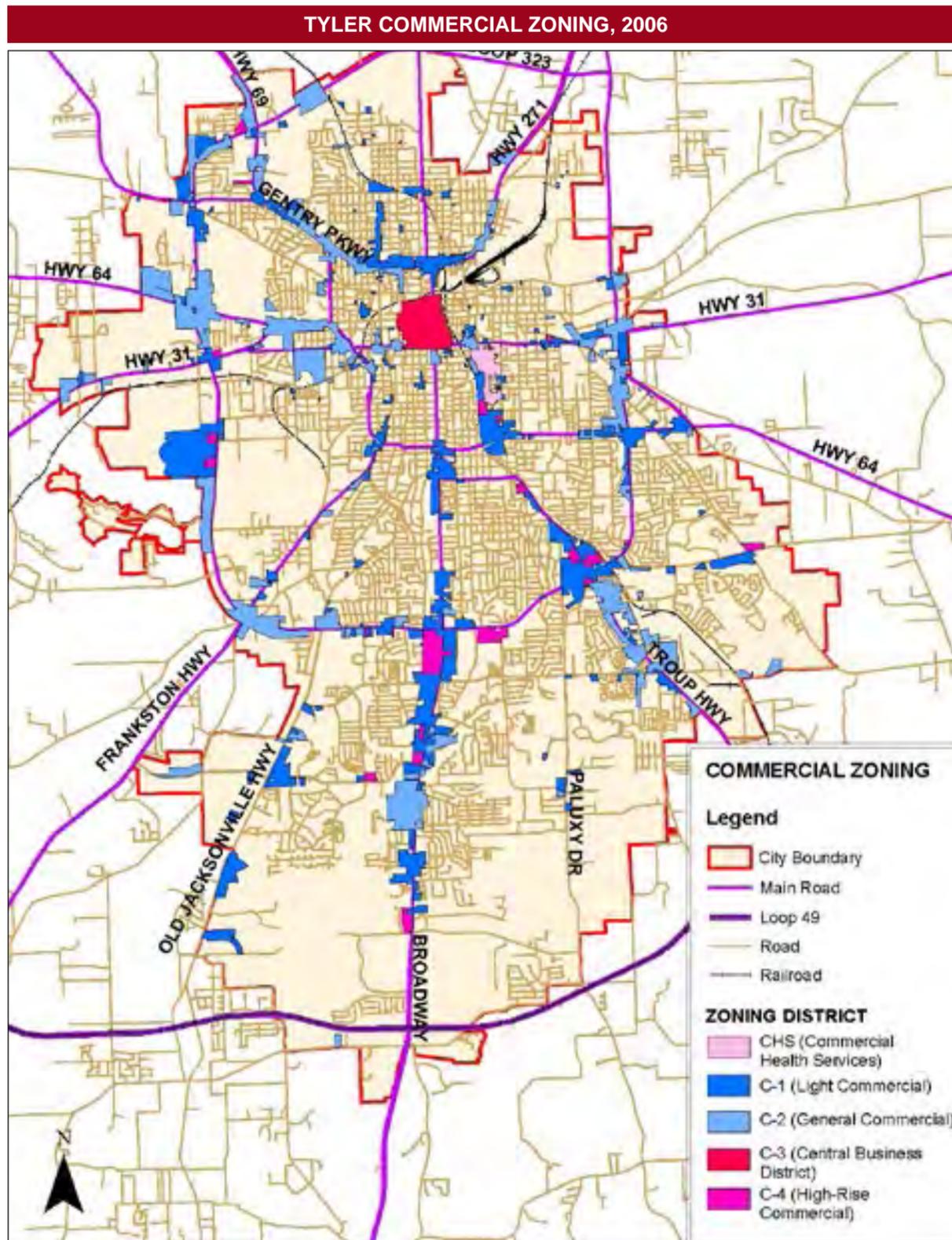
Source: City of Tyler GIS data

**ZONING**

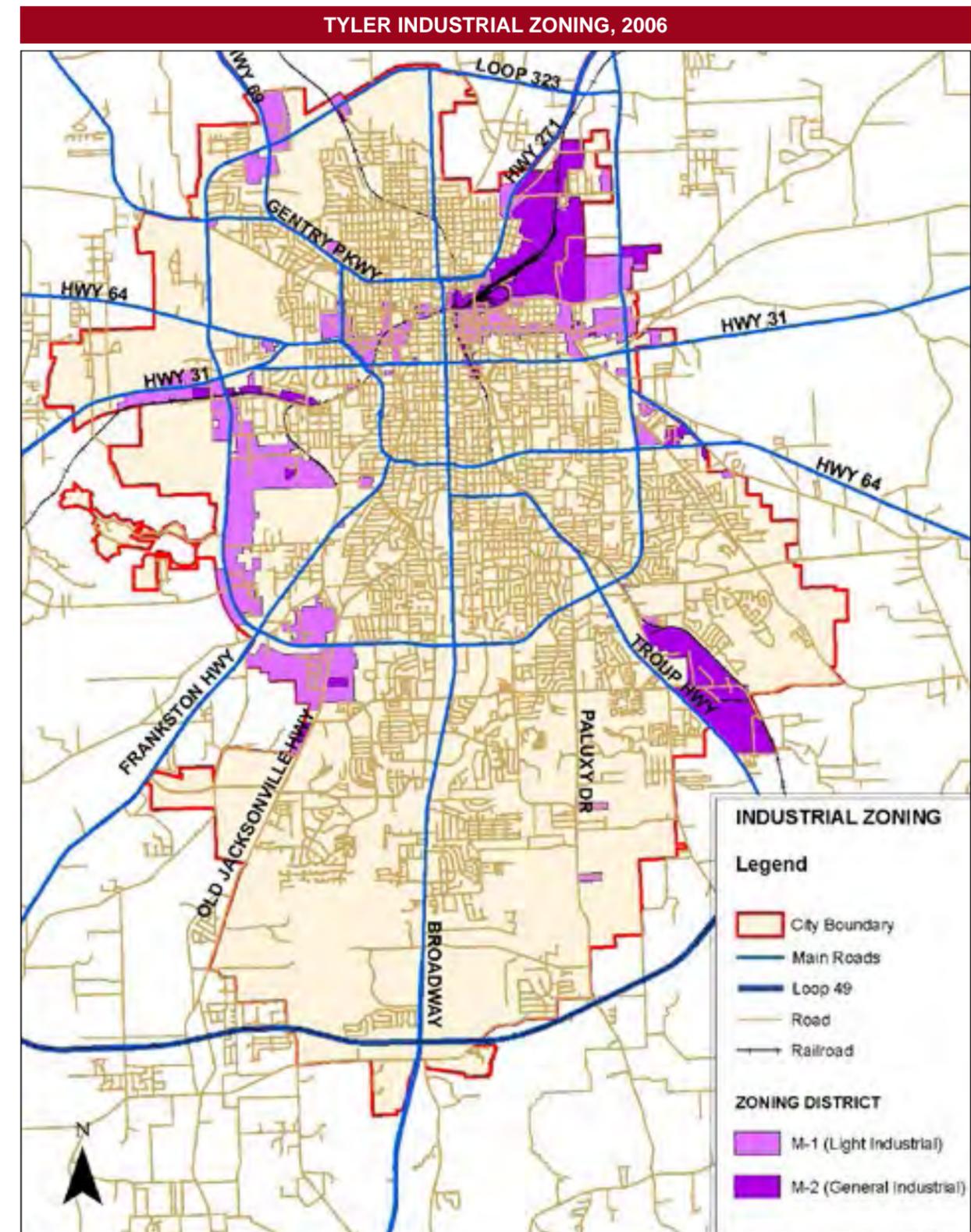
Cities regulate land uses, the dimensions of buildings, and other characteristics of development through zoning. There are 24 zoning districts in Tyler, including four planned districts. The planned districts and several special districts function as “floating” zoning districts. They do not exist on the ground until a developer produces a master plan and requests that a site be rezoned and regulated as one of the planned districts.

ZONING DISTRICTS (2006)	ACRES IN 2006	PERCENT OF TOTAL
AG (Agricultural District)	4,800.7	14.4
R-1A (Single-Family Residential District)	11,312.5	33.9
R-1B (Single-Family Residential District)	3,037.7	9.1
R-1C (Single-Family Residential District)	74.1	0.2
R-2 (Two-Family Residential District [Duplex])	1,663.7	5.0
R-3 (Multi-Family Residential District)	1,286.4	3.9
R-4 (Multi-Family Residential District)	181	0.5
R-MH (Manufactured Home Residential District)	12.1	0.04
R-TH (Townhouse Residential District)	170.5	0.5
PUR (Planned Unit Residential District)	1,461.5	4.4
PMF (Planned Multi-Family Residential District)	270.4	0.8
AR (Adaptive Reuse District)	42.3	0.1
ED (Educational District)	142.2	0.4
RPO (Restricted Professional and Office District)	630.5	1.9
POD (Planned Office Development District)	68.9	0.2
C-1 (Light Commercial District)	1,653.2	5.0
C-2 (General Commercial District)	1,730.9	5.2
C-3 (Central Business District)	170.2	0.5
C-4 (High-Rise Commercial District)	221.6	0.7
PCD (Planned Commercial Development District)	524.2	1.6
CHS (Commercial Health Services District)	77.7	0.2
M-1 (Light Industrial District)	2,422.8	7.3
M-2 (General Industrial District)	1,419.8	4.3
M-3 (Heavy Industrial District)	0	0
Total Residential	19,469.9	58.3
Total Office	699.4	2.1
Total Commercial	4,377.8	13.1
Total Industrial	3,842.6	11.5





Source: City of Tyler GIS data



Source: City of Tyler GIS data

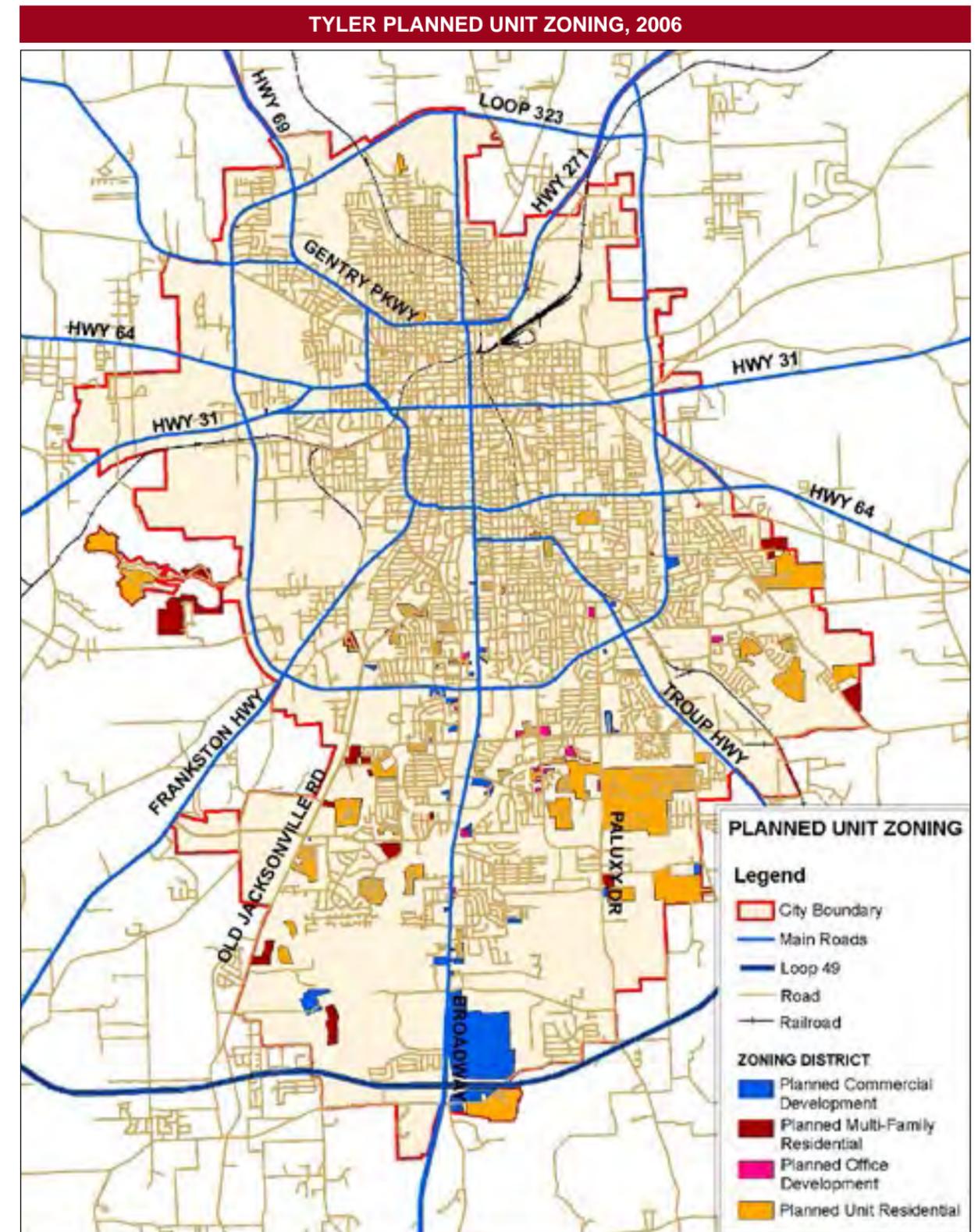
Fifty-eight percent of city land is zoned for residential uses. Single-family detached homes are permitted by right in five zoning districts, and single-family attached homes are permitted by right in two additional districts. Duplexes are permitted in three zoning districts by right, triplexes in two districts, and multifamily apartment buildings in three districts. All of these residential types are allowed in the Planned Multi-Family Residential District (PMF). The multifamily residential properties are scattered throughout all quadrants of the city, but many of the multifamily apartment complexes are located along major arterials, such as Loop 323, Paluxy Road, and Broadway Avenue. They are not integrated into nearby residential neighborhoods or retail centers.

The city's zoning ordinance contains six commercial zoning districts, ranging from light commercial to high-rise commercial and planned commercial districts. More than 4,377 acres, or 13.1% of the city's total land area, are zoned for commercial uses. Most of Tyler's major arterials are zoned for commercial development, which has had the effect of creating long commercial corridors with multiple curb cuts, few internal connections, and, in some areas, significant congestion. This problem is particularly pronounced in South Tyler along Broadway Avenue south of Loop 323, the city's main commercial center. The concentration of commercial uses along major highways does isolate these uses from residential neighborhoods, but it creates significant traffic problems because people from all parts of the city must access this retail corridor through limited routes. In other cases, even though the major streets are zoned for commercial development, many segments remain occupied by single-family homes. This includes parts of Loop 323 and Gentry Parkway.

Although 12% of Tyler's land is zoned for industry, much of that land is occupied by other uses or by underutilized or vacant properties. While it is important to retain zones to accommodate desired jobs-producing industrial land uses, the city's transition to a primarily service-based economy should be taken into account when industrial zones are reviewed. For example, lots and buildings zoned for industrial use on the fringes of downtown are not suitably located or large enough for modern industry and the industrial zoning is one barrier to redevelopment.

Agricultural zoning in Tyler accounts for 14% of the land but is primarily a land-banking regulatory strategy. Although regulations allow agricultural and ranching operations, detached single-family houses and a few public and semi-public uses, the minimum lot size is 9,000 square feet with 35 feet of road frontage – not sufficient for real agricultural, ranching or forestry operations.

The map showing the location of planned districts demonstrates that a number of them are on quite small lots and that they are distributed somewhat randomly throughout the city, though the majority are south of Loop 323. In most communities, master planned developments generally require a threshold size and provide more development guidance than in Tyler.



Source: City of Tyler GIS data

## **POPULATION, GROWTH TRENDS AND DEVELOPMENT PATTERNS**

During the last thirty to forty years, Tyler has grown steadily and expanded towards the south. The recent population growth spurt, made up mostly of Hispanic immigrants of the 2000-2005 period, appears to be over. The impact of this immigrant growth in terms of land use was similar to what many other cities have experienced in the last decade – the new immigrants settled in older city neighborhoods, revitalizing them by rehabilitating older houses and investing in small businesses to serve their communities. The growth spurt of the 2000-2005 period, therefore, was inside Loop 323, while growth outside Loop 323 continued at previous rates of 1-2% annually.

Tyler is also experiencing two of the major demographic trends affecting the entire country. The city has marketed itself as an affordable and high quality location for retirees and one-third of households include someone 60 or more years old. As the baby boom generation ages, Tyler may see an even larger proportion of its population in retirement years. Services for seniors and a retiree “economy” may start to have greater impacts in Tyler, bringing both advantages and challenges. Although some of the jobs in the economy that serves the retiree population are high-skill, high-income jobs, many are low-skill, service jobs. A range of employment options for all skill levels is desirable, but Tyler’s economic future also depends on attracting the next generation of educated workers. Like communities across the country, Tyler will have to compete for the young adult workers of the “baby bust” generation. The most sought after people in this generation are the well-educated, knowledge workers in what is sometimes called the “creative economy,” sectors such as professional services, finance, and information technology. The knowledge workers are mobile and choose where they want to live based on urban amenities and walkable environments, cultural attractions, and access to outdoor recreation and attractive natural environments. Tyler’s development model over the last generation, characterized by suburban-style residential subdivisions, commercial strip development, disinvestment in the downtown core, and dispersal of cultural destinations, is not what the knowledge workers have increasingly been choosing. Tyler’s recent development trajectory has tended to offer a limited spectrum of choices in how to live. In the 21st century, by incorporating new models of development and expanding the variety of opportunities for community in the city, Tyler can continue to offer a high quality of life for its residents.

# TYLER 1<sup>st</sup>

*Building our future, together*



## 4. Downtown Master Plan

DRAFT



The intent of this document is to detail amendments from the 2014 and 2020 updates while continuing to memorialize the original text. Items updated through the 5-year update process will be accompanied with a Tyler 1<sup>st</sup> logo within the original Tyler 21 document. The text from the original document begins after the Tyler 21 logo appears in the text.



GOAL	POLICIES FOR DECISION MAKERS
<p><b>Create a full-service, mixed-use “Destination Downtown” that functions as the center of the region.</b></p>	<ul style="list-style-type: none"> <li>• Convene major city and downtown stakeholders.</li> <li>• Convene other stakeholder groups such as churches, residents and millennials.</li> <li>• Create a public-private partnership to lead the revitalization of downtown.</li> <li>• Create a Tax Increment Financing (TIF) district to support revitalization.</li> <li>• Make infrastructure investments that support revitalization.</li> <li>• Provide incentives for downtown development and redevelopment.</li> <li>• Designate or determine appropriate staff support or partner to advocate for downtown economic development.</li> <li>• Collaborate with the County to integrate the planning process for County facilities.</li> <li>• Market downtown as a cohesive entity.</li> </ul>
<p><b>Create new “urban” residential districts and improve existing districts with infill.</b></p>	<ul style="list-style-type: none"> <li>• Revise zoning and land use policies to support housing and mixed-use development.</li> <li>• Develop and implement design guidelines for public and private development.</li> <li>• Make infrastructure investments that support revitalization.</li> <li>• Make existing residential districts a priority for infill home development, working with private builders.</li> </ul>
<p><b>Support the location of new anchor destinations in downtown with City actions, and support existing and new downtown businesses with action and programming.</b></p>	<ul style="list-style-type: none"> <li>• Provide incentives to attract new anchors.</li> <li>• Promote downtown arts and culture activities through an existing or new organization.</li> <li>• Explore downtown locations for higher education and medical institutions.</li> <li>• Create policies and programming that strengthen existing small businesses and attract new businesses.</li> </ul>
<p><b>Enhance the public realm including existing streets, parks, plazas, and open areas, and create new signature public spaces.</b></p>	<ul style="list-style-type: none"> <li>• Invest in a pedestrian-friendly streetscape.</li> <li>• Create a park in the western part of downtown.</li> <li>• Include water features in public spaces.</li> <li>• Expand programming for public spaces.</li> </ul>
<p><b>Create a pedestrian, bicycle and parking plan to enhance access and connections to downtown.</b></p>	<ul style="list-style-type: none"> <li>• Work to create a rail-trail on the north-south line.</li> <li>• Identify pedestrian and bicycle needs, including bicycle racks.</li> <li>• Explore creation of a parking management district.</li> <li>• Explore a public-private partnership to build a parking garage.</li> <li>• Connect downtown to the medical district.</li> </ul>



2020 UPDATE

## DOWNTOWN

### DOWNTOWN PLANNING AREA:

- Bounded by Front Street to the south, Palace Avenue to the west, Gentry Parkway to the north, and Beckham Avenue to the east.
- Contains about 400 acres (less than one square mile).

### BUSINESS DEVELOPMENT HIGHLIGHTS SINCE ADOPTION OF TYLER 1ST:

- New businesses and services have been added since 2007, including 903 Handmade, Artfix Cultured Studios, Black Pearl, ETX Brewing Co., Jack Ryan's, Mi Mexico Lindo, Moocho Burrito, Moon River's Naturals, Moss Flower Shop, Strada Cafe, The Foundary Coffee Shop, The Garage Bar, The Innovation Pipeline, The Porch, Vintage History and numerous professional offices and more.
- Downtown Tyler serves as the location for many recurring and events including the Downtown Tyler Film Festival, Hit the Bricks -Second Saturday, Red Dirt BBQ & Music Festival, Rose City Farmer's Market, Tyler Mini Maker Faire, and the Rotary Christmas Parade.
- The International Existing Building Code was adopted in 2010 to give owners of older properties alternatives to standard code that offer ways to make a building safe while protecting its historic integrity.

### PARKING:

- The Fair Plaza Parking Garage was completed in 2014. Located at Elm and Broadway, the four-story, 384 space parking garage is free for community use.

### PUBLIC SPACES:

- The Tyler Innovation Pipeline was opened in April 2017. The building at 217 East Oakwood provides an extensive makerspace, business development workshops, recording studio, sound lab and much more for the members to turn ideas into reality.

**Source:** City of Tyler

### HIGHLIGHTS IN DOWNTOWN TYLER SINCE 2007

- Total reinvestment in downtown since 2007 tops \$106 million.
- The County Seat Coalition was formed through a partnership between Smith County and the City of Tyler in 2018.
- City of Tyler, Smith County and Heart of Tyler partnered in hiring The Retail Coach, a leading economic development recruitment firm.
- The Downtown Ambassador program was created in 2016 to help provide assistance to visitors in the Downtown area and maintain the appearance.
- Liberty Hall, downtown's performing arts center, was opened in September 2011.
- Downtown Tyler has received numerous statewide honors from the Texas Downtown Association for its programming, events, volunteers and projects.
- Gallery Main Street, the heart of the downtown arts movement, was opened in August 2009.
- The Moore Grocery Lofts development, completed in 2008, added 88 living spaces to the downtown area.



GOAL	POLICIES FOR DECISION MAKERS
<p><b>Create a full-service, mixed-use “Destination Downtown” that functions as the center of the region.</b></p>	<ul style="list-style-type: none"> <li>• Convene major city and downtown stakeholders.</li> <li>• Create a public-private partnership to lead the revitalization of downtown.</li> <li>• Create a Tax Increment Financing (TIF) district to support revitalization.</li> <li>• Make infrastructure investments that support revitalization.</li> <li>• Provide incentives for downtown development and redevelopment.</li> <li>• Designate or determine appropriate staff support or partner to advocate for downtown economic development.</li> <li>• Collaborate with the County to integrate the planning process for County facilities.</li> </ul>
<p><b>Create new “urban” residential districts and improve existing districts with infill.</b></p>	<ul style="list-style-type: none"> <li>• Revise zoning and land use policies to support housing and mixed-use development.</li> <li>• Develop and implement design guidelines for public and private development.</li> <li>• Make infrastructure investments that support revitalization.</li> <li>• Make existing residential districts a priority for infill home development, working with private builders.</li> </ul>
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## FINDINGS

- Existing downtown rental units do not meet demand and openings can be filled from waiting lists and without advertisement.
- Downtown today functions as a government center rather than as a true central business district or an active, regional downtown.
- Downtown businesses today primarily serve the government sector and daytime employees, with a small niche for antiques.
- Surface parking lots, underutilized and vacant buildings, and vacant lots characterize many parts of the downtown core.

## Chapter 4 :: DOWNTOWN MASTER PLAN

- Residential areas in the northern part of the downtown planning area also include some vacant lots.
- New retail investment in downtown will depend on additional downtown population.
- About one-third of the population of the Tyler region is open to urban-style housing options.
- A conservative analysis results in a potential market of 700 new housing units in downtown over the next ten years.

### CHALLENGES

- Creating the right mix of public and private initiatives to lead and implement downtown redevelopment
- Attracting new anchor uses and activities
- Creating an improved public realm to attract new private investment
- Assembling land for potential new uses



Downtown Tyler in the 1930s

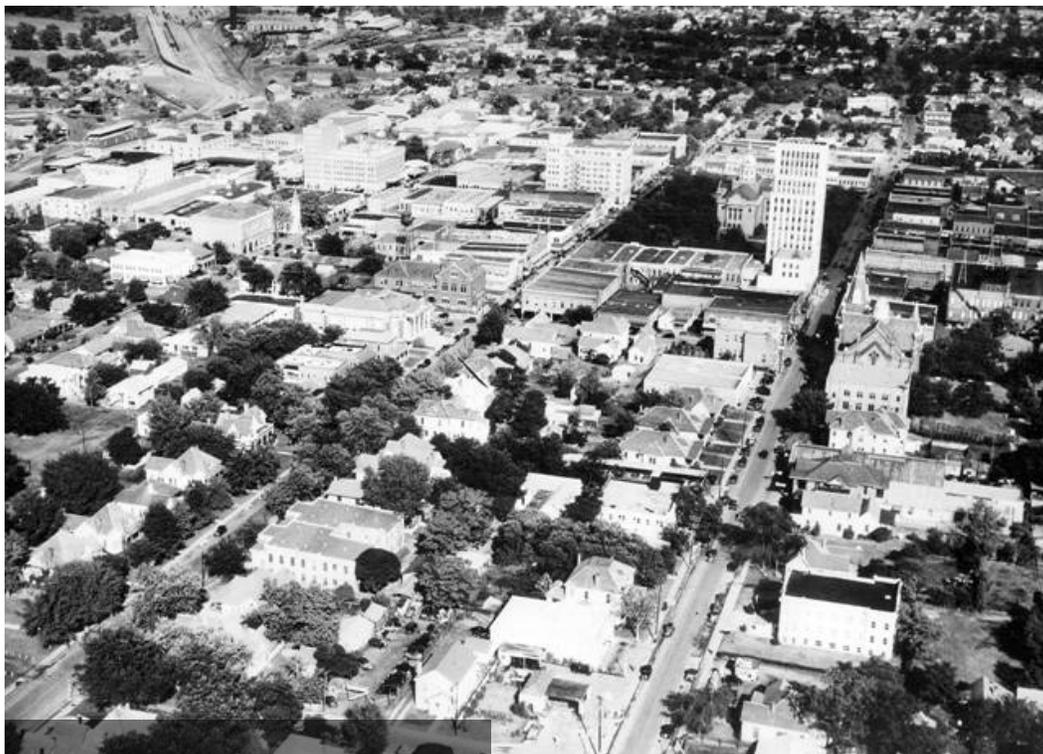
From the collection of Robert Reed, Tyler, TX

The center of downtown Tyler in the 1930s, as shown in this postcard, was small but tightly built. The old courthouse sat in the center of a park that functioned as the central focus of downtown and the square was lined with buildings facing on that park. Buildings also filled most of the frontage of other streets. For another 30 years, downtown remained the government, banking, office and retail center of Tyler and several additional high-rise and mid-rise buildings were added to the downtown of the 1930s. But starting in the 1970s, like downtowns all across America, downtown Tyler lost its retail role to suburban malls and shopping centers and much of its office role to suburban office parks. Only the government function remained firmly anchored in downtown, along with several large historic churches. Over time, manufacturing

uses increasingly left the downtown, many buildings struggled to retain active uses, and some buildings that became vacant or unprofitable were demolished and replaced with parking lots.

In the late 1980s, the Heart of Tyler Main Street Program was started to work on downtown revitalization. The historic neighborhoods just south of downtown were becoming more sought after, demonstrating that the city's growing new neighborhoods towards the south were not everybody's choice. Many Heart of Tyler efforts focused on attracting people back to downtown by annual events, such as the Festival on the Square, and on bringing retail back. Competition with the national retail businesses in South Tyler continued to prove very challenging. The success of the historic neighborhoods did not rub off on downtown, however. New investment was rare in the 1980s and 1990s.

Just as Tyler's downtown decline was part of a larger American story, its opportunities today are also part of a broader renaissance of cities and urban living. This renaissance began first in big cities, spread to the larger regional cities, and is now happening in smaller cities like Tyler. The changes in population composition discussed in earlier chapters—fewer family households, more households made up of single people and couples without children (both young and empty-nester)—as well as changing tastes and new housing types, have made urban locations more attractive as places to live. Instead of traditional department stores, downtown anchors are cultural centers, educational institutions, exciting open spaces with programmed activities, and restaurant districts. Downtown Tyler is ripe for a renaissance.



City Hall area in the 1930s, looking east to the downtown square.

## Chapter 4 :: DOWNTOWN MASTER PLAN

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The Downtown Master Plan presented in this chapter is a conceptual plan based on an analysis of the physical and market characteristics of downtown. It identifies opportunities and provides direction for downtown revitalization, but is not a detailed plan for specific parcels.

### A. Current Conditions

#### COMMUNITY ASPIRATIONS FOR DOWNTOWN

The Vision and Principles that emerged from the survey, the Community Visioning Retreat and Neighborhood Open Houses, as well as discussions of the Steering Committee, support focusing attention on downtown revitalization. The Vision included “a vibrant downtown” in Tyler’s future and one of the Principles focused specifically on downtown:

- “Reinvigorate the city center to be the downtown of East Texas:
  - > Develop a major downtown neighborhood of new and rehabilitated housing to provide the foundation for shopping, restaurants, culture, arts and entertainment in the evenings and on the weekend.
  - > Create a concentration of cultural and entertainment venues downtown.
  - > Program events throughout the year to attract visitors from around the region.”



To many people, “downtown” means the square, but there are opportunities in a broader downtown area.

As part of the downtown planning process, a community workshop was held on November 2, 2006, attracting over 80 people. The workshop took the form of an interactive presentation, with the consultant team presenting a series of ideas and the group commenting on those ideas. The team discussed national trends in downtown revitalization, a retail and residential market analysis of downtown Tyler, several scenarios for how downtown Tyler might grow, and discussion of a traditional Central Business District model or a “Destination Downtown” model for downtown.

Salient points that emerged from the discussions include:

- “No one ever told me that they loved downtown! They talk about other areas, like the Rose Garden, but never downtown!” Enhancement of the square is a good idea.
- Downtown churches are currently the big anchors that bring people downtown.
- Tyler lacks a solid nucleus; downtown should be this nucleus.
- There are good things going on in Tyler, but so many activities are isolated from the rest of the city. Things are happening in pockets, such as at Tyler Junior College and UT-Tyler.
- Some of these recommendations have been heard before in Tyler. The big issue is how to implement them.
- The brick streets are one thing that ties Tyler together.
- Downtown Tyler must have both private and public investment. It is unrealistic to assume

that private investment will take all of the risk. Public investment can serve as a catalyst.

- Downtown residents must come before you get more retail. The proportion of single-person households is growing nationally, which helps downtown revitalization all over the country. This has also prompted the creation of new residential products. Not everyone wants to live in a single-family home these days.
- The track record with our current downtown housing proves that there is a market here for downtown housing. The units are always full, and there is a waiting list for them. A downtown condominium renovation has been very successful, with interest particularly from people from the Dallas-Fort Worth area.
- Downtown Tyler must have an anchor project that will show the City's commitment to downtown.
- There are plenty of private individuals who are willing to invest in downtown Tyler right now. The City and Smith County must work together to make downtown revitalization happen.
- If the 15-story residential tower can be successful at the Cascades, it would work in downtown.
- Downtown Tyler has unique cultural demographics. For example, the area over toward Beckham Avenue has a lot of entrepreneurial Hispanics. Downtown right now is just a big void that we need to fill. Tyler has money to spend, but right now there are no opportunities for spending it.
- Minority contractors need to have opportunities to participate in revitalization.
- Success could bring gentrification problems, pushing out lower-income people. Plans should keep that in mind.
- This is not just about a building plan for downtown, but working with the community to build a constituency to make the plan happen.



Workshop participants view conceptual alternatives.

## DOWNTOWN PLANNING AREA

The downtown planning area is a rectangle bounded by Front Street to the south, Palace Avenue to the west, Gentry Parkway to the north, and Beckham Avenue to the east. The area contains about 400 acres, or less than one square mile.

The downtown planning district is walkable. It is approximately ½ mile from the edge of downtown to the courthouse, which is about a twenty minute walk. If the environment is attractive and engaging, people are typically willing to walk ½ mile to get to their destination. Unfortunately, today the edges of many downtown streets are unattractive and uncomfortable for pedestrians, so the walk is experienced as being much longer and unappealing.

**DOWNTOWN PLANNING AREA  
with 1/4-Mile and 1/2-Mile Radii**



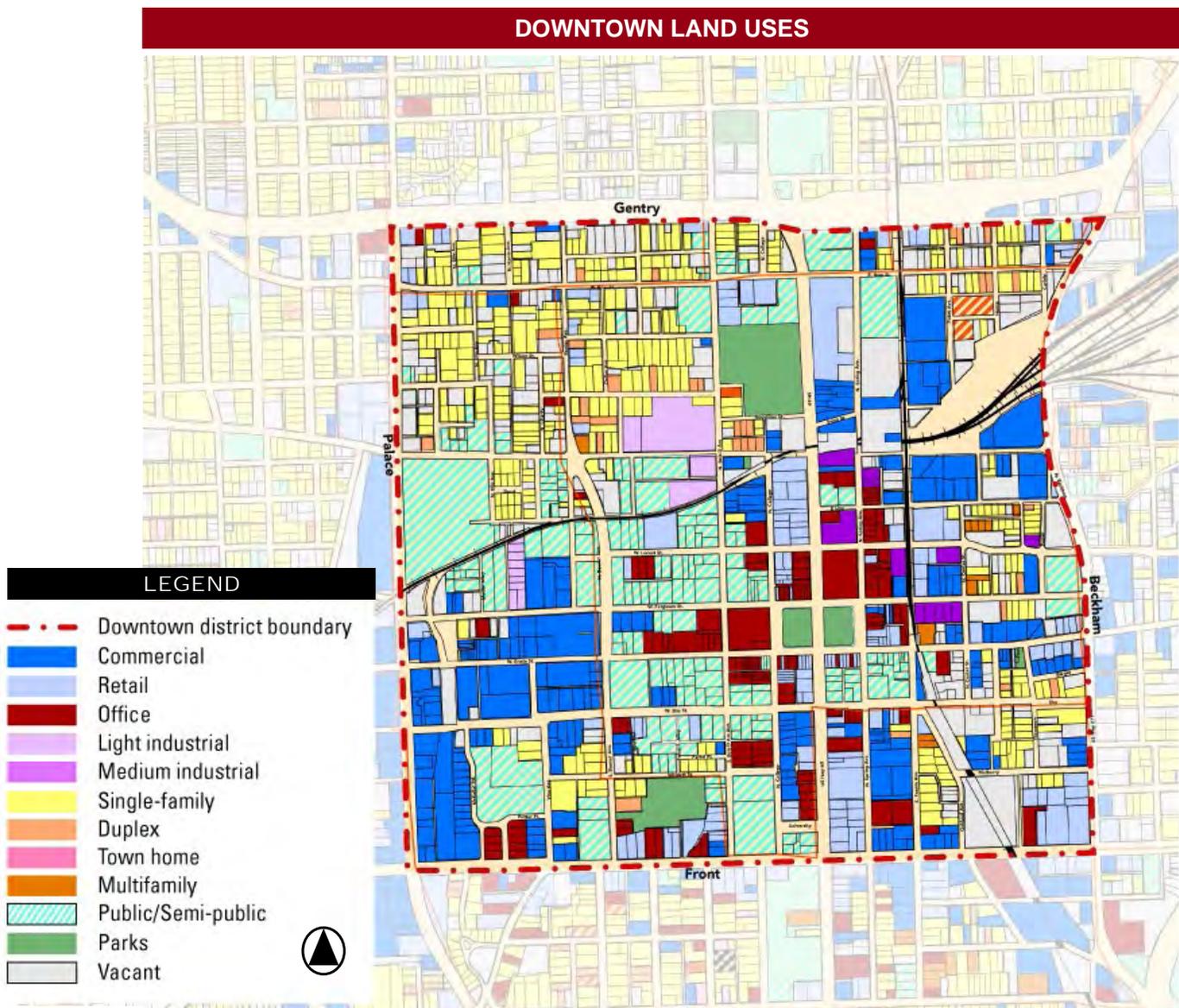
Source: City of Tyler GIS data

## ZONING

The Central Business District zoning district (C-3) covers the central downtown area. Manufacturing and light industrial zoning surrounds the CBD, and different types of residential zoning occupy the fringes of the downtown planning area.

## LAND USE

The land uses in the downtown planning area do not, in many instances, reflect the zoning. This is particularly the case in areas zoned for manufacturing. Predominantly residential uses occupy the northwest corner of the planning area, with a smaller residential sector to the northeast and scattered residences in the first few blocks west of Beckham Avenue. The land use map below is based on 1999 data but reflects today's uses well. Many lots are in the "Public/Semi-public" category, which not only includes government buildings but also nonprofit private organizations such as churches and charities. Office use clusters around the downtown core. According to Burns and Noble, there were 17 office buildings with 824,000 square feet in 2006. There are many underutilized properties, including vacant or little-used buildings and vacant lots (residential and nonresidential).



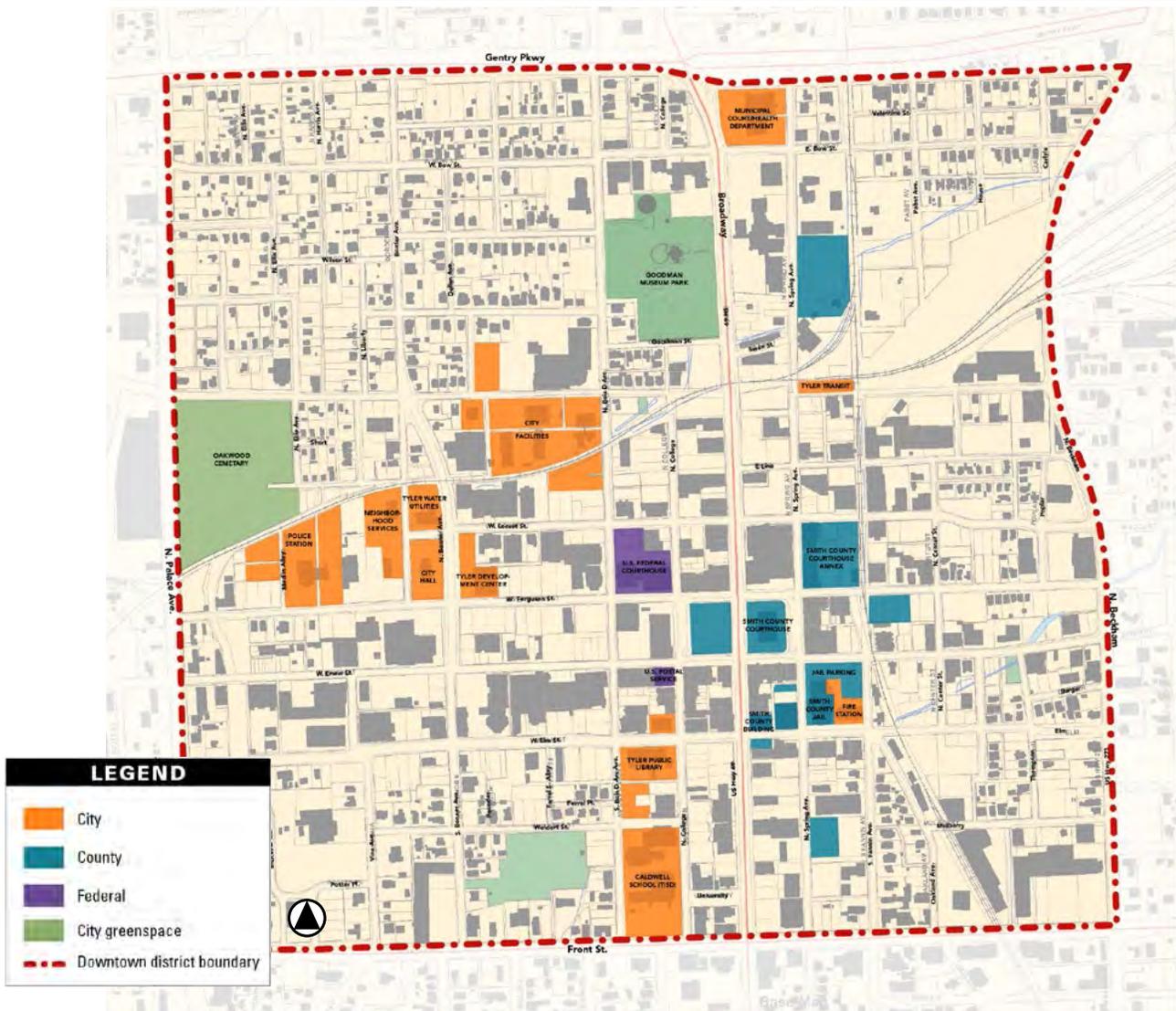
Source: City of Tyler GIS data

## Chapter 4 :: DOWNTOWN MASTER PLAN

### GOVERNMENT PROPERTY

City, county and federal property makes up a significant part of downtown. City properties are concentrated in the area north of West Ferguson Street and west of Bois D'Arc Avenue on both sides of the railroad tracks. County property is primarily focused around the Smith County Courthouse. In addition to the municipal offices and police station clustered north of Ferguson Street, the City has a large solid waste facility, garage and traffic facility north of the railroad tracks and west of Bois d'Arc Avenue.

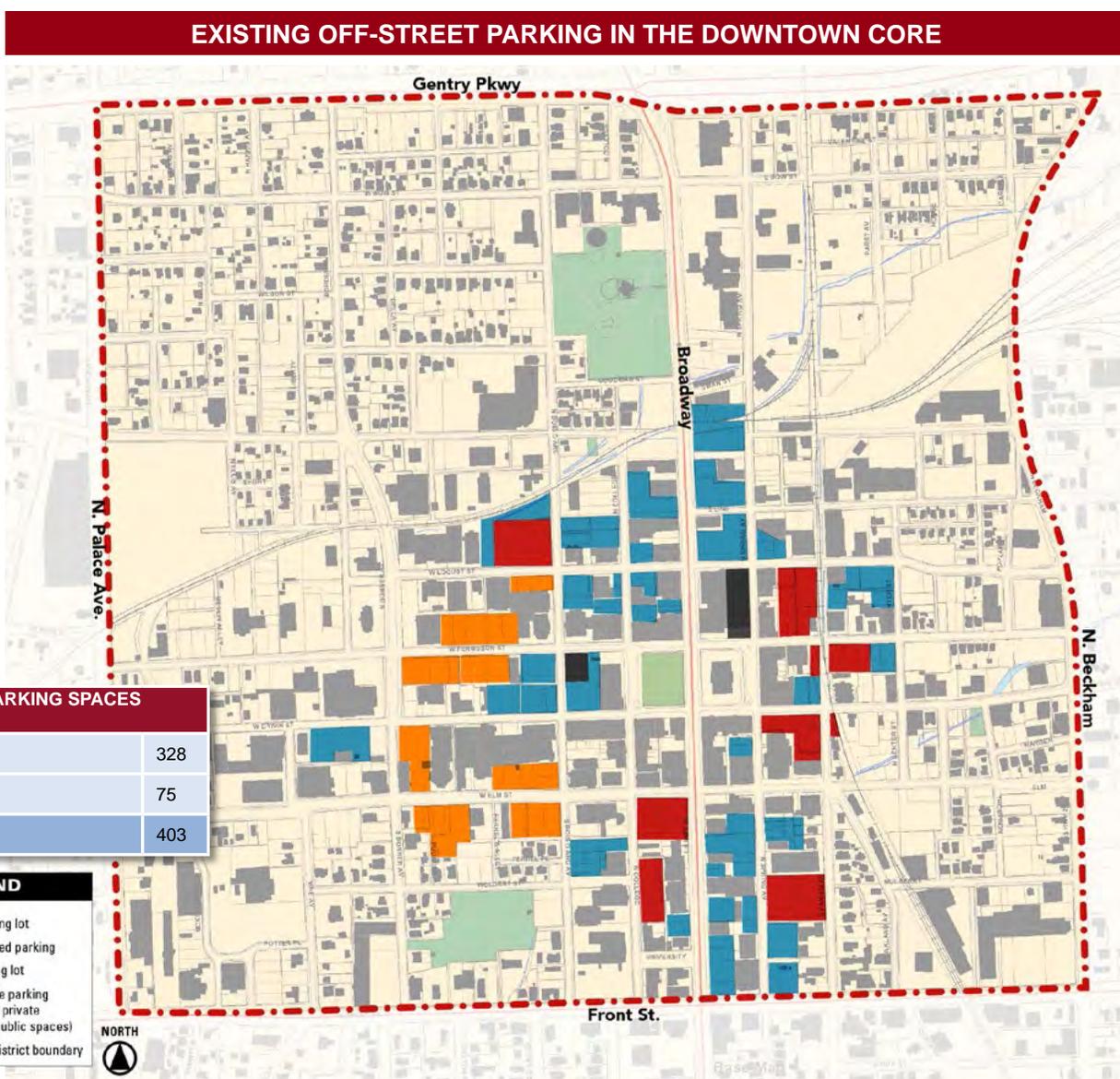
#### GOVERNMENT PROPERTIES IN DOWNTOWN TYLER



Source: City of Tyler GIS data

## PARKING

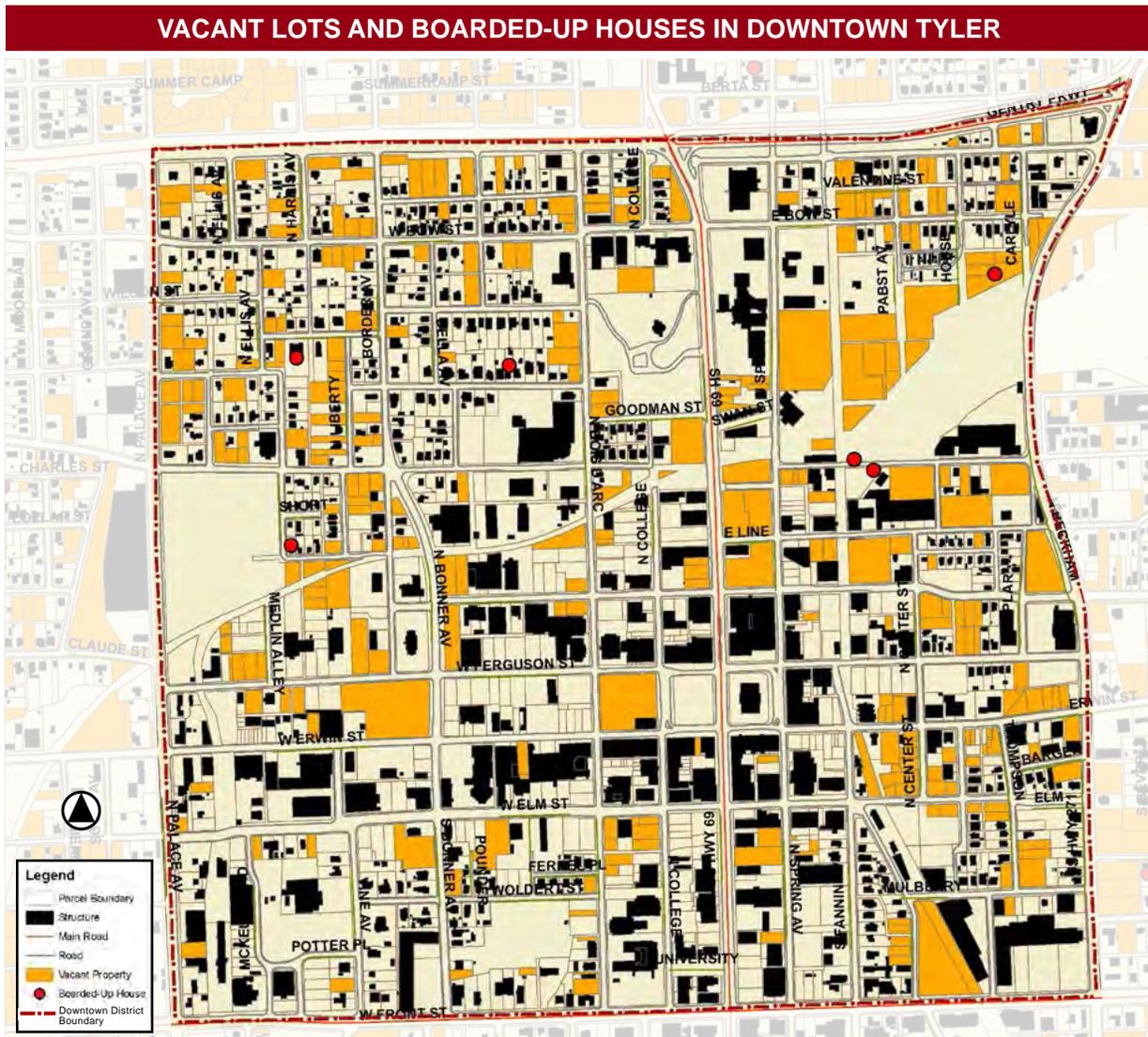
There are many surface parking lots and two parking garages downtown. Parking is typically dedicated to individual uses, which means that some lots are nearly empty on some days and during particular parts of the day. For example, the large historic churches downtown need lots of parking for Sunday services and evening events, but during weekday hours, these parking lots are lightly used. There are at least 5,000 parking spaces in the core downtown area, including approximately 600 in the two parking garages. Nearly 600 of the total spaces are public spaces, that is, parking available on the street (metered and unmetered) and in a garage, for people going anywhere in downtown, and the remainder are private, reserved for employees, clients, or customers of specific business or organizations.



Source: City of Tyler GIS data

## Chapter 4 :: DOWNTOWN MASTER PLAN

Surface parking lots are a form of land banking because they are a low-value use of land. When other uses become more attractive, parking lots become redevelopment sites. Parking then is increasingly relegated either to shared surface lots, where the use of the land for storing cars is more efficient, or to garage or underground parking.



Source: City of Tyler GIS data (2006)

## UNDERUTILIZED AND VACANT LAND

In addition to the many surface parking lots in the downtown core, there are a number of vacant and underutilized buildings, particularly west of North Bonner Avenue and also between Beckham Avenue and the north-south railroad line. Large vacant sites and smaller infill opportunities exist outside of the core of downtown. In 2006, there were approximately 74 acres of vacant land in the downtown planning area.



The view from the People's Bank building shows the many parking lots and one-story buildings southwest of the square.

## NATURAL, HISTORIC AND CULTURAL RESOURCES

Downtown is the location of important natural features, historic and cultural resources. Butler Plaza in downtown Tyler is said to be built over a natural spring. The creeks that once flowed through downtown have been channelized for drainage and only one is above ground. Today, these creeks do not provide a sense of access to water

but the remaining water could become more of an amenity. Downtown's importance as the city's original site and its center of activity for more than a century is still evident in the existence of many properties that are designated Tyler Historic Landmarks. Civic buildings and historic churches are important elements of the downtown landscape.

However, it is also true that some of the historic fabric of the city center has been lost, particularly since the 1950s, through demolition and through replacement of older buildings with sometimes undistinguished newer architecture. In addition, there are vacant buildings of historic interest which need new uses. Among the most distinctive vacant buildings are the Crescent Laundry on East Ferguson Street and the Ice House on North Spring Avenue. Downtown Tyler's remaining original brick streets also convey a sense of place and identity. The City maintains the brick streets that are exposed, but there



The Crescent Laundry (above) and the Ice House (below) are distinctive buildings lying vacant.

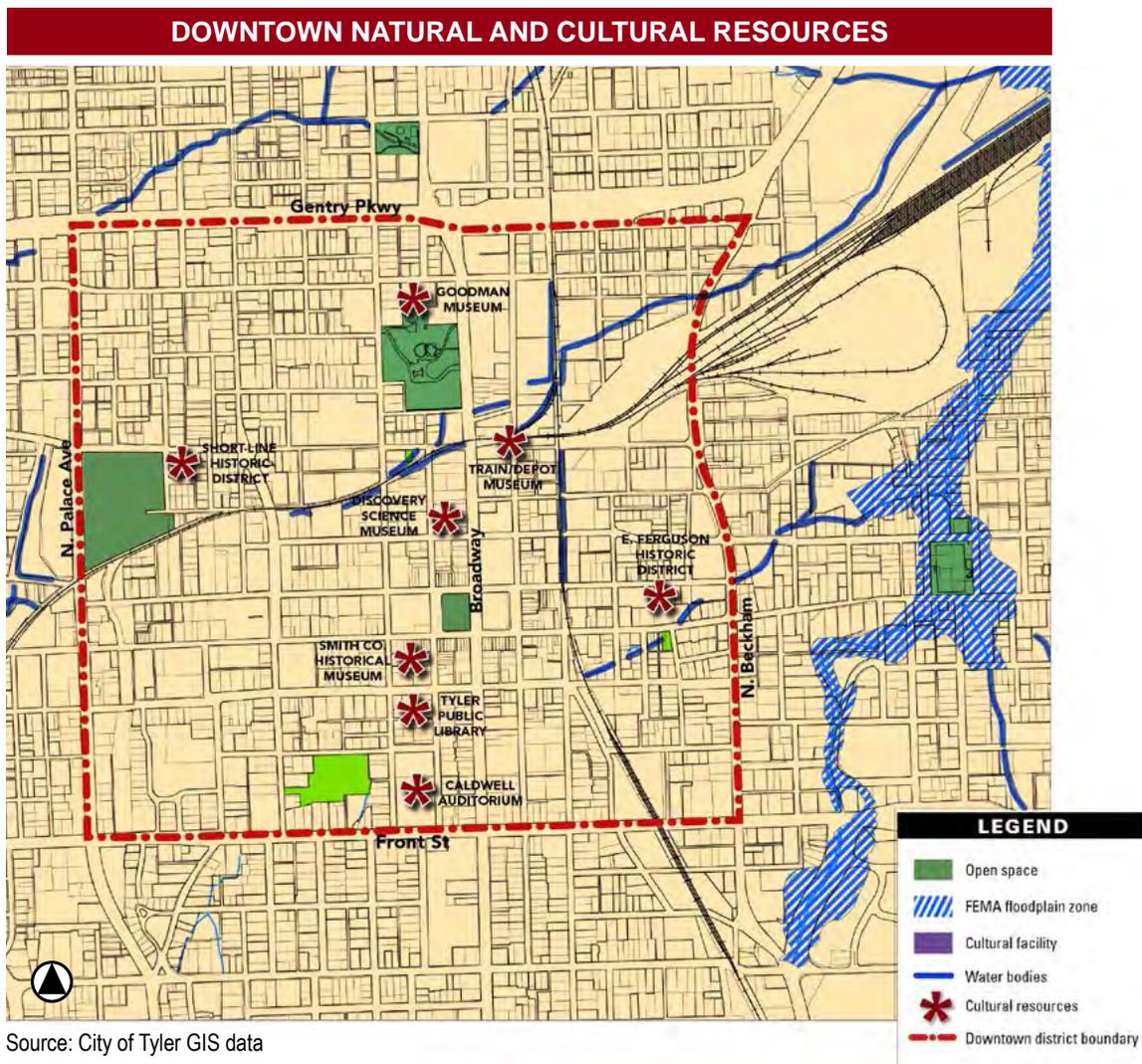


Caldwell Park needs improvements to live up to its potential.

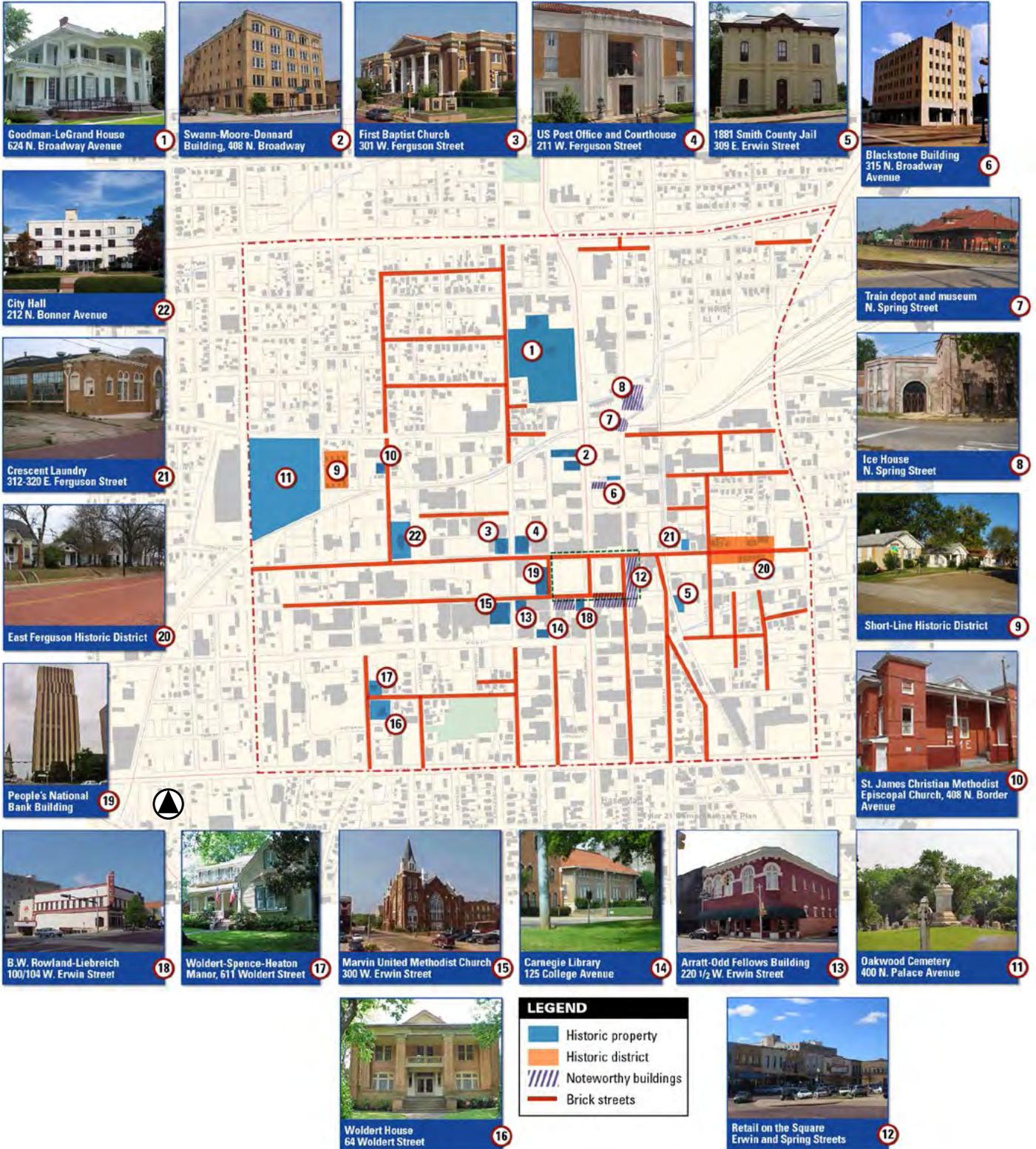
## Chapter 4 :: DOWNTOWN MASTER PLAN

are some street sections and intersections where bricks have been paved over with asphalt, breaking continuity.

Cultural resources in downtown include a cluster of small museums, the Tyler Public Library, Caldwell Auditorium, the Smith County Historical Museum located in a former Carnegie library, and the Goodman Museum within a spacious garden, which occupies an important site at the entry to the downtown from the north.

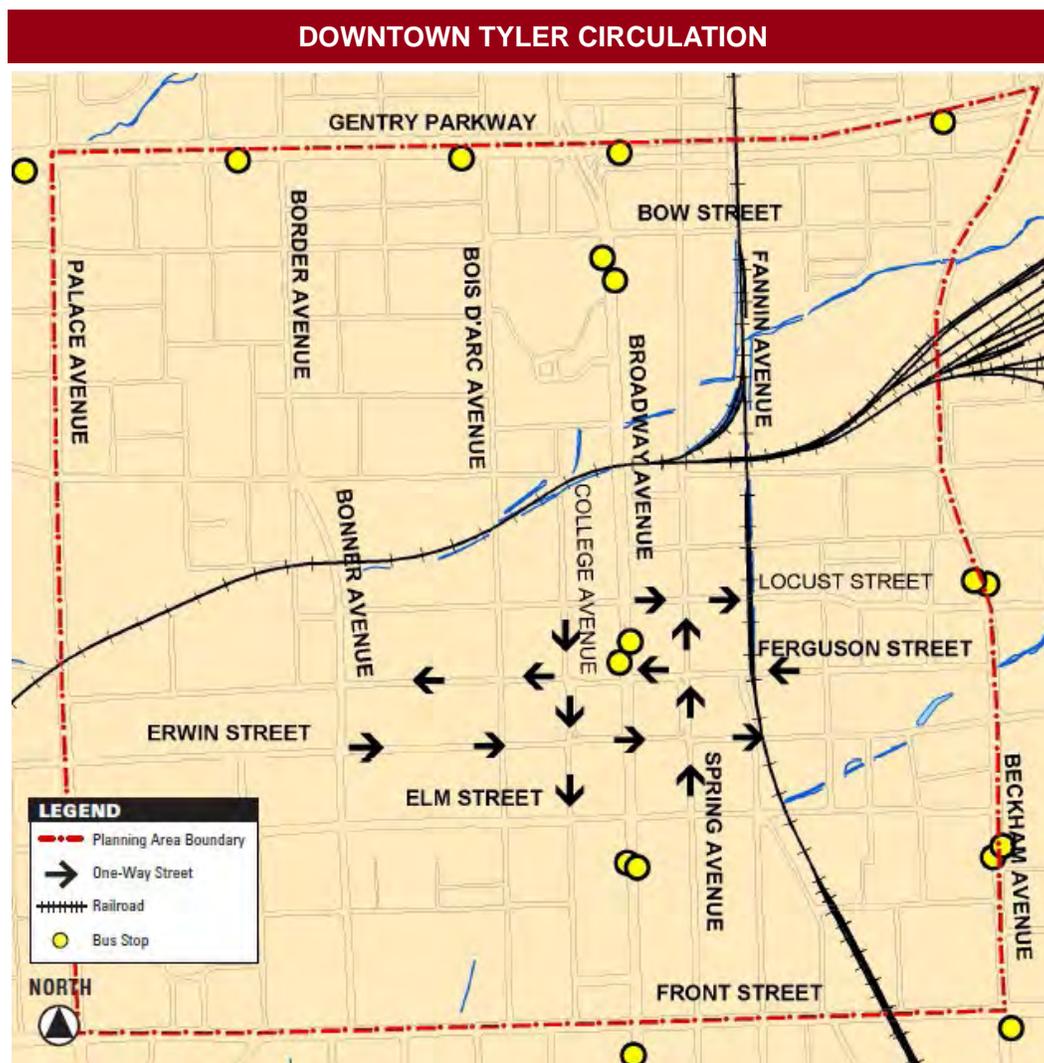


**HISTORIC PROPERTIES IN DOWNTOWN TYLER**



## CIRCULATION AND TRANSPORTATION

The downtown planning area is bounded by four major urban arterials and bisected by a fifth. Three of them, Front Street, Beckham Avenue and Palace Avenue, have four lanes and a turning lane in most segments that bound downtown and Gentry Parkway to the north has six lanes plus turning lanes but less traffic. Front, Beckham and Palace carry substantial traffic volumes (approximately 20,000 vehicles per day in some locations in 2005) and function as barriers between the walkable grid of downtown and surrounding neighborhoods. Gentry Parkway carries less traffic, but the road is much wider. Gentry Parkway traffic is carried on a overpass just east of Broadway Avenue, with Spring Avenue and Fannin Avenue connecting to North Tyler under the road. Broadway Avenue bisects downtown and its four to five lanes also carry almost 20,000 vehicles per day. It dips below a railroad bridge at the gateway to the downtown core, between Goodman Street and Line Street.



Source: City of Tyler GIS data

Inside the planning area, a grid of two-lane streets, including many brick segments, allows for easy circulation by vehicles. There is one-way circulation around the square—the county courthouse and Butler Plaza—and Ferguson and Erwin streets operate as a one-way pair going in and out of the square. The grid layout is suitable as an excellent pedestrian network, but walking conditions and amenities for pedestrians are not good. Crosswalks are lacking at most intersections.

Two rail lines cross downtown. The east-west Union Pacific Line is active, with freight trains traveling nonstop through the downtown. The City has completed a “Quiet Zone” study in preparation for an effort to eliminate the noise from train whistles. The second rail line is a north-south rail spur that is no longer in use and has future potential as a multiuse trail.

Public transit lines travel on Gentry Parkway, Broadway Avenue and Beckham Avenue, with bus stops every two to three blocks.

## URBAN DESIGN

The urban design character of the downtown planning area is eclectic and reflects the economic transitions that the area has experienced. Positive aspects include the overall layout and street grid within the planning area, efforts to create a sense of place around the square, and the persistence of some historic buildings. However, the few newer buildings are not always compatible with the remaining historic fabric and disinvestment has resulted in many underutilized lots and buildings. This discussion will concentrate on the urban design character of the downtown core.

### Buildings

- Two-story buildings around the south and east sides of the square and part of the north side form a traditional Texas courthouse square with the buildings at the sidewalk edge. Many have awnings to shade the pedestrian way. This is one of the few areas in the core downtown where there is a somewhat cohesive architectural character.
- On the north side of the square several five- to six-story buildings with wide frontage—including a TV station with a huge, eye-catching satellite dish on the roof—are mixed with the smaller-footprint buildings typical of the south and east sides of the square.



Awnings on buildings around the square



Office towers on each end of the west block of the square leave an awkward empty space between them.

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- Two towers of 18 to 20 stories dominate the west side of the square, with a gap between them that from some vantage points shows a view of the spire of Marvin Methodist Church. Several mid-rise office buildings can be found in downtown, especially on Broadway Avenue between Front Street and the rail overpass.
- Marvin Methodist Church and the First Baptist Church have imposing historic buildings that meet the street edge, but newer construction for church activities is located behind parking lots. The newer buildings are undistinguished in materials and character.
- West of the square between Elm Street and the railroad tracks, except for the federal courthouse, the historic church buildings and City Hall, most older buildings are one-story, low-value, and often underutilized. Newer structures are low-value metal buildings. There are many street edges dominated by parking lots.
- East of the square, blocks can vary radically in character: there are blocks with buildings of historic interest; blocks lined by parking lots; both occupied and vacant industrial buildings; scattered residential blocks, including the East Ferguson Historic District; and empty lots.

### Public Open Space

- Butler Plaza is the only significant public open space in the core of downtown. It is the remnant of a much bigger central square that surrounded the 1909 county courthouse. Butler Plaza fails to have as much impact as it might because the buildings around it do not effectively enclose it as an “outdoor room.” Although it has some low trees, shrubs and a fountain, it also has many hard surfaces and does not yet communicate a sense of green oasis.



Butler Plaza is the only significant green public space in the downtown core.

### Lighting

- The acorn lighting installed around the square is pedestrian-friendly. Elsewhere in downtown, highway-scale “cobra” lighting is used.

### Landscaping

- City Hall has attractive landscaping surrounding it, including beautiful mature trees, but it fronts on the Tyler Development Center parking lot and the rear façade faces police department metal buildings, driveways, metal fences and parking lots. The attractiveness of the building and its immediate site is lost in an undistinguished setting.



Acorn lights around the square are the right height for pedestrians but rather widely spaced for optimum light distribution.

- Other historic buildings have some lawn and shrubs but few trees immediately around the building and are also surrounded by parking lots, metal buildings, and similar features.
- The courthouse also has limited landscaping and the back of the courthouse facing on Spring Avenue is dominated by parking and hard surfaces.
- In the downtown core, there are few mature street trees except on the block of Bonner Avenue facing the Tyler Development Center and in the North Broadway Avenue median. A few street trees have been planted around the square and on other streets downtown, but many appear to be species that do not provide a good shade canopy for pedestrians.
- A few parking lots have minimal green grass strips around them and a very few have trees or shrubs planted at the perimeter. Not one parking lot has trees or shade within the parking lot.



One of many parking lots lacking separation from the sidewalk or street



Typical sidewalk width near the square

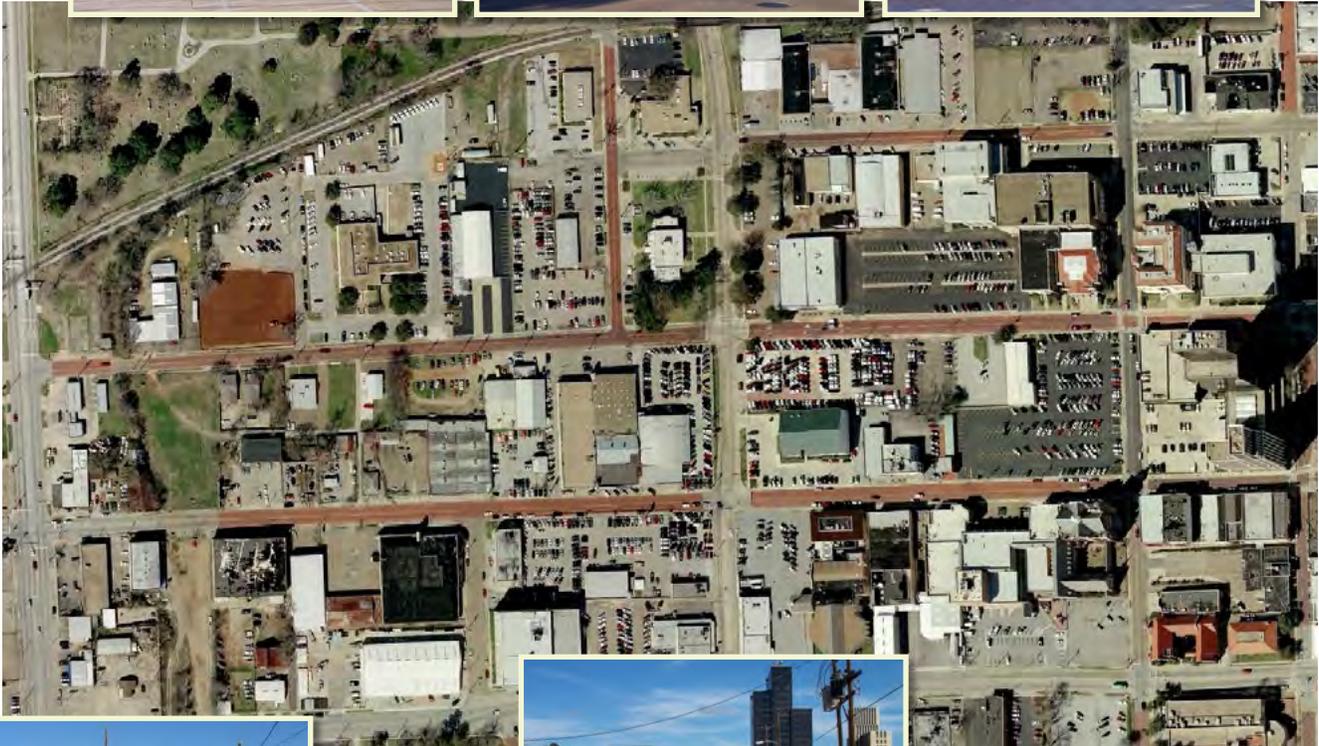
## Streets

- Downtown has many block segments that retain historic brick pavers. These pavers are no longer manufactured and suitable replacements have been hard to find. The colored concrete pavers used around the square have not been universally accepted as a substitute.
- Sidewalks are narrow and some are in poor condition.
- Many street frontages, and in some cases, almost entire blocks are dominated by surface parking lots. Most of these lots have little or no boundary (fence, shrubbery, etc.) between the sidewalk and the parking area.

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DOWNTOWN CHARACTER WEST OF THE SQUARE



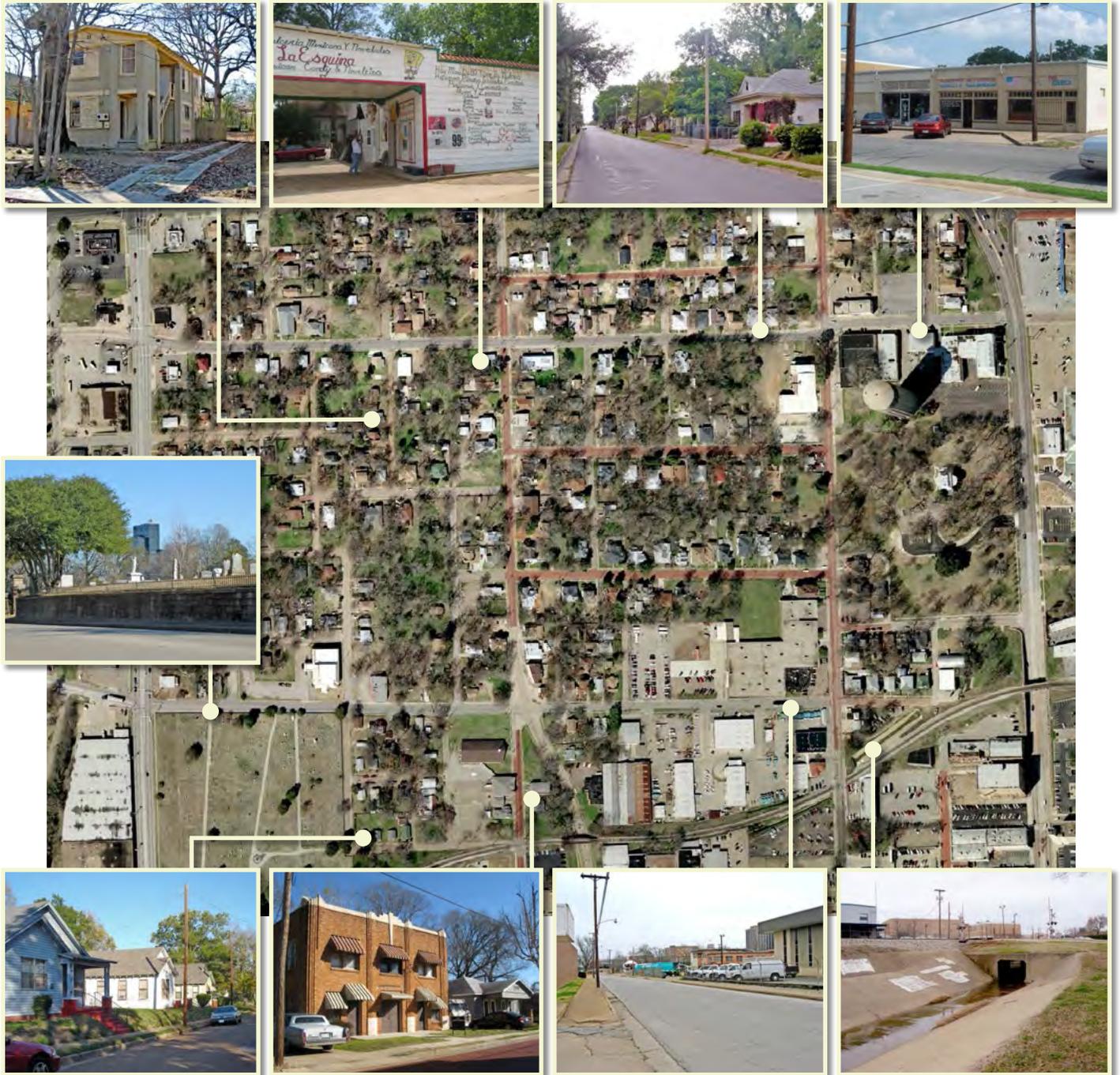
DOWNTOWN CHARACTER EAST OF THE SQUARE



## Chapter 4 :: DOWNTOWN MASTER PLAN

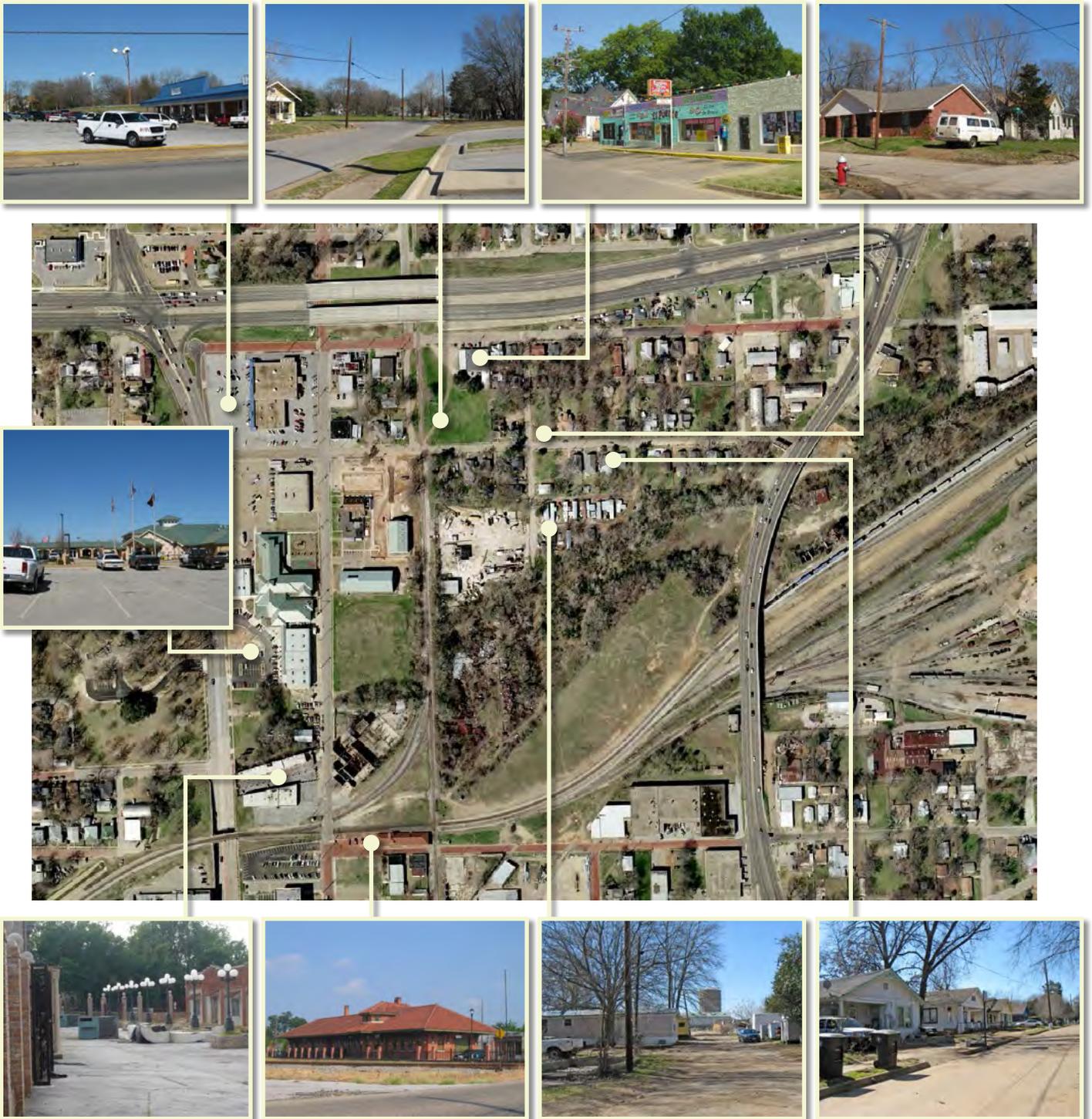
### NORTHWEST QUADRANT OF THE DOWNTOWN PLANNING AREA

The northwest quadrant links the downtown planning area to the North End. It is a primarily residential neighborhood of single-family houses, many trees and some vacant lots. Hispanic immigrants in recent years have been establishing neighborhood stores and improving homes. The Goodman Museum and City facilities are located at the southeastern corner of this quadrant and Oakwood Cemetery occupies the southwestern corner.



## NORTHEAST QUADRANT OF THE DOWNTOWN PLANNING AREA

The northeastern section—between the train tracks, Gentry Parkway, and Broadway Avenue—is a somewhat isolated area with a mixture of residential and other uses, as well as vacant lots. This area has also seen Hispanic investment.



### CURRENT IMPROVEMENT ACTIVITIES IN THE DOWNTOWN PLANNING AREA

In addition to the previously mentioned investments by Hispanic newcomers to the residential areas in downtown, several new projects are underway in the core of downtown Tyler. A mixed-income rental project funded with Low-Income Housing Tax Credits has been approved for the Moore Grocery/Tyler Candle Building. This will be an adaptive reuse of a historic building for affordable housing. The grounds of the Goodman Museum are being redesigned to improve their suitability for events in order to attract more activity. The County government is studying options for expansion of its facilities. The former Carleton Hotel, the current County office building, is in bad condition and the jail needs to expand. After considerable discussion about whether to move the jail and other offices out of downtown, the County appears to have decided to pursue downtown options. Although locating the jail will require care, so that it contributes to overall revitalization rather than detracting from it, it is important to downtown that the County government remain located there.

### SUMMARY: DOWNTOWN STRENGTHS AND WEAKNESSES

Downtown's strengths are a function of its continuing importance as a government center and a remaining connection to the idea of downtown as the historic core of Tyler's identity.

- The square provides a sense of place.
- The county and city governments provide a sense of identity.
- Downtown office employment provides a daytime market.
- There are a small number of restaurants.
- Modest attractions include museums and historic buildings.
- Large and architecturally-significant churches are found near the square.
- Several annual events, such as the Festival on the Square, the Jazz Festival, and the Blues Festival, bring a multicultural population into downtown, making it the meeting place for all Tylerites.
- Vacant land is available to support growth.

Downtown also suffers from a number of weaknesses that will need to be addressed:

- The overall image is poor. Many Tylerites never go downtown either because they believe nothing happens there, or because they are afraid that bad things happen there (*i.e.*, crime).
- In the evening, there is little activity except for several restaurants.
- The downtown core is isolated from surrounding neighborhoods by surface parking lots, underutilized and vacant land.
- There are few housing units near the downtown core.
- Downtown has no significant anchor attractions.
- Although land is available, land assembly and site issues may be barriers to ready development.
- There is no overall plan in place—yet.

## KEY FACTORS FOR SUCCESSFUL DOWNTOWNS

- **Successful downtowns are great places to live, work, and play.** They attract creative people with a *mix of uses*, a combination of housing, daytime employment and entertainment for evenings and weekends. These downtowns are *attractive environments*. It feels good to be there because it is interesting and safe, with open space, places to gather and sit in comfort, a sense of history in buildings or monuments and other amenities, and attractive streets.
- **Successful downtowns are generally mixed-use in character.** Successful downtowns treat mixed-use development as a critical component to the urban environment. Tyler’s downtown core has some mixed-use buildings, primarily around the square, but there is not a strong, critical mass of mixed-use activity.
- **Successful downtowns tend to have multiple activity generators within walking distance of one another.** Activity generators like museums, convention centers, universities, government offices, and other cultural destinations bring residents and visitors to a downtown. By giving value to the “place,” these “anchors” support retail, office, hotel, and residential development. Tyler’s downtown already has some anchor uses—primarily city and county government, the courts, and civic uses like the library and churches.
- **Successful downtowns are walkable and have streets that act as parks for pedestrians.** In successful downtowns people walk the street as a recreational pursuit. There is enough activity to create a vibrant downtown environment. Tyler’s streets lack pedestrian-friendly amenities and enough interesting activity for pedestrians.
- **Entertainment is a driving market segment.** Entertainment extends the life of downtown beyond 5:00 p.m. Restaurants, theaters, and performing arts centers make up the entertainment niche. In Tyler, a handful of restaurants keep downtown open after government workers have gone home for the day. There are two unoccupied theater spaces on the square.
- **They have strong downtown residential and adjacent neighborhoods.** Successful downtowns have a strong resident constituency. Downtown residents are not only advocates for downtown, but are an important market supporting the mix of land uses downtown. A small number of apartments on the square in Tyler have been very successful in attracting tenants. In the entire downtown planning area there is a total of about 800 residents, including the blocks that extend to Houston Street.



Downtown colleges or satellite campuses have helped bring life to many downtowns. The Savannah College of Art and Design transformed downtown Savannah.



Hotels with meeting rooms are good downtown anchors.



The new Denver Museum of Art has developed a new downtown neighborhood with housing next door.

## Chapter 4 :: DOWNTOWN MASTER PLAN

- **Successful downtowns are safe and secure.** Customers and businesses want a sense of safety and security when they are working, shopping, and living downtown. Often, downtowns suffer more from a perception of being unsafe rather than a reality of crime. Community policing, taking care of “broken window” issues, lighting, and having an active environment are all ways successful downtowns enhance safety and security. Tyler’s downtown is very safe, but it suffers from perception issues.
- **There is broad public/private investment in the future of downtown.** Great downtowns are actively planning for the future. In all cases, the public sector supports downtown investment and joint public/private development is pervasive in successful downtowns. Tyler has supported organizations like Heart of Tyler Main Street but is new to public-private development partnerships.
- **Successful downtowns are beloved by the citizenry.** Successful downtowns tend to have regional significance. Successful downtowns are a source of regional pride and reflect the culture of the community. Tyler’s downtown does not capture the attention of the majority of citizens.



Townhouses, Addison Circle (TX)



New apartments in San Antonio attract young residents.



Street festivals become a meeting place for the whole community.



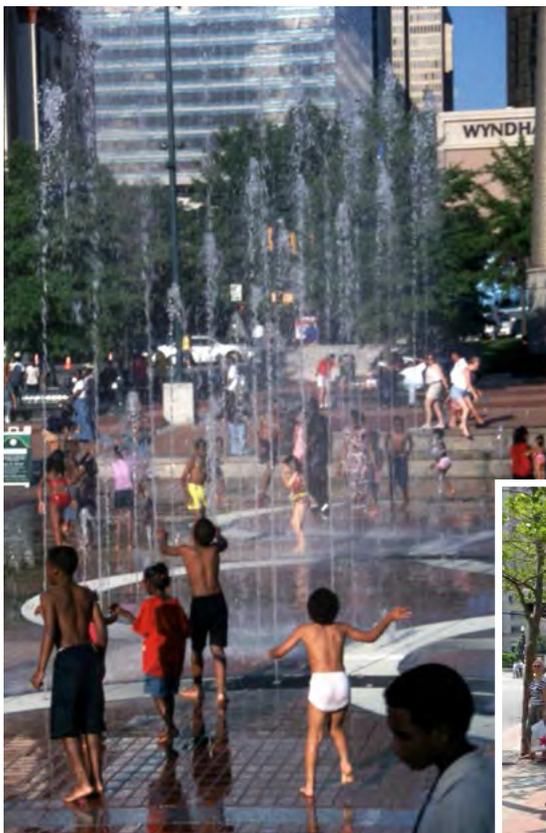
Public investment in streetscape amenities encourages pedestrian activity.



Restaurants with sidewalk dining promote “after 5:00” use of downtown areas.

## GREAT PLACES

Successful downtowns have great places where people like to be. These places come about through a combination of good design for the public realm and programming of activities.



Great places often have water—natural or man-made—as in this interactive fountain in Atlanta, GA.



Great public places need programs and performances.



Farmers' markets bring people downtown.

Sidewalk cafés bring life to the street.



Playful public art—and more water—creates excitement in Chicago's Millennium Park.



DESIGN MAKES A DIFFERENCE



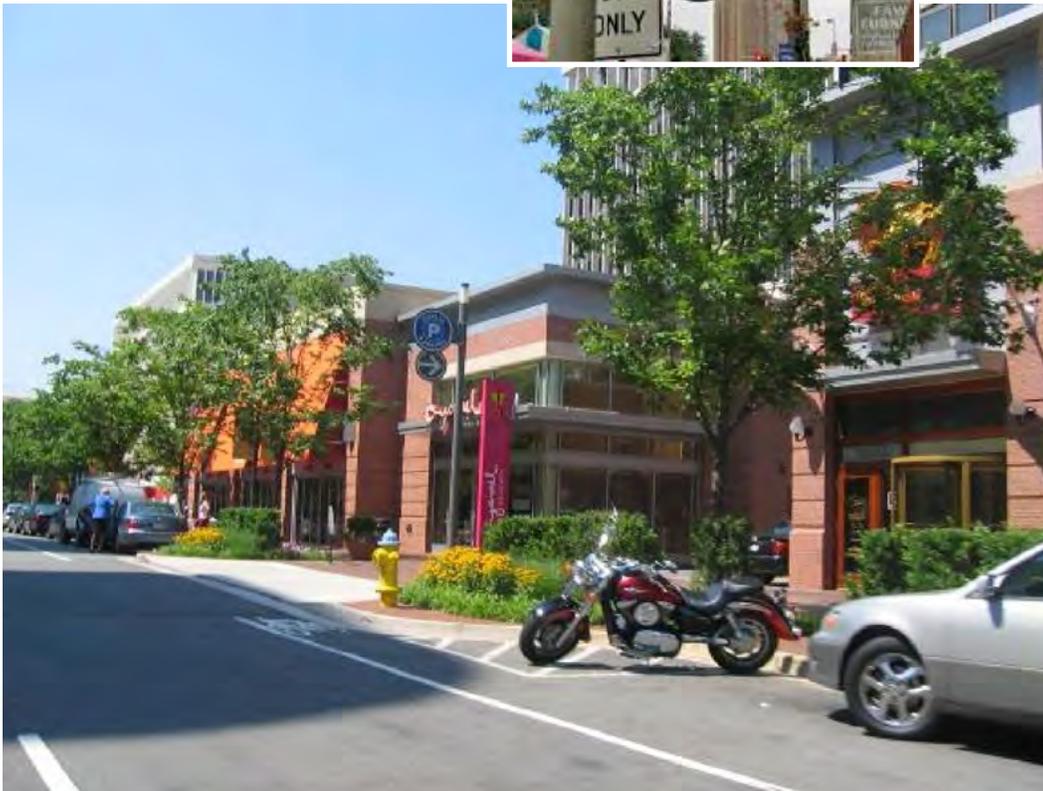
Enclosure and paint can make auto-oriented businesses good neighbors.



A parking structure located behind storefronts.



Wayfinding signs orient visitors.



Pedestrian-scale storefronts line taller buildings and a parking garage. Street trees, plantings, awnings, curb bump-outs, on-street parking, simple signs for garage parking, and big and transparent windows all contribute to a pleasant pedestrian environment.

## CASE STUDIES

Downtowns in cities and regions similar in size to Tyler are in a renaissance, with new housing, anchors and activities.

### Columbia, South Carolina

The City of Columbia, South Carolina, has a population of approximately 117,000 people within an MSA of 575,000, similar to Tyler. In May 2006, there were 4,000 new housing units either completed or in the planning stages for downtown—townhouses, condos, apartments, live-work units, and single family houses. Downtown is an employment center; it has restaurants, an art-film theater, an art museum, a gym, and food market; and the University of South Carolina is planning a research district downtown.

### Center in the Square, Roanoke, Virginia

Roanoke is a city of about 100,000 people in a metropolitan area of about 300,000. In 1977, a group of residents joined to work for downtown revitalization based on the arts. In 1983, a downtown cultural center called Center in the Square opened with 40,000 visitors in the first weekend. The Western Virginia Foundation for the Arts and Sciences, which owns Center in the Square, acquired nearby buildings in 1988, 1997, 2000, and 2003 and now hosts seven cultural organizations, including museums and performing arts groups. The Center's success has attracted over \$500 million in construction and renovation in the immediate area and its annual economic impact is estimated at \$25 million.



Downtown theatre in Fort Worth, TX



Downtown trolley in Charlottesville, VA



Public plaza, Charleston, SC



Historic Battle House Hotel in Mobile, AL, rehabilitated in 2006

REVITALIZING DOWNTOWN GREENVILLE, SC

Downtown Greenville

- CBD of 300 acres; larger downtown area of 1.75 square miles
- Linear organization along Main Street
- Downtown core includes a five-block area
- Reedy River runs southwest of downtown core



Poinsett Hotel and courthouse plaza



Reedy River

The Challenge

Greenville, with a city population of around 60,000, serves as the center of a region that includes approximately 570,000 residents. A former textile hub, Greenville saw rapid suburbanization in the decades following World War II, and construction of new outlying shopping centers drained vitality from downtown. By the 1970s, downtown's position as a regional retail center had eroded and residents had few reasons to visit the downtown area.

The Approach

Although Greenville was seeing growth in other sections of the city, leaders refused to accept the downtown's decline. The city elected a visionary mayor in the 1970s who was a strong advocate of downtown revitalization, and his administration set about returning the downtown to prominence. They realized that downtown appeared tired and that the business district needed public investment to attract private interest. Their first major action was to hire a landscape architect to redesign the downtown streetscape. Completed in 1979, the streetscape plan recommended reducing the width of Main Street from four lanes to two, widening



Hyatt Regency Hotel and public plaza, built through a public-private partnership

REVITALIZING DOWNTOWN GREENVILLE, SC



Peace Center for the Performing Arts

sidewalks, planting trees and shrubs along the denuded streets, changing parallel parking to diagonal parking, and adding street furniture and outdoor dining.

Leaders also understood that improving downtown's appearance would not be enough to catalyze revitalization. In the early 1980s, they developed the Downtown Master Plan to guide their efforts over the next twenty-five years. A major recommendation of the plan was to create downtown anchors through public-private partnerships. The City used its urban renewal powers and federal Urban Development Action Grant funds to purchase land for a hotel/convention center anchor on the northern end of Main Street. The City built the convention center, a parking garage, and a public plaza and leased the air rights for a new Hyatt Regency hotel. Public investment comprised about

one-third of the project's total cost. The City also created a southern anchor by building the Peace Center for the Performing Arts in a former industrial area along the Reedy River. A local donor provided \$10 million to initiate the project, and the City established a tax increment financing (TIF) district. County and state funds also were used, and additional funds were received from the private sector (approximately 70% of the project cost).

The new anchors began to draw residents and visitors downtown, and restaurants, clubs, and special events followed. The City formed a partnership with a developer to rehabilitate the historic Poinsett Hotel, located near the courthouse in the center of Main Street, and to create additional uses, including a new 220,000 square foot office building, residential penthouses, and condominiums. The City also used tax increment financing to construct a new parking garage along a side street and worked throughout the 1990s with economic development organizations, real estate marketers, and developers to recruit new retail tenants. Restaurants and entertainment provided early successes, but retail was slow to grow. An aggressive marketing campaign focused on attracting an anchor to a former department store building with the hope that specialty retail would follow. In 2003, the Mast General Store, a major clothing/outfitter in western North Carolina and South Carolina, opened an 18,000 square foot store and smaller apparel and toy stores followed.

As foot traffic grew along Main Street in the late 1990s, city leaders decided to expand their vision beyond the



Public gardens in Reedy River Park



Riverplace, a new public-private project, includes condominiums, offices, retail, an underground parking garage, and a public river walkway.

REVITALIZING DOWNTOWN GREENVILLE, SC

Downtown Streetscape:



A canopy of mature street trees planted 25 years ago provides shade for pedestrians and enhances the public realm.



Diagonal parking and plantings between the sidewalk and street increase safety and security for pedestrians.



Clear, detailed signage improves wayfinding for drivers and pedestrians.



Wide sidewalks allow space for outdoor dining.



Grouped signs and newspaper boxes reduce visual and physical clutter.



A mid-block "hole" becomes a public plaza.

original five-block area. Realizing

REVITALIZING DOWNTOWN GREENVILLE, SC

Downtown Housing:



Downtown Mixed-Use Projects:



**REVITALIZING DOWNTOWN GREENVILLE, SC**

As foot traffic grew along Main Street in the late 1990s, city leaders decided to expand their vision beyond the original five-block area. Realizing that the Reedy River was a major asset, they sought to direct some new development to the West End, a neglected river area southwest of the downtown core once known as Greenville's "other downtown." Private donations provided land for the West End Market, a mixed-use development that includes office, retail, restaurants, artist space, and a farmers' market. Historic buildings were rehabilitated for the majority of the space. The City took the lead role as developer, using tax increment financing, grants, a HUD Section 108 loan, general fund dollars, and private donations to fund the project. In 2005, the City sold the West End Market at a profit, which provided it with new funds to invest in other downtown projects. This included a new park along the Reedy River which features a waterfall, suspension bridge, public gardens, and a pedestrian river trail and a public-private partnership for Riverplace, a new mixed-use development that includes residential units, a Hampton Inn, offices, retail, restaurants, and a parking garage.

**Downtown Greenville Today**

Today downtown Greenville is nationally recognized as a model for successful downtown revitalization. Thirty years after the decision to invest in downtown, the City has seen its plans come to fruition. Main Street has become a thriving corridor with a lush tree canopy, walkable streets, and inviting public spaces. Downtown now includes over 1,200 residential units, 130 retail shops, 79 restaurants, and 730 hotel rooms. Office space totals over 3 million square feet, and comprises one-third of the office space in the region. Sales in 2005 included \$110 million in retail sales and over \$50 million in restaurant sales. Additional completed projects on the downtown edges include new museums; the Bi-Lo Center, an entertainment and sports venue; and the West End Baseball Stadium, a mixed-use project that contains a sports facility, condominiums, office, and retail space. In 2003, Greenville won the Great American Main Street Award from the National Trust for Historic Preservation in recognition of its superior achievement in downtown revitalization.



A downtown trolley runs between major attractions.

**LESSONS LEARNED**

According to Nancy Whitworth, Greenville's economic development director for over twenty-five years, the City learned several key lessons about revitalization<sup>1</sup>:

- Think and act entrepreneurially and be willing to take risks
- Public investment adds value to private development
- Seek creative financing options
- Set design standards for the public realm
- Ensure that all projects are integrated with the downtown environment
- Recognize that little details matter
- Plan for people

1 Whitworth, Nancy. "A City's Tools for Downtown Development: Much More Than Money." Economic Development America (Fall 2006): 12-15.

<b>DOWNTOWN REVITALIZATION CASE STUDY COMPARISONS</b>			
	<b>GREENVILLE, SC</b>	<b>LITTLE ROCK, AR</b>	<b>OKLAHOMA CITY, OK</b>
City population	59,300	184,400	532,300
MSA population	472,200	636,900	1,150,800
Regional role	County seat; regional center (Greenville-Spartanburg-Anderson)	State capital; county seat	State capital; county seat
<b>DOWNTOWN POPULATION</b>			
Total	Not available	4,227 (2003)	7,805 (2005)
Households	Not available	2,240 (2003)	2,841 (2005)
<b>DOWNTOWN RESIDENTIAL UNITS</b>			
Total	1200 units (372 low-income elderly/disabled)	Not available	867 units
Built within past 10 years	35%	Not available	374
Size	Not available	Not available	Range from 515 sf to 1500 sf
Type of units	Apartments, condos	Apartments, condos, lofts, townhomes	Apartments, condos, townhomes
Rents/Sales prices	Average sales price: \$256,251; 2006 rents: \$400-\$2,350	Not available	Rents: \$590-\$2,000
Costs per square foot	Average: \$209/sq. ft.	Not available	Rents: \$0.82-\$1.33/sq. ft.
New projects	630 units proposed or in construction; prices range from \$65,000 to \$500,000	9 market-rate projects; 1 affordable housing project; 4 mixed-use projects	1,148 units planned as of 2005; at least 300 will be rental units
<b>DOWNTOWN EMPLOYEES</b>			
Total employees within given radius	25,582 within 1-mile radius; 111,117 within 2-mile radius	41,000 within 3-mile radius	40,000 in downtown area
<b>DOWNTOWN BUSINESS</b>			
Downtown retail	130 shops (19 opened in 2005); sales of over \$110 million (2005)	Not available	76 shops/small businesses
Downtown restaurants	79; sales of over \$50 million (2005)	Not available	Not available
Downtown office space	Over 3 million sf; over 1/3 of office space in Greenville-Spartanburg region; 85% occupancy rate (2005)	Not available	6,000,000 sf; 69% occupancy rate (2003)

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DOWNTOWN REVITALIZATION CASE STUDY COMPARISONS			
	GREENVILLE, SC	LITTLE ROCK, AR	OKLAHOMA CITY, OK
Major employers	Ernst and Young, KPMG regional headquarters, Bowater regional headquarters, major southeastern banks, local government	Axiom Corporation, Dillard's, Raytheon, Heifer Project International Headquarters, state and local government	City, county, state government; Oklahoma Health Center, Presbyterian Health Foundation Research Park, Sonic Restaurant Corporation (national headquarters)
Downtown hotels	4 hotels—730 rooms	7 hotels	3 hotels—930 rooms; 4 hotels under construction—593 rooms
Downtown event/meeting space	Hotel meeting space (24,000 sq. ft.)	Statehouse Convention Center (114,102 sq. ft; arts center; 24,725 sq. ft. of meeting space); hotel conference center, 3,703 sq. ft.	Total: 174,603 square feet (Cox Business Services Center [over 100,000 square feet])
DOWNTOWN ACTIVITIES			
Downtown events	Over 300 in 2005; weekly music series very popular; movies along the river; farmers market; Fall for Greenville (fall festival); Arts in the Park; Reedy River 10K Run	Riverfest (over 225,000 attendees), farmers market (15,000 sf; 100 producers), River Market (10,000 sf; 19 vendors), Art at the Market (17 crafts vendors)	Farmers market; river regatta and art expo; Downtown Arts Festival (750,000 attendees in 2005); Christmas events
Downtown entertainment facilities	Two sports venues	Sports venues; outdoor amphitheater	Sports and entertainment center; concert center
Downtown cultural facilities	County art museum; performing arts center; theater; school for the arts; zoo; library	2 large, several small museums; 2 theaters; 2 arts centers; library; zoo; aerospace center; presidential library	4 museums; 5 theaters; library; national monument
DOWNTOWN GOVERNMENT			
Government facilities	Federal and county courthouses, City Hall, city offices	State capitol; state, county, and city government offices; federal and county courthouses	State capitol; state, county, and city government offices; federal and county courthouses
DOWNTOWN TRANSPORTATION AND INFRASTRUCTURE			
Downtown parking facilities	Over 7,000 City-owned spaces: 11 garages/decks; 6 surface lots; 782 free on-street spaces	2 City-owned garages; numerous private facilities; new 600-800 space City-owned garage planned	20,277 parking spaces (6 City-owned garages/decks and 7 surface lots; 5 private garages/decks and numerous private surface lots)

DOWNTOWN REVITALIZATION CASE STUDY COMPARISONS			
	GREENVILLE, SC	LITTLE ROCK, AR	OKLAHOMA CITY, OK
Highway	Not available	Not available	I-40 relocation (removing elevated expressway and creating downtown boulevard); scheduled to be completed 2009-2010
Transit	Downtown trolley	River Rail streetcar	Spirit of Oklahoma trolley system; Amtrak station; water taxi along Oklahoma River; new bus transfer center
Streetscape improvements	1970 streetscape project has matured: tree canopy, Main Street from 4 to 2 lanes with widened sidewalks	\$2 million Main Street project (new sidewalks, lights, banners, plants/shrubs)	\$6 million streetscape projects (sidewalks, trees, lighting); \$500,000 gateway construction project
Downtown wireless connections	Yes; free throughout downtown area	Not available	In development
DOWNTOWN OPEN SPACE			
Open space/recreation facilities	River park with public garden, waterfall; bike and walk trails connect to city's largest park; County Square; Piazza Bergamo; small green spaces and plazas	Riverfront Park	River parks; river trail system; hike and bike trails; downtown parks and plazas; botanical gardens
DOWNTOWN MANAGEMENT			
Downtown development organizations	Main Street Program; 1980s Downtown Master Plan	Downtown Partnership; part of Empowerment Zone	Downtown Oklahoma City, Inc.; Downtown Strategic Plan 2010; Streetscape Master Plan; Business Improvement District; Metropolitan Area Projects Plan (8 civic projects)

## DOWNTOWN TYLER'S MARKET POTENTIAL

Can Tyler replicate the success of the downtowns discussed in the case studies? Downtown Tyler has seen incremental improvements in recent years, but change has been slow. Is there a market for a downtown experience in the Tyler region? As part of this plan, ZHA prepared a market analysis for downtown.

### Tyler's Cultural and Regional Role

The U.S. Census puts Tyler at the center of a Metropolitan Statistical Region (MSA) that is identical with Smith County and contains approximately 200,000 people. However, Tyler is the economic and cultural center of an East Texas region that extends well beyond Smith County to Anderson, Cherokee, Gregg, Henderson, Rusk, Upshur, Van Zandt, and Wood counties. Residents of East Texas look to Tyler as the regional center for retail, health care and other services. This region contains over 675,000 people, placing Tyler's region within the top 75 metro areas in terms of size, comparable to Little Rock (AR), Greenville (SC), Syracuse (NY), Toledo (OH), and Springfield (MA). Potential investors, who tend to look at the MSA statistics to gauge market size, need to know that the Tyler region is much bigger.

The Tyler economy is attractive to new households and businesses because it is growing and it is affordable. Comparing Tyler's cost of living to the United States average reveals that it is a less expensive location than most in the country. Growth continues both in population and employment. Tyler is well-positioned to attract investment in the future.

In this discussion, "Tyler Region" will mean the broader nine-county region in contrast to the Tyler MSA. Downtown Tyler will be defined as Census Tract 5, which covers the downtown planning area plus the blocks as far south as Houston Street.

### Retail Growth

The City of Tyler is the economic engine and the retail hub of the region. The city's shopping center-inclined retail sales are over two-and-a-half times what would be expected given the buying power of city residents. Shopping center-inclined retail includes retail store types typically found in shopping centers like apparel, music, books, department stores, restaurants—all store types except automobile sales, gasoline service station sales, or non-store retail establishments. The city captures approximately 80 percent of the shopping center-inclined sales within half an hour's drive time to downtown Tyler. Most of the retail sales in the City of Tyler occur outside of downtown Tyler on major thoroughfares like Loop 323 and Broadway Avenue. In general, retail has followed household and income growth to the south of the downtown. From a retail perspective, the "100 percent corner" in Tyler is at Loop 323 and South Broadway. This location is accessible to high-income households and growth areas.

Growth immediately surrounding Tyler and in East Texas will generate demand for additional retail. Over the next five years, growth will support an additional 520,000 to 580,000 square feet of shopping center-inclined retail. This represents an average annual increase of 105,000 to 117,000 square feet per year, which is close to what was absorbed in Tyler in 2005.

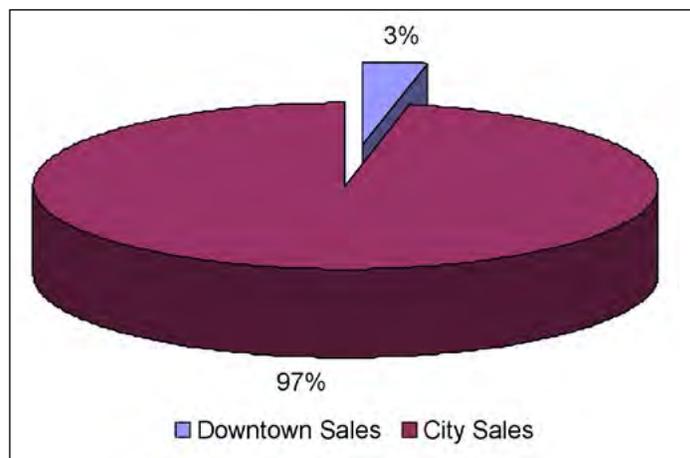
Downtown Tyler today (as defined by Census Tract 5) is capturing only three percent of the city's shopping center-inclined retail sales. Revitalization efforts that have focused on recreating downtown's former role as the central place to shop have not been successful. Today, downtown retail is supported by the captive employee market spending in restaurants and on retail. There are very few regional attractions located in Tyler's downtown and limited residential options. To compete effectively for retail investment, the downtown must re-

**THIRTY-MINUTE DRIVE TIME BOUNDARY TO DOWNTOWN TYLER**



Source: Microsoft MapPoint; ZHA, Inc.

**DOWNTOWN SHARE OF SHOPPING CENTER-INCLINED RETAIL SALES**



Source: ZHA, Inc.

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invent its role in the city and regional economies. The downtown must become a destination through social, recreational, cultural, and tourism-related investments. Only with regional drawing power, nighttime activity, successful private investment, and marketplace “buzz” will significant retail investment occur in the downtown. Retail follows growth; realistically, other investments must occur and prove successful before meaningful retail investment will happen.

### DOWNTOWN RETAIL POTENTIAL

Low retail sales inflow is a function of the land use mix in downtown Tyler. Downtown Tyler really is not the cultural center of the City of Tyler. If growth continues to move to the south and the downtown’s role within the regional marketplace stays the same as it is today, downtown Tyler’s prospects for retail development are not good. Under status quo conditions, where the downtown is simply a government center with few additional anchors to attract regional visitation, the downtown’s potential is severely constrained by the following factors:

- Household growth is occurring farther and farther away from the downtown and resident-serving retail follows household growth;
- The downtown is not central to upper-income households; in fact, upper-income households are mostly located to the south, placing the downtown on the edge of that market;
- The downtown has lost its prominence as a shopping destination, making it particularly difficult to re-attract the market; and
- Regardless of demographics, the downtown’s physical and functional retail environment cannot compete effectively against new pedestrian-oriented retail products.

A revitalized downtown offers an opportunity to support a retail tenant mix very different from suburban locations. Such diversity within the retail market enhances a city’s economic development potential because it is able to satisfy a broader array of business/employee/resident tastes and preferences. If Tyler’s downtown evolves into the “cultural and social center” of East Texas, there is no reason it should not successfully penetrate the regional retail market. A capture of ten percent of the shopping center-inclined retail expenditure potential would support an additional 50,000 to 60,000 square feet of retail downtown. Approximately one quarter of this space would likely be in eating and drinking establishments.

### POTENTIAL FOR DOWNTOWN HOUSING

There are certain household types with tastes and preferences conducive to an urban, rather than suburban, lifestyle. These households are called “urban-inclined.” Target household types include young, single person households; young childless couples; single parent households; empty nester households; and ethnic households. ZHA uses the lifestage and lifestyle data provided by Claritas, Inc., to identify the potential market for downtown living.

There are currently 30,350 households in the Tyler MSA that could potentially be interested in living in a downtown environment and another 53,300 households in the region. According to Claritas, Inc. there are currently 830 households in the downtown as defined by Census Tract 5. The downtown is capturing less than three percent of the urban-inclined MSA market. This could be a function of demand, but more likely it is a function of the residential supply available downtown and downtown Tyler’s limited role in the regional economy.

Because of the character of the households in the Tyler metro area and region, there is significant downtown residential development potential. New, unique products such as urban lofts must be offered in the downtown to capture a portion of this potential. To fully capitalize on the market, the downtown must be re-positioned as the cultural (and psychological) center of the Tyler region. Without such cachet it will be difficult to penetrate the large empty nester market.

TOTAL URBAN-INCLINED HOUSEHOLDS, NEW HOUSEHOLDS AND EXISTING HOUSEHOLDS SURROUNDING TYLER REGION AND TYLER MSA, 2010						
	TYLER REGION		TYLER MSA		TOTAL	
Moving Downtown Household	7,030		5,600		12,630	
Young & Footloose	1,319	19%	2,216	40%	3,535	28%
Urban-Inclined Families	0	0%	0	0%	0	0%
Empty Nesters	5,712	81%	3,388	61%	9,100	72%

Source: Claritas, Inc.; ZHA, Inc.

New housing demand comes from two sources: households moving into the area and existing households moving into new residential units. Existing households move into new units to “move up” in housing product or they move into new housing units because their housing needs have changed due to the changing nature of their day-to-day lives. An example of the changing nature of life would be moving from the traditional family household with two parents and children at home to an “empty nest” environment when the children have left the family home and are living independently. Often different housing products appeal to different stages of life.



New townhouses and lofts downtown would appeal to the potential market.

There is a large potential market for new housing in downtown Tyler made up of younger households and empty nester households. There are 5,600 urban-inclined households in the Tyler metropolitan market and 7,030 urban-inclined households in the surrounding counties.

Downtown Tyler’s ability to capture this market is constrained by its limited function within the region. Within the next five years, the downtown’s target market needs to be “the young and footloose” who value an urban environment and are more likely to pioneer new neighborhoods. In the near term, it is unlikely that the downtown will capture empty nesters, who tend to be more risk averse.

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NEW RESIDENTIAL DEVELOPMENT POTENTIAL DOWNTOWN TYLER, 2005-2010							
	TYLER REGION			TYLER MSA			Total
	Movers	Capture Rate	Potential Units	Movers	Capture Rate	Potential Units	
<b>Downtown Target Households</b>							
Young & Footloose	1,319	1.0%-3.0%	13-40	2,216	5.0%-10.0%	111-222	124-261
Urban-Inclined Families	0			0			
Empty Nesters	5,712	0.1%-0.5%	6-29	3,388	0.1%-1.0%	3-34	9-62
<b>Total</b>	7,031		19 68	5,605		114 256	133 324

Source: ZHA, Inc.

Using conservative capture rates, the table above summarizes the downtown's residential development potential from 2005 to 2010. Between 130 and 320 housing units could be developed downtown, assuming low capture rates.

Products unique to the market like urban lofts and townhouses should help to penetrate the untapped downtown market. Only with additional goods, services, and cultural amenities, as well as regional "buzz," will the downtown be able to fully capitalize on the local and regional market potential.

Household projections are not available for the 2010 to 2015 time period. ZHA has assumed the same level of growth as projected from 2005 to 2010. Two different scenarios are presented. Under one scenario, the downtown's evolution as the region's social and cultural center is slow with investment only in downtown housing. In the second scenario, additional anchors are introduced and/or planned for the downtown, helping to establish and reinforce its role as the region's social and cultural center.

NEW RESIDENTIAL DEVELOPMENT POTENTIAL DOWNTOWN TYLER, 2005-2010		
	Urban Lofts/ Multifamily	Townhouse
Units	80%	20%
Own	25%	
Rent	75%	

NEW RESIDENTIAL DEVELOPMENT POTENTIAL DOWNTOWN TYLER, 2010-2015		
SCENARIO 1: STATUS QUO		
	Urban Lofts/ Multifamily	Townhouse/ Rowhouse
Units	80%	20%
Own	25%	
Rent	75%	
SCENARIO 2: DOWNTOWN REGIONAL CENTER		
	Urban Lofts/ Multifamily	Townhouse/ Rowhouse
Units	66%	33%
Own	40%	
Rent	60%	

Source: ZHA, Inc.

The more conservative scenario generates approximately the same level of residential development potential as the 2005 to 2010 projection. The downtown’s penetration of the young household market is stronger, given residential investment in 2005 and 2010. Under the second scenario the downtown will likely achieve greater penetration of the empty nester market.

NEW MARKET RATE DOWNTOWN HOUSING POTENTIAL BY HOUSING PRODUCT TYPE DOWNTOWN TYLER, 2005-2015						
Product Type	2005-2010		2010-2015		2005-2015	
	Low	High	Low	High	Low	High
Multifamily	106	250	241	276	347	526
Townhouse	27	62	60	138	87	200
Total	133	312	301	414	434	726

Source: ZHA, Inc.

The residential product mix will be essentially the same as that recommended in the near term under Scenario 1. If Scenario 2 unfolds there will be greater demand for for-sale housing and townhouse products.

## DIRECTIONS FOR DOWNTOWN TYLER

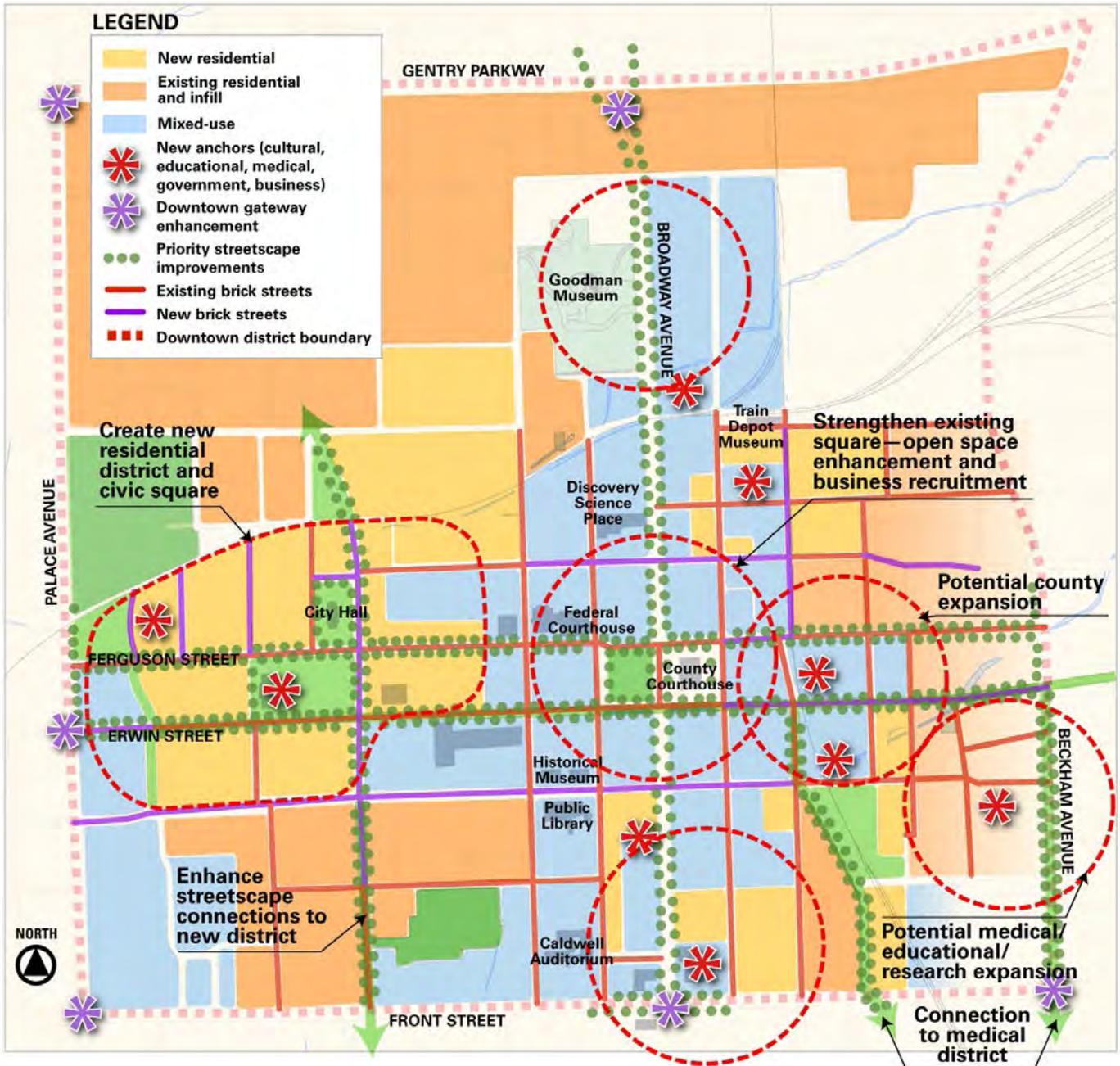
In order to grow and recapture its historic role as the regional downtown, revitalization efforts must build on downtown’s strengths and overcome its weaknesses:

- Reinforce the square.
- Build complementary new districts around the square—north, south, east, and west.
- Add housing wherever possible.
- Add new anchors in each area that attract people and create amenity. The anchors should include each element of the community: arts and culture, education, medical institutions, government, and business.
- Create excellent public spaces.
- Create strong connections, particularly to the medical district.

A conceptual plan exemplifying one approach that applies those design directions is the “Two-Square Downtown” diagram shown below. The conceptual plan identifies the opportunity to create a new western precinct of downtown that would include a new civic square anchored by a cultural institution and surrounded by new housing; new anchors along Broadway Avenue, such as a hotel with meeting space, a community arts center, and a downtown education center; enhancement of the existing square through improvements to the plaza and the public realm and recruitment of new businesses; potential expansion of county government to the immediate east of the square; potential space for medical education/research activity in the southeastern corner of downtown and closely connected to the existing medical district with new pedestrian-friendly routes; and residential infill in the northern and eastern parts of downtown.

The new residential and cultural precinct focused on a new square could be arranged in a number of ways. Two conceptual examples are shown here. However, careful consideration

**TWO-SQUARE DOWNTOWN**

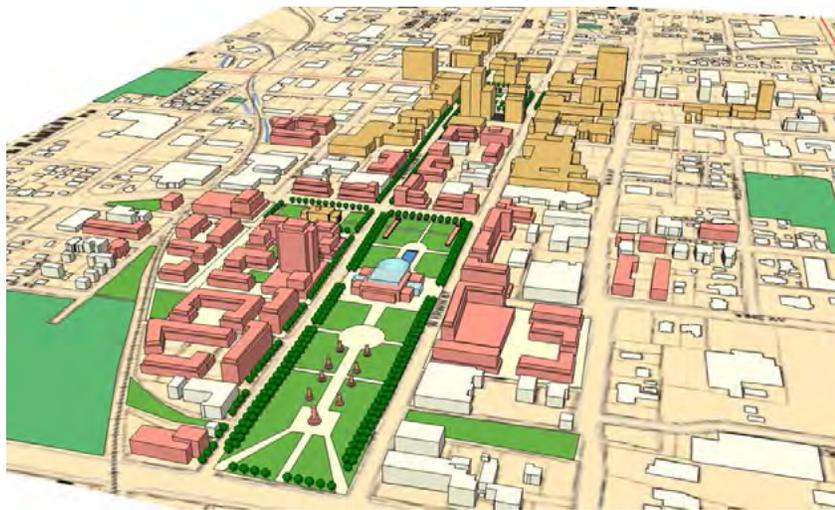


of a number of issues is needed to identify the best configuration. In particular, the size of the new open space is important. A too-big space that cannot be properly activated would make new downtown development less successful.

Creating effective connections within downtown and to nearby districts is very important. Given the market profile for downtown housing, it seems likely that many employees of the hospitals in the nearby medical district might fit that pattern. With proper pedestrian and bicycle connections, it would be possible for hospital employees to live downtown and commute without a car. In addition to streetscape improvements to make walking more pleasant, there are also opportunities to create a path through an open space just east of Oakland Avenue and eventually on a multiuse rail-trail. Key intersections on Front Street and Beckham Avenue must be redesigned to accommodate safe crossing by pedestrians.

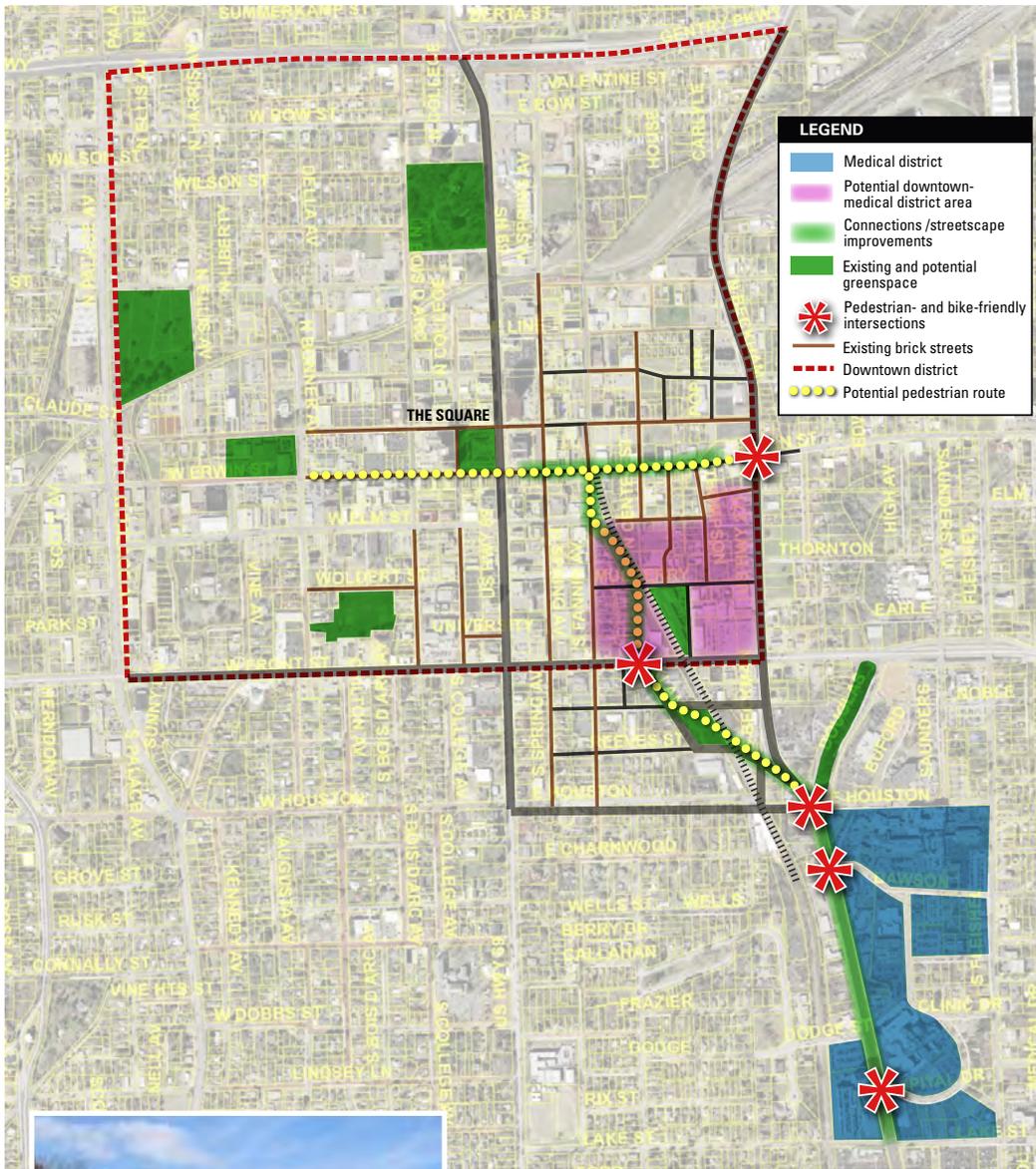


A new square south of City Hall that is framed by housing and an anchor institution



A much larger open space creates a new gateway to downtown and through a residential district.

CONNECTING DOWNTOWN TO THE MEDICAL DISTRICT



Opportunity for open space connection near Oakland Avenue

Improvements needed to create a safe, comfortable and attractive pedestrian and bicycle connection between downtown and the medical district include:

- Sidewalks with shade trees
- Safe intersection crossings with marked crosswalks and pedestrian-activated lights
- New parks along the way.

## B. Recommendations

### **GOAL:**

- 1. Create a full-service, mixed-use “Destination Downtown” that functions as the center of the region.**

Downtown revitalization will require leadership, action, investment and long-term commitment from the City as a partner with the for-profit and nonprofit sectors in creating a new downtown. The Heart of Tyler Main Street Program has been one of the most active partners in downtown redevelopment, but it needs new and stronger partners.

### **ACTIONS:**

- 1a. Convene major city and downtown stakeholders to discuss downtown revitalization.**

All the major economic and institutional interests in Tyler have a stake in the success of the city. Making downtown a regional center will be good for everyone in the city. A blue-ribbon committee committed to downtown revitalization can provide momentum for change.

- 1b. Create a public-private partnership to lead the revitalization of downtown.**

A public-private partnership or development corporation can most effectively take actions and coordinate the different contributions that the private sector and the public sector bring to downtown revitalization. The benefit of such a group is that it can work with more flexibility than public entities while still focusing on the public benefits resulting from downtown improvements and investment.

- 1c. Create a Tax Increment Financing (TIF) district to support revitalization investments in streetscape and infrastructure.**

A TIF district will provide the revenue to reimburse early public investments in the public realm. Public investment in streetscape and infrastructure attracts private investment and gives the private sector confidence that government will provide the proper environment for investment. After new private development begins to produce tax revenue, it is then directed through the TIF program to repay the City’s early costs.

- 1d. Determine appropriate staff support to promote downtown economic and cultural development and assistance.**

The complexities of downtown revitalization require dedicated staff support, either directly employed or contracted. The staff should have sufficient experience in working with diverse stakeholders and in real estate and should also have a grasp of appropriate urban design.

- 1e. Create a regulatory environment that will attract desired development types and result in desired design outcomes.**

Zoning in the downtown planning area needs to be revised. The Tyler 21 process will provide rezoning to create a new Business, Arts and Culture District. This district will provide for a mixture of uses and design guidelines.

**1f. Make infrastructure investments that support revitalization.**

Investment in the public realm will make downtown attractive to investors and will give them confidence that the City is committed to downtown. A streetscape plan to improve sidewalks, plant street trees, enhance pedestrian crossing of intersections, and install street furniture can transform the pedestrian experience downtown. Other investments may include parks and utility infrastructure.

**1g. Provide incentives for downtown development and redevelopment, such as permit streamlining and tax abatements.**

Select incentives, especially for pioneer developers, should be offered for development of priority sites. Tax abatements are already available for Tyler historic landmarks (see Historic Preservation chapter), but additional incentives can be offered for new projects.

**1h. Establish a land monitoring and tracking capacity in city government.**

City government should have up-to-date information on vacant and underutilized land in downtown (and ideally, throughout the city). The City should establish a downtown GIS archive and update it monthly with information on the status of underutilized and vacant buildings and lots.



**1i. Establish other stakeholder groups such as churches, residents and millennials.**

A successful downtown has the input and ownership of ground-level stakeholders such as its residents, clusters of like institutions such as churches, and emerging audiences such as millennials. Efforts to organize these groups for ideas and engagement will result in consensus and further beneficial partnerships.



**1j. Market downtown as a cohesive entity.**

Establishing a marketing plan that identifies downtown as a cohesive unity will involve unified graphics, general marketing campaigns, social media and internet identity and projects that highlight and involve downtown businesses, services and market clusters.



**1k. Create a community leaders and partners group to serves as an advisory board and community consensus support for downtown revitalization.**

Partnering with groups who can benefit from downtown revitalization can create new partnerships and benefits for the downtown revitalization program. It is recommended that staff convene an advisory group comprised of partners from higher education groups, partner economic development groups, school districts, business owners, property owners, etc.



**1l. Create a Downtown Area Plan**

To move forward, a more detailed, ground-level Downtown Area Plan is needed.

**GOAL:**

**2. Create new “urban” residential districts and improve existing districts with infill.**

**ACTIONS:**

**2a. Create a new residential district in the western section of downtown.**

The availability of vacant and underutilized land in the western part of downtown makes it the most suitable area to create a new residential district with some critical mass.



Infill housing can be developed to create a new downtown residential district.

**2b. Assist in land assembly.**

The City should assist in land assembly, working with the County on tax title properties and with the downtown development corporation, to the degree possible. City ownership of some of the property in the western land section of the downtown core offers the potential of flexibility in making land available.



2020 UPDATE

~~**2c. Discuss housing development opportunities with nonprofit owners of large parking lots and vacant land.**~~

~~The downtown churches own large parking lots in locations where housing would be a suitable use. The churches could benefit from developing some of that land as residential units, while reconfiguring the parking to continue to accommodate churchgoers and others. This could provide an opportunity for church-sponsored permanently-affordable units within a mixed-income housing development.~~

There are a number of ways this could happen. The churches could work with a developer to build a parking structure lined with townhouses or other kinds of housing such as condominiums or live-work units whose sale would pay for the parking and provide funds for other church activities. In another scenario, the churches could retain ownership of the land and provide long-term ground leases for construction of parking and housing. A community land trust model based on church ownership of the land could provide housing with moderate rents or purchase prices. Experienced nonprofit housing developers could be suitable development potential, with expertise in financial feasibility and design options.



Under construction



Completed

Townhouses can line the edges of parking garages and create an attractive street environment.

**2d. Offer incentives for housing development.**

Incentives such as tax abatements, permit streamlining, infrastructure relocation and improvements, and other benefits can be offered to pioneer, early developers creating new housing in the new residential district and infill in the existing residential neighborhoods downtown.

**GOAL:**

**3. Support the location of new anchor destinations in downtown with City actions, and support existing and new downtown businesses with actions and programming.**



New anchor destinations, such as cultural facilities, play major roles in downtown revitalization.



**ACTION:**

**3a. New anchors will be key attractors for downtown.**

Cities as diverse as Providence (RI) and Savannah (GA) have benefited tremendously from investments by educational institutions in downtown facilities. Numerous cities, like the case study communities discussed earlier, have been successful in making downtown museums and performance spaces a keystone of revitalization.

- Explore downtown locations with higher education and medical institutions.
- Provide incentives to attract new anchors.
- Promote downtown arts and culture activities through an existing or new organization.
- Create a downtown visitor center.

**3b. Work to strengthen existing businesses and recruit new businesses to downtown.**



Small businesses add to the uniqueness of downtown and act as a draw for locals and tourists alike. They also add diversity and strength to the downtown and local economy and offer quality of life contributions for downtown residents and businesses.

**GOAL:**

**4. Enhance the public realm, including existing streets, parks, plazas, and open areas, and create new signature public spaces.**

**ACTIONS:**

**4a. Invest in a pedestrian-friendly streetscape.**

Streets that are friendly to pedestrians will also be friendly to developers of urban-style housing. Except for the immediate area around the square, no one walks downtown because walking is unpleasant or uninteresting. Downtown must become a place for people, not just cars.

**4b. Create or enhance downtown gateways.**

Gateway features alert users that they are entering an area with a distinct identity, such as a downtown. These features enhance the sense of place and typically emphasize aspects of the area’s unique character. Tyler’s downtown can benefit from strengthened existing gateways along Broadway Avenue and new area gateways, particularly along important east-west streets such as Elm and Ferguson.



A very successful, well-used urban park filled with office workers at lunchtime

**4c. Work with the County to redesign Butler Plaza.**

Butler Plaza’s design is dated and needs to be refreshed to serve as an exciting centerpiece for downtown. A modern water feature, perhaps based on the idea of the spring; public art; lush plantings; and plenty of places to sit will make it more appealing. Existing monuments can be incorporated into the new design. The location of underground springs, channelized streams, or a water well said to be at the southeast corner of the square should be identified in order to evaluate the potential benefits and costs of “daylighting” water that has been buried. People are drawn to water and a creative water feature downtown can become a compelling symbol of downtown’s rebirth. Any redesign project should include a public process for all stakeholders and build public excitement about a redesigned square as the heart of downtown.

**~~4d. Create a second public square in the western part of downtown to anchor a new arts and residential district.~~**

~~A second public square will anchor the new district and also provide a better setting for City Hall. The square will provide public open space for the new residential district and the potential for public art to identify this area as an arts and culture center in Tyler.~~

**4e. Bring an interactive water feature to one of the downtown squares.**

Interactive water features or water sculptures have been successful in many cities. Even if Tyler does not have a river or lake downtown, it can create a water feature to rival natural streams.

**4f. Facilitate wayfinding through uniform downtown signage.**

Establish a signage system that provides visitors and residents with clear information about parking, community buildings, attractions, and downtown events. Many Tyler residents believe parking is a problem in downtown today because they do not know that a parking garage exists a half block from the square. Signs for parking and for downtown buildings and attractions are essential.

**4g. Reinforce the existing brick streets identity of downtown.**

Maintain the existing brick streets and, where practical, uncover and repair segments that have been paved over. Experiment with brick paving materials to find the most suitable material that can be used for replacement and for extension within the downtown. Consider using bricks from streets in other parts of town where smaller brick street segments exist, replacing those streets with new asphalt paving.

**4h. Provide incentives for site and façade improvements in existing downtown locations and retail buildings.**

Consider establishment of a Downtown Small Improvements Fund and program that would provide up to \$5,000 for signage, parking lot or façade improvements that meet design guidelines established for the new downtown district. This kind of program has been very successful in many communities and is often part of Main Street programs' design initiatives. In addition to the improvement funds, many programs will provide limited design assistance to business owners.

**4j. Remediate the rest of the King parking lot to be more aesthetically pleasing.**

Removing uneven surfaces and cleaning up the lot will make it more attractive to investors and turn the area into a contributing factor in the district.

**4i. Adopt Downtown Design Guidelines.**

Appropriate appearance, maintenance, signage and landscaping are crucial to the success of downtown. It is recommended that consistent and appropriate design guidelines for downtown Tyler be adopted.



Good design for public spaces helps create a sense of place.

**GOAL:**

**5. Create a pedestrian, bicycle and parking plan to enhance access and connections to downtown.**

**ACTIONS:**

**5a. Explore the creation of rail-trails downtown.**

Study the feasibility of right-of-way acquisition and funding for design and construction of a multi-use trail.

**5b. Identify pedestrian and bicycle needs, including bicycle racks, and create a conceptual plan.**

Create a pedestrian and bicycle inventory of downtown, identifying needs for sidewalk improvements, crosswalks, extended walk signal times, bicycle lane opportunities, and so on. A conceptual plan for pedestrians and bicycles downtown will set priorities for creating a connected, safe and comfortable public realm. Add these needs to the street and streetscape work plan for downtown. Particular attention should be focused on connecting downtown to the medical district with safe and attractive pedestrian and bicycle routes.

**5c. Explore creation of a parking-management district.**

Parking in downtown Tyler is inefficient because there are so many private parking lots, with some very lightly used. A parking management district would manage all parking within the district through facilitating shared parking arrangements and collecting fees towards a parking garage to serve future development. A public-private new partnership could be a suitable vehicle for building a new parking garage. The street frontage of any garage should be lined with residential, office or retail uses.

**5d. Promote incremental improvements to existing parking lots, such as ornamental fencing and tree planting.**

Work with existing owners of parking lots to encourage them to improve the lots with amenities. The large surface parking lots in downtown will depress revitalization as long as they continue as wide expanses of asphalt devoid of shade, greenery, and attractive edges between the parking lot and the sidewalk. The Downtown Small Improvements Fund can help fund improvements.

**5e. Connect downtown to the medical district.**

Create safe connections between downtown and the medical district to the southeast by developing a pedestrian and bicycle path along an open space corridor and making crossing improvements at major intersections along Front Street and Beckham Avenue. An express transit route or shuttle would also promote closer links between downtown and the medical district.

**DESIGN PRINCIPLES FOR DOWNTOWN**

The fundamental design goal for downtown is to create a place, not a project. Focus first on the public realm and public spaces, on reinforcing internal and external connections, and on creating a comfortable and interesting environment for pedestrians. Then make private development relate well to the public realm. Design principles suitable for downtown include the following:



Architectural treatment emphasizes the corner.

### General

- Commercial uses at the street should be built to the sidewalk edge or with small setbacks of 5 to 15 feet for cafés, benches or small open spaces.
- Larger setbacks may be suitable to accommodate street furniture, street trees or wide sidewalks.
- Awnings and canopies are encouraged to provide shelter and enliven ground floor façades.
- Avoid driveway turnaround and vehicle drop-off facilities.
- Buildings over five stories should set back the higher floors by at least ten feet from the principal façade.
- Buildings over five stories should express a base, middle, and top. This may be achieved through changes in material, fenestration, architectural detailing, or other elements. The base should have clear windows to provide transparency (at least 30%) and provide articulation and details to provide interest at the human scale. Retail uses should have 50%–75% transparency.
- Buildings should avoid continuous massing longer than 100 feet facing residential streets and 200 feet facing mixed-use and retail streets.
- Drive-through facilities should be discouraged. If necessary, they should be permitted only at the rear of the building.
- Locate loading docks on side streets or service alleys, and away from residential areas.
- Locate buildings at corners. Parking lots, loading areas, or service areas should not be located at corners. Emphasize corners with taller elements such as towers, turrets and bays.
- Use variations in height and architectural elements such as parapets, cornices and other details to create interesting and varied rooflines and to clearly express the tops of buildings.



This small mixed-use building has a distinctive façade for the ground-floor retail, as well as a small plaza with bike racks.



Sidewalk cafés require wide sidewalks.

### Residential

- Include a variety of housing types in residential blocks, including lofts, townhouses, and apartments.
- Create a consistent residential edge, with small setbacks of 5 to 15 feet for stoops, porches, and front gardens.
- Create varied architecture and avoid flat façades by using bays, balconies, porches, stoops, and other projecting elements.
- Provide multiple entrances to the street.
- Maximize the number of windows facing public streets to increase safety.
- Design buildings with individual units and front doors facing the street, including row house units on the lower levels of multifamily buildings. Where residential lobbies face the street,

doors should generally be spaced no more than 75 feet apart.

- Blank walls should be avoided along all streets and pedestrian walkways.
- Multiple windows at the ground level are encouraged to allow “eyes on the street.”
- Courtyards and open spaces are encouraged to provide shade for the summer and sun in the winter.
- Residential buildings should be raised above the sidewalk at least two feet to provide a transitional zone between the street and the privacy of the residential building.

### Mixed-Use Blocks or Commercial Blocks

- Street-level façades should include active uses, such as residential entrances; shops, restaurants, and cafés; services for the public or for commercial offices such as fitness centers, cafeterias, daycare centers, etc.; community spaces, such as exhibition or meeting space; art exhibition space/display windows; commercial lobbies and front doors.
- Where there are residential uses over retail, create separate street-level lobbies for residential entrances.
- Housing over retail helps provide the building height needed to frame public spaces.
- Office uses are discouraged from occupying extensive ground-floor frontage.
- Ground floor frontage should generally be permeable and visually articulated as several smaller masses.
- Major entrances should be located on public streets, and at or near corners wherever possible. Entrances should relate well to pedestrian crosswalks and pathways.
- Blank walls should be avoided along all public streets, courts, and pedestrian walkways.

Public and private investment and good urban design can transform downtown Tyler today (right) into a vibrant setting with a distinct sense of place (below).



### Parks and Public Spaces

- Surround public parks with uses that create an active environment throughout the day and evening and increase safety for park users, such as shops, cafés and other public uses that enliven the street.
- Locate public spaces to provide multiple points of entry.
- Design public spaces to allow passers-by to see into the space.
- Program activities for public spaces.
- Provide many seating opportunities.

### Streetscape Design

- Sidewalks should be wide enough to allow at least two people to walk together. Appropriate widths depend on the use. At Addison Circle (TX), residential streets have 12' sidewalks and boulevards have 14' sidewalks to allow for outdoor cafés or landscaping.
- Pedestrian lighting should use low-intensity, pedestrian-scale light standards, and distribute light evenly, so that there are no areas of intense shadows.
- Angled parking should have landscaped dividers with trees between spaces.
- Street trees should be planted 20' to 30' on center. Closer is better, but accommodations must be made, if necessary, for storefront signage.

### Parking

- Locate parking to the rear of buildings, or to the side, if necessary.
- Line parking garages with retail or townhouses at the street level.
- Parking lots should be designed to include shade trees in medians that, at maturity, will shade at least 50% of the lot. The design should take into account solar orientation during the summer.
- Large parking lots should be divided into smaller parking fields.
- Parking lots along the street must be visually and functionally separated from the sidewalk by walls, fencing, and/or landscaping.

# TYLER 1<sup>st</sup>

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## 5. North End Revitalization DRAFT



## Chapter 5 :: NORTH END REVITALIZATION

The intent of this document is to detail amendments from the 2014 and 2020 updates while continuing to memorialize the original text. Items updated through the 5-year update process will be accompanied with a Tyler 1<sup>st</sup> logo within the original Tyler 21 document. The text from the original document begins after the Tyler 21 logo appears in the text.



GOALS	POLICIES FOR DECISION MAKERS
<p>Increase the number of homeowners.</p>	<ul style="list-style-type: none"> <li>• Support expansion of credit counseling, homebuyer and landlord-tenant counseling.</li> <li>• Support new housing types and first-time homebuyer and similar programs.</li> </ul>
<p>Add 3,000 more households to North Tyler and downtown in the next 20 years to create mixed-income neighborhoods.</p>	<ul style="list-style-type: none"> <li>• As needed, target public investments, regulations and incentives to attract new households without pushing out existing households.</li> <li>• Continue efforts to fill in vacant lots and facilitate land assembly.</li> <li>• <u>Prepare property to be sold by the City for quality and innovative development using planned development zoning and deed restrictions.</u></li> <li>• <u>Establish a task force to address affordable housing.</u></li> </ul>
<p>Focus commercial development around targeted mixed-use intersections.</p>	<ul style="list-style-type: none"> <li>• Replace commercial corridor zoning with commercial focus areas.</li> <li>• Consider tax incentives for commercial development.</li> </ul>
<p>Create new major open space amenities and upgrade existing parks.</p>	<ul style="list-style-type: none"> <li>• Support funding and grant proposals for nature preserves, and park upgrades.</li> <li>• <u>Increase the number of trails, pocket parks and green space around new development.</u></li> </ul>
<p>Maintain and upgrade neighborhood infrastructure.</p>	<ul style="list-style-type: none"> <li>• Support regular funding for infrastructure improvements.</li> </ul>
<p>Improve crime prevention and quality of life enforcement.</p>	<ul style="list-style-type: none"> <li>• Continue and enhance community policing initiatives.</li> <li>• Continue to target code enforcement in vulnerable neighborhoods.</li> </ul>
<p>Recognize historic structures and areas in the North End planning area.</p>	<ul style="list-style-type: none"> <li>• Support historic recognition and preservation efforts.</li> </ul>
<p>Improve the appearance and function of major roads.</p>	<ul style="list-style-type: none"> <li>• Redesign roads to improve appearance, function and pedestrian friendliness.</li> <li>• <u>Increase lighting along major roads.</u></li> </ul>
<p>Promote local business development and marketing.</p>	<ul style="list-style-type: none"> <li>• Support expansion of marketing and programs for micro-lending and small business training.</li> <li>• Assist in joint marketing efforts for existing businesses.</li> <li>• Support development of home-based businesses that do not impinge on neighborhood character.</li> </ul>



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## NORTH END REVITALIZATION FACTS

### **NORTH END REVITALIZATION EFFORTS:**

- Continued partnering with several financial institutions and non-profits to assist clients with lower than average credit scores to buy a home.
- Launched a pilot Neighborhood Empowerment Zone (NEZ) to incentivize new condo/townhome development in Northchase via waiving of development related fees.
- Tax Increment Reinvestment Zone #3 (North End TIRZ) created in 2008 with participation from Smith County and Tyler Junior College.
- Completed Texas College Area Development Plan.

### **SECTION 8 TO HOMEOWNERSHIP (2014-2019):**

- Total of 4 Section 8 families assisted with homeownership.
  - 4 families currently assisted with mortgage payments.
  - 4 families assisted with buying home with City's First-Time Homebuyers Program.

### **NEIGHBORHOOD SERVICES (2014-2019):**

- New Neighborhood Services building on W. Gentry purchased to establish a central information center on the affordable housing programs.
- Assisted with the rehabilitation of 52 homes in the North End.
- Improvements made to City Park, Herndon Hills Park, and Oak Grove Park including:
  - Purchase of new playground equipment
  - Installation of lighting
  - Landscaping enhancements
- 3 street improvement projects including:
  - Curb and gutter
  - Drainage improvements
- Coordinated construction of 3 new single-family homes in the North End.
- \$264,082 provided to North End homebuyers for down payment assistance.

**Sources:** American Community Survey 2011, Census 2010, Tyler Neighborhood Services; Real Estate Center at Texas A&M University

### **WHAT DOES IT MEAN?**

- Tyler has created an organized program to provide credit counseling as well as home buyer assistance in the purchase of affordable housing.
- There are many undeveloped, underutilized and abandoned properties in north Tyler which are prime candidates for development/redevelopment.
- City initiated improvement projects are not sufficient to revitalize the North End. Private development is also required.
- Developers and residents have responded to the City services and incentives provided.



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<p>Improve crime prevention and quality of life enforcement.</p>	<ul style="list-style-type: none"> <li>• Continue and enhance community policing initiatives.</li> <li>• Continue to target code enforcement in vulnerable neighborhoods.</li> </ul>
<p>Establish a neighborhood coalition with associations in all major districts to lay the groundwork for a community development corporation (CDC).</p>	<ul style="list-style-type: none"> <li>• Convene groups and support start-up organizing.</li> <li>• Support future CDC development.</li> </ul>
<p>Recognize historic structures and areas in the North End planning area.</p>	<ul style="list-style-type: none"> <li>• Support historic recognition and preservation efforts.</li> </ul>
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## FINDINGS

- The North End planning area has experienced little housing or business investment compared to other parts of the city, with the exception of the U.S. 69 corridor towards I-20 in the city's ETJ (Extraterritorial Jurisdiction).
- There are significant amounts of vacant land and remaining boarded-up structures in North and West Tyler.
- Two-thirds of the city's African-American population and over half of the city's Hispanic population live in the planning area.
- Two-thirds of persons living in poverty in Tyler live in the North End planning area, as well as 82% of all children under 18 living in poverty.
- There are relatively few retail and service businesses in North Tyler and very few national chain businesses. The current number of households and median household incomes in North Tyler are too low to attract national retail and restaurant chains.
- Key arterial roads in North Tyler are unattractive and unnecessarily wide to serve the volume of traffic.
- The Black Fork Creek and Willow Creek basins are some of the most important natural areas in the city.
- Development is already occurring along the U.S. 69 corridor towards I-20.

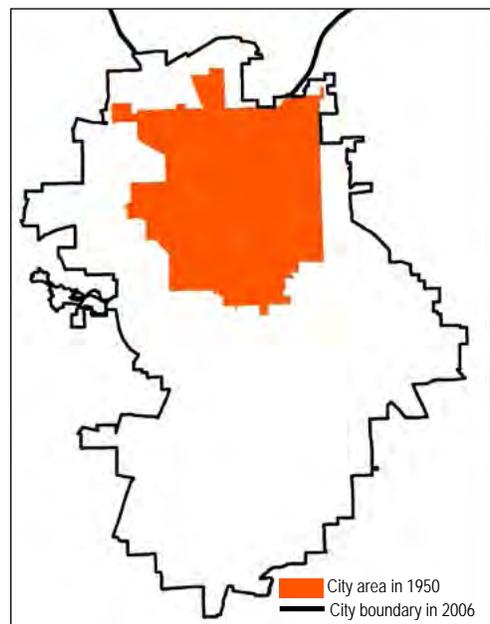
## KEY CHALLENGES

- Increasing the number of homeowners to maintain and expand stable neighborhoods.
- Improving quality of life, amenities and infrastructure to serve existing residents as well as to attract new housing development and population.
- Increasing the number of new housing units and median household income over time to revitalize the area and attract commercial development.

## THE "NORTH END" PLANNING AREA

**T**his section of the Tyler 1st Plan is an area plan for both the northern part of the city, including consideration of the ETJ connection to I-20, and much of the western part of the city within Loop 323. The Downtown Planning Area, which is the subject of a separate chapter of this plan, is not included in the North End Plan, although the success of downtown and the North End are clearly linked.

Many of the neighborhoods within this planning area have deep roots in Tyler's history. The city in 1950 had grown more or less equally around the downtown courthouse square and African-Americans lived northwest and east of downtown and in the neighborhoods of St. Louis and Butler College in West



Tyler's boundaries in 1950

Tyler. In the 1970s, the anxieties created by school desegregation combined with the opening of Broadway Square Mall in 1975 helped propel population growth and investment toward the south and away from Tyler’s historic core. Despite the persistence of some stable neighborhoods, over nearly 30 years the North End and West Tyler were challenged by population decline and disinvestment while new residential and commercial development focused on growing south. This long-term trend reversed in the eastern part of the North End after 2000 with the arrival of Mexican and Mexican-American immigrants.

For the purposes of this area plan, we will consider the “North End” as composed of three sub-areas:

- North Tyler, which includes all the area north of Front Street to the city limits except for the Downtown Planning Area bounded by Front Street, Beckham Avenue, Gentry Parkway, and Palace Avenue.
- West Tyler, bounded by Front Street to the north, Loop 323, Old Jacksonville Highway, Sunnybrook Drive, and Vine Street.
- The U.S. 69 corridor from the city limits to I-20, which is part of the city’s Extraterritorial Jurisdiction (ETJ).

The North End planning area (North and West Tyler) contains about 7,700 acres, approximately 23% of the City of Tyler’s land area, and will be the focus of this chapter. The U.S. 69 corridor will be discussed here in relation to its potential impacts on the revitalization of North Tyler. It will also be considered in other parts of the Comprehensive Plan devoted to planning for development in Tyler’s Extraterritorial Jurisdiction.



## A. Community Issues

Bringing new investment to the North End and community revitalization were important elements in the community survey and the Visioning Retreat. Survey respondents and participants in the Visioning Retreat recognized the importance of encouraging growth in all parts of the city—not just the south—and, in particular, they supported revitalization of the North End of the city. This issue received especially strong support from African-Americans who responded to the survey, for whom it was the most important issue for the City to address. However, 73% of all respondents said it was very or somewhat important.

The City Council formally adopted the Tyler 1st Vision and Principles to guide the detailed work on the comprehensive plan. Elements of the Tyler 1st Vision of particular relevance to the North End include the call for “a sense of place and community in every part of the city...excellence in city design, [and] safe, interconnected neighborhoods.” The Principles explicitly include a focus on the North End as well as more generally applicable standards:

- Promote balanced growth
  - > Revitalize North Tyler
- Provide neighborhoods that are attractive centers of community:
  - > Appealing, safe, affordable and stable places to live for people with a wide range of incomes.
  - > A variety of housing types for families, singles, older persons and other kinds of households.
  - > Neighborhoods containing walkable centers with a mix of housing and shopping to serve residents.

### NORTH END PUBLIC WORKSHOP

On November 14, 2006, over 40 people participated in a Tyler 1st public workshop on North End issues. After opening remarks by Mayor Seeber, the consultant team provided an analysis of existing conditions in the planning area, including a market analysis for North Tyler. Then, three small group discussion areas were set up for several rounds of discussions by participants. The small group discussions focused on the following issues:

- Commercial and Economic Development
- Parks, Transportation and Infrastructure
- Housing and Neighborhoods

Participants were asked to discuss what they thought was working well in the North End planning area and what they thought was not working well.

### Commercial and Economic Development Group

Participants discussed the need for more retail, entertainment and job-creating businesses in the North End and expressed their frustration that new business investment consistently locates in the southern parts of Tyler. They noted that the gateways and major arterials in

## Chapter 5 :: NORTH END REVITALIZATION

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North Tyler tend to be unattractive and worried that the construction of Loop 49 would isolate the North End area more. The loss of good factory jobs for North End residents with the closing of the Goodyear plant was also seen as a setback.

Among the points that emerged from the discussion were the following:

- Growth in downtown, and the Cascades/Highway 64 area to the west will help revitalization of the North End planning area. Development occurring in the northern ETJ along U.S. 69N to I-20 may also be beneficial.
- The commercial strip zoning along Gentry Parkway should be changed to focus commercial development at key intersections, while the remaining areas should be rezoned as residential.
- Revitalization will not be led by retail or commercial investment but by attracting more households to live in the North End.



Residents discussed commercial and economic development in the North End.

Participants identified potential target areas for new commercial development, including:

- North Broadway Avenue and Loop 323
- Martin Luther King, Jr. Boulevard and North Broadway Avenue
- Boys and Girls Club area (on 32nd Street)
- Palace Avenue and Martin Luther King, Jr. Boulevard
- Loop 323 and Highway 64 near Wal-Mart
- U.S. 271 and Gentry Parkway



Participants identified potential areas for new commercial development.

### Housing and Neighborhoods Group

The discussions about housing and neighborhood issues identified a number of assets and opportunities in the North End as well as issues that need to be addressed. Assets and opportunities identified include the following:

- Some North End neighborhoods are among the oldest in the city and contain homes and buildings suitable for historic preservation. Among the areas noted was Palace Avenue, which is an important street in the history of Tyler's African-American community.

- National Night Out, an annual anti-crime and crime awareness event, continues to be a very successful neighborhood event in the St. Louis community. More similar events are needed.
- There are a number of areas with well-maintained homes. Hispanic immigrants who have moved into the North End are remodeling homes.
- New housing development can be seen in the Lavender Road area and scattered infill development.
- New school construction (Austin, Douglas and Ramey) is attracting positive attention.
- Caldwell Zoo, the Glass Center, Texas College, and the many churches are major assets.



Residents shared their opinions about North End housing issues.

Issues that need to be addressed include:

- Access to homeownership and housing affordability
  - > Programs are needed to help families improve credit, qualify for a mortgage, understand the responsibilities of homeownership and buy a home.
- Housing and neighborhood conditions:
  - > Many older homes are deteriorating and too many homes have low market value.
  - > Code enforcement issues include illegal dumping and poor maintenance by absentee owners.
  - > Crime, such as drugs and bootlegging, is a problem in the area.
- Housing development issues:
  - > The area's many vacant lots provide opportunities for infill housing.
  - > Many participants prefer new housing to be single family homes because of their experience with renters in apartment complexes, especially tax credit or Section 8 rentals.
  - > To make a significant difference in the number of households, some multifamily housing will be needed.
  - > Duplexes and townhouses could be a good model for market-rate housing.



Small group participants reported on the discussion.

- > Private developers do not like the requirements attached to government subsidies for affordable housing.
- > Small builders find it hard to get financing to build more than one house at a time.

### Parks/Open Space and Transportation Group

A third area of discussion focused on parks/open space and on transportation. The discussion on parks identified a number of assets in the North End planning area, including the Rose Garden and Stadium; Harvey Hall and the State Fairgrounds site; Caldwell Zoo; the Glass Center and Woldert Park; the Boys and Girls Club; and Fun Forest, Noble E. Young and other parks. The main asset of the transportation network is that there is plenty of traffic capacity on North End roads.

Among the issues that need to be addressed are the following:

#### Parks, recreation and open space:

- Heavily-used recreation areas like the Glass Center, Woldert Park pool, and playgrounds need expansion or creation of additional centers.
- Churches need to get involved.
- Greenbelt connections to parks and schools and other recreational facilities are needed.
- YMCA should be resurrected.
- Community centers are needed with activities for children, adults and the elderly.
- After-school and summer programs are needed for children and youth.
- Noble E. Young Park needs upgrades (not just to the skate park area).
- The Black Fork Creek area should include greenways like the Buffalo Bayou in Houston.
- Green connections and hike and bike trails should connect destinations in North Tyler, such as Texas College and the Glass Center, as well as connect North Tyler to the rest of the city.



A workshop participant identifies her parks/open space and transportation concerns.

#### Transportation:

- City gateways on Highways 69, 110, and 271 need improvements such as landscaped medians and street trees.
- Streetscape improvements are needed throughout, as well as correction of unpaved and dead end streets.
- Curb cuts should be limited on Gentry Parkway.
- Public transportation needs additional bus stops and more frequent buses.
- Platted thoroughfares should be completed.



A long-time resident offers his perspective at the North End Workshop.

## B. Current Conditions

### POPULATION AND SOCIOECONOMIC CONDITIONS

Based on 2000 census data, we can estimate that the North End planning area contains approximately 30% of the city's population and over one-quarter of the city's households. Two-thirds of the city's African-American population and over half of the city's Hispanic population live in the planning area. This is also where most of the lowest-income Tylerites live: two-thirds of persons living in poverty, as well as 82% of all children under 18 living in poverty.

The North Tyler sub-area is estimated to have approximately 20,000 residents. In 2000, the residents were 56% African-American and 32% Hispanic/Latino. The 2000 census found 6,114 households in North Tyler. With the growth in Hispanic households during the 2000-2005 period, the 2006 number of households is estimated to be approximately 6,700. The West Tyler sub-area has a smaller population and fewer households. The 2000 census found 2,410 households, which may have increased to as many as 2,700 with the recent opening of the Southwest Pines apartment complex and construction of a few infill houses. Fifty-three percent of the population is African-American and nearly 20% is Hispanic/Latino.

Although the City of Tyler in general has had a generally stable, low crime rate since 2000, parts of the North End planning area have a higher incidence of crime than other areas of the city. This higher crime rate tends to be connected to the illegal sale of drugs and alcohol and is localized where there has been more disinvestment combined with quality of life infractions such as code violations, dumping and petty vandalism.

### LAND USE AND ZONING

#### North Tyler

##### Zoning

Most of North Tyler is zoned for single family (R-1A and R-1B) and two-family (R-2) residential uses with minimum lot sizes from 6,000 to 9,000 square feet. This corresponds to a potential density of four to eleven dwelling units per acre. As is typical throughout the city, major arterials are zoned for a continuous nonresidential corridor. Almost all of Gentry Parkway is zoned for commercial uses, with a few areas zoned for manufacturing: near the Loop 323 intersection; part of the north side of the block west of North Glenwood Boulevard; on the south side of the intersection with Beckham Avenue; and most of the area north of the intersection with East Nutbush Street. Erwin Street is mostly zoned for manufacturing, with some commercial zoning on West Erwin and residential zoning at the golf course. East and west of downtown, there are a number of blocks zoned for light manufacturing, and much of the land surrounding the railroad line south of Gentry Parkway in the east is zoned for heavy manufacturing. Several areas are zoned for neighborhood commercial uses: North Palace Avenue from Gentry Parkway to the railroad line; Martin Luther King, Jr. Boulevard from the North Broadway Avenue intersection to North Alfred Avenue; and a few other isolated spots.

**Land Use**

North Tyler’s zoning does not reflect current land uses. The predominant land use throughout North Tyler is single family residential. A few duplexes and scattered multi-family complexes can be found, and scattered commercial and retail uses can be found along the arterials. Actual household and population density is lower than the lot layout would imply because of vacant lots and unoccupied houses in many locations. Many areas zoned for industry are either occupied by residential or commercial uses or are vacant.



North Tyler has some stable residential neighborhoods composed of single-family houses.

One of the most striking aspects of North Tyler’s land use map is the number of vacant parcels, both residential and nonresidential. Although there are some neighborhoods which are clearly intact—for example, neighborhoods near Caldwell Zoo—many blocks in North Tyler have more than one empty lot. In addition, a number of nonresidential buildings are unused or underutilized. Approximately 25% of North Tyler parcels are vacant, accounting for 40% of the North Tyler sub-area land (including land that is not developable).



Approximately 25% of parcels in North Tyler are vacant.

Some of these vacant lots were once occupied by abandoned and blighted housing. The problem of abandoned, extremely dilapidated housing used to be much more serious, but City efforts during the last decade to identify and demolish houses in the worst condition reduced blighted conditions. City data now show 160 boarded up structures in North Tyler.



Many West Tyler parcels in the Butler College area are vacant or contain dilapidated houses.

## West Tyler

### Zoning

Like North Tyler, the majority of the land in West Tyler is zoned for single-family and two-family housing, with a very small number of multifamily areas. Most of the land east of Loop 323 from Old Chandler Highway to Old Jacksonville Highway is zoned for light manufacturing, with the exception of commercial zoning around Loop 323 intersections with major roads. Land just north of the railroad line and west of Rose Stadium is zoned for heavy industry. Much of the northern third of Frankston Highway is zoned for commercial uses, as is Glenwood Parkway from the West Houston Street intersection north.

### Land Use

Even more than in North Tyler, land uses in West Tyler do not reflect zoning. Despite the different residential densities permitted in the various neighborhoods, single-family homes overwhelmingly predominate. There are few uses classified as manufacturing in the large area zoned for manufacturing. Commercial/retail uses are more likely to occupy land zoned for industry along Loop 323 and even within the industrial park on Robertson Road.

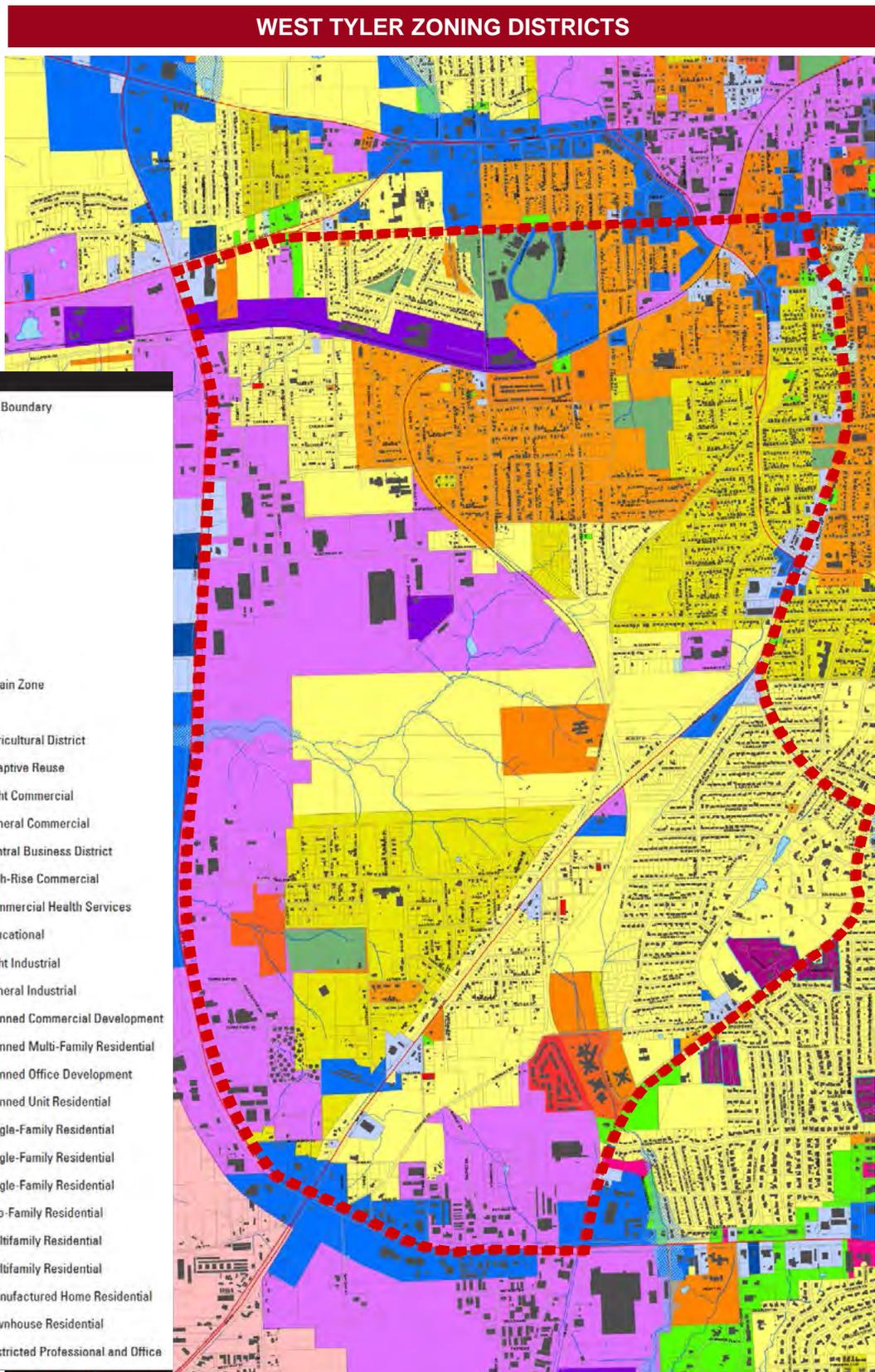
As in North Tyler, there are large areas of unoccupied land and residential neighborhoods with large numbers of vacant lots. Neighborhoods east of the railroad tracks are more intact, but St. Louis and especially Butler College have a large number of empty lots. Nearly one-third of West Tyler parcels are vacant, accounting for 53% of the West Tyler sub-area land (including land that is not developable). There are 70 boarded up structures in West Tyler, of which 36 are located in the Butler College-Duckenfield area.



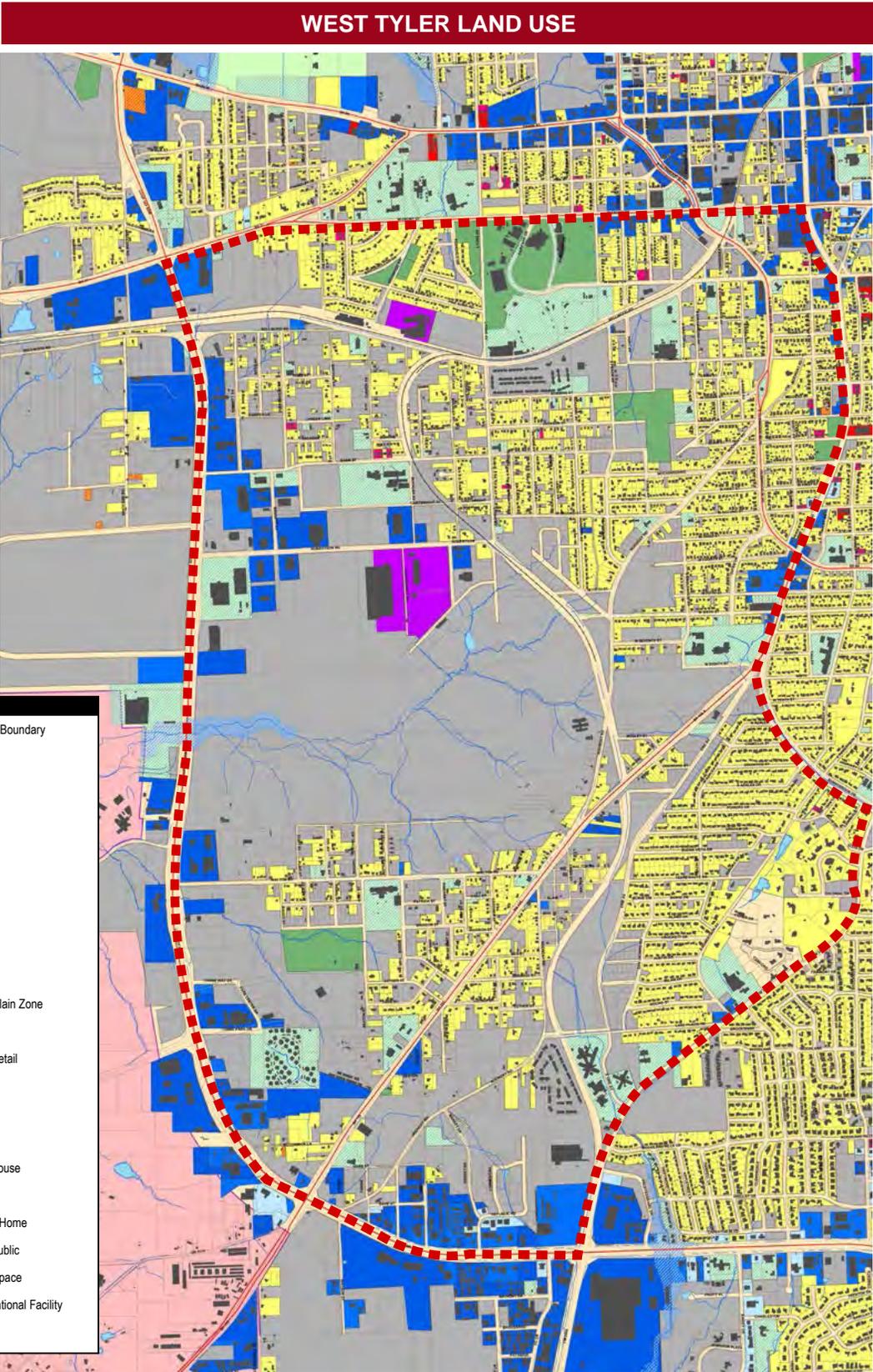
Housing at Hill and First streets



Old Noonday Road near Loop 323

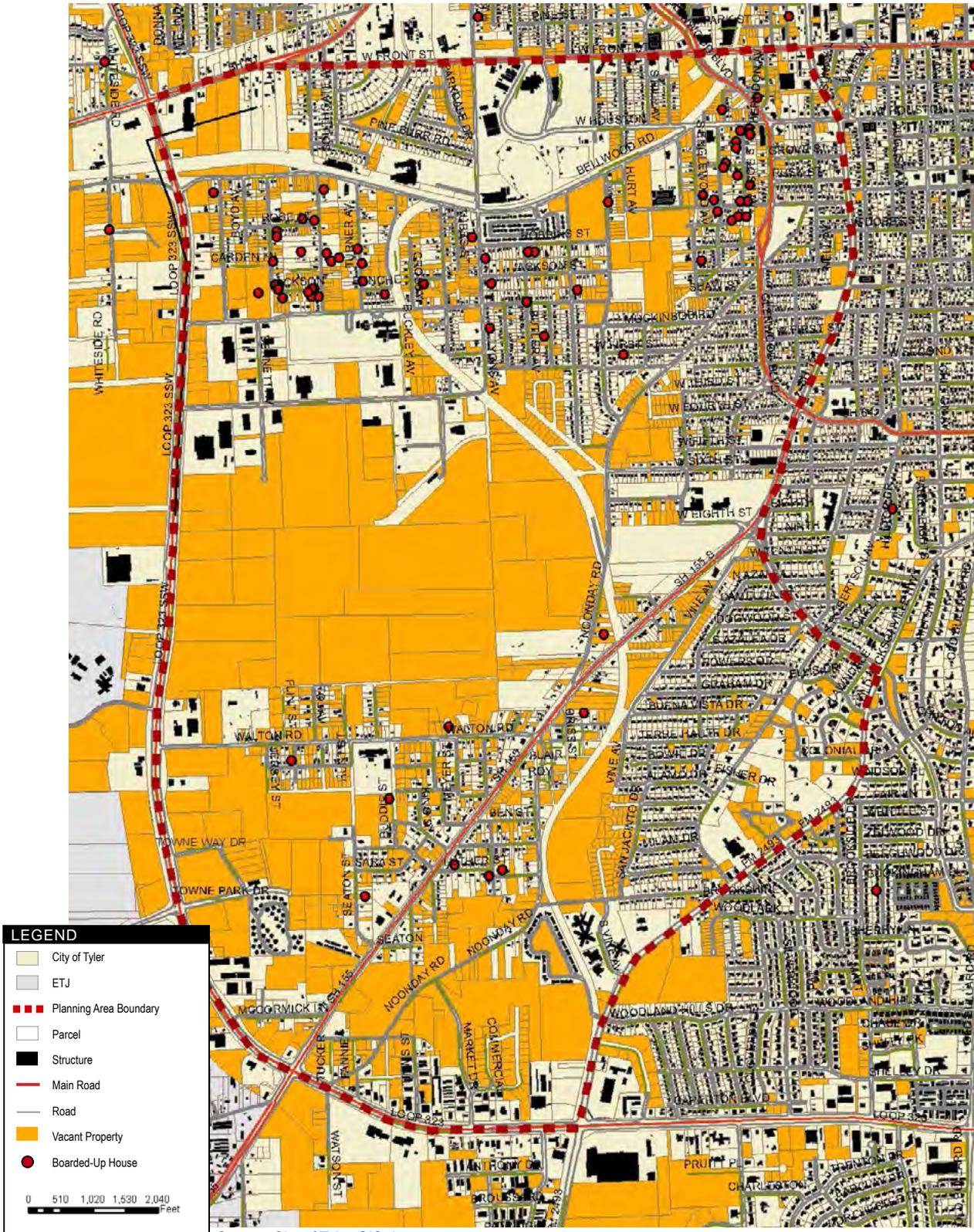


Source: City of Tyler GIS data



Source: City of Tyler GIS data

**WEST TYLER VACANT PROPERTIES AND BOARDED-UP HOUSES**



### U.S. 69 Corridor ETJ

There is no zoning outside the city limits, though the City reviews subdivision plans within its five-mile ETJ (Extraterritorial Jurisdiction). Between the city limits and Tyler Pipe there are developed parcels along U.S. 69 but no large subdivisions or retail activity. At the unincorporated town of Swan, a small number of houses are located across the highway from Tyler Pipe. Beyond Tyler Pipe, subdivision developments are underway.



The U.S. 69N corridor to I-20 contains low-density commercial and residential development.

## HOUSING

### Housing Types, Household Composition and Tenure

#### North Tyler

The North Tyler planning sub-area includes a variety of neighborhoods with diverse character. Nearly seventy percent of the housing units were built before 1970 and one-quarter were built before 1950, in contrast to the city as whole, where only 48% were built before 1970. Directly north of downtown, especially in the Bois d'Arc corridor and near Texas College, there are many houses with historic character. Newer neighborhoods with curvilinear streets and ranch houses dating from the late 1950s to the 1970s are located just east and west of Caldwell Zoo. These areas tend to be owner-occupied and have well-maintained housing stock. Since about 2000, many of the Mexican immigrants who moved to Tyler have settled in the neighborhoods east and northeast of downtown, where they are making improvements and rehabilitating the housing stock. According to the 2000 census, 59% of housing units in the North Tyler planning sub-area were owner-occupied and 41% were rented. This is not substantially different from the city overall, where 56% of occupied units were owner-occupied and 44% rented.



Hispanic families are investing in North Tyler housing.

#### West Tyler

West Tyler has somewhat less variety in housing types than North Tyler. Some neighborhoods are isolated by highway and railroad corridors, particularly Duckenfield, Butler College and St. Louis. In the West Tyler planning sub-area, 56% of the occupied housing units in 2000 were owner-occupied and 44% renter-occupied—the same percentages as the city as a whole. Seventy-three percent of dwelling units were built before 1970 and 25% before 1950.

### Household Growth Trends and Housing Markets

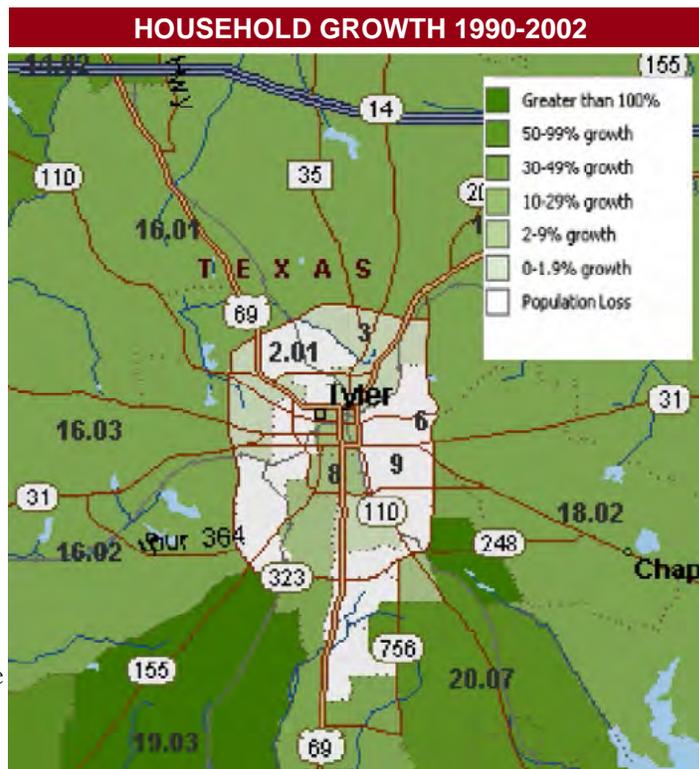
According to census data and demographic estimates, no part of the North End Planning Area experienced household growth between 1990 and 2002 comparable to the growth outside the city limits. Some parts of North Tyler and West Tyler lost population. However, as noted earlier, a detailed demographic analysis performed for the City in 2005 showed that Hispanic households had moved into the eastern parts of North Tyler.



New residents are moving into and maintaining older neighborhoods in the eastern part of North Tyler.

### Housing Sales and Housing Production

In January 2007, out of 127 homes on the MLS (multiple listing service) priced at less than \$100,000 in the Tyler area, 18 were located in zip code 75702. They ranged in price from \$37,000 to \$75,000. According to a recent study by the Texas A & M Real Estate Center, at 2006 interest rates combined with other homeowner costs such as insurance and taxes, a household with an income of \$29,000 could afford a \$75,000 home.<sup>1</sup> Realtor descriptions of the listed homes targeted both first time homebuyers and investors. There are a few small-scale builders working in both North and West Tyler building houses on single lots or in small clusters or subdivisions. New housing production is limited and new houses tend to be priced higher—\$80-90,000—than older homes.



Source: Microsoft MapPoint; ZHA, Inc.

<sup>1</sup> James P. Gaines, Homeownership Costs and Housing Affordability Sensitivity, (2006) <http://recenter.tamu.edu/pdf/1789.pdf>.

### Subsidized Housing

Most of the subsidized housing in Tyler is rental housing, and most of the subsidized rental complexes are located in the North End planning area. The newest complex is Southwest Pines on Walton Road, which is the largest subsidized complex in the city with 248 units. Overall, approximately 9% of the housing units in the North End planning area are subsidized.



Southwest Pines is Tyler's largest subsidized housing complex.

### Housing Rehabilitation

There are limited programs in Tyler to assist in rehabilitation of housing occupied by low and moderate income residents. In the CDBG target areas chosen each year, the City provides funding for homeowner rehabilitation and for demolition and reconstruction of owner-occupied units. There are also some funds available for emergency rehabilitation for disabled or handicapped owners. The Hispanic population that has moved into the eastern parts of North Tyler has been active in rehabilitating their homes. Many Hispanics work in construction, giving them the skills to do rehab work themselves, and they bring cultural traditions of making incremental improvements to housing as funds become available.

### Increasing Homeownership

A greater proportion of homeowners tends to make neighborhoods more stable, because owner-occupants stay longer, have a strong interest in maintaining their houses, and are more likely to concern themselves with overall neighborhood improvement.



Rehab project funded and managed by the City

As noted earlier, housing prices for existing housing in the North End planning area are not especially high. A modest, older house would be within the means of a household

with an income about 75% below the area median income, assuming that the potential buyer has some savings for a down payment and sufficient credit to get a mortgage.

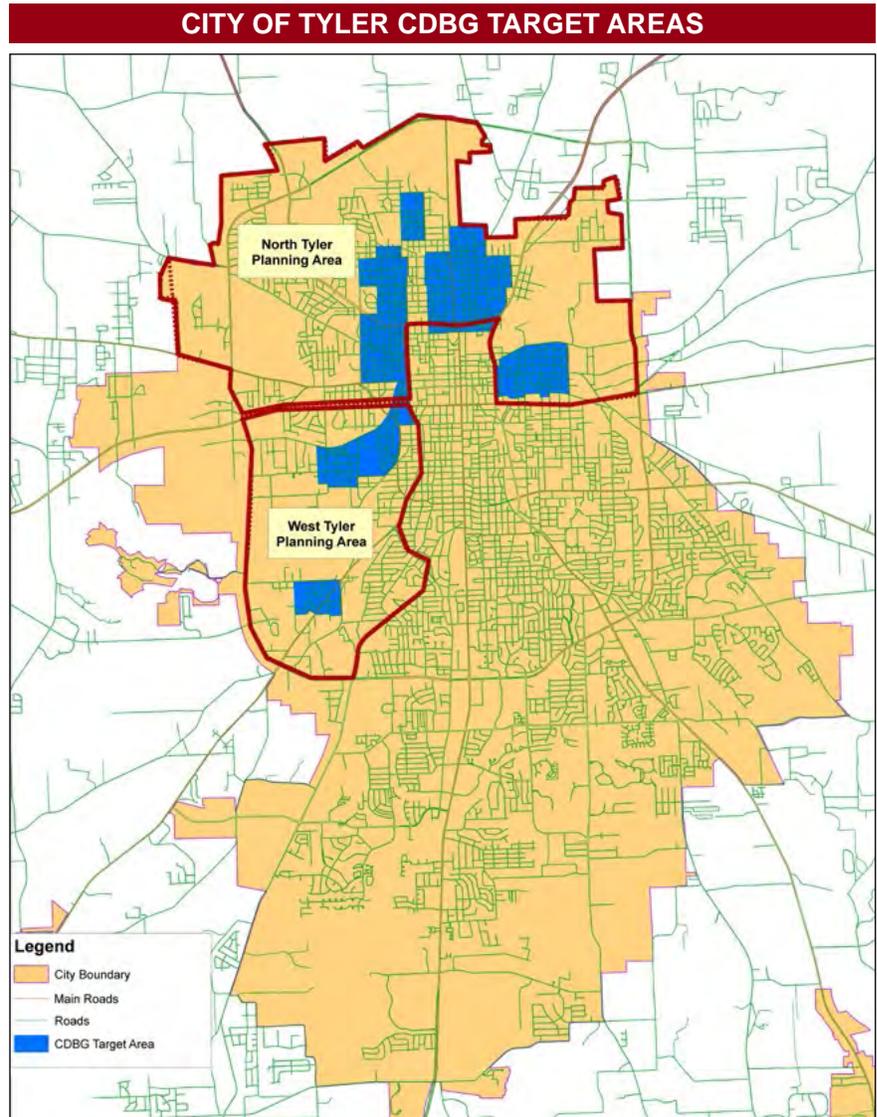
City staff and other affordable housing professionals report that the biggest obstacle to homeownership for moderate-income Tyler households is getting a mortgage. Texas in general and the Tyler area in particular show high percentages of subprime mortgages. These are mortgages offered at higher rates to borrowers perceived as more risky than average. One issue is credit-worthiness—lack of a credit history or a problematic credit history.

Programs to help prospective first-time homebuyers improve their credit exist in Tyler, but they are targeted to specific groups, such as Section 8 tenants accepted into a homebuyer preparation program and households accepted for Habitat for Humanity homes. A much greater need exists to serve working families who have stable but modest incomes and could qualify for market-rate homes in North or West Tyler with good credit and some savings.

### Neighborhood Improvements

Public investment in the North End planning area includes school construction projects, housing rehabilitation and reconstruction, the Neighborhood Empowerment Works (NEW) Program and future road construction. Three new schools are under construction in North

Tyler: Douglas, Ramey and Bonner elementary schools. When the schools are completed, the old schools will be demolished and new parks created. Community Development Block Grant (CDBG) funding received by the City has been expended since 1995 by annually designating an area for concentrated attention. These CDBG target areas have all been located in the North End planning area and focus on rehabilitation or demolition and reconstruction of dilapidated owner-occupied housing as well as site and infrastructure improvements. The NEW Program, begun in 2005, focuses code enforcement, clean-up and other City services in approximately ten-block target areas. Finally, the Lake Placid, Sunnybrook, and Town Park road extensions now under design and in the Master Street Plan will alleviate the isolation of the St. Louis neighborhood and provide more access to Noble E. Young Park.



Source: City of Tyler GIS data

## Business and Commercial Activities

With few exceptions, the businesses in the North End planning area are small, local enterprises. At present, the businesses at the most visible intersection in North Tyler—such as budget hotels—are not targeted to serve neighborhood residents. Two Super 1 Food Stores are located at the western and eastern edges of Gentry Parkway and new Hispanic businesses are appearing along or near Beckham Avenue. Local service businesses, especially auto repair shops and other auto-oriented businesses along with a few restaurants or take out shops, beauty salons, and similar service businesses, are scattered along the major arterials and on Palace Avenue.



Small business on Palace Avenue

West Tyler includes the Tyler Industrial Park, which is an important job center for the city. There are scattered retail uses along Loop 323 and at intersections of Glenwood Boulevard and Frankston Highway, but overall, there is little neighborhood-serving retail in West Tyler.

## Parks and Open Space

The North End planning area includes very significant park and open space resources. There are twelve city parks, not including the Rose Garden Center, as well as the Caldwell Zoo. In addition to small neighborhood parks, there are parks of citywide importance such as the Glass Center in Woldert Park, and Fun Forest Park. Many of the city parks allow for a variety of activities and are easily accessible on foot or by bicycle. The large flood plains of Black Fork Creek, Willow Creek and the creek in the area south of Robertson Road are natural greenways. The railroad corridor in West Tyler could eventually be used for a multi-use trail helping to connect city destinations for



North Tyler has park and recreation resources that serve neighborhoods and the entire city: (clockwise from top left) Caldwell Zoo, Fun Forest Park, Glass Recreation Center, and W. E. Winters Park.

pedestrians and bicyclists. The older parts of the North End planning area have retained the mature trees and landscape of the historic city.

### Transportation and Infrastructure

The major arterials and railroad corridors in the North End planning area create barriers between neighborhoods. The major roads are too wide for the traffic they carry, visually dominate the small residences located along them, and are unattractive, particularly at gateway intersections. The planning area is served by three bus routes, but the citywide bus system has limited schedules.



Gentry Parkway, eight lanes in some areas, has evolved into an unattractive corridor that creates a barrier between North End neighborhoods.

### MARKET ANALYSIS

A market analysis of North Tyler makes it clear that revitalization will not be led by national retail businesses but by attracting new residents and promoting independent local retailers. North Tyler's approximately 6,700 households today fall short of the 10,000 households that investors generally expect to support a community shopping center. In addition, the median household income is only 70-75% of the 100% of the median income that, for example, chain restaurants look for to locate a new restaurant.



Sign advertising new development at North Broadway Avenue and Martin Luther King, Jr. Boulevard

From an investment point of view, the good news is that North Tyler has been growing. In the near term, opportunities are greatest for entrepreneurial local retailers, specialty stores, a drug store, and miscellaneous retail. A longer-term plan should focus on getting at least 10,000 households in the North Tyler area and raising the median income to at least 80% of the median income of the city as a whole. Building new housing units and attracting new residents can bring large changes in median income. Then North Tyler could attract apparel and accessories stores, general merchandise stores, and some restaurants.

North Tyler has many intersections where new housing and retail could be located, but it is important to zone for focus areas so that investments can build critical mass instead of dissipating their impact in low-density, random locations along arterial corridors. Demographic groups that could be attracted to new housing in North Tyler include young couples, ethnic households desiring urban services, single-parent households, and, eventually, cosmopolitan empty nesters. Market analysts divide the population into lifestyle categories with certain economic and demographic characteristics. In the Tyler MSA, one out of five households is part of the “striving singles” category. These are low-and moderate-income singles. They make up a much higher percentage of households in the Tyler MSA than in the state as a whole, so they could be a large market for North End revitalization.

Although rehabilitation of existing housing is important, it is crucial to create new housing and new types of higher-density, market-rate housing such as townhouses and multi-family units. The intent is that these units would attract households whose incomes would help bring up the overall median income of the area. This new housing development is not intended to be subsidized housing. There must be a parallel track of housing rehabilitation and new scattered site infill housing so that the neighborhood continues to offer housing at prices that lower-income families can afford. Upgrades to the appearance and function of North End infrastructure and amenities will play an essential role in attracting developers and new homebuyers and tenants to the North End.

## **BENEFITS OF DOWNTOWN AND U.S. 69N CORRIDOR DEVELOPMENT**

One of the keys to North End revitalization will be the recreation of downtown as a residential, cultural and entertainment center. Attention to downtown will attract new investment that will spill over into the North End. By the same token, the development that is already beginning to appear in the U.S. 69N corridor can benefit the North End by bringing national retail closer to North End residents. In both cases—downtown and U.S. 69N development—new activity away from South Tyler will help the North End capture some growth.

## C. Recommendations

There is no one action or catalyst development that will revitalize the North End planning area. Success will result from coordinated activities over time. Most investment decisions are made by individuals: homeowners, businesses and developers. There must be adequate marketing of the area to potential investors, so they understand the potential. City government can help promote investment by creating a framework, supporting citizen and nonprofit activities, providing incentives, and investing in the public realm and infrastructure, but it will not by itself make revitalization happen. What happens around the North End—in downtown and along the U.S. 69N corridor—will inevitably affect opportunities in the North End. Public, private, nonprofit and community efforts will be needed to achieve the goals and implement the actions recommended in this plan.

### **GOAL:**

#### **1. Increase the number of homeowners.**

### **ACTIONS:**

#### **1a. Create a marketing program for all first-time homebuyer programs available in the city.**

There are several first-time homebuyer programs available to Tyler residents, but they are not well-marketed. The City's Department of Neighborhood Services Housing Division should serve as a central information center on the affordable housing programs available in the city. Information should be consolidated in a brochure, to be distributed widely to organizations and individuals around the city, and it should also be posted on the City's web site. A project of this type could be completed in a summer by an intern. It would have to be updated regularly, which would provide an additional opportunity for collaboration between the Housing Division, banks, and other providers of programs to first-time homebuyers. In addition to the brochure and web page, there should be personal outreach through presentations to community groups, such as church congregations, or first-time homebuyer fairs.

#### **1b. Expand credit counseling programs for first-time homebuyers.**

Housing professionals working with Tyler's low and moderate income residents all report that lack of good credit is the most important barrier to homeownership. Small credit counseling programs currently exist that are connected to specific programs for households needing subsidy, but the city needs programs that can help working families who have enough income to afford a market-rate home in the North End cure their credit problems and qualify for a mortgage.

There has been discussion about forming a community development corporation (CDC) in order to provide these services. However, CDCs usually have a broader mission and work to develop affordable housing and/or jobs. An effective CDC requires an active community board, experienced staff, and continuing fund-raising activity. It is not necessary to create a new, complex nonprofit just for credit counseling.

A simpler approach to expanding these services is for the City or another government or nonprofit entity to seek funding from foundations, banks (as Community Reinvestment Act activities) or other donors and then issue a request for proposals (RFP) to identify a nonprofit service provider for credit counseling. The target population would be working families and not the lowest-income households. The city's colleges and university could also be approached to help provide credit counseling classes. The proposed system might include the following:

- A marketing program;
- Quarterly and annual reports by the provider;
- Measurement of outcomes to include outreach numbers, participant numbers, tracking of participants who become homeowners; and
- Small payments to be made by the clients, as a token of seriousness and also to contribute to program funding.

**1c. Explore community land trust and limited-equity models for below-market ownership housing.**

Community land trusts are nonprofit organizations that buy land, build housing and then sell or rent only the housing unit, while retaining ownership of the land. Increased values return to the trust so that the housing can continue to be affordable. Community land trusts get their income from management fees, loan fees and interest, developer fees, grants, and donations. Another affordable ownership model is the limited-equity cooperative. Residents of a limited-equity cooperative own shares in a corporation or trust that owns the building or buildings that make up the cooperative. Residents pay monthly fees, like rent, to underwrite their share ownership. A limited equity cooperative limits the amount of increased value that an owner can capture on sale of his unit (the shares), in order to preserve affordability. This system allows low-income households to gain some ownership equity without having to provide a down payment or qualify for a mortgage.

**GOAL:**

**2. Add 3,000 more households to North Tyler and downtown to create mixed-income neighborhoods.**

**ACTIONS:**

**2a. Pursue efforts to make it easier to assemble vacant properties for redevelopment, potentially including tax forgiveness or donating lots for appropriate housing projects.**

Assembly of vacant lots for redevelopment can be complex in older neighborhoods. Many of the easy purchases have already been made by the few developers working in the North End. The City can help by working with the Smith County appraisal office to gain control of tax title properties, as well as providing assistance in locating and working with absentee owners. An incentive for housing development could be forgiveness of taxes on tax title properties, donation of lots, or forgiveness of mowing and demolition liens.

Utilize the Affordable Housing Task Force recommendations for the waiving of development fees relating to affordable housing in the North End Revitalization area (building permits, taps, platting, zoning, etc.). Affordable Housing would be defined as Single Family, Attached and Detached- R-1, R-2, R-1D or a building of 4 or less multi-family. The

house or unit will be limited to 1500 square feet of heated and cooled space. Removing requirement of curb and gutter improvements or escrow for new affordable housing in the North End (ownership or rental and same requirement of 1500 square foot heated and cooled).

**2b. Organize revolving loan pools to write down interest rates for scattered site housing rehabilitation and new housing development.**

Tyler area banks should be approached to contribute to revolving loan pools for low-interest loans to low and moderate income owner-occupants; for landlords who agree to rent to households making 80% or below the area median income; and for soft second loans for first-time homebuyers of new market-rate homes.

**2c. Provide tax incentives for market-rate rental and condominium housing development in the North End.**

To reduce the risk to for-profit developers entering the North End market, the City, in partnership with the County and the TJC district, could provide a ten-year tax abatement for market-rate rental and condominium housing developed in the North End.

**2d. Build more single-family attached buildings instead of single-family attached homes.**

Duplexes are a well-known housing type in Tyler but are often thought of only as rental properties. Building more attached, rather than detached, single-family homes will increase the new housing stock in the North End more rapidly. Ownership of a duplex building can also be a strategy to bring more families into homeownership because they can rent out the other unit. (For best results, it is important to include information on landlord-tenant relationships and rights in homeownership counseling programs.)



Single-family attached and duplex homes can be designed to resemble single-family homes.

**2e. Locate multifamily housing as part of mixed-use centers, rather than in isolated pods.**

Existing multifamily developments in the North End tend to be located as isolated pods rather than being well-integrated into neighborhoods. New market-rate multifamily housing should be built as part of mixed-use centers at important intersections. The new residents will then help to support new neighborhood-serving retail.



In a mixed-use development in Frisco, TX, residents in multifamily housing units (top) help support retail below.

**2f. Work with for-profit and non-profit developers to ensure that design of new below-market housing is compatible with existing neighborhood character rather than an identifiable, “subsidized” model.**

Neighborhood residents, especially owner-occupants, are wary of more subsidized housing because the materials and design often telegraph that it is subsidized. This is true not only of rental apartment complexes but also of homeownership projects like Habitat for Humanity houses. It benefits everyone—existing residents, new residents of subsidized housing, and the City’s overall revitalization project for the North End—to promote designs that are compatible with neighborhood character and that integrate housing into the neighborhood rather than isolating it from surrounding areas.

**2g. Create new development opportunities through annexation.**

Pursuing annexation of areas along the U.S. 69 corridor north to I-20 and inside Loop 323 in northeastern Tyler will require extension of infrastructure to these areas. Annexing these key areas will provide opportunities for new residential and commercial development that can benefit the North End and the city as a whole.

**2h. Prepare property to be sold by the City for quality and innovative redevelopment.**

Consider utilizing planned development zoning and/or overlay districts to establish development parameters that encourage the development of quality mixed housing types. Also consider other restrictions that can be placed on the property to encourage affordable housing development.



Affordable housing can be designed to be compatible with neighborhood character and look like market-rate housing.





***2i. Establish a task force to address affordable housing.***

Convene stakeholders including community representatives, bankers, realtors, builders and housing advocates to address affordable housing issues in the community.

**GOAL:**

***3. Focus commercial development around targeted mixed-use intersections.***

**ACTIONS:**

***3a. Promote mixed-use higher-density development at key intersections.***

As noted earlier, the dispersed, low-density development that currently exists along the major arterials in the North End provides an easy opportunity for rezoning. Commercial corridor zoning should be replaced with mixed-use, higher-density zoning including design standards at key intersections:

- U.S. 69N and Loop 323 with an emphasis on multi-family living as an important component
- Gentry Parkway from Martin Luther King, Jr. Boulevard to North Glenwood Boulevard
- Gentry Parkway and Bergfeld Avenue
- Martin Luther King, Jr. Boulevard between Broadway and Palace avenues
- Glenwood Boulevard and Vine Avenue
- Glenwood Boulevard and Houston Street
- Loop 323 and major intersections



Vacant land at important intersections, such as North Broadway and Loop 323 (above) and North Broadway at Martin Luther King, Jr. Boulevard (below), provides opportunities for the creation of mixed-use centers.

Loop 323 should have a highway overlay district that promotes better site design, access management, and appearance as existing properties redevelop over time. In the neighborhoods, small corner stores should be allowed by special permit. Increase the number of transit routes.

***3b. Consider tax incentives for commercial redevelopment in the North End.***

Commercial redevelopment in the designated mixed-use centers should be considered for tax incentives on a case-by-case basis if it meets the



Rail beds no longer in use can become pedestrian and bicycle trails.



goals of the revitalization plan. Small Tax Increment Financing (TIF) Districts may also be suitable to fund infrastructure improvements to help attract new investment.

**GOAL:**

**4. Create new major open space amenities and upgrade existing parks.**

The North End planning area contains some of Tyler’s most promising opportunities for the creation of new greenways, pocket parks, and nature preserves. The success of the Glass Center and Woldert Park in drawing residents from all over the city to recreation programs shows that these kinds of amenities are attractive. In the community participation elements of the planning process, many people made clear their desire to see more opportunities for walking trails and greenways in the city. The attractiveness of walking trails has been noticed by developers, who increasingly are trying to include pedestrian or multi-use paths within their developments. The recommendations of the Parks and Open Space Working Group focus on preserving the important natural drainage basins in the city for nature-based recreation and greenways. Two of the most important of these areas are located in the North End planning area. Creation of greenways in these areas can help attract new investment in housing, bringing more households to North and West Tyler.

**ACTIONS:**

**4a. Create Black Fork Creek and Willow Creek Nature Preserves and Greenways with walking and biking trails.**

Creation of nature preserves and greenways in Tyler’s creek corridors and floodplains is one of the key recommendations of Tyler 1st’s park and open space component. Two of the most important locations are in North Tyler (Black Fork Creek) and West Tyler (Willow Creek). Creation of nature preserves with walking and biking trails can become important attractions in the North End planning area and amenities that increase the value of new housing.

**4b. Renovate parks associated with school building projects and housing development focus areas and include a neighborhood participation process.**

In contrast to South Tyler, the North End is fortunate to have a number of neighborhood parks that are reachable on foot and several important larger parks. The success of the Glass Center and Woldert Park shows how park renovation and programming can attract residents from all over the city. Investment in a high standard of maintenance, design and programming for the North End’s parks will add to the positive effect of current school building projects, sending a message about an improving quality of life in the North End.

The school projects include an opportunity for renovation and recreation of adjacent parks in North Tyler. A public participation process associated with the design of these parks should be included in order to build and strengthen community in these neighborhoods. Similarly, development of clusters of new housing should include a focus on renovating nearby parks and recreation areas.

**4c. Partner with private interests for the promotion of a new Tyler First Tee program at Woldert Park.**

The First Tee of Tyler has been formed and land has been donated adjacent to Woldert Park. This land, together with land from existing Woldert Park, is intended to be the home

for this new sports program.



2020 UPDATE

**4d. Increase the number of trails, pocket parks and green space around new development.**

Encourage developers to consider green space amenities in new projects in order to provide recreation and active health opportunities.

**GOAL:**

**5. Maintain and upgrade neighborhood infrastructure.**

**ACTIONS:**

**5a. Survey streets, drainage and other infrastructure in the North End for improvements such as paving, sidewalks, street trees and street lights.**

Some of the infrastructure in the North End needs upgrades. As part of the City’s asset management planning, existing assets in the North End should be evaluated for maintenance needs. In addition, locations where sidewalks are discontinuous, street lights are lacking, and street trees are needed should be inventoried. Lighting is especially important to enhance a feeling of safety and security.



Infrastructure needs in the North End should be assessed and prioritized.

**5b. Create a priority list coordinated with downtown revitalization, housing development activity, parks and other improvements.**

Because there are many needs, improvements must be coordinated with other revitalization activities, so that infrastructure investments can contribute to a critical mass of revitalization. The first two priority areas to be considered should be the North Bois d’Arc-North Broadway area because of its proximity to downtown and the Texas College area, which has diverse existing housing and many opportunities for new housing.

**5c. Establish a Safe Routes to School Program.**

Many schoolchildren walk or bike to school in the North End, but streets without sidewalks or safe intersections can be dangerous. The federal *Safe Routes to School Program* provides funding for both infrastructure projects and activities such as education, enforcement, and promotion. In FY2007 Texas will receive \$9.4 million to fund *Safe Routes to School*. Administered by TxDOT, the program is competitive and requires no local matching funds.

**GOAL:**

**6. Improve crime prevention and quality of life enforcement.**

Throughout the country, communities have found that a combination of community-



Improved code enforcement can remedy problems—such as illegal dumping—that detract from the North End’s quality of life.

based policing, targeted intervention, and strong enforcement of quality of life violations (the “broken window syndrome”) can be very effective in combating crime and improving neighborhood conditions. If the North End planning area is to attract new investment and new residents, consistent efforts to reduce crime and upgrade the image and physical conditions of the area will be essential. Where public facilities are poorly maintained, code violations are ignored, and dumping and petty vandalism are permitted to persist, neighborhoods are seen to have less value. Some residents treat them with less care and outsiders conclude that they can use them for dumping and other illicit activities. Crime in the North End planning area is primarily linked to drug and alcohol sales, both the direct commission of those crimes and the robberies and assaults that can arise as a result.

The City has recently begun focusing efforts on new initiatives. The Police Department has been developing a community policing program that includes assigning two officers to beats in the planning area. They focus on getting to know the community, forming new neighborhood crime watch groups, and on drug crimes. Intensive, week-long targeting of identified drug houses has also been effective. Tyler’s NEW Program is a positive step in proactive enforcement of quality of life and safety regulations, but focused enforcement must continue in NEW target areas even after the program has moved on to another location.

**ACTIONS:**

**6a. Enhance code and anti-dumping enforcement through intensive outreach and marketing to North End residents, social services agencies, and City departments about City enforcement services and creation of an easy reporting mechanism.**

Most city governments inevitably depend on residents to inform them about conditions that may require enforcement actions. In the North End, some residents may not be aware of their ability to call on the City to improve conditions and tenants may not be aware of their rights to code-compliant housing. A marketing program, including visits to church congregations, other neighborhood organizations, and social services agencies, can raise public awareness. City staff who may observe code issues should also be alerted about reporting offenses. Once a neighborhood coalition has been formed (see below), it can help gather information on enforcement needs.

Making it easy to report potential offenses is also important. A telephone answering machine can record reports, as can forms on the City’s web site. Staff needs to be designated to collect the information and assign enforcement officers.

**6b. Expand a ticketing system for quality of life infractions such as junk cars.**

A ticketing system for quality of life infractions, perhaps with an initial warning followed by fines if the warning to correct the matter is not respected, can be effective in attracting attention to enforcement.

**6c. Continue and enhance community policing initiatives and consider creation of a North End Crime Task Force, including representatives of neighborhood associations, social services groups, churches and other community-based groups, to**

***strengthen crime prevention.***

In addition to supporting the Police Department's community policing program that is focused on the North End area, the Texans Against Crime program (formerly National Night Out), and other citywide citizen-police programs, creation of an explicit partnership with community organizations in the North End planning area could be effective in enhancing communication between the police and residents, and helping to solve problems before they become crimes. Community meetings on North End crime issues have been held from time to time, typically in response to a particular event, but an ongoing partnership with citizen groups would provide more continuity and give more confidence to prospective residents or developers. Neighborhoods with a local reputation for crime often are much less dangerous in reality than in popular perception, and it is difficult to turn those perceptions around. A strong crime prevention partnership can help deter crime and publicize improvements.



***6d. Continue to encourage voluntary demolition of old substandard vacant houses as an effort to reduce crime in the area.***

Neighborhood Services will continue to utilize the voluntary demo program to expedite the demolition process when possible. If the owner of the property refuses, action will be taken through the Neighborhood Revitalization Board.

***GOAL:-***

***~~7. Establish a neighborhood coalition with associations in all major districts to lay the groundwork for a community development corporation (CDC).~~***

Effective community-based organizations are essential elements in any revitalization effort. Neighborhood leadership is needed to help mobilize residents. At the same time, these organizations often need assistance from government or other outside institutions to build capacity and attract resources.

There has been repeated discussion about creating a CDC for the North End. CDCs are nonprofit organizations that typically focus on producing affordable (below market-rate) housing using financing from a variety of sources; economic development activities such as development of commercial space, micro-lending to beginning entrepreneurs, small business incubators, and enterprises designed to provide job training and placement; open space and park programs; youth development and child care programs; and community organizing such as tenant organizing and advocacy for neighborhood improvements such as parks and infrastructure. They manage residential and commercial real estate and loan funds and get their income from a variety of sources including management fees, developer fees, leases, interest payments, government funding programs, grants and donations. Effective CDCs have a clear mission, strong boards made up of community residents, and professional staff. All CDCs need to be entrepreneurial and savvy about attracting resources from a variety of sources. CDCs cannot and do not depend on one source of funding. Working with this "basket" of resources often means adhering to different requirements for how funds can be used and how they must be accounted for.

Previous efforts to create a CDC in Tyler have not been successful. Working Group discussion about what the mission of a CDC in the North End should be focused

GOAL 7  
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on credit counseling, and, as noted earlier, this goal could be accomplished in a less complicated way by seeking a provider through an RFP process. The traditional development role of CDCs—creating below-market rate affordable housing—is less central to the revitalization plan for the North End. Existing housing is relatively inexpensive and the main issue is to upgrade and rehab this housing and to help working families qualify for mortgages. New market-rate housing on scattered sites is slightly more expensive than existing housing, but still within the means of many working households. Tyler also has some of the small business services that some CDCs provide. The Metropolitan Black Chamber of Commerce has training and micro-lending programs. More outreach and effective marketing of these programs is needed.

In the short term, it does not seem necessary for Tyler to create a CDC. However, in the medium and long term, a CDC could become an important partner in assuring the creation of a sustainable, mixed-income neighborhood in the North End. In order to pave the way for future decision on whether a strong CDC is needed to advance North End revitalization, community capacity-building is needed.

**ACTIONS:**

***7a. Work with existing associations, social services groups, churches and others to promote a North End coalition.***

The City or another organization should convene meetings of community-based groups to develop a coalition for North End revitalization. An essential contribution which the City is best positioned to make would be to provide staff support for meetings (outreach, calling meetings, creating contact lists, organizing volunteer committees, grant-writing assistance and so on) and providing meeting space. The City could provide these services for a defined period so that there would be a deadline for the community coalition to find a way to take over the support role.

The initial purpose of this group would be to build organizational capacity on a district-wide scale. Just as the National Night Out annual anti-crime event has been very successful in Tyler, the North End community coalition could organize activities for North End improvement. Potential short-term activities could be neighborhood festivals and children's activities, clean-up campaigns, distribution of information on credit counseling and other opportunities, and so on. As this group develops a mission and activities, it can evaluate whether and when a CDC might be beneficial for the North End.

**GOAL:**

**8. Recognize historic structures and areas in the North End planning area.**

Just as efforts to recognize the historic character of today's National Register districts in Tyler stabilized those neighborhoods and made them attractive to homeowners, recognition of the historic elements of North End neighborhoods can also assist in the revitalization process.

**ACTIONS:**

**8a. Seek to uncover, restore, and maintain brick streets north of downtown to enhance historic character.**

Bois d'Arc Avenue north of Gentry Parkway is a brick street with attractive, historic homes. This street should be carefully maintained. Where intersections or abutting blocks are covered over with asphalt, efforts to uncover brick streets and maintain them can help create a defined area of historic neighborhood character.



Many of the city's historic brick streets have been paved over.

**8b. Promote creation of a Neighborhood Conservation District around North Bois d'Arc Avenue.**

After passage of an enabling act to create Neighborhood Conservation Districts, the Historical Preservation Board should work with property owners and residents to promote creation of a NCD centered on Bois d'Arc Avenue from Gentry Parkway to Martin Luther King, Jr. Boulevard.



A neighborhood conservation district could preserve the character of North Bois d'Arc Avenue.

**8c. Promote Tyler Historic Landmark status and installation of historic markers and plaques at North End locations important to city history, including the history of the African-American community.**

The North End contains some of the city's older residential neighborhoods and has long been the home of Tyler's African-American community. Many historic homes and institutional buildings remain, some of which have been designated as landmarks on the local, state, and federal levels. The City should encourage the designation of other properties in the North End as Tyler Historic Landmarks and the identification of important sites as candidates for state historic markers (see the Historic Preservation chapter). Properties that could be considered include homes along North Bois d'Arc Avenue and North Moore Street and sites along Palace Avenue, Ross Avenue, and Confederate Street.

**GOAL:**

**9. Improve the appearance and function of major roads.**

**ACTIONS:**

**9a. Make Gentry Parkway, Glenwood Boulevard and Martin Luther King, Jr. Boulevard into real parkways or boulevards.**

Gentry Parkway, Glenwood Boulevard and Martin Luther King, Jr. Boulevard can be reconfigured to provide more pleasant conditions for drivers, pedestrians and bicyclists. Parkway can include a planted median, street trees and sidewalks, and on-street parking. Implementation of the zoning recommendations discussed below will focus commercial development and higher density housing development in defined centers, leaving the remainder of these roads residential. Boulevard

Martin Luther King, Jr. Boulevard at Bois d'Arc Avenue today and future potential.



configurations separate local and through traffic lanes and also involve attractive plantings and streetscape conditions. Many communities experiment with temporary barriers to reconfigure traffic lanes and evaluate the current and future impacts of changing road design. These temporary experiments must be accompanied with broad public outreach so that the public understands why they are being done and can participate in the evaluation of the impacts. This is particularly important when the changes appear to narrow the road or reduce the number of lanes because members of the public almost always assume that this will increase traffic congestion (which is not always the case).

**9b. Improve the appearance and function of the U.S. 69N gateway and Loop 323 in the northern and western parts of the city through a highway overlay district with design guidelines.**

Because development along the northern and western Loop 323 is still relatively spotty, establishment of design guidelines, combined with rezoning to focus commercial development in centers, can be relatively easy. At the U.S. 69N/Loop 323 gateway to the city, design guidelines for redevelopment will have an effect over time as properties change.

**9c. Promote a program to plant pine trees along the major entrance corridors into Tyler.**

Pine trees are symbols of East Texas and the trees grow quickly. A program to plant pine trees along Highway 64, U.S. 69 and other entrance corridors would give them a distinctive appearance that screens somewhat the current landscape typified by low-density metal buildings. It might be possible to organize this as a volunteer program in which seedlings are donated for planting according to specified standards by abutting property owners or groups such as the Boy Scouts.



A potential new look for the southwest corner of U.S. 69 and Loop 323.

**9d. Increase street lighting along major roads.**

Coordinate with Oncor for the installation of additional street lights along the major roads within the North End Revitalization Planning Area.

**GOAL:**

**10. Promote local business development and marketing.**

**ACTIONS:**

**10a. Support expansion of marketing and programs for micro-lending and small business training.**

As noted earlier, the Metropolitan Black Chamber of Commerce sponsors programs to assist people who wish to open new small businesses. The Chamber needs assistance in expanding public awareness of these programs. In addition, Spanish-language programs should be offered through Hispanic business organizations.

**10b. Assist in joint marketing efforts for existing businesses.**

Although North End residents sometimes feel that all the retail and service businesses are in South Tyler, during the Working Group discussions participants realized that the lack of chain businesses in the North End has potential as a marketing tool. There are unique businesses that serve the neighborhood--sometimes from people's homes--that are not sufficiently known in the North End or the rest of Tyler. Joint marketing efforts for these businesses that highlight their local roots could be effective in helping them survive and expand. There are a number of communities where merchants in neighborhood commercial districts have banded together in "Buy Local" campaigns with brochures that identify the locally-owned businesses, joint advertising, and special events.



The City can assist small North End businesses with joint marketing projects and "Buy Local" campaigns.

# TYLER 1<sup>st</sup>

*Building our future, together*



## 6. Historic Preservation

DRAFT



## Chapter 6 :: HISTORIC PRESERVATION

The intent of this document is to detail amendments from the 2014 and 2020 updates while continuing to memorialize the original text. Items updated through the 5-year update process will be accompanied with a Tyler 1<sup>st</sup> logo within the original Tyler 21 document. The text from the original document begins after the Tyler 21 logo appears in the text.



GOALS	POLICIES FOR DECISION MAKERS
<p>Maintain the integrity and character of Tyler’s historic neighborhoods.</p>	<ul style="list-style-type: none"> <li>• Maintain an inventory of Tyler’s historic properties.</li> <li>• Provide tools to review changes that may detract from historic neighborhoods’ integrity and character, such as design review.</li> <li>• Ensure that design guidelines address local conditions.</li> <li>• Provide appropriate resources to support design review.</li> <li>• Maintain and enhance historic elements of the public realm, such as downtown <u>and historic</u> area brick streets and street trees.</li> <li>• Retain Tyler’s sense of place and identity.</li> </ul>
<p>Identify additional properties and groups of properties important to Tyler’s history for designation and protection.</p>	<ul style="list-style-type: none"> <li>• Support additional studies for the Historic Resources Survey to pursue landmark designation and National Register listing of historically-significant residential and non-residential properties.</li> <li>• Support the expansion of the Historic Resource Survey.</li> <li>• Identify structures less than 50 years old that may be exceptionally significant.</li> </ul>
<p>Ensure that City review of development includes historic preservation review when necessary.</p>	<ul style="list-style-type: none"> <li>• Coordinate departmental and City board activity affecting properties at least 50 years old to allow for timely review.</li> </ul>
<p>Enhance the preservation knowledge of City staff and municipal board members.</p>	<ul style="list-style-type: none"> <li>• Provide appropriate resources for technical and educational assistance to the Historical Preservation Board, the Planning and Zoning Commission, other municipal boards, and the City Council.</li> <li>• Provide, support and increase the availability of training and education.</li> </ul>
<p>Promote and display diverse aspects of Tyler’s history to enhance resident and visitor awareness of its importance.</p>	<ul style="list-style-type: none"> <li>• Support historic preservation activities, such as heritage trails focusing on, for example, Tyler’s economic or African-American history.</li> <li>• Support preservation of properties and sites associated with ethnic groups.</li> </ul>

GOALS	POLICIES FOR DECISION MAKERS
<p>Enhance public awareness of the economic benefits of historic preservation in Tyler.</p>	<ul style="list-style-type: none"> <li>• Publicize tax benefits, incentives and historic preservation grants available to individual property owners.</li> <li>• Publicize economic benefits of historic preservation to the city as a whole.</li> </ul>
<p>Enhance Historic Preservation Involvement</p>	<ul style="list-style-type: none"> <li>• Facilitate and adopt a Strategic Plan for Historic Preservation.</li> <li>• Educate residents of the importance of history, to better understand and appreciate historic preservation.</li> <li>• Develop, support and market historic and cultural places to travelers/tourists.</li> </ul>



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## HISTORIC PRESERVATION FACTS

- **NATIONAL REGISTER OF HISTORIC PLACES PROPERTIES:**

- > 28 individual commercial, industrial, institutional, and residential properties
- > 6 districts:
  - Charnwood District
  - Donnybrook Duplex District
  - East Ferguson District
  - Short-Line District
  - Azalea District
  - Brick Streets District

- **STATE-LEVEL HISTORIC DESIGNATIONS:**

- > 14 Recorded Texas Historic Landmarks (RTHLs)
- > 37 historical subject markers from the Texas Historical Commission

- **TYLER HISTORIC LANDMARKS:**

- 2 Historic overlay districts containing over 70 residential, institutional, and commercial properties:
  - Heritage Neighborhoods No. 1 and No. 2
- 131 total designated landmarks
  - 65 added since 2006
- Nearly 15 miles of historic brick streets in downtown and adjacent residential neighborhoods
- Historic preservation tax incentives offered by the City of Tyler:
  - Abatement on 50% of the assessed value of a designated Tyler Historic Landmark
  - Abatement on 100% of the increase in property value following an approved rehabilitation project
  - 44 landmarks with a total of \$8,477.69 abated (2018)

### WHAT DOES IT MEAN?

- Recipient of the Texas Historical Commission Anice B. Read Award of Excellence in Community Heritage Development in 2017.
- Many of Tyler's historic properties are not protected from inappropriate alterations or demolitions.
- Created and adopted Historic Preservation Strategic Plan in 2017.
- Tyler has more designated individual properties than cities of comparable size, such as McAllen, Round Rock, and Waco.
- Completed historic resource survey of Pollard Farm area in 2014.
- 348 "High" priority properties for preservation are likely candidates for the National Register.
- Received Preserve America Community designation in 2016.

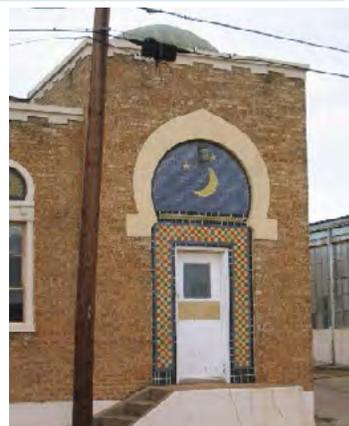
Sources: City of Tyler and the Texas Historical Commission



GOALS	POLICIES FOR DECISION MAKERS
<p>Maintain the integrity and character of Tyler’s historic neighborhoods.</p>	<ul style="list-style-type: none"> <li>• Maintain an inventory of Tyler’s historic properties.</li> <li>• Provide tools to review changes that may detract from historic neighborhoods’ integrity and character, such as design review.</li> <li>• Ensure that design guidelines address local conditions.</li> <li>• Provide appropriate resources to support design review.</li> <li>• Maintain and enhance historic elements of the public realm, such as brick streets and street trees.</li> </ul>
<p>Identify additional properties and groups of properties important to Tyler’s history for designation and protection.</p>	<ul style="list-style-type: none"> <li>• Support additional studies for the Historic Resources Survey to pursue landmark designation and National Register listing of historically-significant residential and non-residential properties.</li> </ul>
<p>Ensure that City review of development includes historic preservation review when necessary.</p>	<ul style="list-style-type: none"> <li>• Coordinate departmental and City board activity affecting properties at least 50 years old to allow for timely review by the Historical Preservation Board.</li> </ul>
<p>Enhance the preservation knowledge of City staff and municipal board members.</p>	<ul style="list-style-type: none"> <li>• Provide appropriate resources for technical and educational assistance to the Historical Preservation Board, the Planning and Zoning Commission, other municipal boards, and the City Council.</li> </ul>
<p>Promote and display diverse aspects of Tyler’s history to enhance resident and visitor awareness of its importance.</p>	<ul style="list-style-type: none"> <li>• Support historic preservation activities, such as heritage trails focusing on, for example, Tyler’s economic or African-American history.</li> </ul>
<p>Enhance public awareness of the economic benefits of historic preservation in Tyler.</p>	<ul style="list-style-type: none"> <li>• Publicize tax benefits of historic preservation to individual property owners.</li> <li>• Publicize economic benefits of historic preservation to the city as a whole.</li> </ul>

**FINDINGS**

- Tyler is one of the oldest cities in East Texas and has many older residential, commercial, and institutional properties.
- Tyler has 22 individual properties and 6 districts listed on the National Register of Historic Places. National Register listing does not provide protections against inappropriate changes or demolition.
- Tyler has 65 individual properties designated as local historic landmarks.



Crescent Laundry, East Ferguson Street

## Chapter 6 :: HISTORIC PRESERVATION

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- The City of Tyler offers tax abatements to owners of local landmarks.
- Historic properties in Tyler are governed by voluntary guidelines.
- The Historical Preservation Board is an advisory committee appointed by the City Council and does not have the power to approve or deny Certificates of Appropriateness.
- The Historical Preservation Board and Historic Tyler, a non-profit organization, provide preservation advocacy.
- Code enforcement is a concern in Tyler's historic districts and older neighborhoods.

### KEY CHALLENGES

- Promoting more public awareness of the cultural and economic value of historic preservation
- Increasing public understanding of the range of preservation activities and designations at differing levels of regulation
- Protecting historic properties when local standards are voluntary and no community-specific design guidelines are in place
- Enforcing Certificate of Appropriateness restrictions and remedying code violations in historic districts



Progress Grocery, North Bois d'Arc Avenue

## HISTORIC PRESERVATION FACTS

- **NATIONAL REGISTER OF HISTORIC PLACES PROPERTIES:**
  - > 22 individual commercial, industrial, institutional, and residential properties
  - > 6 districts:
    - Charnwood District
    - Donnybrook Duplex District
    - East Ferguson District
    - Short-Line District
    - Azalea District
    - Brick Streets District
  
- **STATE-LEVEL HISTORIC DESIGNATIONS:**
  - > 10 Recorded Texas Historic Landmarks (RTHLs)
  - > 23 historical subject markers from the Texas Historical Commission
  
- **TYLER HISTORIC LANDMARKS:**
  - > 65 residential, institutional, and commercial properties
  - > 8 landmarks designated in 2006
  - > Design review applies to these properties
  
- Fifteen miles of historic brick streets in downtown and adjacent residential neighborhoods
  
- Historic preservation tax incentives offered by the City of Tyler for Tyler Historic Landmarks:
  - > Abatement on 50% of the assessed value of a designated Tyler Historic Landmark (new in 2005)
  - > Abatement on 100% of the increase in property value following an approved rehabilitation project
  
- Historic resources survey includes over 7,000 properties throughout the city that are at least 50 years old
  
- Historic preservation ordinance passed in 1982
  
- No local historic districts and 65 local landmarks designated in over 24 years
  
- Most designated properties are located in the downtown area and the three largest National Register historic districts
  
- Historic Tyler, Inc. has been instrumental in getting six historic districts and many individual properties named to the National Register since 1995

Sources: City of Tyler and the Texas Historical Commission

### WHAT DOES IT MEAN?

- Tyler has developed a strong constituency that supports designation of historic properties.
  
- The majority of Tyler's historic properties are not protected from inappropriate alterations or demolition.
  
- Many individual historic properties throughout the city have not been recognized for potential designation.
  
- Tyler has fewer designated individual properties than cities of comparable size, such as Abilene and Amarillo.

## A. Current Conditions

### COMMUNITY SUPPORT FOR HISTORIC PRESERVATION

**T** Tyler residents recognize the fact that their historic properties distinguish them from many other Texas cities—and they value this distinction. The Tyler 1st planning process has shown that many Tyler residents strongly associate the city’s historic properties with Tyler’s identity. At the Tyler 1st Community Visioning Retreat, historic neighborhoods were repeatedly identified as key to the city’s character and their preservation and enhancement were seen as important to the city’s future. The community survey showed that 73% of the respondents believe that historic preservation is an important issue for the City of Tyler to address. In the same survey, 67% of the respondents identified Tyler’s historic districts as a major asset for the city to build upon in the future. Given this support, it seems clear that strengthening Tyler’s commitment to historic preservation should be a goal of the Tyler 1st planning process.

### HISTORIC RESOURCES

Founded in 1846 when the Texas Legislature authorized the creation of Smith County, Tyler began as a 100-acre tract of land purchased from a local farmer. In 1847, a twenty-eight acre town site was laid out around a central square. The new town was named after John Tyler, the eleventh president of the United States and flourished over the succeeding years, buoyed by cotton, railroads, fruit, and roses. Several remaining residential, commercial, and industrial properties were witness to this prosperity. By the 1920s, Tyler was well-known for its orchards and flowers, and when oil was discovered locally, the city experienced an economic boom that protected it from the Great Depression. Many of the city’s historic neighborhoods reflect the economic standing that Tyler enjoyed during this period.



North Broadway Avenue, circa 1925, with the 1909 courthouse to the rear and the Blackstone Hotel to the left.  
(Photo: City of Tyler)

Like many other cities, Tyler modernized as times changed after World War II. A desire to improve upon the old led to the replacement of many notable older buildings, such as the 1909 courthouse and the city square, the Blackstone Hotel, and the Citizens National Bank. As the city grew southward, some older areas in Tyler experienced disinvestment, with the result that today some historic buildings in the city’s older neighborhoods are not in good condition.

For many years, historic preservation activity in Tyler tended to focus on individual properties (particularly large residences) and the neighborhoods south of downtown Tyler. Residents understood the value that lies in these groups of properties and sought to recognize the ensembles through historic designation. There are, however, other types

of property and other areas that carry historic significance. Some individual commercial and institutional properties have received historic designations, and some infrastructure in Tyler's older neighborhoods, including brick streets and the WPA drainage canals, is widely recognized as contributing to the city's historic character. Recent historic designations have shown a growing awareness of the importance of properties in the city's African-American community in North Tyler. Future preservation efforts will focus on recognizing and protecting a variety of property types. They will also promote activities—such as heritage trails—that help residents and visitors understand how these historic properties relate to each other and Tyler's development.



The Moore Grocery Company Building, North Broadway Avenue

## RECOGNITION OF HISTORIC PROPERTIES IN TYLER

A historic property may be recognized through three programs: listing on the National Register of Historic Places, a registry of significant cultural buildings and landscapes maintained by the National Park Service; designation under a program that recognizes historic properties of statewide significance; and/or local designation by the municipal governing board. On the national level, a property may receive historic designation as an individual landmark or as a property within a historic district. This is also true on the local level if the municipality has local legislation authorizing the designation of both landmarks and historic districts.

Tyler has historic properties recognized by federal, state and local designations:

- National Register of Historic Places
- Recorded Texas Historic Landmarks
- Texas Historical Subject Marker Program
- State Register of Historic Places
- Tyler Historic Landmarks

## PROPERTIES LISTED ON THE NATIONAL REGISTER OF HISTORIC PLACES

Tyler has over 1,600 buildings, structures, and sites that have received some form of historic designation at the federal level. Twenty-two individual buildings have been listed on the National Register of Historic Places. These include well-known former residential properties such as the Goodman-LeGrand House and the



Bonner-Whitaker-McClendon House, West Houston Street

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Bonner-Whitaker-McClendon House, along with several churches, schools, public buildings such as the former Carnegie Library and the Smith County Jail, and commercial buildings such as the Blackstone Building and the Crescent Laundry. City Hall was nominated for designation in 2006 and approved by the Texas Historical Commission's Board of Review. Final approval from the National Park Service should be received in early 2007.



Short-Line National Register Historic District, Short and Line Streets

In addition, six historic districts have received National Register Designation:

- the Charnwood District (listed in 1999)
- the Donnybrook Duplex District (listed in 2002)
- the East Ferguson Street District (listed in 2002)
- the Short-Line District (listed in 2002)
- the Azalea District (listed in 2003)
- the Brick Streets District (listed in 2004).

Because these individual properties and districts have received credit as being of national historic value, Tyler's National Register properties can be viewed as the most important historic properties in the city.

INDIVIDUAL NATIONAL REGISTER PROPERTIES IN TYLER			
PROPERTY	LOCATION	YEAR BUILT	DATE OF LISTING
Goodman-LeGrand House	624 North Broadway Avenue	1859	1976
Bonner-Whitaker-McClendon House	806 West Houston Street	1878	1982
Smith County Jail (1881)	309 East Erwin Street	1881	1996
Marvin United Methodist Church	300 West Erwin Street	1890	2000
St. James Colored Methodist Episcopal Church	408 North Border Avenue	1891	2004
Tyler Hydraulic-Fill Dam	Off Hwy 31W at Bellwood Lake	1894	1977
Williams-Anderson House	1313 West Claude Street	1900	2002
John B. and Ketura Douglas House	318 South Fannin Avenue	1902	1997
Ramey-Grainger House	605 South Broadway Avenue	1903	1982
Carnegie Public Library	125 South College Avenue	1904	1979
St. Louis Southwestern Railway (Cotton Belt) Passenger Depot	100 block of East Oakwood at North Spring Street	1905	2001
Tyler Grocery Company	416 North Broadway Avenue	1912	2002
Moore Grocery Company Building	408 North Broadway Avenue	1913	2002

Martin Hall at Texas College (Administration Building)	2404 North Grand Avenue	1924	2005
Crescent Laundry	312-320 East Ferguson Street	1927	2002
Jenkins-Harvey Super Service Station and Garage	124 South College Avenue	1929	2002
People's National Bank Building	102 North College Avenue	1932	2002
St. John's AF & AM Lodge (Tyler Masonic Lodge)	323 West Front Street	1932	2005
U.S. Post Office and Courthouse	211 West Ferguson Street	1933	2001
Blackstone Building	315 North Broadway Avenue	1938	2002
Elks Club Building	202 South Broadway Avenue	1949	2002
Cotton Belt Building	1517 West Front Street	1954	2005

Source: Texas Historical Commission

NATIONAL REGISTER DISTRICTS IN TYLER			
NAME	CONTRIBUTING RESOURCES	NON-CONTRIBUTING RESOURCES	DATE LISTED IN NATIONAL REGISTER
Charnwood District	166 buildings and 42 structures	98 buildings, 21 structures, and 4 objects	1999
Donnybrook Duplex District	24 buildings, 3 structures, and 1 site	8 buildings and 1 structure	2002
East Ferguson Street District	8 buildings, 3 structures, and 1 site	1 building	2002
Short-Line District	9 buildings	2 buildings	2002
Azalea District	1,023 buildings, 22 structures, 1 site, and 1 object	502 buildings and 65 structures	2003
Brick Streets District	352 buildings and 17 structures	178 buildings and 39 structures	2004

NOTE: The National Park Service defines a "building" as "a structure created to shelter any form of human activity." This usually refers to a dwelling or commercial building, but also includes sheds, garages, and barns. "Structures" usually are infrastructure or engineering projects, like bridges, water towers, canals, or highways, but the category also includes property features such as fences/walls or gazebos. "Objects" are things that are movable, but related to a specific historic environment, such as statues, monuments, or fountains.

Source: Texas Historical Commission

National Register properties must be at least 50 years old at the time of designation, although some special exceptions have been made. The designation may cover a historic building or structure that has not been moved from its original site or a historic landscape. A property can be designated individually or as part of a National Register historic district. In the case of historic districts, properties within the district boundary will be identified as "contributing" or "non-contributing." "Non-contributing" properties are those which are less than 50 years old, have different design characteristics from most district properties, or which have had their historic integrity compromised by inappropriate alterations. Most large districts contain non-contributing properties; in each of Tyler's large National Register

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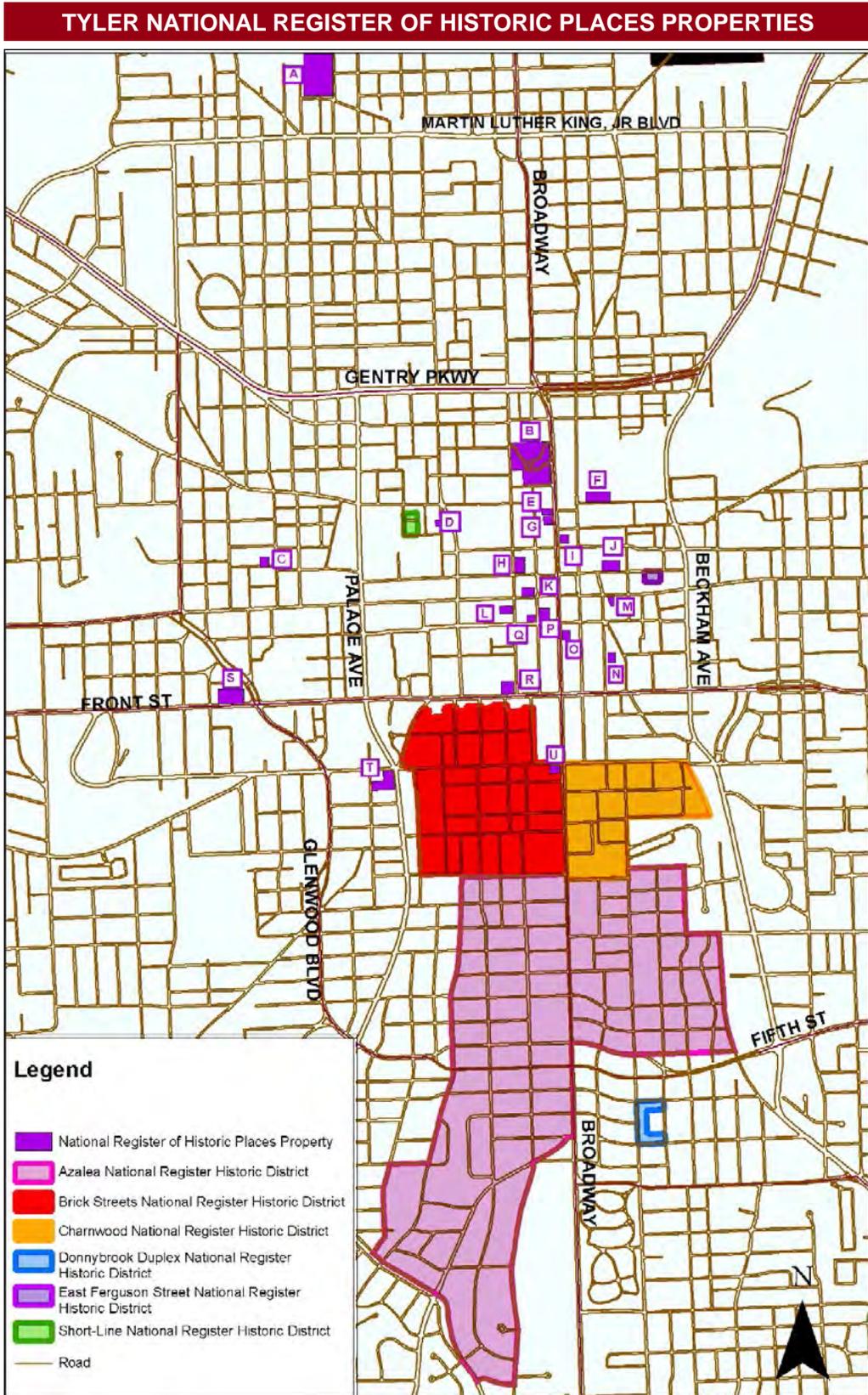
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districts, approximately 1/3 of properties in the district areas are identified as “non-contributing.” Each property recognized as contributing to a National Register historic district may not be as historically significant as an individually-designated property. It is the role that the property plays in helping create the district environment that is important. Many contributing district properties in Tyler could not achieve National Register designation as individual properties; however, they are still valuable as elements that combine to form a distinct neighborhood character.

Section 106 of the National Historic Preservation Act requires federal projects that may have an adverse impact on National Register properties to study and report on alternatives to the adverse actions and attempt to avoid affecting the property. Otherwise, listing on the National Register is honorific. Listing requires sophisticated documentation, usually prepared by a trained consultant, but the listing itself provides little protection for a historic property. National Register designation can only occur with owner approval in the case of individual properties and approval of more than 50% of property owners in the case of a district, and it does not prevent an owner from altering or tearing down his or her property. In the event of an alteration that removes or damages historically-significant features, the only thing the National Park Service is empowered to do is remove the National Register designation. No design review is associated with National Register listing.

### MAP KEY: TYLER INDIVIDUAL NATIONAL REGISTER PROPERTIES

- |  |  |
|--|--|
| A. Martin Hall, Texas College (1924)                                   | M. Smith County Jail (1881)                                |
| B. Goodman-LeGrand House (1859)  | N. John B. and Ketura Douglas House (1902)                 |
| C. Williams-Anderson House (1900)                                      | O. Elks Club Building (1949)                               |
| D. St. James C.M.E. Church (1891)                                      | P. Jenkins-Harvey Super Service Station and Garage (1929)  |
| E. Tyler Grocery Company (1912)  | Q. Carnegie Library (1904)                                 |
| F. St. Louis Southwestern Railway (Cotton Belt) Passenger Depot (1905) | R. St. John's AF and AM Lodge (Tyler Masonic Lodge) (1932) |
| G. Moore Grocery Company Building (1913)                               | S. Cotton Belt Building (1954)                             |
| H. U.S. Post Office and Courthouse (1933)                              | T. Bonner-Whitaker-McClendon House (1878)                  |
| I. Blackstone Building (1938)  | U. Ramey-Grainger House (1903)                             |
| J. Crescent Laundry (1927)   | **Not shown: Tyler Hydraulic-Fill Dam on Highway 31W       |
| K. People's National Bank Building (1932)                              |  |
| L. Marvin United Methodist Church (1890)                               |  |



Source: City of Tyler GIS data

## PROPERTIES WITH STATE HISTORIC DESIGNATIONS

### State-Level Designation

State-level designation recognizes historic properties that are of statewide importance. In many states, this takes the form of a State Register of Historic Places, which is simply a state version of the National Register. Texas has a State Register that includes National Register properties, state archaeological landmarks, and Recorded Texas Historic Landmarks.

### Recorded Texas Historic Landmarks

Tyler has 10 properties of statewide importance that have been designated state landmarks (RTHLs). They can be identified by distinctive medallions that the Texas Historical Commission places on these properties. Several of these RTHLs are also National Register properties because they are of greater than local importance: the Bonner-Whitaker-McClendon House, the Douglas House, the Goodman-LeGrand House, Marvin United Methodist Church, the Ramey-Grainger House, and the 1881 Smith County Jail. Unlike National Register listing, however, RTHL designation can be granted to a historic property that has been moved from its original site. Two RTHL properties have been moved from their original sites in Tyler and now lie outside of the city limits: the Bell House and the Philips House, both of which were designated Recorded Texas Historic Landmarks in 1978.



Patterson House, with Texas Historical Commission RTHL Medallion

The Texas Historical Commission (THC) administers the Recorded Texas Historic Landmarks program. Like National Register listing, a property must be at least 50 years old to be considered for designation and owner approval must be obtained prior to designation. Listing on the National Register generally helps a property obtain RTHL designation, but National Register listing does not automatically mean that a property will also be considered eligible for the RTHL designation. RTHL designation can make the property eligible for state preservation grants and local tax exemptions (with the approval of the local governing body).

RTHL designation provides limited protection against inappropriate alterations. An owner must notify the Texas Historical Commission 60 days prior to the start of any work on the property that involves actions beyond regular maintenance. The THC may impose an additional 30-day waiting period, but at the end of this period, the property owner may proceed with the action. If the owner starts work before the expiration of the waiting period, he or she may be subject to a civil penalty. The intent of these waiting period provisions is to give the THC time to work with the owner to enhance the property's chances for appropriate preservation techniques.

### Texas Historical Subject Marker Program

The Texas Historical Commission also administers a historical subject marker program which provides additional identification to properties of historic importance. Tyler has 23 historical subject markers that are associated with buildings, sites, and themes, including Oakwood Cemetery, the Smith County Rose Industry and the Tyler Rose Garden, Murphey the Jeweler, the Confederate Arms Factory on Mockingbird Lane, Thomas Bonner at Bonner Elementary School, and Smith County as a Nineteenth-Century Legal Center in downtown Tyler.

This program has been in operation for over 40 years and has placed over 13,000 markers throughout the state. The markers are designed to be educational, with text that reveals the importance of the subjects to the local community. Although many of these markers identify buildings of architectural importance, they do not have to attach to a particular building; markers may identify an important person or entity that has a historical association with a particular location. Properties or events that qualify for historical subject markers must be at least 50 years old (although exceptions are granted), and a person honored by a marker must be deceased at least ten years. Any individual may apply for a historical subject marker, but the application has to be supported by the county historical commission and a detailed historical study must be prepared in support of the application.



Texas Historical Commission subject marker at Oakwood Cemetery

### Properties Listed on the State Register of Historic Places

Texas state law declares that any property listed on the National Register, designated as a Recorded Texas Historic Landmark or State Archaeological Landmark, or participating in the historic marker program automatically is placed on the State Register of Historic Places. This listing does not place additional restrictions on a property, nor does it provide any additional benefits.

STATE-DESIGNATED HISTORIC PROPERTIES IN TYLER			
NAME OF PROPERTY	LOCATION	YEAR BUILT	YEAR DESIGNATED
RECORDED TEXAS HISTORIC LANDMARKS (RTHL)			
Patterson House	1311 West Oakwood Street	c. 1854	1975
Goodman-LeGrand House	624 North Broadway Avenue	1859	1964
Bonner-Whitaker-McClendon House	806 West Houston Street	1878	1988
Smith County Jail (1881)	309 East Erwin Street	1881	1993

## Chapter 6 :: HISTORIC PRESERVATION

STATE-DESIGNATED HISTORIC PROPERTIES IN TYLER			
NAME OF PROPERTY	LOCATION	YEAR BUILT	YEAR DESIGNATED
Marvin United Methodist Church	300 West Erwin Street	1890	1968
Douglas House	318 South Fannin Avenue	1902	1998
Ramey-Grainger House	605 South Broadway Avenue	1903	1997
Connally-Musselman House	700 South Broadway Avenue	1904	1983
First Baptist Church of Tyler	301 West Ferguson Street	1911	1987
Tyler Woman's Building	911 South Broadway Avenue	1932	1990
HISTORICAL SUBJECT MARKER PROGRAM			
James Calhoun Hill	Meador Cemetery	1807-1879	1978
Colonel Richard B. Hubbard	Hubbard Middle School, 1300 Hubbard Drive	1832-1901	1963
Thomas Bonner	Bonner Elementary School, 235 South Saunders Street	1836-1891	1963
Major Douglas	Douglas Elementary, 1508 North Haynie Street	1836-1901	1963
City of Tyler	Smith County Courthouse, Broadway Avenue and East Erwin Street	1846-present	1968
Oakwood Cemetery	Oakwood Street and North Palace Avenue	1846-present	1978
Smith County as a 19 <sup>th</sup> Century Legal Center	Smith County Courthouse, Broadway Avenue and East Erwin Street	1846-present	1992
Colonel Bryan Marsh	Marsh Elementary School, 700 block of North Bois d'Arc Avenue	1850-1900	1963
First Christian Church of Tyler	4202 South Broadway Avenue	1859-present	1984
Confederate Arms Factory	Mockingbird Lane and Robertson Street	1861-1865	1936
Smith County C.S.A.	Smith County Courthouse, Broadway Avenue and East Erwin Street	1861-1865	1963
Tyler Confederate Ordnance Plant	Bergfeld Park, South College Avenue and West 4 <sup>th</sup> Street	1861-1865	1969
Christ Episcopal Church	118 North Bois d'Arc Avenue	1866-present	1981
Murphey the Jeweler	219 North Spring Street	1868-present	1985
Smith County Rose Industry and Tyler Rose Garden	Rose Garden Center, West Front Street	1870-present	1975
Tyler Tap Railroad	500 block of North Broadway Avenue at the railroad	1871-1879	1975
Cedar Street United Methodist Church	1420 North Church Street	1887-present	1989
First Smith County Agricultural Extension Agent	Broadway Avenue at East Erwin Street	1906	1971
Gary Elementary	730 South Chilton Street	1907-present	1994
Tyler Junior College	1400 East 5 <sup>th</sup> Street	1926-present	2001

STATE-DESIGNATED HISTORIC PROPERTIES IN TYLER			
NAME OF PROPERTY	LOCATION	YEAR BUILT	YEAR DESIGNATED
Judge Donley	Oakwood Cemetery	—	1936
Henry Miller Morgan	212 East Erwin Street	—	2004
Yarbrough Building	106 East Ferguson Street	Not available	1980

Source: Texas Historical Commission

### CITY HISTORIC DESIGNATIONS

Tyler’s historic preservation ordinance, passed in 1982, authorizes the designation of local historic landmarks, which can include “historic sites, districts, structures, or areas.” Tyler has 65 individual properties identified as local historic landmarks. These include a variety of properties, such as churches, public buildings, parks, and commercial properties, but the majority of the properties in the landmark program are private residences. No local historic districts have been designated in Tyler.



White House, Lindsey Lane



Marvin United Methodist Church, West Erwin Street



Glass Library at Texas College, North Grand Avenue

## Chapter 6 :: HISTORIC PRESERVATION



Mc Kinney House, South College Avenue



Woldert House, Woldert Street

TYLER HISTORIC LANDMARKS		
PROPERTY	LOCATION	YEAR BUILT
Oakwood Cemetery	400 North Palace Avenue	1846
Patterson House	1311 West Oakwood Street	c. 1854
Goodman-LeGrand House	624 North Broadway Avenue	1859
Ramsour House	504 East Charnwood Street	c. 1862
Morrell-Pinkerton House	415 East Charnwood Street	1863
Bonner-Whitaker-McClendon House	806 West Houston Street	1878
Smith County Jail	309 East Erwin Street	1881
McCord-Blackwell House	1320 North Bois d'Arc Avenue	c. 1884
Woldert-Spence-Heaton Manor	611 West Woldert Street	c. 1884
Hanson-Cooper House	412 East Charnwood Street	1885
B.W. Rowland-Liebreich Building	100-104 West Erwin Street	1888
Bonner House	625 South Vine Avenue	1888
Mathis-Albertson House	823 South Palace Avenue	1888
Marvin United Methodist Church	300 West Erwin Street	1890
Smith-Butler House	419 West Houston Street	1890
Bethlehem First Baptist Church	1121 West Lollar Street	1891
Saint James Christian Methodist Episcopal Church	408 North Border Avenue	1891
Roy G. Robertson Farmhouse	204 Lindsey Lane	1894
Lindsey House	416 East Charnwood Street	1895
Fitzgerald House	815 South Broadway Avenue	1898
Virginia and R.K. Bonner House	826 South Robertson Street	1902
Ramey-Grainger House	605 South Broadway Avenue	1903

TYLER HISTORIC LANDMARKS		
PROPERTY	LOCATION	YEAR BUILT
Carnegie Library	125 South College Avenue	1904
Connally-Musselman House	700 South Broadway Avenue	1904
Woldert House	604 Woldert Street	1906
Arratt-Odd Fellows Building	220 ½ West Erwin Street	1907
Boren House	806 South Broadway Avenue	1908
Gary Elementary School	730 South Chilton Avenue	1908
First Baptist Church	301 West Ferguson Street	1911
Florence House	700 North Moore Avenue	1911
Littlejohn House	313 East Charnwood Street	c. 1911
Bergfeld Park and Amphitheatre	1510 South College Avenue	1913
Moore Grocery Company Building	408 North Broadway Avenue	1913
Bonner Elementary School	235 South Saunders Avenue	1917
Texas College, J.C. Martin Hall (Administration Building)	2404 North Grand Avenue	1924
Lindsey-Owens House	902 South College Avenue	1926
Fair House	1505 South Robertson Avenue	1927
Campbell-Richardson House	922 South College Avenue	1928
Childers House	625 West Dobbs Street	1929
James S. Hogg Middle School	920 South Broadway Avenue	1929
White House	116 Lindsey Lane	1929
Barton-Vanderpool House	440 South Vine Avenue	1930
Birdsong House	518 West Mockingbird Lane	1931
Thomas Jefferson, Sr. and Annie Mae Givens House	2209 North Grand Street	1931
Judge the Florist	1215 South Broadway Avenue	1931
McKinney House	1503 South College Avenue	1931
Saleh-Witt House	1208 South College Avenue	1931
Tyler Woman's Building	911 South Broadway Avenue	1932
Willett-Bryant House	621 South Fannin Street	1932
Witherup House	212 West Dobbs Street	1932
U.S. Post Office and Courthouse	211 West Ferguson Street	1933
Cathedral of the Immaculate Conception	423 South Broadway Avenue	1934
Ulmer House	1608 South Chilton Avenue	1934
Pollard House	801 Troup Highway	1935
Tyler Little Theatre	1014 West Houston Street	1939

## Chapter 6 :: HISTORIC PRESERVATION

TYLER HISTORIC LANDMARKS		
PROPERTY	LOCATION	YEAR BUILT
James House	322 West Fifth Street	1940
Texas College, Gus F. Taylor Gymnasium	2404 North Grand Avenue	1940
City Park Spring Pond	200 West Queen Street	1941
Texas College, President's House	2404 North Grand Avenue	1944
S.H. Kress Building	116 West Erwin Street	1947-1948
M.P. Timms House	704 West Oakwood Street	1949-1950
Texas College, D.R. Glass Library	2404 North Grand Avenue	1950
Tyler Negro Public Library	1400 West Lollar Street	1950
Tyler Rose Garden	420 Rose Park Drive	1952
Moses P. Timms Educational Building, True Vine Baptist Church	711 West Oakwood Street	1955

Source: City of Tyler Department of Planning and Zoning

State law authorizes the creation of local landmarks and historic districts, and properties considered to be of local historic importance may be recommended by the historic preservation board/commission and designated by the local governing body. Designation as a local landmark or district can provide significant protection for a property against demolition or historically-inappropriate alterations. Usually, the historic preservation board/commission performs design review of exterior alterations, such as additions and replacement of historic materials, and issues permits called Certificates of Appropriateness (COAs) that allow work to proceed. Without a COA, an owner will not be allowed to make changes to the exterior of his or her locally-designated property. The municipal historic preservation board/commission typically has no jurisdiction over the interiors of local historic properties.

The standards for Tyler Historic Landmark designation cover a broad range of historic properties, many of which may also be included on the State and National Registers. Most of Tyler's National Register individual properties and Recorded Texas Historical Landmarks have also been designated as local landmarks. However, local designation may apply to properties that are of purely local significance or that may not meet the higher standards set by state- and federal-level programs. The standards included in Tyler's historic preservation ordinance allow flexibility to include many local properties which, although over 50 years old, may have experienced too many alterations or may not have enough historical



St. James CME Church, a Tyler Historic Landmark on North Border Avenue

connections to meet more stringent historic preservation standards. Participation in Tyler's local landmark program is purely voluntary; no designation may occur without the property owner's consent.

**EVALUATION CRITERIA FOR TYLER HISTORIC LANDMARKS  
(HISTORICAL PRESERVATION ORDINANCE, § 10-22[D])**

- Character, interest, or value as part of the development, heritage, or cultural characteristics of the City, State, or United States
- Distinguishing characteristics of an architectural type or specimen
- Elements of architectural design, detail, materials, or craftsmanship, which represent a significant architectural innovation
- Relationship to other distinctive buildings, sites, districts, or areas which are eligible for preservation according to a plan based on architectural, historic, or cultural motif
- Portrayal of the environment of a group of people in an area of history characterized by a distinctive architectural style
- Exemplification of the cultural, economic, social, ethnic, or historical heritage of the City, State, or United States
- Location as the site of a significant historic event
- Identification with a person(s) who significantly contributed to the culture and development of the City, State, or United States
- Value as an aspect of community sentiment or public pride
- Identification as the work of a designer, architect, or builder whose work influenced City growth or development
- Unique location of singular physical characteristics representing an established and familiar visual feature of a neighborhood, community, or the City
- Archaeological value in that it has produced or can be expected to produce data affecting theories of historic or prehistoric interest
- Demonstrated ability of the property owner to maintain the structure, site, or area in a sanitary, aesthetic, or lawful manner

All proposed significant exterior alterations to a local landmark must be reviewed by the Historical Preservation Board and the City Council. The city's historic preservation ordinance mandates review of actions that would "construct, reconstruct, alter, change, restore, remove, or demolish any exterior architectural feature." This includes relocation of buildings/structures on the property. A Certificate of Appropriateness (COA) is required for any alterations to go forward. In the COA application, the applicant is required to provide details about the proposed alterations, such as elevation drawings and a description of the proposed work. The HPB reviews this information and measures it against the Secretary of the Interior's Standards for Rehabilitation, ten broad standards written by the National Park Service that provide guidance for changes to historic buildings. If the HPB determines that the proposed changes will not harm the historic property, it makes a written recommendation to the City Council that the proposed work be approved under a COA. Only four Certificates of Appropriateness have been reviewed by the HPB in the last four years; three of these projects have been completed.

**SECRETARY OF THE INTERIOR'S STANDARDS FOR REHABILITATION OF HISTORIC PROPERTIES**

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
8. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Source: National Park Service

Sites, structures, or areas of historic significance can only be placed on the Tyler Historic Landmark Register with the permission of the property owner. Under the language of Tyler's ordinance, a local historic district essentially would be a group of local landmarks. This means that creation of a local historic district would require the consent of 100% of the property owners in the proposed district. Owners of properties in a local historic district would have to obtain Certificates of Appropriateness for any significant exterior alterations to their properties. No additional restrictions would attach to a local historic district beyond those placed on individual local landmarks.

If a property owner no longer wishes to have his or her historic property fall under the local landmark regulation, he or she may request that the City Council remove the historic designation. Because of the voluntary nature of the designation, properties viewed by many members of the community as historically important may not achieve landmark status if their owners do not wish to participate in the program.



Tyler Rose Garden, Rose Park Drive



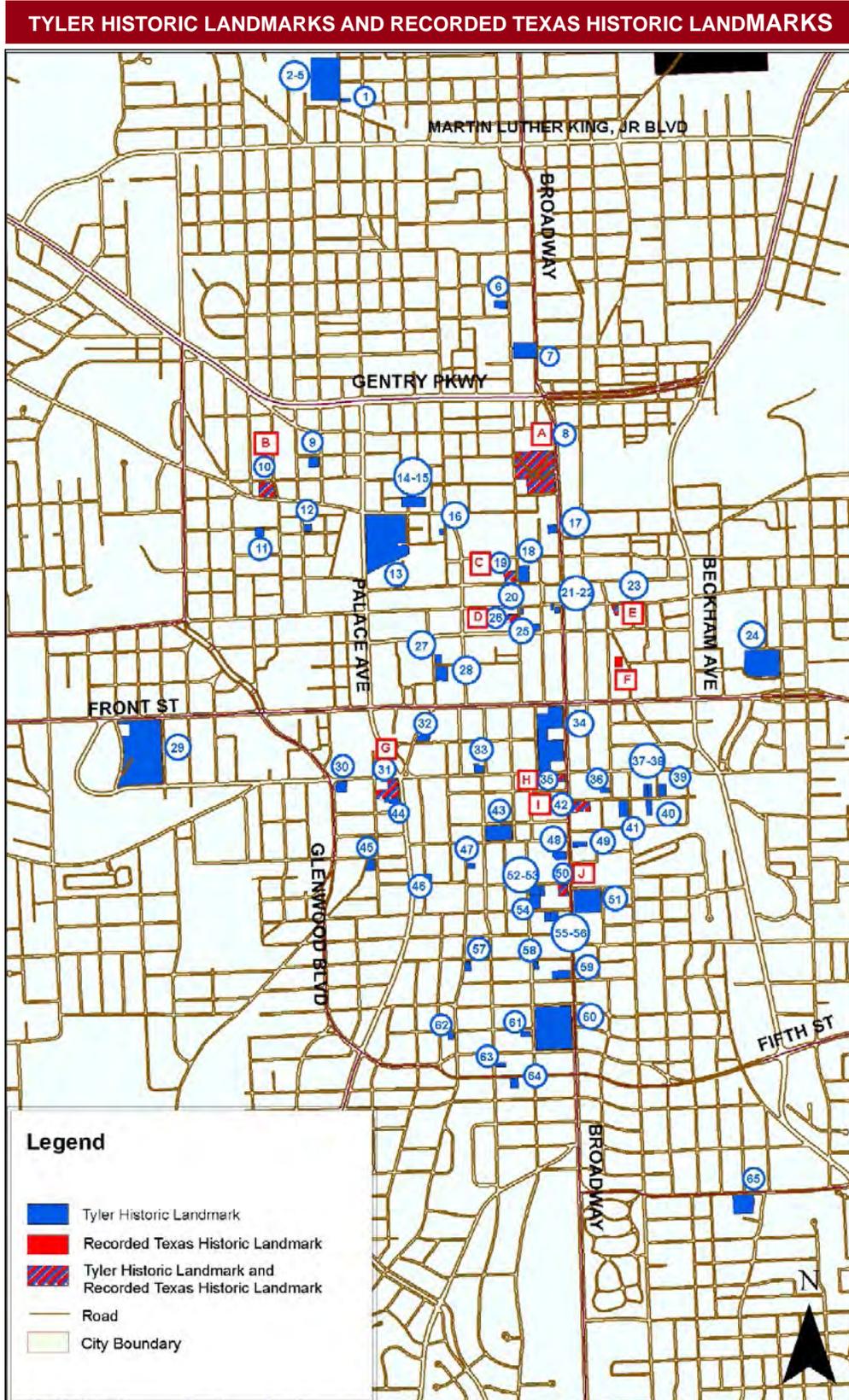
Florence House, North Moore Avenue



U.S. Post Office and Courthouse, West Ferguson Street



Hogg Middle School, South Broadway Avenue



**MAP KEY: TYLER HISTORIC LANDMARKS AND RECORDED TEXAS HISTORIC LANDMARKS**

**Tyler Historic Landmarks**

1. Thomas Jefferson, Sr. and Annie May Givens House (1931)
2. Texas College, J.C. Martin Hall (Administration Building) (1924)
3. Texas College, President's House (1944)
4. Texas College, Gus F. Taylor Gymnasium (1940)
5. Texas College, D.R. Glass Library (1950)
6. McCord-Blackwell House (c. 1884)
7. City Park Spring Pond (1941)
8. Goodman-LeGrand House (1859)
9. Florence House (1911)
10. Patterson House (c. 1854)
11. Tyler Negro Public Library (1950)
12. Bethlehem First Baptist Church (1891)
13. Oakwood Cemetery (1846)
14. M.P. Timms House (1949-1950)
15. True Vine Baptist Church, Moses P. Timms Educational Building (1955)
16. St. James C.M.E. Church (1891)
17. Swann-Moore-Dennard Building (1913)
18. U.S. Post Office and Courthouse (1933)
19. First Baptist Church (1911)
20. Arratt-Odd Fellows Building (1907)
21. S.H. Kress Building (1947-1948)
22. B.W. Rowland-Liebreich Building (1888)
23. 1881 Smith County Jail (1881)
24. Bonner Elementary School (1917)
25. Carnegie Library (1904)
26. Marvin United Methodist Church (1890)
27. Woldert-Spence Manor (c. 1884)
28. Woldert House (1906)
29. Tyler Municipal Rose Garden (1952)
30. Tyler Little Theatre (1939)
31. Bonner-Whitaker-McClendon House (1878)
32. Barton-Vanderpool House (1930)
33. Smith-Butler House (1890)
34. Cathedral of the Immaculate Conception (1934)
35. Ramey-Grainger House (1903)
36. Willett-Bryant House (1932)
37. Lindsey House (1895)
38. Hanson-Cooper House (1885)
39. Ramsour House (c. 1862)

40. Morrell-Pinkerton House (1863)
41. Littlejohn House (c. 1911)
42. Connally-Musselman House (1904)
43. Gary Elementary School (1908)
44. Bonner House (1888)
45. Mathis-Albertson House (1888)
46. Childers House (1929)
47. Virginia and R.K. Bonner House (1902)
48. Fitzgerald House (1898)
49. Boren House (1908)
50. Tyler Woman's Building (1932)
51. Hogg Middle School (1929)
52. Lindsey-Owens House (1926)
53. Witherup House (1932)
54. Campbell-Richardson House (1928)
55. Robertson House (1894)
56. White House (1929)
57. Birdsong House (1931)
58. Saleh-Witt House (1931)
59. Judge the Florist (1931)
60. Bergfeld Park and Amphitheatre (1913)
61. McKinney House (1931)
62. Fair House (1927)
63. Ulmer House (1934)
64. James House (1940)
65. Pollard House (1935)

**Recorded Texas Historic Landmarks**

- A. Goodman-LeGrand House (1859)
- B. Patterson House (c. 1854)
- C. First Baptist Church of Tyler (1911)
- D. Marvin United Methodist Church (1890)
- E. Smith County Jail (1881)
- F. Douglas House (1902)
- G. Bonner-Whitaker-McClendon House (1878)
- H. Ramey-Grainger House (1903)
- I. Connally-Musselman House (1904)
- J. Tyler Woman's Building (1932)

## Chapter 6 :: HISTORIC PRESERVATION

PROPERTIES WITH MULTIPLE HISTORIC DESIGNATIONS				
NAME	National Register of Historic Places Individual Property	National Register of Historic Places District Property	Recorded Texas Historic Landmark or Historic Texas Cemetery	Tyler Historic Landmark
Oakwood Cemetery (1846)			•	•
Patterson House (c. 1854)			•	•
Goodman-LeGrand House (1859)	•		•	•
Ramsour House (c. 1862)		•		•
Morrell-Pinkerton House (1863)		•		•
Bonner-Whitaker-McClendon House (1878)	•		•	•
Smith County Jail (1881)	•		•	•
Hanson-Cooper House (1895)		•		•
Marvin United Methodist Church (1890)	•		•	•
Smith-Butler House (1890)		•		•
St. James Christian Methodist Episcopal Church (1891)	•			•
Robertson House (1894)		•		•
Lindsey House (1895)		•		•
Fitzgerald House (1898)		•		•
Virginia and R.K. Bonner House (1902)		•		•
Douglas House (1902)	•		•	
Ramey-Grainger House (1903)	•		•	•
Carnegie Library (1904)	•			•
Connally-Musselman House (1904)		•	•	•
Boren House (1908)		•		•
Gary Elementary School (1908)		•		•
First Baptist Church (1911)			•	•
Littlejohn House (c. 1911)		•		•
Bergfeld Park and Amphitheatre (1913)		•		•
Moore Grocery Company (1913)	•			•
Martin Hall at Texas College (1924)	•			•
Lindsey-Owens House (1926)		•		•
Campbell-Richardson House (1928)		•		•
Childers House (1929)		•		•
Hogg Middle School (1929)		•		•
White House (1929)		•		•
Barton-Vanderpool House (1930)		•		•
Birdsong House (1931)		•		•
Judge the Florist (1931)		•		•
McKinney House (1931)		•		•
Saleh-Witt House (1931)		•		•
Tyler Woman's Building (1932)		•	•	•
Willet-Bryant House (1932)		•		•
Witherup House (1932)		•		•
U.S. Post Office and Courthouse (1933)	•			•
Ulmer House (1934)		•		•
James House (1940)		•		•

## HISTORIC PRESERVATION ORGANIZATIONS IN TYLER

### Historical Preservation Board

Tyler has two major organizations devoted to historic preservation: the City's Historical Preservation Board and Historic Tyler, Inc., a non-profit organization. The nine-member Historical Preservation Board (HPB), created in 1976, is the municipal entity authorized to conduct studies and recommend properties to the City Council for designation as local historic landmarks, review external changes to designated local landmarks for historical appropriateness, help coordinate preservation projects, and locate sources of funding for these projects. The HPB is also responsible for public education, preservation advocacy, and providing technical assistance to owners of local historic landmarks in Tyler. The municipal ordinance creating the board requires that the members have expertise or demonstrated interest in historic preservation issues. Appointed by the City Council, members of the HPB must include an architect, planner, or design professional; a historian or archaeologist; a real estate professional; an attorney; at least one owner of a designated historic property; and the executive director of Historic Tyler, Inc. The HPB is staffed by two City employees: a planner and the Director of the Department of Planning and Zoning.



The HPB provides special plaques for Tyler's local landmarks.

Although the HPB is charged with numerous preservation duties, it serves only as an advisory board to the City Council. The City Council designates local historic landmarks and issues Certificates of Appropriateness (COAs). The HPB may undertake studies to determine a property's historic significance and it reviews proposed alterations to local landmarks for historic appropriateness. The HPB then makes recommendations for City Council action.

The HPB develops an annual list of goals and objectives to guide its activities. The current list includes updating local landmark records, preparing National Register nominations, working further on the citywide survey of historic properties, and providing more public outreach and education. The HPB also provides plaques for newly-designated local landmarks.

Historic preservation activity is funded annually by the City of Tyler. In FY 2005-2006, the City allocated \$9,250 for the HPB's preservation activities. The majority of this money (over \$7,000) was spent on survey work by a professional consultant for a public information booklet about Tyler's local landmarks. Approximately \$1,300 was spent on printing costs, and other funds were spent on educational workshops for HPB members and local landmark plaques. Funds allocated for HPB activities do not go toward paying the salary of the planner who advises the HPB. The FY 2006-2007 budget again allocates \$9,250 to the HPB for preservation activities.

## Chapter 6 :: HISTORIC PRESERVATION

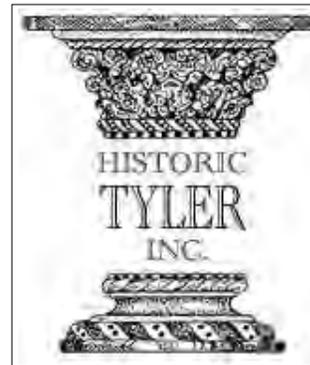
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The HPB may also receive funds from other sources on a competitive basis. The HPB is eligible for small grants from the Texas Historical Commission (THC), the state agency in charge of historic resources, because the City of Tyler is a member of the Certified Local Government (CLG) Program. To become a Certified Local Government, a municipality must demonstrate that it enforces state or local legislation designed to protect historic properties, has a qualified historic preservation board, has a system for surveying properties of historic significance, and encourages public participation in historic preservation activities. Since Tyler meets these criteria, the HPB may apply to the THC for small grants that cover activities such as training workshops for HPB members, promotional materials, historical survey work, preservation planning, and work on nominations for the National Register of Historic Places. Grants usually range from \$250 to \$10,000 and are awarded annually in a competitive process. Additional grants for preservation activities may be available from the National Trust for Historic Preservation.

The HPB also receives training and technical assistance from the Texas Historical Commission. The THC provides regional workshops, an annual statewide conference, and other activities that are designed to enhance the professional knowledge of preservation staff and commission members.

### Historic Tyler, Inc.

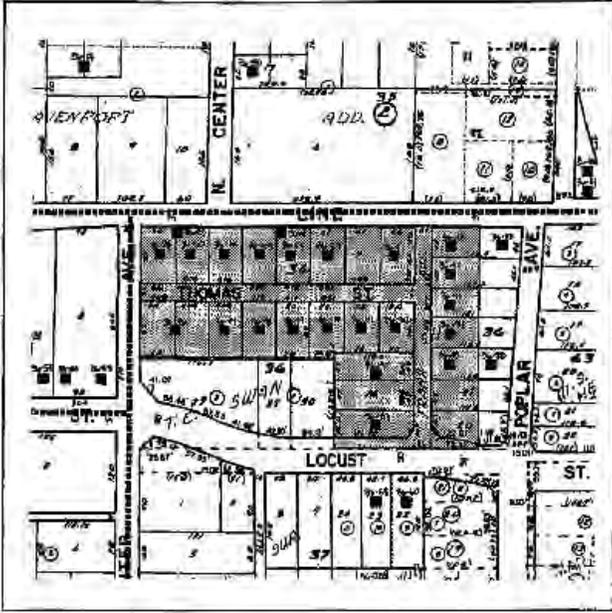
Founded in 1977 and granted non-profit 501(c)(3) status in 1978, Historic Tyler has worked for almost 30 years to preserve Tyler's landmarks and to educate the public about the benefits of historic preservation. Historic Tyler is led by a full-time executive director and a 22-member board. The organization counts over 400 members, each of whom supports Historic Tyler through annual dues. Historic Tyler has played an advocacy role in preserving several of Tyler's historic properties, including the Carnegie Library, the former Smith County Jail, the Bonner-Whitaker-McClendon House, and the Coates-Gaffney Clinic. Recently, Historic Tyler became a member of the National Trust for Historic Preservation's Statewide and Local Partners Program, which provides technical assistance, support, education activities, and leads for funding to state and local non-profit preservation groups.



Historic Tyler's leadership role in identifying historic properties has been critical to historic preservation in Tyler. Historic Tyler has been involved in National Register nominations for all of Tyler's historic districts and many of its individually-listed properties. In 1994, it sponsored a multi-phase inventory of Tyler's buildings, structures, and objects that are at least fifty years old. Beginning with the downtown area, the survey recorded property types, styles, and construction dates and assigned a priority status to each property. The survey, conducted by consultant Diane Williams from Austin, TX, concluded in 1999 after evaluating over 7,000 properties. The survey served as preparation for the nomination of the Charnwood Residential District to the National Register of Historic Places (and subsequent National Register district nominations). However, it has not been updated since 1995-1999 to include properties that have recently aged into the "50 years or older" category.

Historic Tyler's most well-known public activity is its annual tour of historic homes and

gardens, held each spring during the Azalea Trail season. In addition, Historic Tyler also gives an annual Preservation Award to an individual or entity that has done outstanding work in rehabilitating a historic property or saving one of Tyler's historic properties from destruction.



**Area Six**

*Period of Significance:* 1930s  
*Area of Potential Significance:* Architecture; Social History  
*Comments:* This T-shaped area embraces a collection of residences fronting onto Frank Avenue and Thomas Street. Most of the buildings are one-story 1930s bungalows with yellow-brick veneers. The houses are similar in treatment but are not identical with variations including porch, gable and window treatments. At the west end of Thomas Street and the north end of Frank Avenue are two-story brick buildings that serve as visual anchors and appear to be multi-family housing. Largely intact, the area warrants additional research to identify previous residents, buildings and reasons for the development. This area appears to be a one-of-a-kind development, but more research is needed to support NREHP historic district designation.

HISTORIC RESOURCES SURVEY OF TYLER, TEXAS - PHASE I  
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Page from Historic Resources Survey of Tyler-Phase I

### Smith County Historical Society

Founded in 1959, the Smith County Historical Society's mission has been to discover, collect, preserve and interpret the historical heritage and prehistory of Smith County. The Society maintains a museum of archival collections, publishes a periodical, and other materials related to Smith County history.



## Chapter 6 :: HISTORIC PRESERVATION

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Collections are housed in the 1904 Carnegie library building located downtown on College Avenue which is owned by the City of Tyler. The Society is supported by a membership of more than 250 individuals, families, and businesses.

The Society works closely with the Smith County Historical Commission; reviewing historical marker applications and coordinating marker ceremonies in the County. The Society has a long and impressive history of writing, reviewing, approving and even funding historical markers.

## **B. Additional Historic Preservation Tools and Strategies**

The Tyler historic preservation community has much to be proud of and its efforts have made an incalculable contribution to Tyler's character and quality of life. However, there are preservation tools that are little used or not yet used in Tyler that may prove valuable for achieving the City's historic preservation goals.

### **DEMOLITION DELAY OF HISTORIC PROPERTIES**

Many states authorize local governments to delay the demolition of historic properties. This means that when an owner of a historically-significant property applies for a demolition permit, a delay period may be imposed while an effort is made to find a use for the property that will not require demolition of the historic elements. In some states, anything over 50 years old is deemed historically significant, but others limit significance to properties listed on the National or State Registers or designated as local landmarks or historic districts. The demolition delay period usually ranges from 60 days to one year. Demolition delay does not keep a property from being demolished if no adaptive use can be found for the structure. The impact of the law on property owners is to alert them to the historic significance of the property, encourage them to find a use or a buyer willing to use the property, and make them wait a few months for a demolition permit.

Tyler has a limited form of demolition delay that does not apply to all historic properties and is not a part of the historic preservation ordinance. A type of demolition delay is written into the community development ordinance and pertains to properties at least 50 years old identified as being of historic significance by the Historical Preservation Board and City Council and identified as "substandard" or "unsafe." This provision may not be applied to owner-occupied single-family homes. This means that demolition delay applies only to residential rental properties and commercial/industrial/institutional properties in poor condition. If a property meets the ordinance conditions, the HPB will determine whether a public hearing should be held by the City Council to determine the historic significance of the property. If the City Council finds that the property is historically significant, the HPB will decide whether the historic property could be rehabilitated and potentially designated as a Tyler Historic Landmark, a Recorded Texas Historic Landmark, or as a National Register property. If this is possible, the City Council may impose a delay on the pending demolition for at least 90 days after the HPB recommendation. During this 90-day period, the City must attempt to find a "feasible alternative use" for the property or locate another purchaser who will rehabilitate the property and maintain it in good condition. If this cannot be accomplished within the 90-day period, the historic property may be demolished. Demolition delay has never been used for historic properties in Tyler.

### **NEIGHBORHOOD CONSERVATION DISTRICTS**

Neighborhood Conservation Districts (NCDs) are another approach to protecting historic properties. They provide a mechanism for differing levels of review—from purely advisory

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to fully regulatory—for demolition and exterior changes to buildings within a defined area that has a recognized character. The area does not have to meet the criteria for historic districts; instead, it may include properties that are less than 50 years old. Typically, Neighborhood Conservation Districts result from a study of the area that highlights an identifiable neighborhood character. The study recommends which kinds of changes should be subject to advisory review or mandatory review (if any). The review standards within each district are tailored to the special character of that district and may be as rigorous or as loose as the neighborhood desires. For example, a neighborhood may seek to regulate detailed architectural features—much like a historic district—or it may simply seek to define acceptable height, mass, and setbacks. The focus is less on an individual property’s stylistic details and more on basic characteristics that define the entire neighborhood. Design standards in NCDs usually are less restrictive than local historic district regulations. Neighborhood Conservation Districts can be administered by a local historic preservation board/commission, planning board, municipal staff members, or a special neighborhood conservation district commission.

	<b>NEIGHBORHOOD CONSERVATION DISTRICT</b>	<b>LOCAL HISTORIC DISTRICT</b>
<b>Authorization</b>	Municipal ordinance	Municipal ordinance
<b>Purpose</b>	To protect the character of districts that contain properties with similar features; properties do not have to be historically significant	To protect the character of districts with historically-significant properties
<b>Who initiates</b>	Residents of the proposed district or a municipal board, such as a Historic Preservation Board or a Planning Commission	Residents of the proposed district or a municipal board, such as a Historic Preservation Commission
<b>Designation</b>	After a study of the area's distinctive design characteristics; approved by the municipal governing board	After a study of the area's historic significance; approved by the municipal governing board
<b>Design review Type</b>	May be advisory or mandatory	Mandatory
<b>Items Covered</b>	May include some or all: <ul style="list-style-type: none"> <li>• Dimensions of new construction and additions</li> <li>• Siting on lot</li> <li>• Building/replacement materials</li> <li>• Siding</li> <li>• Roofs (pitch, roofline, materials)</li> <li>• Exterior walls</li> <li>• Doors</li> <li>• Windows</li> <li>• Entrances and porches</li> <li>• Site plantings/landscaping</li> <li>• Driveway location</li> <li>• Garages and accessory buildings</li> <li>• Paving</li> <li>• Signage</li> <li>• Lighting</li> <li>• Fences and walls</li> </ul>	Usually includes all: <ul style="list-style-type: none"> <li>• Dimensions of new construction and additions</li> <li>• Siting on lot</li> <li>• Building/replacement materials</li> <li>• Siding</li> <li>• Roofs (pitch, roofline, materials)</li> <li>• Exterior walls</li> <li>• Doors</li> <li>• Windows</li> <li>• Entrances and porches</li> <li>• Site plantings/landscaping</li> <li>• Driveway location</li> <li>• Garages and accessory buildings</li> <li>• Paving</li> <li>• Signage</li> <li>• Lighting</li> <li>• Fences and walls</li> <li>• Usually does NOT include paint color</li> </ul>

	NEIGHBORHOOD CONSERVATION DISTRICT	LOCAL HISTORIC DISTRICT
Who approves changes	Municipal staff person, municipal board, or a neighborhood conservation district commission with appointed resident members	Appointed historic preservation commission or municipal governing board
Time required for review of changes	Rapid under administrative review; more lengthy if board/commission review required	30 days or more; applicant must bring application for Certificate of Appropriateness (COA) before the historic preservation commission for review
Demolition review	May include advisory review of demolition permit application	Advisory or binding review of demolition permit application; may have power to deny demolition

Neighborhood Conservation Districts (NCD) exist in a number of states, including Texas. Dallas has been using these districts since 1988 to protect the residential character of distinctive neighborhoods, such as King’s Highway, Lakewood, and North Cliff. In Dallas, applications for alterations to properties in NCDs are reviewed by municipal staff only; no commission or board performs formal reviews.

**DALLAS NEIGHBORHOOD CONSERVATION DISTRICTS**

- A group of individuals who own over 50% of the land in the proposed NCD may petition the City for an eligibility study.
- The proposed district area must contain at least one block of property, be “stable,” have significant architectural or cultural attributes, and have a distinctive character that merits preservation.
- After evaluation of the proposed area, a plan is prepared that outlines what distinctive features of the neighborhood should be protected. The eligibility study usually takes about a year to eighteen months to complete.
- At the end of the study, the Planning Commission holds a public hearing and makes a recommendation to the City Council.
- If the City Council approves the establishment of the NCD after an additional public hearing, an ordinance is prepared for the district that identifies appropriate uses, heights, lot sizes, floor area ratios (FARs), density, setbacks, parking requirements, environmental performance standards, sign requirements, landscaping requirements, and any other provisions deemed necessary to prevent adverse impacts on the district’s properties.

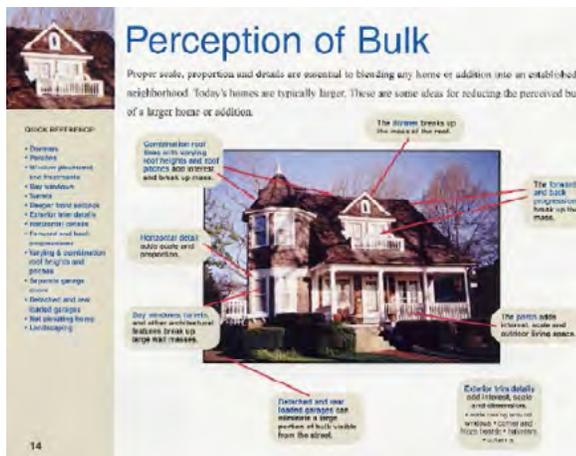
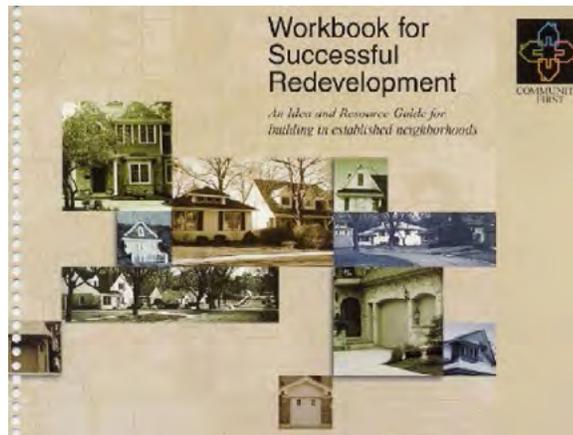
**VOLUNTARY DESIGN GUIDELINES FOR CHANGES IN OLDER NEIGHBORHOODS**

Voluntary design guidelines, appropriately disseminated, can also be effective in guiding property owners in older neighborhoods who wish to make additions or build new. An example of such voluntary efforts is a workbook created by Community First, a citizens’ group in Naperville, IL, a Chicago suburb that has been experiencing inappropriate additions and “teardowns.” The organization was founded as an educational nonprofit by builders, architects and citizens and is supported by both the City of Naperville and the Chamber of Commerce. The group prepared an award-winning booklet with simple illustrations that takes builders, property owners, designers, and citizens through the process of understanding

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the character of a particular neighborhood and street, with special attention to what constitutes more or less harmonious relationships among houses, relationships to the street, and so on. The workbook also provides advice on ways to design additions and renovations to provide the desired space without impinging on the character of the street and neighborhood.

Despite the fact that compliance is entirely voluntary, the booklet has had a significant impact. The City hands out the workbook at all pre-demolition meetings with builders and owners. Community First influenced some 250 projects in its first four years and organized workshops for builders and city staff. The City also collaborates with Community First on an annual design award, with city residents voting on the finalists. The booklet has been so successful that it is now being used by other Chicago-area communities.



Voluntary design guidelines have been successful in protecting older neighborhoods in Naperville, Illinois.

## HISTORIC ZONING OVERLAY DISTRICTS

Many communities choose to address historic preservation through zoning overlays, which operate in conjunction with general zoning districts. When the municipal governing board designates a local historic district, protections are applied to the properties through a historic zoning overlay that is specific to the new district. The general zoning district, or base zoning, establishes uses, dimensions, height, setbacks, and so on. The historic zoning overlay applies additional regulations on top of the general district regulations; these regulations often are more restrictive than the base zoning regulations and include the requirement that properties falling under the overlay are subject to mandatory design review, typically by a historic preservation board/commission, that will protect their historic exterior architectural features.

Historic zoning overlays are found in some Texas cities, but Tyler does not have this form of regulation. Tyler has chosen to designate historic properties and regulate changes to these properties through its Historical Preservation Ordinance, which is not a zoning ordinance. The Historical Preservation Ordinance requires the consent of property owners for landmark designation, but a historic overlay district, because it involves a rezoning, does not require owner consent.

## TAX INCENTIVES FOR HISTORIC PRESERVATION

### Federal Level

Federal law provides incentives for the rehabilitation of historically-significant properties through preservation easements and historic tax credits. Federal tax credits (20% of qualified rehabilitation expenditures) may be obtained for rehabilitation of income-producing properties that are listed or eligible for listing on the National Register of Historic Places. Thus, owners of historic income-producing properties in Tyler, such as commercial structures or residential rental units, may obtain tax credits for rehabilitation projects that meet the criteria defined by the Internal Revenue Service. The Texas Historical Commission evaluates all applications for federal tax credit projects, which includes determining whether the work done to the historic property meets the Secretary of the Interior's Standards for Rehabilitation.

### Historic Preservation Easements

Historic preservation easements are voluntary agreements between property owners and a historic preservation organization recognized by the IRS. The easement restricts specified changes to the property and the donor conveys certain rights over the property to the easement-holding organization, which then has the legal authority to enforce the terms of the easement. One of the restrictions placed on the property is the requirement of reasonable public access to the historic feature(s); this public benefit is seen to justify the tax break. The easement can cover changes to the interior or exterior of a building, the façade, additional building(s), and so on, and is tailored to each situation. In return for donating the easement, the donor receives a federal tax deduction in the amount of the value of the easement. Tax deductions for preservation easements may be taken only for properties that have been certified as historic by the National Park Service (*i.e.*, typically National Register-listed properties).

### State Level

Unlike many other states, Texas provides no state historic tax credits for the rehabilitation of income-producing or residential properties.

### Local Level

Since 1998, Tyler's historic preservation ordinance has authorized tax abatement as an incentive to encourage property owners to participate in the local historic landmark program. One form of abatement covers 50% of the assessed value of any landmark (structure and land), up to \$2,000,000 per year. Originally 10% in 1998, this abatement was increased to 50% of the assessed value in August 2005 to create a more meaningful incentive for preservation. It is available to the owner of any designated local historic landmark but an owner must apply for the tax exemption. The application automatically renews each year, as long as the property remains a local landmark, does not change ownership, and complies with all other ordinances.

Another form of abatement covers 100% of the amount of any increase in assessed value for the first five years following the issuance of a Certificate of Appropriateness. For a property to qualify, it must have rehabilitation expenditures that exceed \$29,999 and the rehabilitation must be completed within two years of the receipt of a COA. Improvements

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per year cannot exceed \$2,000,000. This tax relief is designed to work as an incentive for improvements to the historic structure; therefore, work must be done on the property under a COA. Designation as a local landmark does not automatically qualify a property for the second type of tax abatement. The owner must apply for the abatement, and the City Council must approve the abatement after a public hearing. If all work is not completed within a two-year period, the City may revoke the tax break and recapture all abatements given during that period. The applicant will also be disqualified from receiving any further abatement during the five-year period.

HISTORIC PRESERVATION TAX INCENTIVES			
TYPE	ADMINISTERED BY	APPLIES TO	DETAILS
Federal tax credit	National Park Service	National Register-listed or -eligible properties; must be income-producing properties (commercial, rental residential)	20% of qualified rehabilitation expenditures; expenditures must exceed \$5,000 or the building's qualified basis over a 24-month period; rehabilitation work must be certified by the National Park Service
Federal tax deduction for preservation easement	National Park Service	Properties certified historic by the National Park Service; usually National Register-listed or -eligible properties only	May deduct value of easement (difference between market value of property prior to easement conveyance and market value of property after easement conveyance) up to 30% of applicant's adjusted gross income
Local tax abatement for landmarked property	City of Tyler	Building or structure designated by the City of Tyler as a local landmark	50% of the assessed property value (land and structure); up to \$2,000,000 per year
Local tax abatement for rehabilitation of landmarked property	City of Tyler	Building or structure designated by the City of Tyler as a local landmark; property being improved under a Certificate of Appropriateness (COA)	100% of the increase in property value following issuance of a COA; rehabilitation expenditures must be between \$29,999 and \$2,000,000; rehabilitation must be completed within 2 years after issuance of COA

## C. Historic Preservation Issues

### PROTECTION OF HISTORIC PROPERTIES

As the above discussion shows, Tyler has a number of designated properties at all levels of historic significance. However, with the exception of limited protections required under the Tyler Historic Landmark program, none of the designated historic properties are protected from inappropriate changes or demolition. Because Tyler’s local landmarking program is voluntary, covers only individual properties, and landmark designation is easily revoked by an owner, it is difficult for the City to ensure that a landmarked property will retain historic character. Moreover, the narrow coverage of the City’s demolition delay excludes the majority of Tyler’s designated historic properties (owner-occupied single-family residential) and gives the City very little time to try to save a historically-significant property that is slated for destruction by the property owner. Under Tyler’s current ordinance, it is not difficult to envision situations where an owner decides to remove the historic designation if he or she wishes to make changes that would not be approved on a COA. This could result in the loss of major historic properties, but could also lead to small changes within an area that, over time, can add up to significant erosion of neighborhood character.

### PROTECTION OF ENSEMBLES

Many residents want to strengthen historic preservation efforts in order to protect the character of Tyler’s older neighborhoods. They see preservation not only as a way to protect the architectural features of Tyler’s impressive older properties, but also as a way to conserve the tree-lined streets, landscaped yards, and physical patterns of Tyler’s older neighborhoods. For them, part of the historical significance of these properties lies in their relationship to each other, and the order and harmony that is created by properties of similar



Neighborhood ensemble in the Azalea District

scale, setbacks, design, and materials being located in a particular area. The value of an ensemble does not lie in an individual property; instead, it is generated by the relationship of the properties to each other in a cohesive whole. A specific property may not be of great historical importance, but it is the role that each property plays in creating the overall character of the entire historic neighborhood that is of primary importance.

Historic districts listed on the National Register support the idea of protection of ensembles. Under National Register rules, a district may be created with the consent of more than 50% of all property owners in the proposed district. Written consent from homeowners is not required; owners are presumed to consent to district designation unless the National Park Service receives opposition in writing. The 50% threshold allows the creation of a meaningful district that can cover a neighborhood and designate it as a whole,

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even if some property owners oppose the designation. Most jurisdictions that authorize the creation of local historic districts follow this model and permit the creation of a district without the consent of all property owners. The percentage of owners required to consent typically runs from 50 to 80%.

Tyler's National Register districts reflect groups of properties that relate strongly to each other; meaning is created through the large pattern. Tyler's current historic preservation ordinance does not strongly support the idea of protecting ensembles. It focuses mainly on individual designations, although its language does permit the creation of a local historic district with the consent of all property owners located in the district. Creating local historic districts on one or two blocks within Tyler's National Register districts would fail to convey or protect the full character of the historic district. However, several of the city's National Register districts are so large and so heterogeneous over the entire district that it would be difficult to create a local historic district that would mirror one of the larger historic districts. A local historic district containing hundreds of properties would be very difficult to administer. National Register districts may be large, because there is no design review associated with them. Most local historic districts, however, are drawn to be manageable and often contain between 20 and 100 properties each.

### DESIGN REVIEW

Many communities that authorize local historic landmarks and districts adopt a form of design review that provides guidelines tailored specifically to the characteristics of these districts and the overall community. These communities recognize that their historic properties will undergo change, and these design guidelines provide them with a way of shaping this change to meet appropriate historical and community standards. The Secretary of the Interior's Standards for Rehabilitation provides ten basic preservation principles, but the language is very general and does not address specific building characteristics. Local historic districts often include more detailed design standards that provide guidelines for such things as window replacement, siding materials, location of parking areas, and location, scale, and materials of additions/new construction. A community may have a different set of guidelines for each of its historic districts, if the characters of the historic districts differ. The primary goal is historically-appropriate repair and improvements to preserve a district's historic character.



Detailed design guidelines can protect historic architectural features, such as the millwork on this porch.

An additional benefit of detailed design guidelines lies in how they can be used to inform a historic preservation commission and the public about the goals of historic designation. Most design guidelines prepared by communities include local examples, photographs, and explanations that indicate why and how a certain design principle or standard should be implemented. They provide detailed guidance for property owners and help them understand

why something is appropriate or inappropriate, while providing some flexibility to property owners in how they meet the standards.

Tyler's Certificate of Appropriateness process currently is controlled only by the Secretary of the Interior's Standards for Rehabilitation, which may not provide enough protection for Tyler's local historic landmarks. Because it does not provide guidance for what should be done with different property elements, a wide range of activities may be permitted under a Certificate of Appropriateness, and many adjunct issues (such as location, landscape, and so on) may not be addressed.

## **ZONING**

Some residents of historic districts have looked to zoning changes as a way to prevent changes that they see as detrimental to the historic integrity of the districts. Concerns include encroachment of commercial uses on the edges of National Register districts or through implementation of the Adaptive Reuse (AR) and Restricted Office and Professional Use (RPO) zoning categories; areas where the zoning does not seem to reflect the existing historic character; new construction, additions or renovations that are incompatible with historic character; signage; inappropriate fencing; and similar kinds of issues.

Many of these concerns are not confined to historic neighborhoods, can be found throughout the city, and relate to broader issues of neighborhood character and the way the zoning ordinance in Tyler is written and implemented. These issues are discussed in more detail in other chapters of the Comprehensive Plan and will be addressed as part of the rezoning process that will follow the adoption of the Plan as part of the overall Tyler 1st project. For example, the higher-density multifamily zoning categories that cover some of the historic districts closest to downtown may be inappropriate for these areas, given the existing character and potential future developer interest resulting from the revitalization of downtown. This and other zoning issues are on the agenda for the zoning component of Tyler 1st.

Traditional zoning categories focus on uses and on dimensional controls such as lot area, building setbacks, lot area, lot coverage, and height limits. Changes to these regulations often do not address the issues of most concern to preservation of historic and neighborhood character. Adjusting dimensions in reaction to incompatible new construction may only lead to equally incompatible designs in different configurations. Rezoning is not a "quick fix" to preserve neighborhood character. That is why the design-oriented approach to reviewing new construction and changes to the exterior of existing buildings is more effective. The historic preservation ordinance, the neighborhood conservation ordinance, and the zoning ordinance must work together to provide regulations and guidance to preserve the character and authenticity of Tyler's historic neighborhoods.

## **CREATING A FULL-TIME PRESERVATION OFFICER POSITION**

Tyler's historic preservation ordinance requires the Planning Director to name someone who will serve as a local preservation officer and assist the Historical Preservation Board. A planner in the Department of Planning and Zoning currently serves as preservation officer

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and can spend up to 50% of her time working on preservation-related activities, as needed.

In 2005, Historic Tyler conducted a strategic planning process with the assistance of the National Trust for Historic Preservation. One of the outcomes of this process was the goal of hiring a full-time preservation officer to assist the HPB. Historic Tyler convened a committee to study the issue, and in the summer of 2006, it presented a position paper to the City requesting that a full-time Preservation Officer be hired for FY 2006-2007. In this paper, Historic Tyler argued that the HPB needed the assistance of a full-time staff member because of the large number of duties assigned to it by Tyler's historic preservation ordinance and the HPB's own list of goals and objectives. Historic Tyler cited three specific examples in which a full-time preservation officer would be of great benefit to the HPB: 1) reviewing pending zoning cases to determine if any applications affect historic properties; 2) providing adequate communication with and technical assistance to owners of local historic landmarks; and 3) monitoring the conditions of local landmarks and ensuring that actions authorized by a Certificate of Appropriateness are completed in a timely manner.

After review of Historic Tyler's position paper, the City declined to fund a full-time preservation officer position for FY 2006-2007. Reasons for the denial include the decision that the HPB does not handle enough applications for COAs to justify a full-time position at present and the judgment that the Planning Department needs additional staff to cover other, more pressing needs. In addition, the City decided to wait on the outcome of Tyler 1st to determine whether a full-time preservation officer would be a viable long-term recommendation.

### **RAISING PUBLIC AWARENESS ABOUT THE BENEFITS OF HISTORIC PRESERVATION**

The early stages of the Tyler 1st process have shown that many Tyler residents take pride in the city's many historic properties and regret the loss of key landmarks. One example cited repeatedly is the destruction of Tyler's 1909 courthouse and green square in favor of a 1950s "modern" building with parking. The courthouse example has shown many people—in hindsight—the value of preserving the city's unique landmarks. Residents today strongly value many of the city's historic residential neighborhoods, such as Charnwood and the Azalea District. They view them as cultural and aesthetic assets that help distinguish Tyler from other East Texas cities and draw visitors to the city. Most want to see them preserved for future generations; however, many of these same individuals are unaware of what is needed to achieve this goal. Other residents value Tyler's historic properties, but do not want to see regulations interfere with economic development and/or private property rights. The HPB and Historic Tyler face the challenge of increasing public awareness of what the different levels of historic designation entail and convincing city residents that historic preservation brings both cultural and economic benefits.

### **ADDITIONAL PROPERTIES SUITABLE FOR HISTORIC DESIGNATION**

When many members of the public think of preservation in Tyler, they think only of protecting Tyler's more affluent older neighborhoods, such as Charnwood, the Azalea

District, and the Brick Streets District, which embody an “Old South” charm. However, other older neighborhoods exist in Tyler with histories that are, so far, untold to the broader community. The city’s history includes additional neighborhoods and commercial and industrial properties. North Tyler was traditionally the home of Tyler’s African-American community, and many of its properties and historical legacies deserve examination and preservation. The HPB has recently focused attention on North Tyler properties.

In addition, many rural properties in Tyler’s Extraterritorial Jurisdiction (ETJ) may also be candidates for National Register or state-level designation. Some ETJ properties have already been recognized through the Texas Historical Commission’s subject marker program or designated as Recorded Texas Historic Landmarks, including the Philips House and the Bell House, both of which were moved outside of Tyler’s city limits. Other significant properties, such as farmhouses and agricultural structures, may be threatened by rapid residential development that is occurring in the ETJ. Although the HPB has no jurisdiction in the ETJ and the City cannot designate properties in the ETJ as Tyler Historic Landmarks, the HPB can work with the Smith County Historical Society to identify important ETJ properties, encourage designation where appropriate, and advocate for their preservation.



Home on North Bois d'Arc Avenue



Kamel Building on East Ferguson Street

Historic recognition can focus on themes, such as ethnic histories or histories of important industries in Tyler (*e.g.*, the railroad, cotton, and oil industries), and older non-residential properties, such as the southern and eastern sides of the downtown square, the swimming pool at Fun Forest Park, a small commercial arcade on South Bois d’Arc Avenue, and the system of WPA drainage canals, should also be evaluated for historic recognition and preservation. In addition, as time passes, many post-1955 properties will reach 50 years old and will become eligible for historic designation.

### MAINTENANCE AND ENFORCEMENT IN HISTORIC NEIGHBORHOODS

Another concern identified through the Tyler 1st process is code enforcement and maintenance in the city’s historic neighborhoods. Many perceived problems in Tyler’s National Register districts are not design issues; rather, they are code violations, such as satellite dishes in front yards, and illegal carports, walls, and storage buildings.



Historic brick streets require special maintenance.

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Other problems include “demolition by neglect” by absentee owners of properties with potential historic value in non-designated neighborhoods, failure to complete approved COA projects in a timely manner, and protection and maintenance of Tyler’s fifteen miles of brick streets. Design guidelines cannot address these problems.

## D. Recommendations

### **GOAL:**

- 1. Maintain the integrity and character of Tyler's historic neighborhoods.**



Neighborhood conservation districts can protect against new construction and alterations that are incompatible with neighborhood character.

### **ACTIONS:**

- 1a. Create and pass an ordinance to permit establishment of neighborhood conservation districts to protect neighborhood character in existing historic districts and other older parts of the city.**

Neighborhood conservation districts (NCDs) involve residents in determining the type and level of regulations that they wish to accept. NCDs are more suitable as preservation tools for larger districts because they can be tailored to fit the more varied building types to be found on a district-wide level in, for example, the Charnwood and Azalea National Register Historic Districts. A NCD could ensure that even those properties that are not “contributing” properties to historic character will conform to standards deemed essential to preservation of the overall historic flavor of the neighborhood. Because local historic districts typically require more stringent regulation, many property owners are hesitant to support them, often believing they can preserve the historic integrity of their properties. However, a NCD can provide information to owners and the public on historically-compatible maintenance and additions to make them more aware of how best to preserve the character of their properties. NCDs can therefore help create the environment for future creation of local historic districts where suitable. Neighborhood conservation districts and local historic districts can operate concurrently and provide different levels of protection to historic properties.

Neighborhood conservation districts could provide some protection to original features of historic properties, help combat the increasing problem of incompatible infill in historic neighborhoods, and help the City deal with problematic transition areas that lie on the edges of the existing National Register historic districts. Neighborhood conservation districts can also help preserve community character in areas in which older properties may not retain enough historic integrity to qualify for National Register or local landmark/district

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designation. In addition, neighborhood conservation districts may appeal to Tyler residents and leaders due to the fact that residents of proposed neighborhood conservation districts play a key role in determining what property features will fall under design review.

In order to establish neighborhood conservation districts in Tyler, the City Council will have to adopt an ordinance that enables use of this preservation strategy. The enabling ordinance will detail how neighborhood conservation districts can be established, what may or may not be regulated within a neighborhood conservation district, and who will conduct design review. Once this is in place, those who are permitted under the ordinance to petition for the creation of a neighborhood conservation district may initiate the process for a particular group of properties.



Portions of the downtown square could become a neighborhood conservation district.

Recommended elements of a Neighborhood Conservation District enabling ordinance include the following:

- **Size and composition of district**

The first step in designating an NCD would be a request for a neighborhood study. A proposed district should be at least one blockface in size, with a minimum of three properties; contain a majority of properties that are at least 25 years old; and include properties that are related to each other through distinctive characteristics. All properties in the proposed district should be contiguous. This petition would simply be for the NCD study. If a recommendation to designate an NCD emerges from the study, these petitioners may not decide to support it.

- **Petitioners**

Authorized petitioners may include owners whose properties would be included in the proposed district, the Planning and Zoning Commission, and the Historical Preservation Board. The City Council should also have the ability to propose a NCD. In the case of resident-sponsored petitions, if fewer than 20 properties are involved, at least 20% of the property owners must sign the petition. Otherwise, at least ten owners must sign the petition.

- **Property-owner consent**

A petition for the creation of a neighborhood conservation district shall not be approved unless at least two-thirds (66%) of the property owners in the proposed district consent in writing to having their properties included in a NCD. Written consent of three-quarters (75%) of the property owners shall be required for final City Council approval and establishment of a specific NCD.

- **District study**

The enabling ordinance should also mandate a study of the proposed district that should include a building inventory, an assessment of the spatial and design relationships between the properties in the proposed district, and identification of the elements that give the neighborhood a distinctive character. These elements are what the NCD designation should protect. The district study should be overseen by the Director of the Department of Planning and Zoning.

- **Public hearings**

Once the district study is complete, at least two public hearings should be held to receive comment on the study and the proposed NCD. A hearing for proposed NCDs that include properties with historic designations should be held by the Historical Preservation Board. Other proposed NCDs should have a public hearing before the Planning and Zoning Commission. These boards would then make a recommendation on creation of the NCD to the City Council. The City Council would hold a final public hearing before taking action on the proposed NCD.

- **Review coverage**

The enabling ordinance should identify certain property features to be excluded from regulation—typically interior features and paint colors. The City Council may also wish to limit review and regulation to property features that can be seen from a public way. The benefit of this approach is to communicate the idea that the review and potential regulation is based on the public interest in preservation of neighborhood character. The disadvantage of this approach is that there may be property elements not visible from a public way that still impinge upon neighborhood character as experienced by abutting property owners. Specific features subject to advisory or mandatory requirements are to be identified for each specific NCD. Some may require only advisory review; others may provide advisory opinions for certain features and mandatory requirements for others; and some NCDs may have only mandatory requirements for identified features. However, all projects that involve exterior features must be reviewed for compliance with the NCD standards.

- **Who performs the review**

Review of proposed changes to a property in a NCD can be performed by a municipal board or a board composed of neighborhood residents. It is advisable to have municipal boards conduct the review. Having resident-only commissions invites the risk of situations in which members cannot be impartial in reviewing the plans of their neighbors. The enabling ordinance should authorize the Historical Preservation Board to



The North Bois d'Arc–North Broadway neighborhood, one of the oldest in the city, may qualify as a neighborhood conservation district.

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conduct reviews in NCDs that lie within one of the existing National Register historic districts or areas that may be eligible for National Register district or local landmark designation. Review in other NCD areas should be conducted by the Planning and Zoning Commission.

- **Review outcome**

The enabling ordinance should give the Historical Preservation Board and the Planning and Zoning Commission the authority to issue Certificates of Appropriateness (COAs) for proposed work in NCDs that falls under mandatory regulation as determined in the ordinance for the specific NCD. In that case, as with local historic landmarks, work cannot proceed without a COA. As more properties come under design review through NCDs, the number of COA applications will increase. Currently, the City Council handles a small number of COA applications through the Tyler Historic Landmark program; however, increased numbers of designated properties will create a greater workload for the City Council. The HPB and the Planning and Zoning Commission should have the power to handle most applications. This would mean that the HPB would no longer act in simply an advisory capacity. Expanding the powers of the Historical Preservation Board and the Planning and Zoning Commission can shift the growing administrative requirements of design review to two boards with members who have special expertise in design and planning matters.

- **Appeals and amendments**

The enabling ordinance for NCDs should include a mechanism for appeal to the City Council of NCD decisions made by the HPB or the Planning and Zoning Commission. In addition, the enabling ordinance should make provision for changes to an NCD, such as amendment of the review coverage (which features are subject to mandatory for advisory requirements) and amendment of geographical coverage.

When the City Council approves the creation of a NCD, it will have to adopt an ordinance that is specific to the district. This ordinance will include:

- **Identification of special neighborhood features**

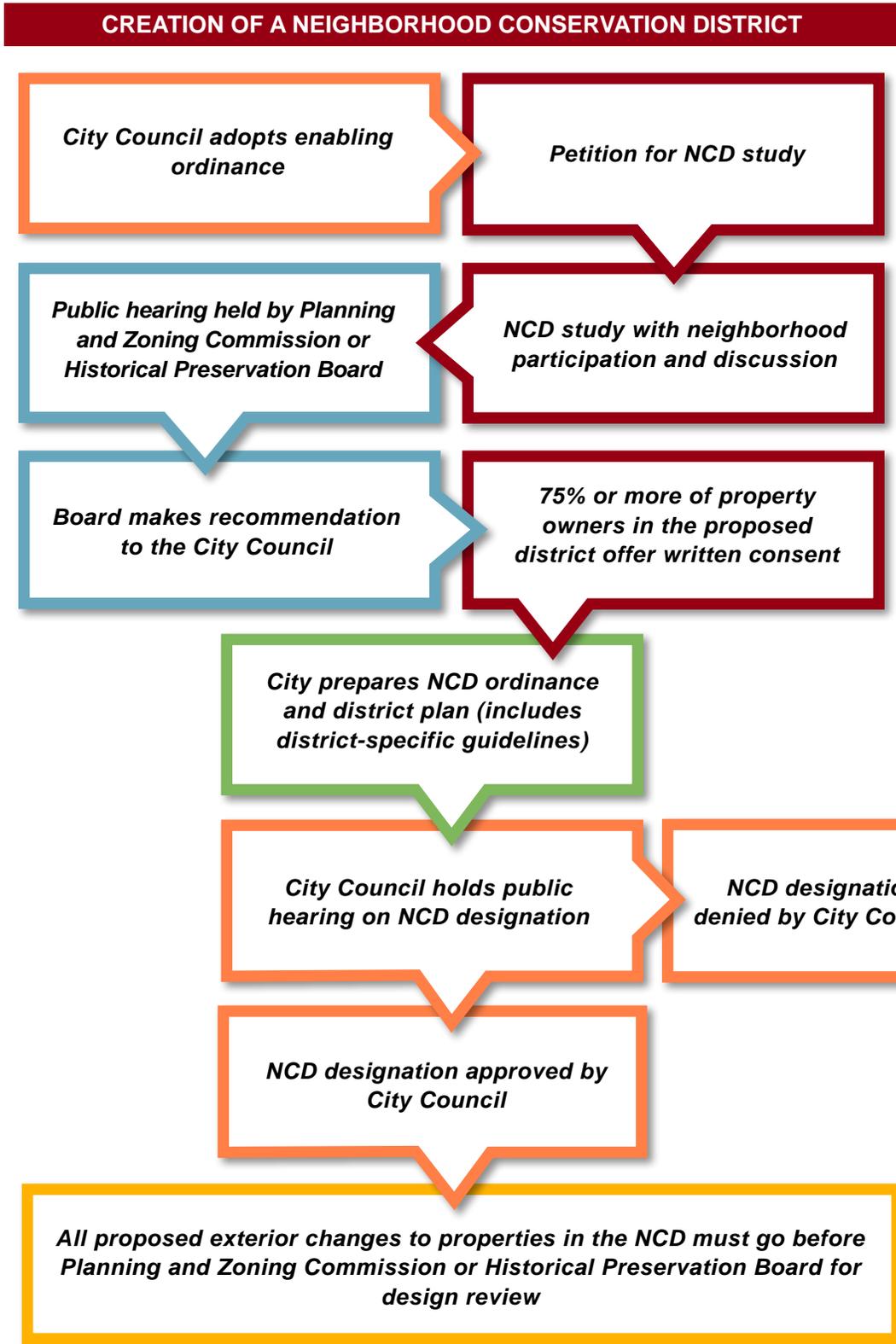
Each district's eligibility study will identify particular characteristics that give the neighborhood its character. The ordinance will emphasize protection of these features as the basis for the district.

- **Features for design review**

The district ordinance will identify the neighborhood characteristics that are important to preserve and the property features that must come under design review. In the neighborhood study process, property owners should have the opportunity to work with the City to determine what features should be included for review. Therefore, the features falling under design review should reflect what the neighborhood itself and the City believe are most important to protect. Design review features may be different for different NCDs. However, these may not include items that are not permitted by the enabling ordinance.

- **Advisory review or mandatory regulation**

As noted earlier, all proposed exterior modifications must be reviewed for their compliance with the district's NCD ordinance. If the NCD ordinance includes mandatory regulation of certain features, the result of the review may be a requirement to perform the work with specific materials, design approaches, and so on, as detailed in a COA to be issued before a building permit. As with a local landmark, no work may be performed without a COA. However, if the NCD ordinance only authorizes advisory review, a property owner will be required to submit the proposed changes to the design review board, but the outcome of the review will not be legally binding. The result of the design review may be advice on how to preserve neighborhood character when completing certain aspects of the work. Property owners can choose to follow these suggestions, but no penalties will be assessed if they do not do so. Although advisory review cannot make an owner take certain actions, it can prove valuable in promoting discussion and educating district property owners on appropriate design, materials, and techniques.



	MANDATORY REGULATION IN NCD	ADVISORY REVIEW IN NCD
Design review required?	Yes	Yes
Design review board guidance legally binding?	Yes	No
Certificate of Appropriateness issued?	Yes	No
Civil penalties assessed if design review guidance not followed?	Yes	No

**1b. Work to create the first neighborhood conservation district.**

The Historical Preservation Board and Historic Tyler should work together to identify groups of properties within the city that may qualify as neighborhood conservation districts. These may include properties within the six existing National Register historic districts, but should also include downtown and North Tyler properties. Potential districts could also be identified from properties catalogued in the historic resources survey that may not have retained enough historic integrity to qualify as local landmarks or National Register properties. In order to successfully establish the first NCD, HPB and Historic Tyler should focus their efforts on a qualified area where property owners are known to be interested in preservation or concerned about conserving neighborhood character.

Areas with possible historic significance to consider are areas within existing National Register districts, as well as portions of the downtown square, the Bois d’Arc-Broadway area north of Gentry Parkway and south of Martin Luther King, Jr. Boulevard, the Palace Avenue area north of Gentry Parkway, and the residential area south of Gentry Parkway but north of downtown. Neighborhood conservation districts could prove helpful in neighborhood revitalization efforts. In addition, residential neighborhoods from the 1950s and 1960s located in various parts of the city could also be considered for neighborhood conservation district designation.



Chilton Avenue in the Brick Streets National Register Historic District

**1c. Consider reducing the property-owner consent requirement for a local historic district.**

The present historic preservation ordinance permits the creation of local historic districts, but it requires that 100% of property owners in the potential district consent to designation. This is very unusual, and makes it difficult to create a local historic district. The City Council should consider lowering this percentage, while still ensuring that a distinct majority of property owners within the proposed district supports the application of historic district regulations.

### ***1d. Initiate a local historic district.***

Local historic districts typically have detailed mandatory requirements to ensure that modifications to the exterior of historically-significant properties retain design, materials, and workmanship appropriate to the historical period and architectural style. No local historic districts exist now in Tyler. One attempt to establish a district was made in the past, but the district failed to receive designation because the properties were not of sufficient historic significance. This was true even though the properties were located within one of the larger National Register districts. The 100% owner consent requirement may also be one of the reasons why the city has no local historic districts.

The Tyler 1st Historic Preservation Working Group discussed the possibility of regulating all contributing properties in the city's six National Register historic districts and all individually-listed National Register properties. The argument was made that since the properties have achieved federal-level designation, their historic features should be protected by local regulations. However, several members of the working group recognized the administrative difficulties that such a large district would create. In addition, most members agreed that imposing regulations on more than 1,600 properties would be impossible under the current historic preservation ordinance, as 100% of property owners must agree to local district designation. Moreover, most members felt that altering the ordinance to place regulations on all National Register individual and district properties would be politically difficult. Members generally believe that a significant majority of property owners should give consent before regulations can be imposed.

However, the City, the HPB, and staff should encourage the creation of a local historic district that is smaller than the National Register historic districts and includes properties that have clear and documented historic significance. A small historic district would serve as a pilot program for the city and be a model that would illustrate the value of historic district regulation and encourage other owners of historic properties to consider local designation for their properties.

### ***1e. Amend the historic preservation ordinance to give the Historical Preservation Board the power to issue Certificates of Appropriateness for local historic landmarks and districts.***

As discussed above, a new neighborhood conservation district ordinance should give the Historical Preservation Board the authority to conduct design review and issue COAs for properties in historically-significant neighborhoods that choose to require mandatory regulation of certain features under an NCD. This same authority should be extended to the HPB in the matter of local historic landmarks and districts. The HPB ordinance requires board members to have special expertise in design, real estate, and planning; therefore, its members should be qualified to perform design review of historic property and neighborhood features. Currently, the City Council issues all COAs for Tyler Historic Landmarks, and with the small number of COAs in the past four years, this has not been an administrative burden. However, a growing number of local historic landmarks and districts may make new demands on the City Council's time. Shifting design review authority to the HPB will alleviate this problem.

**1f. Ensure that the Historical Preservation Board membership meets the requirements of the City’s historic preservation ordinance.**

The current historic preservation ordinance requires that members of the Historical Preservation Board must include an architect, planner, or design professional; a historian or archaeologist or related professions; a real estate professional; an attorney; at least one owner of a designated historic property; and the executive director of Historic Tyler, Inc. These requirements ensure that the board will comprise individuals who have experience with preservation, design, planning, and real estate issues and can make well-informed decisions on designation or design review.

Attracting volunteers to fill citizen boards can prove difficult for some communities, and often cities fill vacant positions with applicants who evince interest when no qualified applicants apply. This practice, however, invites the risk of decisions being made by persons who have little in-depth knowledge about preservation issues that routinely come before the board. As more properties come under design review in Tyler—whether through local landmark, neighborhood conservation district, or local historic district designation—the City should fill board positions with qualified residents.

**1g. Develop design guidelines—based on the Secretary of the Interior’s Standards—that specifically address property features/qualities that are important to Tyler’s history and character.**

The City’s current historic preservation design guidelines are the ten standards for rehabilitation created by the Secretary of the Interior. These guidelines provide general guidance for rehabilitation of historic properties, but they do not deal with specific contexts. Many communities around the country have created design guidelines that use the Secretary of the Interior’s Standards as their foundation, but add details that apply to various styles, landscapes, and environments that exist in their particular historic neighborhoods. Given that different historic elements in different neighborhoods merit protection, some communities even go so far as to create individual design guidelines for their different historic landmarks and districts.

Tyler’s historic properties could benefit from design guidelines that are tailored to local conditions. Guidelines will need to include standards for the variety of styles and sites that exist in Tyler, along with photos and illustrations of local properties that are recognizable to Tyler residents. These design guidelines should be written to inform property owners why certain features are important and provide information on how these features can be preserved. For example, a guideline discussing the appropriate cleaning of historic materials should include suggestions for cleaning and should explain why certain methods are appropriate or inappropriate. Design guidelines should help property owners understand the value of their homes and their contexts. Ideally, a detailed set of design guidelines will serve as a richly visual educational tool and can be used as both mandatory and advisory standards.

In creating these more detailed design guidelines, the Historical Preservation Board should look at model guidelines from other communities, particularly those with similar building histories (*e.g.*, medium-sized Southern cities and East Texas communities). A helpful source is the National Association of Preservation Commissions’ design guidelines collection, available online at [www.sed.uga.edu/facilities/owenslibrary/designguidelines.htm](http://www.sed.uga.edu/facilities/owenslibrary/designguidelines.htm). The HPB should

Detailed design guidelines, such as these from Raleigh, NC, provide illustrations and examples to help educate owners about historic properties.

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### 3.7 Windows and Doors Continued from page 38



*These decorative wooden screen doors, as well as the awnings,*

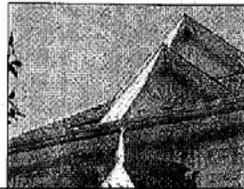
embellished the building exterior and contributed to its architectural character. Existing shutters on historic buildings should be maintained and repaired or replaced in kind as necessary. It is also appropriate to reintroduce shutters on an early Raleigh building when there is clear evidence of earlier shutters. The new shutters should be operable, as were the earlier shutters. However, introducing shutters on a building that did not have them historically would compromise the building's architectural character and is not appropriate in the historic districts.

Historically, fabric awnings were energy-conservation features that also provided opportunities to introduce color and signage. Although contemporary aluminum awnings are not consistent with the character of Raleigh Historic Districts, fabric awnings that are compatible in scale, form, and color may be appropriate.

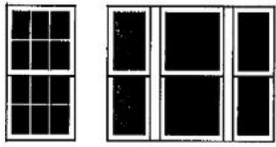
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### 3.5 Roofs: Guidelines

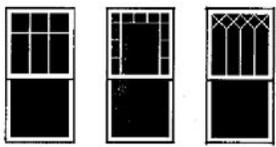
- Retain and preserve roofs and roof forms that contribute to the overall historic character of a building, including their functional and decorative features, such as roofing materials, cresting, dormers, chimneys, cupolas, and cornices.
- Protect and maintain the metal, wooden, and masonry elements of historic roofs through appropriate methods:
  - Inspect regularly for signs of deterioration and moisture penetration.
  - Clean gutters and downspouts to ensure proper drainage.
  - Replace deteriorated flashing as necessary.



*In the districts, retaining decorative cresting on a roof is desirable. Double hung sashes are quite common. The sashes are often subdivided into smaller panes, or lights.*



*Composite window*



*Sashes with geometric tracery*

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### 3.1 Wood



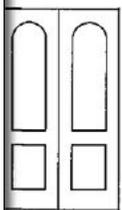
*Wood spindles and columns, joined brackets, and a lattice pattern of flush boards in the porch galls of this porch house illustrate the versatility of wood for detailing.*

Wood was the most commonly used building material in early Raleigh neighborhoods. The structural system of most homes is a wood framework referred to as balloon framing, a Victorian-era building innovation that set up all exterior bearing walls and partitions with single vertical studs and nailed the floor joists to those studs. Clapboard, flush siding, board and batten, or textured siding (consisting of patterned wooden shingles) was then applied to the exterior. Depending on the styles of the era and the taste and the financial resources of the owner, decorative details were added. For example, decorative wooden sawnwork, moldings, brackets, pediments, balustrades, and columns embellished early Raleigh buildings.

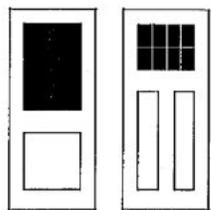
Even in commercial or residential buildings constructed or clad in masonry, wooden trim, sashes, and doors were typical. Porches, fences, and storefronts often were constructed of wood as well.

#### Things to Consider As You Plan

Wooden features and surfaces on a building should be maintained and repaired in a manner that enhances their inherent qualities and maintains as much as possible of their original character. A regular inspection and maintenance program involving caulking and sealing, carpentry, cleaning, and painting will help to keep problems with wooden features and surfaces manageable. Flexible sealants and caulking protect wooden joinery from moisture penetration as the wood



*Double*



*Paneled with glazing*

*can be found throughout the districts. They are sometimes paired for front entrances.*

also solicit input from Historic Tyler and the Texas Historical Commission, along with city residents and owners of historic properties. Participants should agree on what property and building characteristics are most important to protect, and can also consider how protection of these characteristics will help protect neighborhood character.

**1h. Limit the validity of Certificates of Appropriateness for work on landmark properties to two years to ensure that approved work is completed within a reasonable time frame.**

The current historic preservation ordinance does not place a time limit on certificates of appropriateness (COAs). In order to avoid future situations in which work begins on landmark properties and then ceases for long periods of time, the City should amend the landmark ordinance to provide:

- Work authorized under a COA must begin within six months of the COA's issuance;
- If work does not begin within six months, the applicant must apply for and obtain a new COA;
- All work authorized under a COA must be completed within two years of the date of issuance of the COA; and
- Work that exceeds the two-year time limit will be subject to civil penalties (a daily fine).

**1i. Continue to maintain Tyler's existing brick streets and create a plan to uncover and repair brick streets that have been paved over.**

Tyler's brick streets are one of the city's most important historic assets. When people think of Tyler, many associate brick streets and historic districts with city identity. Most of Tyler's existing brick streets are located in the Brick Streets, Azalea, and Charnwood National Register historic districts. Other brick streets can be found downtown and in portions of North Tyler (some of the oldest areas in Tyler). The City now has the Brick Street Advisory Committee and a brick streets maintenance crew to properly care for this historic asset. To ensure that this maintenance continues, the City should create a Brick Streets Maintenance Plan that outlines maintenance issues and processes, and identifies sustainable funding sources for long-term maintenance needs. In addition, where practical, the City should commit to uncovering and repairing brick streets that have been paved over in downtown and adjacent areas as discussed in the North End Revitalization chapter. Uncovering brick streets in some older neighborhoods—such as in North Tyler—can help enhance neighborhood identity and promote neighborhood revitalization.

**1j. Hire a full-time historic preservation officer.**

Working group members believe that a full-time City staff person is needed now to support the Historical Preservation Board. Many of the historic preservation recommendations in this plan could best be implemented with the assistance of a full-time preservation officer. A preservation officer should be a staff member in the Department of Planning and Zoning and should have a degree or specialized studies in historic preservation and city planning.

The expansion of the powers of the Historical Preservation Board and the creation of NCDs and local historic districts will increase the need for a staff person to work on preservation activity. A full-time preservation officer could:

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- Promote the establishment of local historic districts and NCDs;
- Encourage more property owners to participate in the City's landmark program;
- Work with consultants on historic designation reports/studies;
- Develop detailed design guidelines and advise the HPB on design issues;
- Answer questions about design review procedures for the public;
- Monitor the condition of work being performed under Certificates of Appropriateness;
- Create an efficient system for review of projects that may affect historic properties;
- Apply for grants to fund historic preservation activities;
- Educate City staff and the HPB on preservation issues;
- Serve as a liaison between the HPB and other municipal boards;
- Collaborate with Historic Tyler, Inc. on workshops and materials for the public;
- Organize public events that celebrate Tyler's history;
- Help create heritage trails;
- Publicize the availability of tax incentives for historic preservation projects; and
- Study the economic benefits of historic preservation.

Although the City declined to fund a full-time preservation officer in FY 2006-2007, the likelihood of growing preservation awareness and activity will make it increasingly difficult for the HPB's current part-time staff person to fulfill all of the above responsibilities. The City should consider including a full-time preservation officer position in its FY 2007-2008 budget.

### 1k. *Work with Historic Tyler, Inc. to provide guidance publications for property owners.*

The Historical Preservation Board and Historic Tyler, Inc. should work together in a public-private partnership to create a series of documents that will provide guidance for owners of historic properties. These documents can include information about the City's historic preservation ordinance, different building styles and materials, information about how to repair and/or maintain specific historic features, information about historic landscapes, discussions



## THE REVIVAL STYLES

1900-1945

♦ Nashville Old House Series ♦ Architectural Style and Sensitive Rehabilitation

#### HISTORICAL BACKGROUND

An assortment of revivals of past architectural styles, including Colonial, Tudor, and Spanish, provided an alternative to the Craftsman bungalow. The Colonial Revival features a number of variations, including Dutch, and draws inspiration from the Georgian and Adam styles that dominated Colonial America. Although in use throughout the United States from the 1880s to the 1950s, revival houses were popular in Nashville beginning in the 1920s. These houses were rarely historic replicas, but were instead loose variations of the original styles.



Local Dutch Colonial Revival

Earlier Victorian styles

sense and egalitarian principles." Tudor Revival styles emerged in the early 1900s and remained popular through 1940. This style draws loosely upon Medieval English architecture and freely mixes with various American styles. There are several variations of the Tudor Revival (including Elizabethan, Jacobean, and Norman) with an assortment of facade materials brick, stone, stucco, or wood.



Local Tudor Revival

Mediterranean and Spanish Revival houses were much less common in Nashville than Tudor and Colonial Revival styles. These houses, which typically feature stucco surfaces and red tile roofs, were much more common in California and the Southwest. A local example of this style is Little Hollywood, a small neighborhood in East Nashville with several small

#### REPLACING WHAT'S MISSING

Over the years, most old houses have lost something—bits and pieces of decorative trim, or a mantel or light fixture. It is always appropriate to restore missing parts of a house if two things are known: first, that the feature being restored was indeed there originally, and second, what the feature looked like. Ideally, everyone could have an old photograph or original architectural plans as a guide in replacing missing parts of the house. This is rarely the case, however, and some

degree of educated guesswork is often necessary in replacing what is missing. This is true if carefully done, but regrets can arise if additional evidence proves the reconstruction of a missing feature to be inept or, worse, if the "restored" feature turns out never to have existed at all. Avoid expensive mistakes, and know what you are doing when replacing missing parts.

Any rehabilitation, no matter how careful, will involve not only changing the present appearance of the house but also making some changes from what is known or believed to be its original appearance. This is fine if changes are made in a way that is sensitive to the architectural character of the house. Change is not inherently bad, but avoid insensitive change.

REMEMBER

*Replace a feature if:*

- It originally existed within the structure.
- It is known what the feature looked like.

REHAB ADVICE • REHAB ADVICE • REHAB ADVICE

Nashville, TN's Metro Historic Zoning Commission publishes guidance documents on architectural styles and proper rehabilitation techniques.

of compatible additions and alterations, and information about doing historic research on individual properties. Guidance publications can also help property owners understand how their historic properties fit into broader neighborhood and city historical contexts. Like detailed design guidelines, these guidance documents should be richly illustrated and use a variety of examples that are recognizable to Tylerites.

Guidance documents should be distributed to owners of local landmarks and properties in Tyler's National Register historic districts. The documents should also be available in the Department of Planning and Zoning, on the City's website, and on Historic Tyler's website so that other interested individuals can view and download them.

Since Tyler is a Certified Local Government (CLG) community, it is possible that some guidance publications could be funded through grants from the Texas Historical Commission. Educational materials qualify for CLG grants, and grants (minimum \$250) are awarded on a yearly basis. Matching funds and/or in-kind service are required. Another possible funding source is the Texas Preservation Trust Fund, also administered by the Texas Historical Commission, which can give grants to preservation education projects.

**GOAL:**

**2. Identify additional properties and groups of properties important to Tyler's history for designation and protection.**

**ACTION:**

**2a. Seek consultant assistance to help a preservation officer identify and document residential and commercial properties—and historic infrastructure—for potential local landmark designation.**

The 1995-1999 historic resources survey has played an important role in the preparation of National Register nominations and local landmark designation reports in Tyler. The Historical Preservation Board should continue to use these survey documents and consultant assistance to identify residential and commercial properties in Tyler's older neighborhoods that could become local landmarks, local historic districts, or neighborhood conservation districts. In the survey, properties described as "high priority" are those determined to have retained their historic integrity (and thus are of high historic significance); "medium priority" properties also retain some integrity and possess historic significance. Given this evaluation, "high" and "medium priority" properties are the ones that should be considered for local historic designation.

The city's six National Register historic districts offer the most obvious examples for potential local designation, but this identification effort should also include properties in other older areas. Downtown and the area north of downtown, particularly between Palace Avenue, Locust Street, and Broadway Avenue, contain some of the oldest properties in Tyler. Few of these properties are local landmarks, and almost none fall into a National Register historic district. This could be a "target area" for the Historical Preservation Board, especially since some area residents during the Tyler 1st planning process have expressed a desire to learn more about making North Tyler properties local landmarks or districts. The Historical Preservation Board, with consultant assistance, could work with neighborhood residents to help many North Tyler properties receive historic designation from the City

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Council. Historic infrastructure, such as the city's WPA drainage canals, should also be considered for local designation.

In addition, the historic properties survey should be updated to include all properties that are 50 years or older. Properties in the Phase I volume (1995) only include those that now are 60 years old. Re-surveys will be needed to ensure that properties from the 1950s, which now may be eligible for historic designation, are included. Also, as properties age into eligibility, it may be desirable to identify potential National Register district expansions.

Funding for additional survey work and property designation research and reports can be obtained through grants from the Texas Historical Commission's Certified Local Government program or the National Preservation Endowment. Survey work qualifies for funding under both programs, which award monies annually and require matching funds from local governments. Local partners, such as Historic Tyler, Inc., can also support this work.

### **GOAL:**

- 3. Ensure that City review of development includes historic preservation review when necessary.**

### **ACTION:**

- 3a. Create an efficient system in which the Historical Preservation Board is notified by City departments and boards when there are projects affecting properties at least 50 years old so potential impacts to historic properties can be reviewed.**

The Historical Preservation Board should be given the opportunity to comment on projects/actions that will affect properties that are at least 50 years old, even if these properties are not local landmarks or contributing properties in a National Register historic district. In theory, all of these properties



Shotgun house on Liberty Avenue



Stone house on Moore Avenue



WPA drainage canal



The Historical Preservation Board should be notified about construction in the city's older neighborhoods.

should be identified in the historic resources survey and assigned a priority status. Although the Historical Preservation Board's comments would be purely advisory, allowing this review will ensure that the City Council, City boards, and City departments will be aware of impacts on designated properties or properties that might merit local historic designation or National Register status.

Currently, the Historic Preservation Board is supposed to be informed of projects and actions that will affect properties at least 50 years old, but board members find that notification often occurs just before another board acts on an item or a permit is approved. The City should consider creating a notification system that will allow the Historical Preservation Board to receive information about the pending action in a reasonable time for review and comment. This should include actions before the Planning and Zoning Commission and the Board of Adjustment, applications in the Neighborhood Services and Development Services departments, and actions proposed by the Public Works Department.

The notification process should include:

- The Planning and Zoning Department, with the input of the Historical Preservation Board and other City departments, should create new forms for permit applications, rezoning requests, and so on. These forms should include a checkbox to indicate whether a property is at least 50 years old.
- Each affected department or board should designate a particular staff/board member to be a contact person with the Historical Preservation Board.
- If a historic property may be affected, a meeting of the Historical Preservation Board should be called. The HPB, with the advice of Department of Planning and Zoning staff, should review the proposed action and make a written statement about impacts.
- The HPB must sign off that it has reviewed and commented on impacts before actions can be taken or permits issued.

**GOAL:**

- 4. Enhance the preservation knowledge of all City staff and Historical Preservation Board members.**

**ACTIONS:**

- 4a. Provide opportunities for staff and for Historical Preservation Board members to attend preservation workshops and events.**

Ongoing education about historic preservation issues and regulations is important both for members of the Historical Preservation Board and City staff members, especially as the City moves forward in encouraging more local designations and neighborhood conservation districts. Increased historic preservation activity will bring a need for staff and board members



HPB and City staff members can benefit from preservation conferences and workshops.

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to become more aware of design issues, technical aspects of preservation, and how to apply new local regulations. The City should provide sufficient funding each year to send all Historical Preservation Board members and their staff support to at least one educational event in Texas. A limited number of board members and some City staff could also attend statewide and national events hosted by preservation groups such as the Texas Historical Commission and the National Trust for Historic Preservation. Additional funds for workshop registration and travel could be obtained through Certified Local Government grants from the Texas Historical Commission.

### ***4b. Collaborate with Historic Tyler, Inc. to hold an annual local historic preservation conference/workshop in Tyler.***

In addition to attending educational events, Historical Preservation Board members and City staff should also seek to host a local historic preservation conference or workshop at one of Tyler's historic buildings. Historic Tyler, Inc. would be a valuable partner in this event, which could help generate more interest in historic preservation from city residents. Since Tyler is a regional center, the City could hold a workshop for the region's local preservation boards/commissions and interested individuals. Many of these boards/commissions will share the same concerns, and speakers could be brought in from the Texas Historical Commission, the National Trust for Historic Preservation's Southwest Office, or other sources to address these issues. Sessions can also be of general interest, so that local residents would wish to attend. Topics could include architectural styles in East Texas, tax credits, neighborhood conservation districts, or designing appropriate additions/new construction. This workshop could be held as part of National Preservation Month in May, along with other events that are designed to increase public awareness about the importance of historic preservation in Tyler.

Funding for this workshop could come from annual appropriations by the City, monies raised by Historic Tyler, Inc., and grants from the Texas Historical Commission or the National Preservation Endowment, which provides grants (matching funds required) of \$500-\$5,000 for preservation-related activities. Educational programs for the public qualify for National Preservation Endowment grants.

### ***4c. Seek education on preservation of commercial properties and infrastructure.***

Historic preservation efforts in Tyler have tended to focus primarily on single-family residential properties. Tyler has several commercial properties in the downtown area and elsewhere that may merit historic or neighborhood conservation district designation, including properties on the square and along South Bois d'Arc Avenue, along with a system of drainage canals built by the WPA during the 1930s that could be considered for stand-alone designation as a Tyler Historic Landmark.



Some older commercial properties may qualify for historic designation, such as Progress Cleaners on South Bois d'Arc Avenue.



The City should seek education on preservation of its historic infrastructure, including City Park Spring Pond, a Tyler Historic Landmark on West Queen Street.

The Historic Preservation Board should work with Tyler’s Main Street program, the Heart of Tyler; the Texas Historical Commission; and other sources of preservation information to better understand the cultural and economic value of the preservation of non-residential properties. Educational activities about different styles, historic materials and treatments, and design review should include components that address commercial and industrial buildings and infrastructure. Some board members may need to attend specific preservation workshops in order to learn more about preservation of non-residential properties. In addition, public information materials and design guidelines produced by the Historical Preservation Board and Historic Tyler, Inc. should include examples applicable to non-residential properties.

**GOAL:**

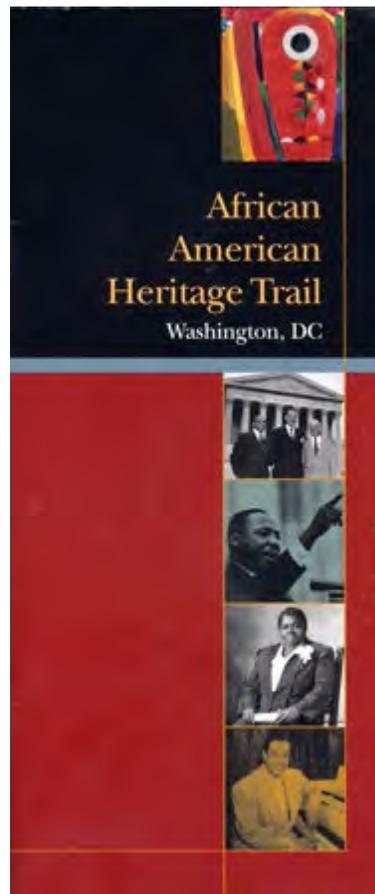
**5. Promote and display diverse aspects of Tyler’s history to enhance resident and visitor awareness of its importance.**

**ACTIONS:**

**5a. Collaborate with Historic Tyler, Inc. and other groups to develop thematic heritage trails.**

Heritage tourism plans often include the creation of heritage trails that provide walking or driving tours of a community’s history. Heritage trails link historic properties together in a cohesive manner that tells the story of a city or town’s history. Many larger communities create thematic heritage trails, which highlight certain aspects of their history, such as Boston’s Freedom Trail (Revolutionary War period highlights; 16 sites) and Washington, D.C.’s African-American Heritage Trail (African-American history in the city; 200 sites). Texas has ten regional heritage trails that follow scenic drives established in 1968; Smith County falls in the Texas Forest Trail region.

Tyler’s historic properties offer opportunities to create trails that communicate the city’s history to residents and tourists alike. Trails could deal with the rise of the city’s oil and gas industry, which firmly established Tyler as a wealthy regional center, or Tyler’s African-American community. Although the city’s three larger National Register historic



Washington, DC’s African-American Heritage Trail links over 200 historic sites in the city.



Interpretive signage along Boston’s Freedom Trail.

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districts provide logical sites for trail stops, heritage trails should also include commercial and industrial properties of importance, along with older properties in North Tyler that have contributed to different aspects of the city's development. These heritage trails could be contained within the city boundaries or could also be a part of regional trails linking together related sites in nearby communities (e.g, a regional railroad heritage trail).

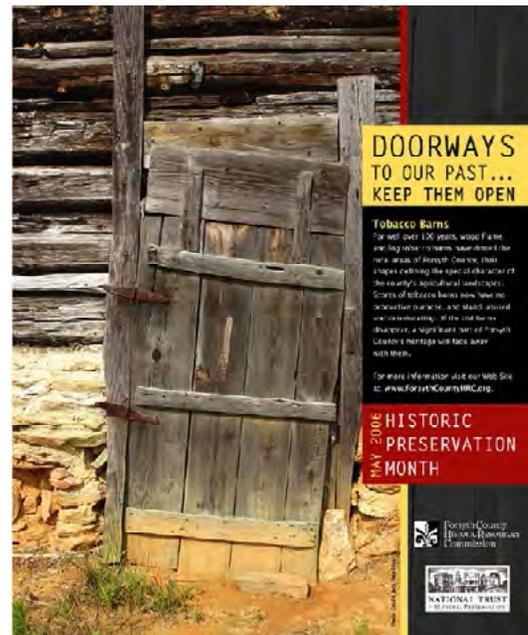
The City and Historic Tyler, Inc. should work with community groups such as the Tyler Convention and Visitors' Bureau, Tyler's chambers of commerce, the Heart of Tyler Main Street program, and local historical societies to develop plans for trail routes, historic research, interpretive signage, and trail maps and brochures. Heritage trail plans should also include a marketing element which details how these trails will be promoted to area visitors.

State heritage tourism programs provide grants for heritage trails. The Texas Historical Commission's Texas Heritage Trails Program awards annual grants (matching funds required) and projects such as local heritage trails are eligible for funding. In order to receive grants, however, an applicant must participate in the program. Membership would make the City eligible for other forms of heritage tourism support, such as state help in evaluating sites for heritage tourism activities.

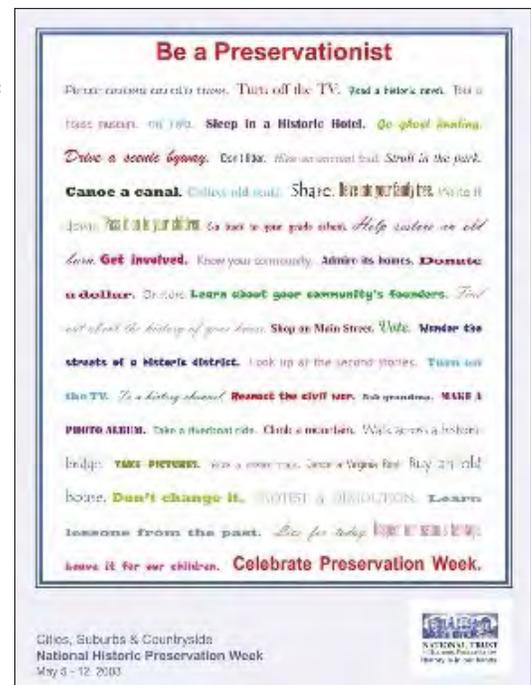
### **5b. Collaborate with Historic Tyler, Inc. to organize public events that celebrate Tyler's history and historic neighborhoods.**

The City should work with Historic Tyler, Inc. to offer public events that highlight Tyler's historical role as a regional center and its many historic neighborhoods. This is already done to some extent through the spring Azalea Trail and Historic Tyler, Inc.'s annual historic homes tour and photo identification contest, but preservation activities need to be expanded beyond the city's three largest National Register historic districts to include older neighborhoods and non-residential properties elsewhere in Tyler.

As part of National Preservation Month, the City and Historic Tyler could sponsor events designed to raise awareness about historic preservation throughout the city, such as historic walking tours and home and garden tours



As part of Historic Preservation Month, Forsyth County, NC highlighted the importance of tobacco barns in its disappearing rural landscape.



The National Trust for Historic Preservation's poster for National Historic Preservation Week (2003) encourages history-related activities.

in neighborhoods outside of the Azalea District; lectures/programs on preservation topics such as different styles, rehabilitation techniques, and doing research on a historic home; photo contests that feature participant photos; poster contests; educational events for children, such as field trips to historic buildings; oral history events; award presentations; and clean-up days for historic properties that may not be in good condition. These public events could coalesce around an annual local preservation workshop.

**GOAL:**

**6. Enhance public awareness of the economic benefits of historic preservation in Tyler.**

**ACTIONS:**

**6a. Expand the local landmarks program by contacting owners of key historic properties annually with information about the benefits of local landmark designation.**

The City and the Historical Preservation Board should continue to expand the local landmarks program by encouraging owners of historic properties to pursue local designation. Most of the properties in the city's National Register historic districts are not local landmarks; therefore, these property owners and other owners of "high" and "medium priority" properties identified in the historic resources survey should be contacted on an annual basis to urge them to protect their properties by entering them in the local landmarks program (or even to work together to create a local historic district). Materials should be provided that outline the local tax benefits that are available to landmarked properties, along with a brief discussion of the city's historic preservation ordinance and design guidelines, a description of the designation process, and information on how the City can help property owners with the designation process. These materials should also be posted on the Department of Planning and Zoning's webpage for viewing and downloading. All materials for the public should provide contact information (phone number and e-mail address) for the staff person who advises the HPB, and the City should also post this contact information on its website and in phone directories. Historic Tyler could also be enlisted to help publicize the local landmark program.

**6b. Continue to offer local historic preservation tax incentives.**

The City's recent expansion of local tax incentives for historic preservation shows a commitment to expanding the local landmarks program. These tax benefits may be very important preservation incentives for some owners of historic properties. Tyler's preservation tax incentives program is scheduled for review by the City Manager before August 2007. Continuing the 50% abatement (50% of the property's assessed value) will encourage owners to keep their properties in the local landmarks program and maintain them. Similarly, the abatement of the increase in assessed value after rehabilitation offers a good incentive for owners to rehabilitate their historic properties.

**6c. Publicize the availability of federal tax incentives and grants from the Texas Historical Commission for historic rehabilitation projects.**

The Historical Preservation Board, the Department of Planning and Zoning, the Department of Development Services, Historic Tyler, and the Heart of Tyler Main Street program should work together to publicize federal tax credits and state- and federal-level

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grants that are available for historic rehabilitation projects. Federal tax credits would apply to all income-producing properties that have received National Register designation (as an individual landmark or as part of a historic district); however, they might also provide incentives for other individuals with eligible properties to seek National Register designation. This may particularly be true for downtown properties or properties in or near other commercial areas, since the federal tax credits apply only to income-producing properties.

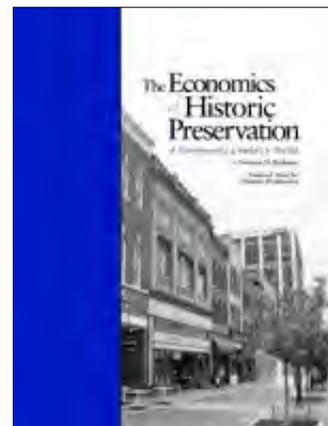
Federal tax credit information could be given out by the Department of Planning and Zoning or the Department of Development Services when applications are made for work to be done on properties that are at least fifty years old. The Historical Preservation Board, Historic Tyler, and the Heart of Tyler Main Street program could also disseminate information to property owners that might qualify for the federal tax credit. Historic Tyler and the Heart of Tyler are taking steps in this direction by planning to offer a tax credit seminar in 2007. Care should be taken to distinguish between the local landmarks program, which offers tax incentives only in exchange for additional regulation, and the federal program, which does not apply new local regulations but requires that rehabilitations be done in accordance with the Secretary of the Interior's preservation standards.

The Historical Preservation Board, Historic Tyler, and the Heart of Tyler Main Street program should also provide information on the availability of tax deductions for preservation easements. The Historical Preservation Board and others should ensure that property owners in the city's National Register historic districts, owners of individual National Register properties, and owners of property that is potentially eligible for National Register designation receive information about preservation easements and associated tax deductions.

In addition, non-profit owners of historic properties in Tyler should be made aware of the availability of small grants from the Texas Historical Commission and the National Trust for Historic Preservation's Preservation Trust Fund for rehabilitation projects. Grants are available for structural assessments, architectural surveys, economic analysis, and emergency intervention to stabilize a historic structure. Individual owners may also be able to work with Historic Tyler or the Historical Preservation Board to take advantage of small Certified Local Government grants from the Texas Historical Commission for the preparation of National Register nominations.

### ***6d. Quantify the existing and potential economic benefits of historic preservation.***

Offering concrete statistics on the impact of historic preservation may make preservation activities more comprehensible for some individuals. The Tyler Area Chamber of Commerce already does this to some degree, measuring the economic impact of Azalea Trail visitation. Public education materials created by the Historical Preservation Board and Historic Tyler should include discussions of economic benefits. Statistics about the impact of preservation and heritage tourism are widely available; Donovan Rypkema (a real estate consultant) and the National Trust for Historic Preservation have created many documents and presentations that



The National Trust for Historic Preservation publishes reports and books about the economic benefits of historic preservation.

quantify the impact of historic preservation activities throughout the country. Some of these documents measure impacts on a local or regional level. A list of these publications can be found at the National Trust for Historic Preservation's online bookstore, Preservation Books ([www.preservationbooks.org](http://www.preservationbooks.org)). The City or the Tyler Area Chamber of Commerce should measure the existing and potential economic benefits to the city in terms of tax base, increased tourism, and increased resident and tourist expenditures in the event of new historic designations and preservation activities. This information should be widely distributed through brochures; HPB, Historic Tyler, and Heart of Tyler informational materials; and online materials.



**GOAL:**

***7. Enhance Historic Preservation Involvement.***

**ACTIONS:**

***7a. Facilitate and adopt a strategic plan from collaborative efforts of all historic advocates in Tyler, such as, Historical Preservation Board, Smith County Historical Society and Historic Tyler, Inc.***

A strategic plan will highlight and provide direction in updating existing surveys and conduct new inventories of historic resources throughout the City. An ongoing survey and inventory program is critical to gaining a clear understanding of the number of historic and archaeological resources that should be protected, especially if they are and threatened. Specific strategy recommendations include incorporating survey work within neighborhood or district planning activities, prioritizing existing surveys for re-evaluation and re-survey, and undertaking additional thematic surveys that document historic and cultural contexts not explored before.

***7b. Educate residents of the importance of history, to better understand and appreciate historic preservation.***

Promoting the importance of historic preservation in safeguarding the City's unique heritage and in revitalizing neighborhoods should be ongoing activities. Implementing a comprehensive program of education and advocacy initiatives can also be opportunities to forge critical partnerships with other non-profit groups and civic organizations.

A comprehensive outreach effort to increase awareness of the tremendous value of Tyler's architectural, cultural, and archaeological resources, along with the benefits of historic preservation is essential. Several outreach initiatives are recommended including the development of a preservation lecture series, contractor training in preservation practices, and annual education event.

Recognizing the value of historic, archaeological and cultural resources within Tyler is one way in which to encourage their long-term preservation. Strategy recommendations could include organizing an annual historic preservation conference, developing walking tours and podcasts, and creating various educational materials programs for the local schools.

***7c. Develop, support and market historic and cultural places to travelers/tourists.***

Collaborative efforts should be developed between Historic Tyler, Inc., Smith County Historical Society, the Historical Preservation Board, City of Tyler and the Tyler Area Chamber

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of Commerce on identifying opportunities to strengthen and expand heritage tourism efforts. Some of the initiatives that could be considered include expanding the number of tour itineraries that reach other districts, neighborhoods and sites; developing a Tyler historic tour maps with podcasting and installing more effective wayfinding signage systems to districts. It is also recommended that a heritage tourism development study be undertaken by the Tyler Area Chamber of Commerce to fully explore additional ways in which an effective heritage tourism program can be developed. Furthermore, Historic Tyler, Inc., Smith County Historical Society, the Historical Preservation Board, City of Tyler and the Tyler Area Chamber of Commerce should partner on the implementation of additional cultural districts to advance heritage tourism initiatives, facilitate historic preservation projects, and promote cultural development activities.

### ***7d. Recognize the impact of historic preservation on economic development.***

Increase public awareness that historic preservation contributes to the City's economic development. A marketing campaign should be undertaken to communicate activities that promote historic preservation's economic impact to the public at large. Publishing an economic impact study is one such activity.

Consider preservation actions as integral components of existing and potential business district and neighborhood revitalization programs. Existing City sponsored initiatives that encourage historic preservation-based economic development should be expanded and enhanced. One such initiative is the Historic Overlay District program; expanded efforts in heritage and cultural tourism is another. Historic preservation activities should also be incorporated in priority reinvestment planning areas that have been designated by the City's Planning Department.

# TYLER 1<sup>st</sup>

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## 7. Parks, Open Space, Recreation & Lakes DRAFT



The intent of this document is to detail amendments from the 2014 and 2020 updates while continuing to memorialize the original text. Items updated through the 5-year update process will be accompanied with a Tyler 1<sup>st</sup> logo within the original Tyler 21 document. The text from the original document begins after the Tyler 21 logo appears in the text.



GOALS	POLICIES FOR DECISION MAKERS
<p>Preserve open space corridors in Tyler for wildlife habitat, nature-based recreation, an attractive public realm, and a healthy environment.</p>	<ul style="list-style-type: none"> <li>• Protect natural corridors along creeks, floodways, utility easements and other appropriate areas for wildlife habitat and nature-based recreation to include a city wide trail system.</li> <li>• Protect drinking water and other important resources.</li> <li>• Enhance canals, drainageways, and road edges and medians to be attractive city amenities.</li> <li>• Support private and nonprofit open space protection and management strategies such as conservation easements and land trusts.</li> <li>• Provide street trees on all city roadways.</li> <li>• Support the new city arborist position.</li> </ul>
<p>Provide a balanced park and open space system that allows for access and enjoyment by all citizens of Tyler.</p>	<ul style="list-style-type: none"> <li>• Provide opportunities for both passive and active use of parks and recreation areas.</li> <li>• Work towards providing a park within walking distance of every Tyler residence and expand trail systems to connect these facilities.</li> <li>• Review all excess City-owned property for potential as part of the park and open space network before disposition by sale or other means.</li> <li>• Seek creation of parks and recreation facilities in underserved parts of the city.</li> <li>• Explore the potential for an expanded garden center that would enhance the Rose Garden’s role as a regional tourism asset, as well as a local asset.</li> <li>• Explore potential partnerships with nonprofit or for-profit garden and horticulture groups for creation of a major regional center.</li> </ul>
<p>Provide recreation programs and opportunities for children, youth, adults and senior citizens throughout the city.</p>	<ul style="list-style-type: none"> <li>• Support regular surveys of park and program users to meet changing needs for recreation services by all segments of the population.</li> <li>• Explore collaboration with school and private facilities for shared use of recreation areas and facilities.</li> <li>• Develop policies and criteria for use of City recreational facilities by private organizations.</li> </ul>

GOALS	POLICIES FOR DECISION MAKERS
<p>Protect and preserve Lake Tyler, Lake Tyler East and Bellwood Lake.</p>	<ul style="list-style-type: none"> <li>• Protect the quality of drinking water while providing opportunities for nature-, and water-based recreation on City-owned land.</li> <li>• Ensure access to lake facilities and recreation for all citizens.</li> <li>• Manage development in and around sensitive areas of the lakes in order to minimize adverse effects on drinking water quality and valuable ecosystems.</li> </ul>
<p>Be a good steward of parks and public spaces.</p>	<ul style="list-style-type: none"> <li>• Maintain all parks and public spaces to the same high standard.</li> <li>• Provide for meaningful community input on plans for park improvements and new parks.</li> <li>• Encourage and support creation of park “friends” groups or “adopt a park” groups.</li> <li>• Encourage and support creation of a Tyler Parks Foundation or similar nonprofit group to work with the City on park and open space issues.</li> <li>• Promote xeriscaping in landscaped medians and corridor beautification.</li> </ul>



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## PARKS, RECREATION AND THE LAKES FACTS

### WATER RESOURCES

- Four major watersheds radiate from downtown:
  - West Mud Creek
  - Black Fork Creek
  - Willow Creek
  - Indian Creek
- Numerous small and large lakes in the area, including:
  - Lakes Tyler and Tyler East: City-owned water supply and recreational area
  - Lake Palestine: Regional water supply and recreational area
  - Bellwood Lake: Former municipal water supply and potential recreational area

### CITY PARK AND OPEN SPACE SYSTEM (2010)

- Total system acreage: 1207.4 acres
- 11 acres per 1,000 residents (total system)
- 7 acres per 1,000 residents (developed park system)



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## PARKS, RECREATION AND THE LAKES FACTS

### RECREATION FACILITIES (2012):

- 10 basketball courts
- 15 tennis courts
- 13 baseball fields
- 9 softball fields
- 3 football fields
- 12 soccer fields
- 22 playgrounds
- 1 swimming pools
- 2 Disc Golf Courses
- 1 Model Airplane/RC Park
- 2 Fishing Ponds
- 1 Skae Park
- 1 Amphitheatre
- Glass Recreation Center
- Senior Citizens Center
- Harvey Convention Center (30,000 sq. ft.)
- Tyler exceeds National Recreation and Park Association (NRPA) standards for a city of 100,000 in the number of baseball fields, soccer fields, and playgrounds.

### TRAILS SYSTEM

- Multi-purpose trails are located in Rose Rudman Park, Southside Park, Lindsey Park and Faulkner Park.
- Plans have been made to add trails in the Black Fork Creek Greenbelt, South Tyler Trail Extension to Faulkner Park, The Missouri/Pacific Railroad right-of-way is also being looked at for a multi-purpose trail.

### GOLF COURSES

- 6 public golf courses in the region
- 2 semi-private golf courses
- 5 private golf courses

### PRIVATE RECREATION RESOURCES

- Four large country clubs:
  - Willowbrook Country Club
  - Hollytree Country Club
  - The Cascades
  - Eagle's Bluff
- Several private recreation providers.

### REGIONAL RESOURCES

- Lindsey Park (part of city system)
- Tyler State Park
- Caldwell Zoo

Sources: 2010-2012 City of Tyler Parks and Open Space Master Plan; Tyler Economic Development Corporation

### WHAT DOES IT MEAN?

- Tyler's developed park acreage of 7 acres per 1,000 residents is slightly below average for a city of its size.
- Tyler has fewer Neighborhood Parks, Community Parks, and Regional Parks than recommended by national recreation organizations.
- Parks generally are not distributed equally around the city.
- Public trail systems are limited in extent.
- 60% of respondents to the 2010-2020 Master Plan survey were satisfied or very satisfied with the number and quality of recreational facilities.
- Smith County is home to one of the most visited state parks in Texas. Tyler State Park encompasses 985 heavily-wooded acres surrounding a 64-acre spring-fed lake.



GOALS	POLICIES FOR DECISION MAKERS
<p>Preserve open space corridors in Tyler for wildlife habitat, nature-based recreation, an attractive public realm, and a healthy environment.</p>	<ul style="list-style-type: none"> <li>• Protect natural corridors along creeks, floodways, utility easements and other appropriate areas for wildlife habitat and nature-based recreation.</li> <li>• Protect drinking water and other important resources.</li> <li>• Enhance canals, drainageways, and road edges and medians to be attractive city amenities.</li> <li>• Support private and nonprofit open space protection and management strategies such as conservation easements and land trusts.</li> <li>• Provide street trees on all city roadways.</li> <li>• Support the new city arborist position.</li> </ul>
<p>Provide a balanced park and open space system that allows for access and enjoyment by all citizens of Tyler.</p>	<ul style="list-style-type: none"> <li>• Provide opportunities for both passive and active use of parks and recreation areas.</li> <li>• Work towards providing a park within walking distance of every Tyler residence.</li> <li>• Review all excess City-owned property for potential as part of the park and open space network before disposition by sale or other means.</li> <li>• Seek creation of parks and recreation facilities in underserved parts of the city.</li> <li>• Explore the potential for an expanded garden center that would enhance the Rose Garden's role as a regional tourism asset, as well as a local asset.</li> <li>• Explore potential partnerships with nonprofit or for-profit garden and horticulture groups for creation of a major regional center.</li> </ul>
<p>Provide recreation programs and opportunities for children, youth, adults and senior citizens throughout the city.</p>	<ul style="list-style-type: none"> <li>• Support regular surveys of park and program users to meet changing needs for recreation services by all segments of the population.</li> <li>• Explore collaboration with school and private facilities for shared use of recreation areas and facilities.</li> <li>• Develop policies and criteria for use of City recreational facilities by private organizations.</li> </ul>
<p>Protect and preserve Lake Tyler, Lake Tyler East and Bellwood Lake.</p>	<ul style="list-style-type: none"> <li>• Protect the quality of drinking water while providing opportunities for nature- and water-based recreation on City-owned land.</li> <li>• Ensure access to lake facilities and recreation for all citizens.</li> <li>• Manage development in and around sensitive areas of the lakes in order to minimize adverse effects on drinking water quality and valuable ecosystems.</li> </ul>
<p>Be a good steward of parks and public spaces.</p>	<ul style="list-style-type: none"> <li>• Maintain all parks and public spaces to the same high standard.</li> <li>• Provide for meaningful community input on plans for park improvements and new parks.</li> <li>• Encourage and support creation of park "friends" groups or "adopt a park" groups.</li> <li>• Encourage and support creation of a Tyler Parks Foundation or similar nonprofit group to work with the City on park and open space issues.</li> <li>• Promote xeriscaping in landscaped medians.</li> </ul>

## **FINDINGS**

- Tyler exceeds National Recreation and Park Association (NPRPA) standards for a city of 100,000 in the number of baseball fields, soccer fields, and playgrounds.
- Tyler has fewer Neighborhood Parks, Community Parks, and Regional Parks than recommended by national recreation organizations.
- Parks generally are not distributed equally around the city.
- Built-out conditions of the city limit connectivity and access to recreational areas.
- Public trail systems are limited in extent and lack connectivity to both active and passive recreational areas.
- Tyler's residential growth has not been accompanied by preservation of open space, park creation or expansion of its trail system sufficient to meet new demand.
- Ordinance requirements limit the ability of the City to acquire recreational land as the city develops.
- Tyler's park and recreation resources also include private facilities available through clubs, neighborhood associations, and school district fields and facilities.
- City-owned or -controlled land at Lakes Tyler and Tyler East and at Bellwood Lake lacks a plan for appropriate public use.

## **KEY CHALLENGES**

- Acquiring land for new parks, recreation facilities and greenways.
- Meeting increased demand for use of existing passive and active recreation land.
- Providing neighborhood parks for existing underserved neighborhoods.
- Creating an open space network to link parks and other city destinations.
- Providing for appropriate public recreation opportunities at the lakes.

## PARKS, RECREATION AND THE LAKES FACTS

### WATER RESOURCES:

- Four major watersheds radiate from downtown:
  - West Mud Creek
  - Black Fork Creek
  - Willow Creek
  - Indian Creek
- Numerous small and large lakes in the area, including:
  - Lakes Tyler and Tyler East: City-owned water supply and recreational area
  - Lake Palestine: Regional water supply and recreational area
  - Bellwood Lake: Former municipal water supply and potential recreational area

### CITY PARK AND OPEN SPACE SYSTEM (2005):

- Total system acreage: 1196.8 acres
- 11.84 acres per 1,000 residents (total system)
- 8.12 acres per 1,000 residents (developed park system)

### RECREATION FACILITIES (2005):

- 10 basketball courts
- 8 tennis courts
- 10 baseball fields
- 5 softball fields
- 1 football field
- 15 soccer fields
- 22 playgrounds
- 2 swimming pools
- Glass Recreation Center
- Senior Citizens Center
- Harvey Convention Center (30,000 sq. ft.)
- Tyler exceeds National Recreation and Park Association (NRPA) standards for a city of 100,000 in the number of baseball fields, soccer fields, and playgrounds.

Source: City of Tyler

### WHAT DOES IT MEAN?

- Tyler's developed park acreage of 8.12 acres per 1,000 residents is slightly below average for a city of its size.
- Tyler has fewer Neighborhood Parks, Community Parks, and Regional Parks than recommended by national recreation organizations.
- Parks generally are not distributed equally around the city.
- Public trail systems are limited in extent.
- Smith County is home to one of the most visited state parks in Texas. Tyler State Park encompasses 985 heavily-wooded acres surrounding a 64-acre spring-fed lake.

**T** Tyler's green landscape of trees, rolling hills, lakes and creeks is central to the city's and the region's sense of identity. This chapter of the Tyler 21 Comprehensive Plan focuses on the parks and open space network as an organizing system for land use in Tyler, as a resource for Tyler citizens, and as a critical element of enhanced quality of life. It is based on the 2005 Update to the 1999 Parks and Recreation Plan as well as additional analysis and the work of the Tyler 21 Working Group on Parks, Open Space, Recreation and the Lakes. The plan is intended to identify general locations for future acquisition and development of recreational facilities and to guide policies regarding such development. The plan does not address specific design recommendations for individual sites, nor does it evaluate specific facility programming.

## **PARKS AND OPEN SPACE AS A SYSTEM**

Parks, open spaces, and other green and blue (water) resources play multiple roles in the city as places of beauty, spaces for recreation, wildlife habitat, and cooling micro-climates. Together they compose the “green infrastructure” of the city in contrast to the “gray infrastructure” made up of the roads, utility lines, communications installations, water and sewer plants, and buildings for schools, libraries, hospitals and so on. This gray infrastructure is built in systems, not in isolated pieces. By the same token, the parks, tree-lined streets, bike trails and pedestrian paths, river and stream corridors, and urban wilds of the city should also be seen as complex network. These resources, too, must be planned, created, maintained and restored as a system.

A central role of city parks has always been to allow urban dwellers to enjoy nature close to their homes or places of work. Most large city park systems incorporate nature in two kinds of parks: traditional parks where nature is managed in designed landscapes or shaped around recreational activities and conservation areas where nature exists on its own terms. Both kinds of parks are present in Tyler. As part of the public realm, parks and green open spaces can become the identifiable framework of city life, framing the built environment, helping to define the city’s visual character, and enhancing the daily experience of residents and visitors. Parks and trees are the lungs of the city, bringing myriad benefits, from improving air quality to reducing the urban “heat island” effect exacerbated by reflective, hard surfaces such as rooftops and parking lots. Moreover, as society increasingly understands the importance of conserving energy, reducing greenhouse gases to slow down climate change, and eliminating toxic materials, cities are finding that parks and public spaces represent one of the most important arenas for showing leadership in exemplifying and promoting sustainable and energy-efficient management practices.

## A. Current Conditions

### COMMUNITY ISSUES

At the Community Visioning Retreat, preserving the natural beauty of the city was high on participants' agendas. These residents stressed the need to preserve Tyler's natural beauty, including the lakes, trees, azaleas, and roses, and the need for more park, recreation, and cultural opportunities. Tyler's trees and lakes figured prominently in discussions about how Tylerites would like the city to be known in the future. Similarly, in the city-wide survey, 89% of respondents said that parks, recreation and open space were very or somewhat important. Forty percent saw Tyler's natural resources and scenery as important, but only 29% identified the parks and open space system as assets to build on for the future. Only half the people surveyed were satisfied with the quality and programs of parks and recreational facilities. These results indicate that many Tylerites would like to see improvement and expansion of the city's parks, recreation and open space system.

Parks, open space, and recreation are important aspects of the Tyler 21 Vision and Principles as adopted by the City Council:

- The future Vision aspires to Tyler being known as a “City of Trees” with “excellence in City design” characterizing “Tyler’s public spaces, from humble sidewalks, to plazas and parks...”
- One of the Principles to guide the plan focuses directly on open space issues: “Protect and enhance open spaces, parks and trees in a connected network for recreation and a healthy environment.”

### THE TYLER LANDSCAPE

Tyler lies in the Piney Woods, an ecoregion of Texas, Louisiana, and Arkansas that is defined by rolling hills and forested land. Unlike much of arid central and western Texas, the Piney Woods region resembles the South in its landscape character. Tree species such as longleaf pine, dogwood, sweetgum, hickory, and oak thrive in East Texas and give the region a unique identity in relation to the rest of the state.

Tyler's original city area, now roughly the downtown area, sits atop one of the higher points of the city. Like the rest of the Piney Woods landscape, much of Tyler is composed of gentle hills with mild slopes that make the land suitable for development. Green trees characterize the city, although much of the piney forest has been harvested for timber, or cut for cropland or development.

### WILDLIFE HABITAT

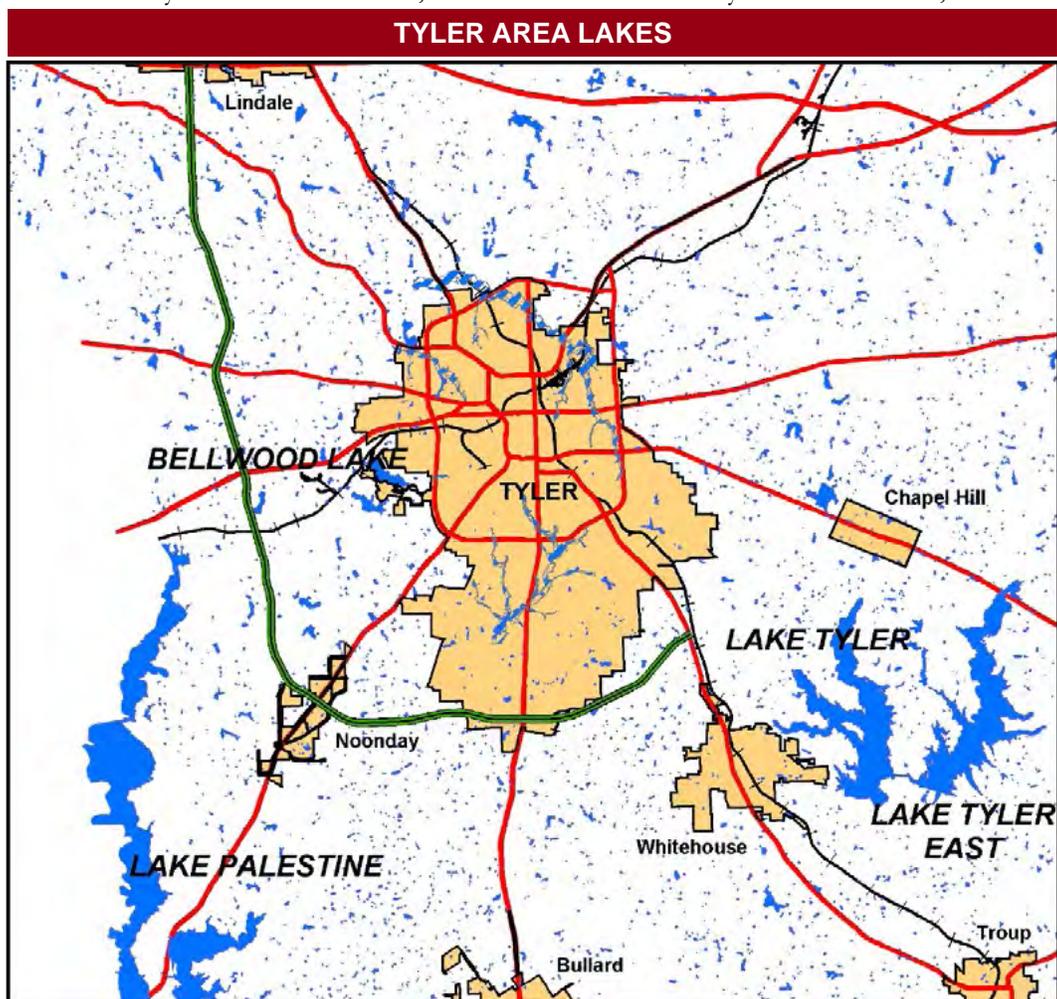
Tyler's woods and hills are home to many animals that are found throughout the southern United States, such as deer, squirrels, and foxes. East Texas marks the western range of many birds, including the cockaded woodpecker, the pine warbler, and the bobwhite quail. Tyler's wetlands also serve as habitat to frogs, insects, snakes, and other animals that live near bodies of water.

Tyler’s streams and forested areas provide important corridors for wildlife; however, development of vacant land encroaches upon these habitats. East Texas is becoming one of the fastest-growing areas in the state, and increased development of rural land in Tyler and its ETJ poses a threat to the continuity of these wildlife corridors.

### WATER RESOURCES AND WATER SUPPLY

As an East Texas city, Tyler receives more rainfall than cities in other parts of the state and also has access to more water resources. Several streams flow through Tyler, including Black Fork Creek in northern Tyler, Willow Creek in northwestern Tyler, and Mud Creek in southern Tyler. These streams have extensive basins that snake throughout the city, including parts of downtown, where their channels largely have been covered. Most of these streams flow into nearby lakes or the Neches River, which forms the western border of Smith County.

Tyler lies near several man-made lakes that provide drinking water for the region, including Lake Tyler, Lake Tyler East, Bellwood Lake, and Lake Palestine. Lake Tyler and Lake Tyler East are fed by several small streams, but Lake Palestine is fed by the Neches River, which



Source: City of Tyler GIS data

flows southward into the Gulf of Mexico. Lake Tyler, created in 1949, is located southeast of the city and covers approximately 1,400 acres. Lake Tyler East, formed in 1967-1968, includes over 2,500 acres to the east of Lake Tyler and is connected to Lake Tyler by a channel. These two lakes provide the Tyler area with over 30 million gallons of water per day and also serve as water recreation areas. Bellwood Lake, which lies just outside of Tyler's western boundary, covers 170 acres and provides raw water for three commercial and industrial users in Tyler. Bellwood Lake is also a recreational area for the City of Tyler. Lake Palestine, located approximately nine miles to the southwest of Tyler, also serves as a water source for the city and many other East Texas communities. In addition, Tyler has twelve deep-water wells available to supplement its water supply from the four man-made lakes.

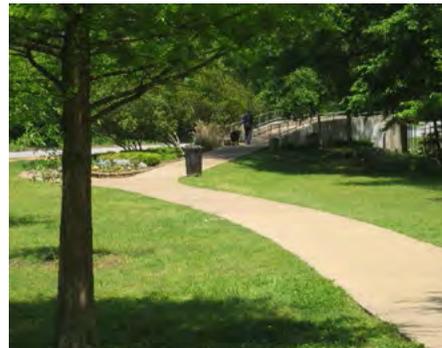
### **CITY PARKS AND RECREATION RESOURCES AND FACILITIES**

Before the 1950s, Tyler's park system was developed to serve the city's older neighborhoods. Parks were reasonably well distributed among residential neighborhoods north of Glenwood Boulevard and it is not uncommon to see schools and parks located next to one another. As suburban development patterns and models proliferated in the second half of the twentieth century, little attention was paid to acquiring strategic locations for parks and open space. While the city continued to expand southward, critical connectivity, access opportunities and land acquisition possibilities were lost.

Nonetheless, Tyler has many assets to build on, including parks of different sizes with a variety of facilities; community and senior recreation centers; walking trails in Rose Rudman and Faulkner Parks; planned pedestrian and bike trails throughout the city; Lakes Tyler and Tyler East, and Bellwood Lake; and natural areas surrounding many small lakes and creeks. Many parks and trails have limited connections to nearby neighborhoods and other community destinations and some neighborhoods have few park and recreation facilities. City-owned land at the lakes could provide more opportunities for nature-based recreation.

### **MANAGEMENT OF CITY PARKS**

The Tyler City Council appoints a nine-member Park Board to advise them on decisions affecting recreation facilities and opportunities. Any matters pertaining to the operation and maintenance of all the city parks and cemeteries may be referred to the Board. The Board makes recommendations to the City Manager and City Council through the Parks and Recreation Director on the operation, maintenance and development of public parks in the city, as well as the expansion of park areas and acquisition of new park sites.



Rose Rudman Park, a passive recreation area, is one of the most heavily used parks in Tyler.

The Parks Board makes capital improvement recommendations for consideration in the annual budget each year, including recommendations on extension and improvement of public park property and on the acquisition of additional park sites. The City periodically conducts an annual assessment of existing conditions and general compliance with recommendations set forth in the Parks and Open Space Master Plan, which was most recently updated in 2005. The last assessment focused mainly on current safety standards and insuring all playground equipment citywide met safety standards. For future assessments, the City will also analyze developing recreational trends and make adjustments to the implementation plan as necessary.

### **2005 PARK AND RECREATION PLAN**

A detailed Park and Recreation Plan was prepared as part of the 1999 Comprehensive Plan and updated by the parks department and the Park Board in 2005. This plan focused on traditional NRPA standards and demand for recreation facilities.

As part of this process, an extensive parks and recreation public survey was completed in 1998. At that time, the survey found that all the parks had a regional user base, except for Bergfeld and Lindsey parks, which attracted residents from all over the city. The most used parks in the system were Bergfeld, Rose Rudman, Lindsey, Southside and Golden Road. The top six new facilities desired were a senior center, recreation center, multi-use trails, playgrounds, baseball fields, and outdoor pools. The Glass Recreation Center was constructed since the survey and initial plans to extend the multiuse trail network have been made. Faulkner Park is also new since the survey.

The Plan list of priority acquisitions and improvements includes:

- Dedicated park land
- System-wide playgrounds and water playgrounds
- System-wide park amenities: tables, picnic shelters, drinking fountains, benches, etc.
- Additional trails and connections
- Multi-purpose fields
- Athletic fields and softball fields
- A competition swimming pool
- Upgrade and expansion of the existing skate park at Noble E. Young Park
- Multi-purpose courts: tennis, basketball, volleyball
- Public golf course

These priorities were based on a combination of expansion needs based on NRPA standards and assumed population growth and, to a lesser degree, the survey results. The Plan acknowledges that there are insufficient funds to implement this priority list and suggests application for state funding.

### **INVENTORY OF EXISTING FACILITIES**

Tyler owns approximately 1,200 acres of parks and open space managed by the Department of Parks and Recreation. Twenty percent of that land (over 196 acres) is classified as passive open space, including greenbelts, medians, and cemeteries. The largest and most used

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passive open space area is Rose Rudman Greenbelt Park, which includes picnic facilities, a pavilion, and a hike and bike trail. The City's 819 acres of active recreation space include neighborhood parks, community athletic parks, special use parks, and regional parks. Lindsey Park is the largest active park, encompassing over 454 acres. However, the "passive" and "active" classifications obscure the fact that many active recreation parks also contain passive use areas and a so-called passive park like Rose Rudman (because it does not have sports facilities or playgrounds) is one of the most used parks in the system. There are a total of 36 park sites in seven different park classifications. The inventory and classifications below are based on the 2005 Parks Plan Update as reviewed by City staff. The plan did not include classifications for regional parks and medians.

### Neighborhood Parks

A neighborhood park typically occupies eight to twelve acres, but varies according to circumstance and many are much smaller. According to the 2005 Plan, a neighborhood park should be in a residential area "for easy pedestrian access," but it is also said to have a two-mile radius service area. However, two miles is much farther than most people will walk, though it is certainly within easy bicycle access. Nearby access or adjacency to elementary schools, multi-use trails and greenbelts is desirable. Facilities typically found in neighborhood parks include play apparatus, multi-purpose courts (basketball, volleyball, etc.), open space for free play, picnic areas, shelters, and attractive landscaping. Fourteen Tyler parks fall into this classification.

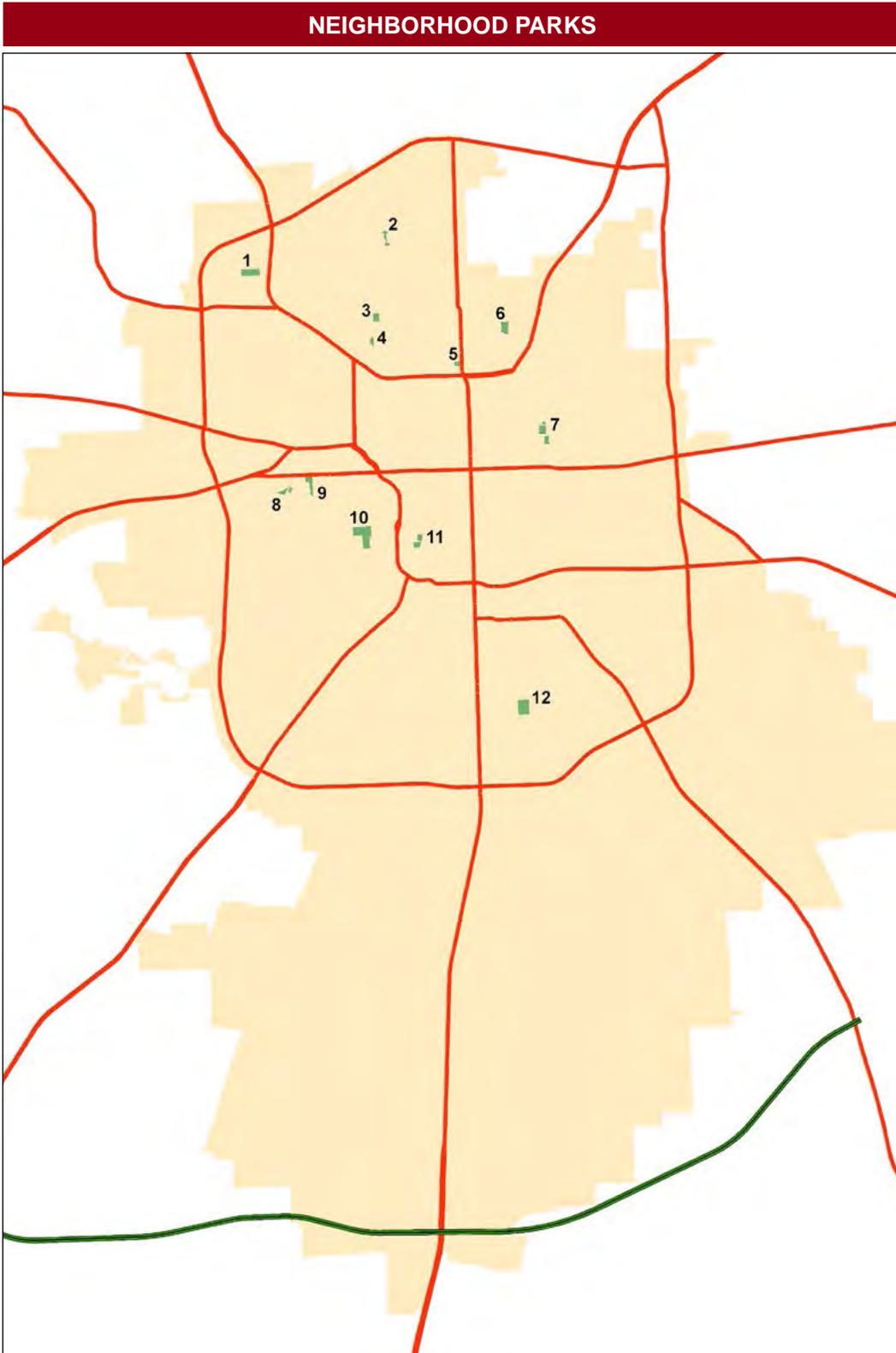


W.E. Winters Park



City Park

CITY OF TYLER NEIGHBORHOOD PARKS				
Map Number	Name	Location	Size	Amenities
1	<b>Gassaway Park</b>	West Martha Street	6.7 acres	Baseball/softball fields, basketball courts, playground, picnic facilities, pavilion/shelter, restrooms
2	<b>T.R. Griffith Park</b>	Carter Boulevard	2.56 acres	Basketball court, playground, picnic facilities, pavilion/shelter
3	<b>Lincoln Park</b>	Confederate Avenue at Nutbush Street and Vance Street	2.75 acres	Baseball/softball fields, basketball court, multi-purpose court, playground, picnic facilities, pavilion/shelter, restrooms
4	<b>Crescent Park</b>	North Englewood Avenue and Crescent Drive	1.3 acres	Playground and picnic facilities
5	<b>City Park</b>	West Queen Street and North Bois d'Arc Avenue	1.85 acres	Playgrounds, basketball courts, multi-purpose court, and picnic facilities
6	<b>Oak Grove Park</b>	Carlyle Avenue and Vance Street	3.83 acres	Playground and picnic facilities
7	<b>Hillside Park</b>	South Fleischel Avenue and East Erwin Street	3.5 acres	Soccer fields, basketball courts, multi-purpose courts, playground, picnic facilities, pavilion, restrooms
8	<b>Herndon Hills Park</b>	Brookhollow Drive and Pine Burr Road	2 acres	Multi-purpose court, playground, picnic facilities
9	<b>Windsor Grove Nature Park</b>	South Lyons Avenue and West Front Street	1.5 acres	Hike/bike trail, picnic facilities, pavilion
10	<b>W.E. Winters Park</b>	South Peach Avenue and Mockingbird Lane	17.5 acres	Basketball court, multi-purpose court, playground, picnic facilities, restrooms
11	<b>P.T. Cole Park</b>	Mockingbird Lane and Vine Avenue	4.68 acres	Baseball fields, tennis courts, playgrounds, picnic facilities, pavilion, and restrooms
12	<b>Pollard Park</b>	Hudnall Drive and Amherst Street	9.17 acres	Soccer fields, football fields, tennis courts, themed playground, picnic facilities, pavilion, restrooms



Source: City of Tyler GIS data

### Community/Athletic Parks

The 2005 open space plan suggests that community parks should contain approximately 80 acres—again dependent on area conditions. The service area, according to the plan, is the entire community. Facilities may include lighted sports fields, open space for free play, picnic areas, special events staging areas, playgrounds, off-street parking, tennis courts, swimming pool, passive open space and wooded areas, hike and bike trails, restrooms, multi-purpose paved courts, and water features.

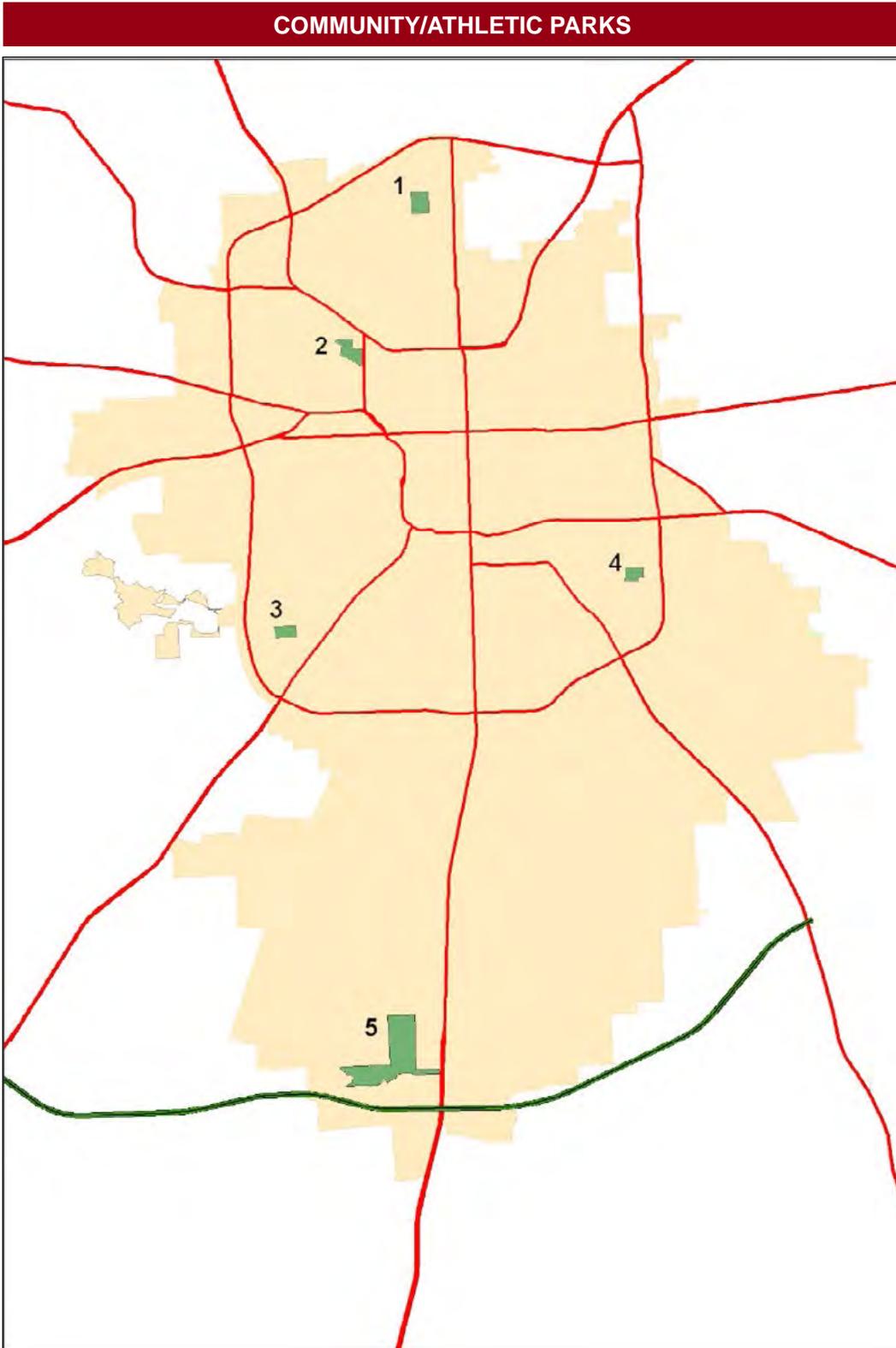
CITY OF TYLER COMMUNITY/ATHLETIC PARKS				
Map Number	Name	Location	Size	Amenities
1	<b>Woldert Park</b>	Border Avenue	52.5 acres	Swimming pool, baseball fields, tennis courts, playgrounds, picnic facilities, pavilion, restrooms
2	<b>Fun Forest Park</b>	North Glenwood Boulevard and Garden Valley Road	31.72 acres	Swimming pool, 5 baseball fields, 2 tennis courts, 2 basketball courts, playground, picnic facilities, pavilion, restrooms
3	<b>Noble E. Young Park</b>	Luther Street and Seaton Street	45 acres	Skate park, multi-purpose courts, hike/bike trails, playgrounds, picnic facilities, pavilion, restrooms
4	<b>Golden Road Park</b>	Boldt Avenue and McDonald Road	30 acres	Baseball fields, soccer fields, playground, picnic facilities, pavilions, restrooms
5	<b>Faulkner Park</b>	West Cumberland Road	180 acres	8 baseball fields with concession stands, 3 practice fields, 8 tennis courts with a pro shop, community fishing lake  1.5 miles of hike/bike trails in development; Faulkner Park Master Plan also calls for development of 8 new tennis courts, playground, splash park, picnic pavilions, fishing pier, and aquatic center



Golden Road Park



Woldert Park



Source: City of Tyler GIS data

### Special Use Parks

The Special Use Park classification covers a broad range of parks and recreation facilities that focus on one or two specific recreational uses. Facility space requirements are the primary determinants of site size and location. For example, a golf course may require 150 acres, whereas a community center with parking may require much less. Potential special uses include baseball/softball complexes, soccer complexes, tennis centers, sports stadiums, performing arts facilities, amphitheaters, community centers and golf courses.

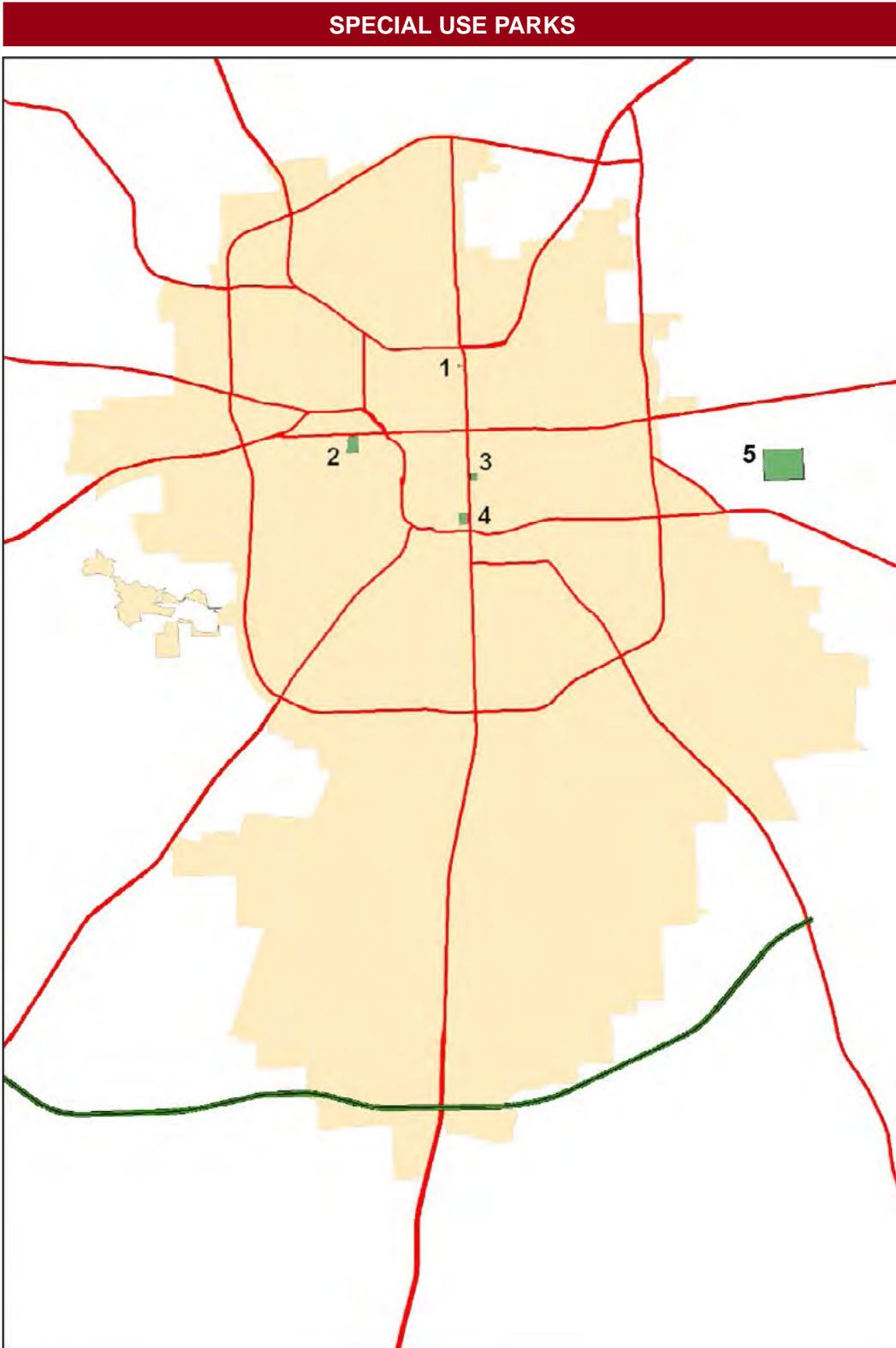
CITY OF TYLER SPECIAL USE PARKS				
Map Number	Name	Location	Size	Amenities
1	<b>Goodman Park/LeGrand Gardens</b>	North Broadway Avenue		Goodman Museum, wedding/special events facilities
2	<b>Tyler Rose Garden</b>	West Front Street and Peach Avenue	22 acres	Largest municipal rose garden in the United States; Vance Burks Memorial Camellia Garden, Idea Garden, approximately 30,000 plants and 400 individual varieties of roses
3	<b>Children's Park</b>	South Broadway Avenue and Rowland Place	1 acre	Story amphitheatre, butterfly garden, benches, statues  Donated in 2004 by the Children Are a Gift Foundation
4	<b>Bergfeld Park</b>	South Broadway Avenue and Fourth Street	8.3 acres	Amphitheatre, playground, tennis courts, picnic facilities, restrooms
5	<b>Headache Springs Park</b>	Highway 64E and Universal Lane	85 acres	Open space and picnic facilities  Currently leased to the Boy Scouts of America



Goodman Park/LeGrand Gardens



Tyler Rose Garden



Source: City of Tyler GIS data

**Greenbelt/Open Space Parks**

Greenbelts or greenways are linear parks usually developed around a natural resource such as a creek, river, utility easement, or lake shore. The potential benefits of a greenbelt system are numerous. Not only can a greenbelt system preserve valuable open space and natural habitat, it can provide a natural environment for walking, jogging, and bicycling trails; a transportation corridor linking neighborhoods to parks, schools, and shopping areas; and a variety of passive recreational opportunities free, or relatively free, from automobile interference. Greenbelts also serve as natural buffers between land uses, serve as utility (underground) easements, and can usually be acquired at a relatively inexpensive price in areas where there are constraints on development. Design standards for greenbelts emphasize preserving as much of the area as possible in a natural state. Greenbelt corridor widths are often determined by the existing topography, severity of flooding, and other unique natural features. Greenbelt corridors of less than fifty (50) “useable” feet should be avoided and narrow corridor sections kept to a minimum. One-hundred foot corridor widths and wider give flexibility in design and are encouraged wherever possible. Greenbelts intended to serve as wildlife corridors ideally should be 300 feet wide.

Three parks in Tyler are classified as greenbelt parks. Southside and Rose Rudman Parks function as greenways with a multiuse trail along West Mud Creek. Northside Park is a rectangular parcel of land whose northern edge is near but not in the drainageway of Black Fork Creek. Its classification as a greenbelt park was probably due to future potential rather than current use.

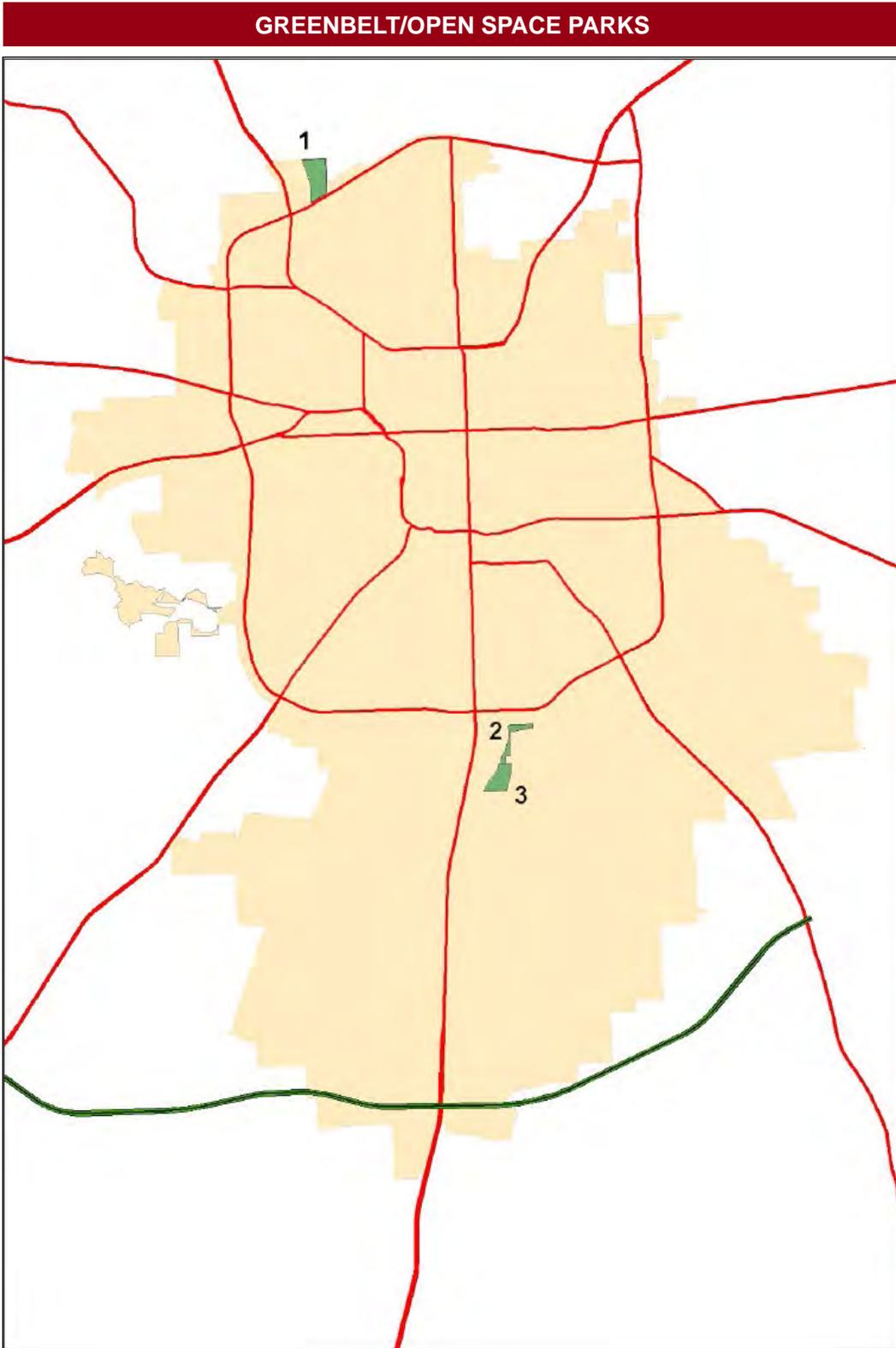
CITY OF TYLER GREENBELT PARKS				
Map Number	Name	Location	Size	Amenities
1	<b>Northside Park</b>	Public Road off of Loop 323	60 acres	Open space; currently leased to Model Airplane Club of Tyler
2	<b>Rose Rudman Park</b>	Donnybrook Avenue north of Shiloh Road	30 acres	Hike/bike trail, picnic facilities, pavilion
3	<b>Southside Park</b>	Donnybrook Avenue south of Shiloh Road	30	Hike/bike trail, playgrounds, picnic facilities, pavilions, restrooms



Rose Rudman Park



Northside Park



Source: City of Tyler GIS data

## Regional Parks

A regional park typically contains 200 to 1,000 acres, serves residents within a ten mile radius of the park, and includes a wide range of active and passive recreational opportunities. Although the list of facilities that are suitable for inclusion in regional parks is long, some of the most common facilities are sports fields, tennis courts, basketball courts, swimming pools, camp grounds, bicycle and hiking trails, nature areas, a golf course, recreation center, restrooms and ample parking.



Lindsey Park is Tyler's only regional park. It is the City's largest park, encompassing 454 acres and is located outside the city limits at Spur 364 and Greenbriar Road, just south of Briarwood Country Club. This large regional park consists of picnic facilities, pavilions, restrooms, and a playground. Along with these amenities Lindsey Park offers many athletic facilities with two lighted and eleven unlighted baseball fields, five softball fields, one lighted soccer field, and one basketball court.



After implementation of the Faulkner Park Master Plan, which will add many new recreational facilities, Faulkner Park will also be categorized as a regional park.



## Pocket Parks and Medians

The City of Tyler also maintains small pocket parks and road medians. These green spaces contribute to the attractiveness of Tyler's public realm.

- *Arp Island* is a small .5 acre median park located at the intersection of Fourth and Fifth Streets.
- *Glenwood and Gentry Island*, located at the intersection of Glenwood and Gentry, is a 0.75-acre median park.
- *Grande Boulevard Island* is located at Grande Boulevard and Broadway Avenue. This is the largest median park in Tyler at 2.5 acres.
- *Sunnybrook and Green Lane Park* is a 1-acre median park.
- *Tatum Park* is a small 0.25-acre median park located at 34th Street and Carter Boulevard north of Texas College.

Lindsey Park, a 454-acre regional park, includes soccer fields (top), baseball fields (middle) and picnic facilities (below).



Tatum Park

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- *3rd and Outer Park* is a 0.5-acre median park.
- *9th and Old Jacksonville Highway Park* is less than 0.5 acre.

The City also maintains a number of road medians that are smaller than pocket parks.

### Cemeteries

Cemeteries provide permanent green and open space and function as part of the city's open space network. In a number of communities, beautifully landscaped cemeteries function as passive parks where residents like to walk. Some historic cemeteries, like Atlanta's Oakland Cemetery, organize programs and friends' groups to encourage interest and help maintain their beauty.

- *Oakwood Cemetery* is a 20-acre historic cemetery located north of the Southern Pacific Railroad and fronting onto Oakwood Street between Palace Avenue and Ellis Avenue. Occasional historic walking tours of the cemetery are offered to the public through the parks department.
- *Westview Cemetery* is a 5.5-acre cemetery located along West Erwin Street, surrounded by Willowbrook Country Club.
- *Rose Hill Cemetery and Mausoleum* is a 50-acre cemetery located at South Broadway Avenue and Troup Highway.



Oakwood Cemetery

### Recreation Centers and Other Facilities

The Tyler Department of Parks and Recreation also manages an indoor recreation center, a senior center and special facilities:

- *Glass Recreation Center* is located at Woldert Park and contains a weight room, gymnasium, walking/jogging track, locker rooms, an arts and crafts room, a computer lab and a kitchen. A wide variety of activities are offered for an annual membership fee of \$15 for adults and \$10 for children.
- The *Senior Citizens Center* on Garden Valley Road offers programs and events specifically for seniors.
- *Harvey Convention Center* offers meeting rooms and ten acres of parking.
- *The Rose Garden Center* has meeting rooms and the Rose Museum.
- *Goodman Museum* is a historic mansion with exhibits.



Tyler's special use facilities include the Glass Recreation Center (top) and the Rose Garden Center (below).

### Other Public and Semi-Public Open Space

Residents of Tyler also have access to institutionally-owned open space on the campuses of Tyler Junior College and Texas College. Organized groups may register to use athletic fields at the University of Texas-Tyler. Some public school properties also have adjacent recreation areas, though in older areas of the city schools and parks were built next to one another and the parks function as the school recreation areas. The Forest Hills Recreational Center, owned by the City, is located on a 0.5 acre tract located on West Gentry Parkway, just south of the Caldwell Zoo. Forest Hills is leased to the Metropolitan Chamber of Commerce. Similarly, the Hillside Center at Hillside Park is City-owned but leased out for semi-public use.

The East Texas Fairgrounds is an 8-acre park located on West Front Street, between Windsor Park and the Tyler Rose Garden. This park consists primarily of picnic facilities and restrooms. The Fairgrounds has purchased property just outside the city limits. The Fairgrounds site on West Front Street will be vacated and offers the opportunity for new uses.

### Private Open Space and Recreation Facilities

Tyler also has private recreation facilities and open space areas that are membership-based or private to residents of certain subdivisions. Developers are responding to consumer demand by including walking trails in newer subdivisions when feasible. In addition, country clubs offer tennis, golf and swimming, and gyms and fitness clubs offer tennis, swimming and other activities. User fees are required for these facilities and are especially expensive at the country clubs. Among the private recreation facilities available in Tyler are:

- Idlewild Neighborhood Pool
- Charleston Park Neighborhood Pool
- The Woods Neighborhood Pool
- Stonegate Recreation
- Hollytree Country Club
- Willowbrook Country Club
- Cascades Golf Course
- Tyler Tennis and Swim



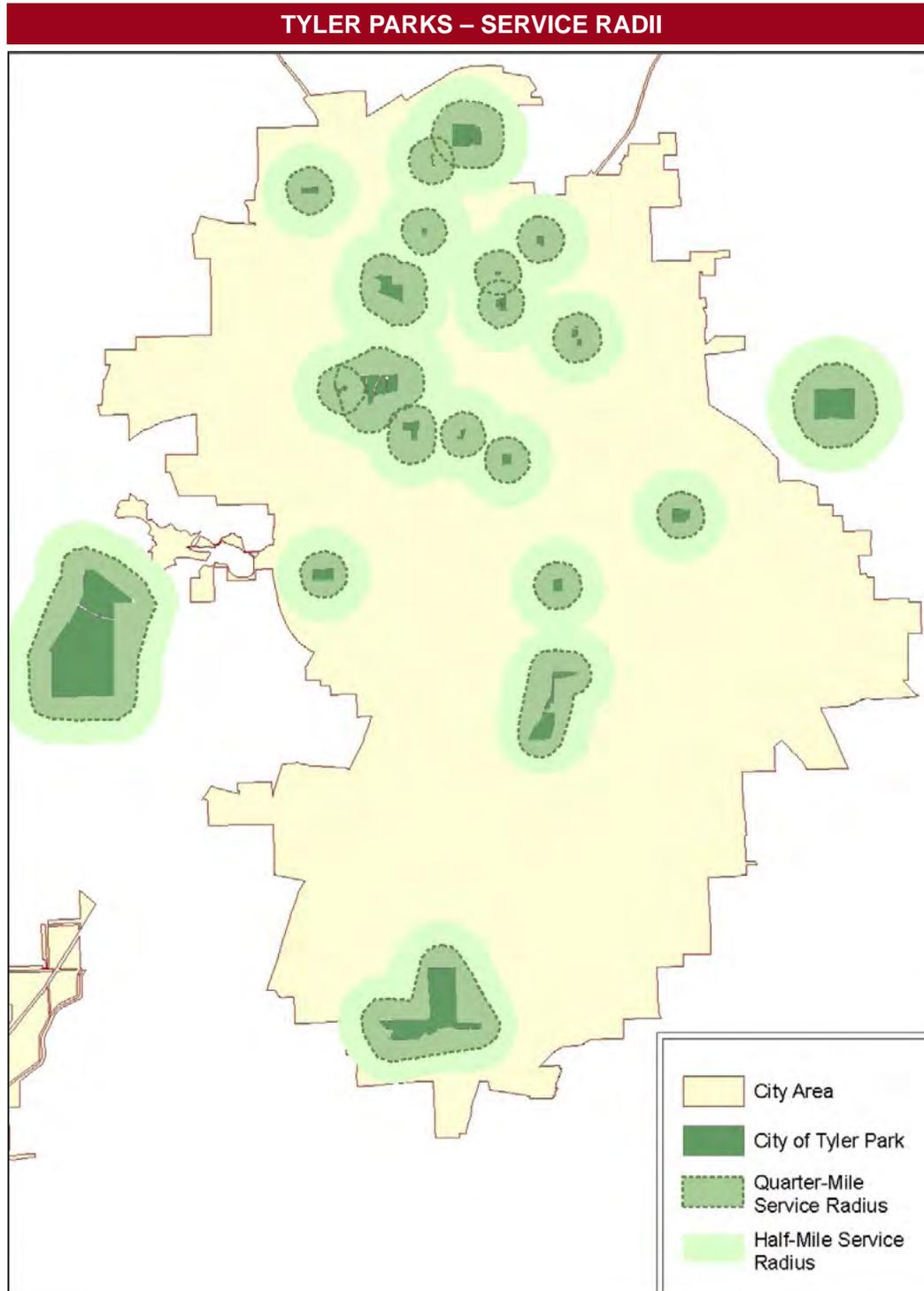
Private developers are responding to consumer desires for walking trails.

### Recreation Programs

The City sponsors numerous recreational programs for all age groups, for example, sports leagues and tournaments, fitness classes, senior citizen activities, gardening classes, arts and crafts, and basketball camp. Bergfeld Park hosts movies and concerts that draw people from throughout the city and immediately outlying areas.

### LEVEL OF SERVICE AND ACCESS TO PARKS AND OPEN SPACE

Level of service (LOS) standards for parks and recreation were developed in the second half of the twentieth century by the National Recreation and Park Association (NRPA). The purpose of LOS standards is to guide the allocation of park land and recreation services.



Source: City of Tyler GIS data

Much of the focus of these standards has been on identifying needs for recreational space to accompany suburban growth. The NRPA Standards were developed as guidelines for the amount of land needed for different types of park and recreation facilities; the amount of land and the number of facilities needed to serve a population; and geographic service areas for different types of parks. The City of Tyler today has about ten acres of City-owned parks and open space per 1,000 people. According to the Texas Parks and Wildlife Department, the average for Texas cities over 100,000 in population is 15.5 acres, while the average for cities with populations between 20,000 and 100,000 population is 11.4 acres. By aggregate measures, therefore, Tyler is below average, though very slightly compared to smaller communities.

Urban park systems are capturing more attention today and planners are recognizing that the NRPA standards are not always suitable for park systems in established urban areas. In cities, the focus is on access and spending per capita rather than on acreage. Research has repeatedly shown that the most important variable in how much and how often people use a green space is distance—especially walking time—from home.<sup>1</sup> People will easily walk about a quarter mile to get to a destination, and if the walk is reasonably pleasant and the destination sufficiently compelling, they are often willing to walk half a mile. They will travel to use large, unique open spaces of regional importance, but for everyday use, parks need to be close by.

Tyler’s park system operates both in urban conditions where additional park land can be difficult to acquire and in a suburban context where new developments are being constructed and establishment of new parks should be easier. Ultimately, however, access -- particularly walk-to access -- is the key to establishing a network of parks that serves residents and that also helps structure the form of neighborhoods and the city as a whole.



Tennis complex at Faulkner Park



Fun Forest Park Pool

1 Ann Forsyth, “People and Urban Green Areas: Perception and Use,” University of Minnesota Design Center for American Urban Landscape Design Brief, 4 (June 2003) pp. 2, 5.

## B. Current Conditions –The Lakes

The City owns the water and some land around three lakes: Lake Tyler, Lake Tyler East and Bellwood Lake. Lake Tyler was constructed in 1949, and covers approximately 2,400 surface acres. This lake has served as Tyler’s major source of water supply since its construction. Lake Tyler is located on Prairie Creek, a tributary of Mud Creek, and lies in the Angelina River watershed. It has storage capacity of over 15 billion gallons (43,500 acre feet) at spillway elevation, average depth of 17.6 feet, and a watershed area of 42 square miles (27,000 acres). Lake Tyler East was completed and the dam closed in 1967. The lake filled to capacity in 1968, and was connected to Lake Tyler by a connecting channel. This channel, in effect, formed one lake from the standpoint of water supply. Lake Tyler East has a surface area of approximately 2,500 acres, a watershed area of 65 square miles and an average depth of 16.5 feet. The lake has slightly less storage area than Lake Tyler. The two lakes have a combined safe yield of approximately 30 million gallons per day. Lake Tyler East is located on Mud Creek and lies in the Angelina River watershed.



In addition to supplying drinking water to the city, Lake Tyler provides recreation amenities, such as boat ramps (top) and boat stalls (bottom).

Lake Tyler also serves as a major recreation center, subject to controls to protect the drinking water supply. The Tyler Water and Sewer Utilities Department maintains six park areas adjacent to the lake and maintenance is funded by Tyler Water Utilities water and sewer ratepayers. Recreational use of Lake Tyler East is also permitted subject to the same controls as Lake Tyler. Recreation facilities include boat ramps, picnic areas, camping and parking.

The City also owns the mineral rights to its land surrounding Lake Tyler. In 2004, the City signed an agreement for natural gas drilling on over 5,500 acres, with the potential for as many as 68 wells. The City must approve each well site individually. No drilling is permitted within 100 feet of the water, in the lake bed, on any leased property, on Langley Island, within 400 feet of the dam, or within 300 feet of a home without consent of the owner. Environmental safety requirements plus daily water quality testing have demonstrated that the drilling has not affected drinking water quality. Other environmental impacts have included some tree clearing and loud noise during the drilling process. Landscape restoration is required after drilling.

The City of Tyler owns all of the land adjacent to Lake Tyler but leases the rights to construct above-ground improvements. The City has over 500 residential leases and two commercial leases at Lake Tyler. Because the City owns the property along Lake Tyler and

only leases it to the homeowners, land use can be controlled by the City. On Lake Tyler East, there are no leases; however, the City owns more than 1,300 acres of land around the lake and also owns the strip of land between the normal pool elevation and the emergency spillway elevation. As a result, owners of adjacent properties must obtain an easement from the City of Tyler if they wish to access the lake. While immediate access to Lake Tyler and Lake Tyler East is controlled by the City of Tyler, the lakes and the land around them are not within the current city limits of Tyler. Access to the lakes in general is achieved by going through Whitehouse via TX 110 South and FM 346.

The Tyler City Council has appointed a seven-member Lake Tyler Advisory Board, of whom a majority must be City of Tyler residents. The purpose of the Board is to provide a vehicle for citizen communication and advice to City departments and the City Council to facilitate recreational, residential, and mineral production uses of Lake Tyler. The Water Production and Quality Manager serves as the City's liaison to this Board.

The Lakes provide a number of water-based recreational opportunities. In addition to recreational boating and water skiing, fishing is also popular. The lakes are stocked with fish from time to time and are well known for largemouth bass, sunfish, crappie and catfish. Night fishing tournaments are common in the summer.

As is the case in many southern lakes, hydrilla, an extremely invasive exotic aquatic weed, is a problem in Lake Tyler East and less so in Lake Tyler. While seasonal water fluctuations and consumption by waterbirds help to keep it under control, it has become necessary to implement a plan to use approved herbicides and carp to more aggressively control hydrilla growth.

The City receives an annual lease payment, generally around \$60 each for all lots created prior to 1997 and around \$500 each for the 25 lots created since 1997. While all of the property adjacent to Lake Tyler is owned by the City, lease rights for many lots are held privately. Two of these leases, Concession #1/ Marina and Fritz & Opal's Barge, are the only commercial leases at the lake. Lease holders, both residential and commercial, own the above-ground improvements on the individual lots.



Many properties around Lake Tyler are leased from the City, such as the marina (above) and several residential properties.

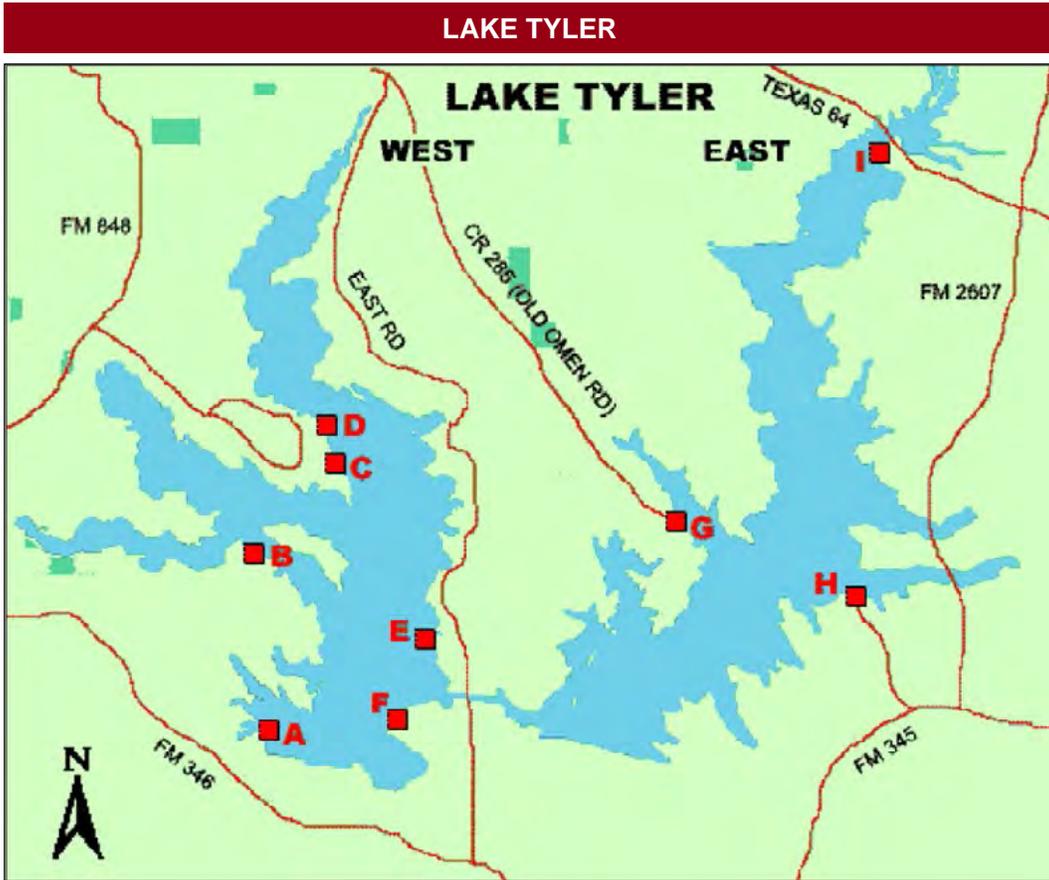
The leases are set up on a revolving 30 year lease, which renews each time the annual lease payment is made. Only properties identified as Club Lots are eligible for subdivision, provided they meet minimum criteria for lot size, shore line frontage and street frontage. Because the properties around the lake are not within the corporate limits of Tyler, the city receives no property tax revenue on the improvements. Lease holders pay the property taxes on the improvements to lease lots to Smith County and the Whitehouse Independent School District. Under the current system, the citizens of Tyler and Tyler Water Utility customers, who pay for maintenance and improvements at the lakes, receive no benefit from the residential leases.

Recreation facilities for lake access facilities, such as boat ramps, provide Tyler citizens with opportunities to enjoy the lake environment. Maintenance is relatively low cost in comparison to the benefit offered to all citizens. City property at the lakes could be developed for commercial uses such as restaurants, hotels and R.V. or camping facilities. These facilities could provide conveniences for lake users and some monetary benefits. However, because the lakes are not inside the city limits of Tyler, there is little opportunity to generate sales tax revenue. The major beneficiary of such development would be Smith County and perhaps the City of Whitehouse, not the City of Tyler.

Additional development at the lakes may pose a growing threat of drinking water contamination or increased cost to process the water to ensure drinking water quality. The primary function of the lakes as a drinking water supply must always be the highest priority. Under the current system, significant development at the lakes would only negatively impact the lake environment while providing no financial or environmental benefits to the City of Tyler. Tyler citizens are better served by continued and improved lake access points, boat ramps, R.V. and camping facilities and elimination of future subdivision of lease lots at the lake.

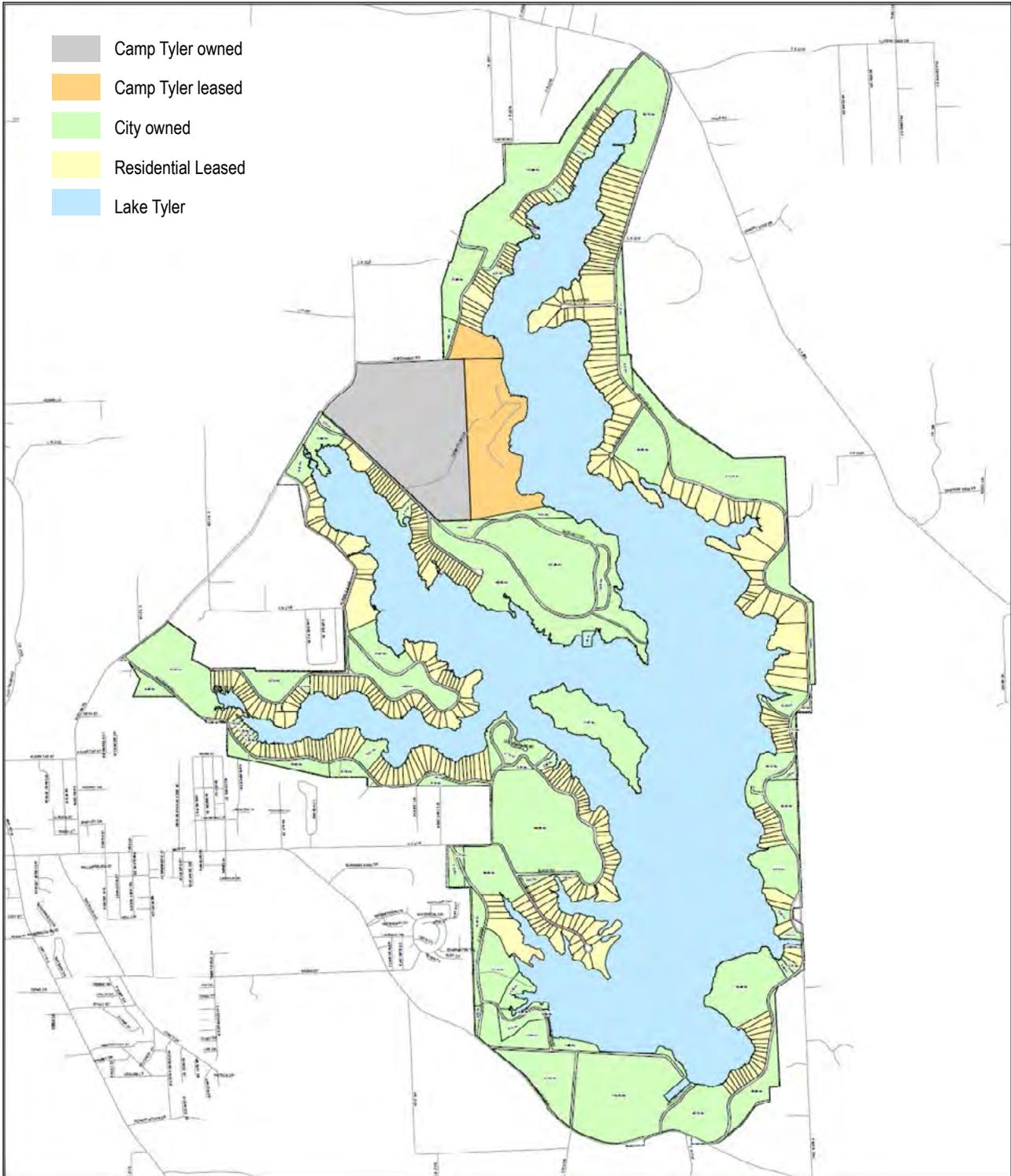
### **LAKE TYLER - PUBLIC ACCESS FACILITIES**

The City of Tyler Water Utility operates five boat ramps and two lakeside public recreation areas on the shores of these lakes. Two private concessions operate on the Lakes: Concession #1/Marina and Fritz & Opal's Barge, and Smith County operates a boat launch on Lake Tyler East: Old Omen Road Ramp, East. The Lake Tyler Marina, located on Lake Tyler West in Concession Area #1, charges a small fee to launch; all other ramps are free. Fritz & Opal's Barge, on the water near Old #2, offers fishing access for a fee, and bank access is available at several locations. Two public ramps and the County-maintained boat launch offer access to Lake Tyler East. Primitive camping is allowed in all city parks on a first-come, first-served basis. Not all of these facilities are open at all times.



LAKES TYLER AND TYLER EAST FACILITIES	All facilities operated by the City of Tyler Water Utility except as noted.									
	Restrooms	Cleaning Stations	Live Bait	Handicap Access	Parking	Courtesy Docks	Weigh Stations	Boat Gas	Picnick Areas	Camping
A: Concession #1/Marina (private concession)	*	*	*		*	*	*	*	*	*
B: Hill Creek Park					*	*			*	*
C: Old #2/Chapman Park	*				*	*			*	*
D: Fritz & Opal's Barge (private concession)	*		*	*						
E: East Side #4					*				*	*
F: Sandy Beach					*					*
G: Old Omen West	*				*	*			*	*
H: Old Omen East (Smith County)					*					
I: Highway 64 Ramp					*	*			*	*

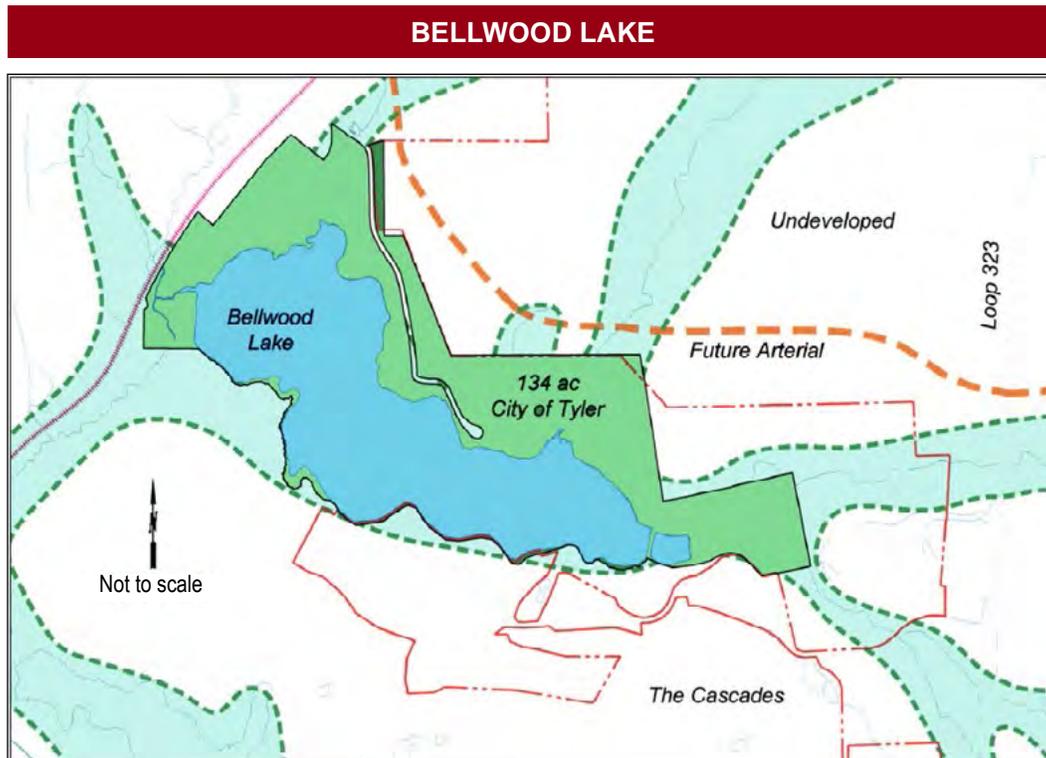
**LAKE TYLER WEST PROPERTIES**



Source: City of Tyler

## BELLWOOD LAKE

Bellwood Lake has a surface area of 170 acres and served as the primary water supply for the City until Lake Tyler was constructed in 1949. In 1965, the city's water treatment facilities located at Bellwood Lake were retired. The only current diversion of water from Bellwood Lake is by three users of raw water. Briarwood Country Club and the Cascades Golf Course purchase water in place and pump it with their own facilities for irrigation. The third and major user is Goodyear Tire and Rubber Company. This facility is provided raw water service via a water pumping station and pipeline owned and operated by the City. Bellwood Lake is located on Indian Creek and lies in the Neches River watershed. It and 185 acres of shore lands owned by the City are used principally for limited recreational uses. The City has control over the number of motorized watercraft on the lake at any given time. When Lake Tyler water levels were exceptionally low because of drought, the City gave the Tyler Ski Club exclusive water skiing rights on Bellwood Lake for one year. With normal water levels at Lake Tyler, that agreement is not expected to be renewed. Only the south side of the lake is currently within the city limits of Tyler and therefore subject to zoning regulations and land use controls. However, because the City owns the north shore of the lake, it can also control land use there.



## C. Demand for Open Space, Parks, and Programming

According to U.S. Census estimates, between 1990 and 2005, the number of Tyler families with children under the age of 18 increased 23% from 10,036 to 12,371. In 2005, it was estimated that 36% of Tyler households had children under age 18, compared to only 15% in 2000. During the same 1990-2005 period, the under-5 population grew 14% from 5,617 individuals in 1990 to 6,428 in 2005; the 5-9 population grew 23% from 5,521 in 1990 to 6,809 in 2005; and the 10-14 group increased 14% from 5,082 to 5,782 in 2005. Because the 2005 estimates utilized in this analysis were based on 2000 census figures, they are somewhat lower than population projections derived by Population and Survey Analysts (PASA) specifically conducted for Tyler. However, the general point of an increase in families with children and in the youth population is consistent with the PASA finding that much of the undercount was composed of Hispanic households.

Recent years have also seen a rise in the number of older adults in Tyler. This can be attributed to Tyler's designation as a certified retirement community and the aging of the baby boom generation. Although the total number of over-65 residents declined from 2000 to 2005, the 45-54 age category rose from 6,834 in 1990 to 11,977 in 2005. The 45-54 age group is within ten to twenty years of retiring and therefore Tyler can expect to see a dramatic increase in the over-65 age group over the next ten to twenty years, assuming these residents stay in Tyler.

Youth and seniors generally comprise the largest class of park users. Tyler's growing youth population generates a need for additional playing fields, playground areas, and recreational programs. Similarly, the aging population needs more adult recreational programs and passive park amenities, such as walking trails. One of the challenges created by these demographic trends is that of balancing the range of needs by park users.

### TRENDS IN RECREATIONAL TASTES AND PARTICIPATION

The past decade has seen a change in the recreational and open space tastes of Americans. Sports activities have expanded from traditional American sports like baseball and football to include other games, such as soccer. In addition, many more children are participating in athletic activities at early ages and several sports have become multi-seasonal. The demand for passive recreational activities has also grown. Moreover, bikeways, trails, and greenways not only provide natural open spaces, but can provide alternative forms of transportation that reduce auto-dependence. All of these trends have affected Tyler's recreational programs and the Parks and Recreation Department can anticipate more demand both for active playing fields in all sports seasons and for passive recreation areas.

### Balancing Passive and Active Open Space

Historically, Tyler has focused resources on active and organized recreational facilities such as baseball and soccer facilities. The City will need to balance acquisition and preservation of natural habitat with the continued demand for additional active recreation facilities. Tyler faces the challenge of preserving, expanding, and maintaining open space for passive uses,

water quality and wildlife habitat while meeting increasing requests for active recreational space.

### **Focus on Connections and Access to Nature**

It is important to create linkages between open space areas and significant city destinations. Linkages promote safe use of open space, discourage car usage, and may serve as animal movement corridors between habitats.

An active policy of preserving property along creeks, drainage easements and floodways can take many forms, from outright acquisition to collaboration with property owners or nonprofit organizations. This will lay the groundwork for future trail projects linking parks, schools and neighborhoods while providing passive recreational opportunities. Parcels containing unique topography, character or other natural features such as Black Fork Creek, Bellwood Lake, Mud Creek, West Mud Creek, Shackleford Creek, Willow Creek, Gilley Creek and their contributing tributaries, reflect the unique natural resources of the Tyler region. Future park land acquisition should allow for trails and natural open space in both neighborhood parks and community parks to provide opportunities for primitive recreation.

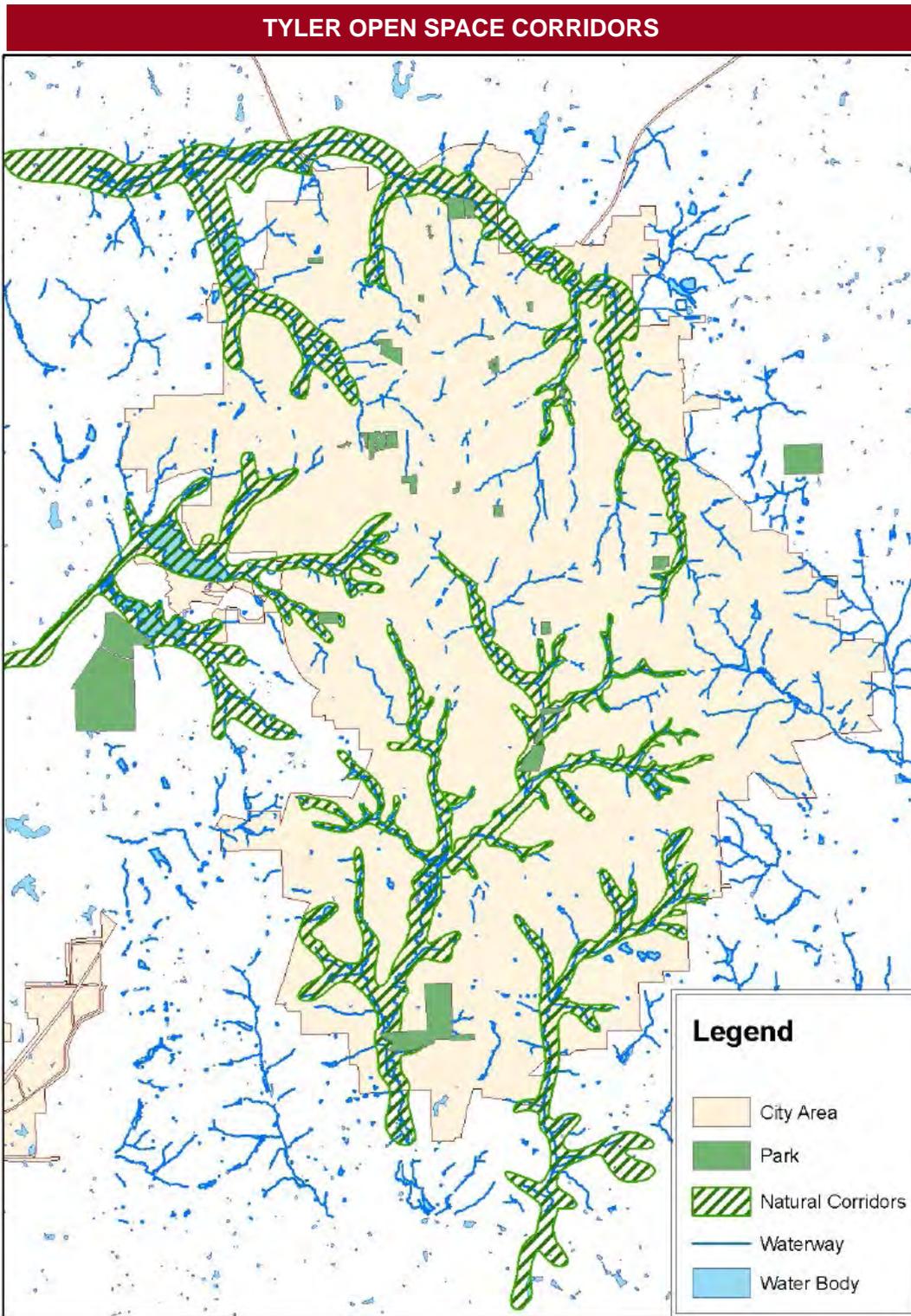


Land along creeks and floodways offers opportunities for new greenways.

As residential development expands, Tyler's unique natural areas will become more fragmented. Preserving natural corridors and connections will protect wildlife habitat and enhance residents' access to nature. The Shackleford Creek, Black Fork Creek, Willow Creek, and West Mud Creek Corridors constitute the framework of an exceptional greenbelt system. These creek corridors can provide for both pedestrian- and wildlife-friendly routes and for greenbelt connections to public spaces including schools, parks and neighborhoods.

### **Adding Parks and Open Space**

Tyler's high growth rate and increasing property values are a barrier to acquisition of significant amounts of open space. Currently, parkland is acquired either through a voluntary donation or as a capital project initiated by the City. The City has some ability to require dedication of FEMA-designated flood plain, but does not consistently utilize this method. Under existing development ordinances, developers have little incentive to dedicate parkland. As land prices rise, the ability to purchase more open space and parks decreases. In addition, proximity to existing park areas increases land values and may make expansion of current parks more difficult. However, direct purchase of land by the City is not the only way to expand park, open space and recreational opportunities. Many cities are providing new open space opportunities by using tax title properties, including open space elements in infrastructure projects, and structuring incentives and regulations for developer contributions. In addition, through agreements with school districts, homeowner associations and other entities that also own open space and recreational resources, cities can expand access to the public without having to own the resources.



Source: City of Tyler GIS data

## D. Recommendations

### GOAL:

- 1. Preserve open space corridors in Tyler for wildlife habitat, nature-based recreation, an attractive public realm, and a healthy environment.**

### ACTIONS:



- 1a. Create nature preserves and greenways in the floodplains of Tyler's major creeks and their tributaries.**

The floodplains of Tyler's network of creeks structure the way the city has developed in the past. An integrated greenway system can bring a new attractive natural open space amenity to shape and enhance future development.

- Protect these areas and acquire access points and enough site control to develop a comprehensive hike/bike trail which connects public spaces throughout the region.
- Implement the approved master plan, where opportunities exist for a regional greenway program and implementation strategy.
- Explore establishment of a competitive funding program to provide matching funds to developers willing to provide public trail facilities on private or public land that meet the requirements of the greenway plan.

- 1b. Enhance the "urban forest" by creating green corridors along streets and drainageways throughout the city.**

The "urban forest" is the term used for trees in city environments, including street trees and trees in parks and other public places.



Because trees are so important to Tyler's identity and because they also have recognized climate, health, and economic benefits, the Housing, Neighborhoods and Community Identity chapter of this plan. Establishment of an urban forestry program within the city has occurred and the city is not member of the Tree City USA Program.



The program requires the city to keep an arborist/urban forester on city staff, a \$2 per capita annual budget commitment, and a tree planting program. A set of principles to guide the street tree planting program can also be found in the Housing, Neighborhoods and Community Identity chapter. A Five Year Tree Planting Plan has also been developed and implemented to guide the urban forestry program.



The Urban Forester for the City has developed the five year plan for street tree planting throughout the City. Additionally, relevant parks and open spaces have been included to enhance open space connections and access. Tree-lined streets provide comfortable walking routes to neighborhood parks. Planting trees along the city's channelized drainageways is another way to create connections. Trees along the drainage canals contribute to stormwater management. Corridors of trees—whether along streets or drainageways - enhance the city's habitat for birds and other small wildlife and mitigate the heat effects of the urban "heat island" created by hard surfaces open to the sun.

- Periodically review the list of preferred/acceptable street trees in the landscape ordinance



for their suitability in producing shade and surviving in harsh urban conditions in Tyler's climate.

- Annually review and update the Five Year Tree Planting Plan and add shade trees on major streets every year at an estimated cost of \$25,000. Trees should be planted in groups to provide maximum impact. This means that the tree planting should be focused in particular locations at any one time, rather than one or two trees being distributed in many locations around the city.
- Give priority in the five year plan for major streets and neighborhood streets needing trees. In addition to downtown and similar areas, priority locations should include existing and proposed bicycle routes as well as pedestrian routes to neighborhood parks.
  - Develop a Green-up-the Gateway Plan to enhance road corridors in and around the City with an estimated budget of \$25,000 per year for implementation.
- Amend the landscape ordinance to require the planting of more street trees, where feasible and depending on the type of tree, in road rights-of-way in new residential and commercial developments.
- Require large trees to be inventoried before site clearance. Efforts should be made to save these trees, but if it is not possible, trees should be replaced.
- Require planting of shade trees in surface parking lots to maximize shade.
- Inventory all of the city's drainageways and canals for opportunities to improve them with trees and other plantings. Many of the historic, stone-lined drainage canals in Tyler's older neighborhoods are lined with trees. In other locations, neighborhood drainage swales are planted with grass. Concrete-lined canals are also common in the newer parts of the city. All of the city's drainageways should be inventoried and evaluated for potential retrofitting with trees and plantings.
- In new drainage infrastructure, use approaches that incorporate trees and plants rather than creating large concrete surfaces.

**1c. Consider establishing a city tree and plant nursery.**



The City maintains a green house in the Parks Department and grows trees for various planting opportunities as well as receives donations from private entities.



Street trees create comfortable walking environments (top) and trees along drainageways help manage stormwater runoff.



Concrete-lined drainage canals improved with trees and plantings can reduce heat effects, help with stormwater filtration, and provide wildlife habitat.

**1d. Explore alternative open space conservation strategies, particularly for natural areas.**

Public entities like the City do not have to own all the land that has been identified as suitable for protection. A number of Texas cities are now using tools such as conservation easements, purchase of development rights (PDR), transfer of development rights (TDRs), and so on to ensure natural open space and wildlife habitat is protected for generations to come. Under these types of programs, the City would not have costly land purchases but rather would work with landowners in order to achieve the same goal.

- *Conservation Easements* are permanent development restrictions placed on all or part of a property by a private owner. The restriction is recorded with the deed and passes to future owners of the land. The easement can provide for public access through trails or other means, or the land may remain completely private with primary value as a visual amenity or for wildlife habitat. The benefit to the property owner is that by giving up some of the development rights on his or her property, the owner receives a tax benefit. Texas Parks and Wildlife has published *Conservation Easements: A Guide for Texas Landowners*, which is available online at [www.tpwd.state.tx.us/publications/pwdpubs/media/pwd-bk-w7000-0022.pdf](http://www.tpwd.state.tx.us/publications/pwdpubs/media/pwd-bk-w7000-0022.pdf).
- *Purchase of Development Rights* programs are similar in that an entity such as a city government or a nonprofit organization pays the landowner for the development rights. Many programs of this type are designed to preserve land for farming. A study is made of the “highest and best” real estate use of the land, which generally means residential or commercial development, in order to ascertain the value of the development rights. A price is agreed upon, as well as what kind of use will continue to be permitted (e.g., farming, ranching). The landowner then receives a payment for the development rights, the sale is recorded with the deed to the land, and the tax value of the land goes down, which benefits the owner.
- *Transfer of Development Rights* programs are somewhat more complicated. They involve transferring the development capacity allowed by zoning from an area that is preferably preserved to an area where development is desired. It works most easily if the two properties in question have the same owner or if one of the owners is a public entity. It also requires a regulatory and market context that facilitates the process.

*Protecting Open Space: Tools and Techniques for Texans* (available online at [www.nps.gov/nrcr/programs/rtca/helpfultools/openspace.pdf](http://www.nps.gov/nrcr/programs/rtca/helpfultools/openspace.pdf)) is a handbook published by the National Park Service that contains Texas examples of a variety of open space preservation approaches. Many land protection strategies do not involve municipalities at all but depend on nonprofit organizations. Local land trusts can purchase land and hold it as conservation land. They can collaborate with government entities to allow trails and other appropriate public uses on the land.

**GOAL:**

**2. Provide a balanced park and open space system that allows for access and enjoyment by all citizens of Tyler.**

**ACTIONS:**

**2a. Pursue a long-term goal of a park within walking distance of every Tyler residence.**

The closer people live to a park, the more likely they are to use it. Most people are willing to walk about a quarter mile to get to a destination and this is considered the ideal standard for park access. If the walk is particularly pleasant and the destination compelling, many will walk around a half mile. As the map of existing park resources shows, the historic park system provides reasonably good coverage, using the half-mile radius measure for access, in Tyler's older neighborhoods—if wide streets and other barriers to safe and comfortable walking are not considered. Neighborhoods built after the 1960s, as the city grew southward, have fewer public parks, especially south of Loop 323. In pursuing this goal, the City should be alert to opportunities for neighborhood park development in underserved areas and seek to purchase vacant neighborhood lots. These opportunities could arise through tax title, development and redevelopment projects, conversion of excess surface parking lots, and infrastructure projects. Access should be measured on the ground—not simply by radii on a map—and improvements made to create safe and comfortable walking routes, including safe pedestrian crossings at intersections.

**2b. Establish planning practices and ordinances to ensure provision for parks as new development occurs.**

The relative lack of public parks in newer parts of Tyler can be traced to several circumstances: the City had no plan for where parks might be needed and had no requirement for developers to contribute to the creation of parks; many subdivisions were relatively small, making it difficult to provide significant parks on site; privatized development models resulted in the creation of private parks and recreation for subdivision residents.

As new development occurs, land should be reserved for parks that serve new neighborhoods and provide links to the overall regional network of parks and open space. Among the strategies to be evaluated include:

- Requirements for public neighborhood open space for subdivisions over a certain threshold of total site acreage;
- Developer contributions to an escrow fund for future neighborhood open space creation, as new subdivisions are built and a critical mass is attained; and
- New forms of land development such as “landpooling” that help provide open space through land assembly and provision of shares to property owners, thus rewarding those who hold parcels designated as open space with return on their land.

Many cities have created a Parks and Open Space Trust Fund to receive public and private funds destined for creating new parks and public open spaces such as conservation areas or greenways. Tyler could assign the five-year “rollback” funds collected when lands zoned for agriculture are rezoned for development. Though not a large amount, these funds could serve as the seed money for a Parks and Open Space Trust Fund. Developer contributions

would also go into this fund.

**2c. Establish policies and procedures for meaningful neighborhood participation when expanding or developing parkland in existing neighborhoods.**

Park improvement projects and new park projects in existing neighborhoods should involve residents at the beginning of the design process, to discuss local recreation and park needs, and at several points during the design process.

**2d. Provide opportunities for both passive and active use of parks and recreation areas.**

All parks with active uses such as athletic fields or courts should also provide some passive space. Although organized sports are important, they involve a minority of all park users. Even a small neighborhood park can include a walking path or a quiet shaded corner with benches.

**2e. Review surplus City-owned land for park and open space use before disposition by sale or other means.**

City-owned land is a resource that should not be disposed of lightly. It is easier to create a park on land the City already owns than to find suitable land to purchase. Whenever the City is contemplating a sale of land, whatever the size and in any location, a review of the lot or parcel should be conducted for potential inclusion in the park network. Even small lots may be suitable as neighborhood playgrounds or as visual amenities. Criteria for making decisions on these properties should include:

- Location in areas underserved by the parks system;
- Location that adds to regional networks; and
- Suitable size for needed type of park or recreational facility.

**2f. Explore the potential to create a horticulture center or botanical garden on the parking lot and fairgrounds site adjacent to the Rose Garden.**

The Rose Garden is a beloved symbol of Tyler and a tourist attraction. Tyler is also known for the Azalea Festival and its beautiful private gardens. Today, the Rose Garden's immediate neighbor is a giant asphalt parking lot designed to serve the Harvey Convention Center, the Rose Stadium and the East Texas State Fairgrounds. The East Texas State Fair has purchased a much bigger site just outside the city limits. This is the perfect opportunity to explore new ways to expand and build upon the Rose Center and Rose Garden.



The large parking lot at the Harvey Convention Center and the East Texas State Fairgrounds could be redeveloped as a botanical garden/horticultural center.

- Explore potential partnerships with nonprofit or for-profit garden and horticulture

groups for creation of a major regional center with botanical gardens, expanded model gardens, and an environmental education center focused on the East Texas environment.



- Work to develop site master plan alternatives to accommodate parking and circulation for the stadium and athletic fields, and the existing Rose Garden and Center, while exploring potential alternatives for the expanded horticulture uses on part of the existing parking lot and the fairgrounds and convention center sites. ~~The Rose Garden and Center master plan is currently being developed as phase 1.~~ Incorporate the recommendations from the adopted Rose Garden and Center master plan.



2020 UPDATE

**2g. Develop LeGrand Gardens for special activities.**

The City is redeveloping LeGrand Park as a special-use facility that will complement the Goodman Museum. Plans include a new visitor center, meeting rooms, and facilities for special events such as weddings. Botanical gardens are also planned. The City is designing the next part of the overall master plan and will include an event area.



**GOAL:**

- 3. Provide recreation programs and opportunities for children, youth, adults and senior citizens throughout the city.**

**ACTIONS:**

- 3a. Continue to monitor and upgrade recreational elements and facilities at existing parks to ensure compliance with current safety**



Development plan for LeGrand Gardens

***standards and current recreational trends.***

The Park Board and City staff should continue to conduct annual assessments of the city's parks and recreation facilities and replace facilities with improved equipment, implement ADA standards, and provide equipment for handicapped users. Care should be taken that when, for example, handicap-accessible playground equipment is installed, the pathways to access that equipment are also accessible to wheelchairs and people with physical disabilities.



Ensure that all recreational equipment is accessible to persons with disabilities.

***3b. Explore the potential for full or partial public access to private park and recreation facilities.***

Some of the private parks and recreational facilities in the city are very lightly used. Their management may be open to arrangements with the City that could allow for complete public access or access for programs in return for sharing maintenance and/or program costs. In this way the City could have access to additional facilities without having to pay the costs of developing them. This could include, for example, a partnership with the University of Texas-Tyler that would allow individuals to use university athletic facilities.

***3c. Explore the potential for joint park and recreation development, maintenance and programming with T.I.S.D. and other school districts, as appropriate.***

Develop an ongoing dialogue with Tyler I.S.D. for the provision of recreational opportunities. The City should work closely with the school district and monitor future expansion plans so that the City and T.I.S.D. can jointly develop future recreational facilities where appropriate. School administration concerns about security are among the issues that will need to be addressed. The City should also develop a joint programming effort to maximize the use and enjoyment of both City and T.I.S.D. facilities.

A number of schools are located next to public parks and use those parks for recreation. In other cases, school playfields and recreation areas can function as neighborhood parks. These uses should be assessed to see how the costs of wear and tear on resources are allocated and if there should be changes to that allocation.

***3d. Survey residents regularly to monitor needs, interests, and satisfaction with the park system.***

It is important to keep up with changing public needs for parks and recreation facilities. Survey program users after program completion with a common survey instrument for all programs, use Web surveys at least every two to five years on general park issues, and commission a scientific survey every ten years. The results of program



Regular surveys of parks users can help ensure that Tyler's parks and recreation programs meet user needs.

surveys and the latest general surveys should be available in advance of the annual review of the Parks and Open Space Plan so that the Parks Board can utilize the results when updating the plan.

**3e. Continue to monitor use of City facilities by private groups and their contribution to upkeep of these facilities.**

In order to best maximize use of City facilities, private groups are allowed to use park facilities such as amphitheaters, pavilions, ball fields, etc., provided the use does not conflict with a scheduled City event or completely monopolize facilities so that the public at large is effectively shut out. It is worthwhile to evaluate fees on a regular basis to make sure that private groups contribute towards the maintenance and repair of facilities they use on a regular basis. For example, the tennis association at Faulkner Park manages the park's tennis center and helps maintain the facility. Of course, fees must be carefully assessed so that all residents can afford to have reasonable access to public recreational facilities.

**3f. Partner with private interests for the promotion of a new Tyler First Tee program at Woldert Park.**

The First Tee of Tyler has been formed and land has been donated adjacent to Woldert Park. This land, together with land from existing Woldert Park, is intended to be the home for this new sports program.

**GOAL:**

**4. Protect and preserve Lake Tyler, Lake Tyler East and Bellwood Lake.**

**LAKE TYLER AND LAKE TYLER EAST ACTIONS:**

**4a. Continue giving highest priority to water quality protection.**

The lakes are the city's drinking water supply and protection of water quality must be the highest priority.

**4b. Continue to review compliance with the existing lease requirements for both residential and commercial leases and take enforcement action in the case of noncompliance.**

Leaseholders must comply with the terms of their leases or face enforcement action by the City.

**4c. Review and revise maximum parking limits for camping and R.V. facilities.**

Ensure that the lease language contains aesthetic controls and requires best practices to control nonpoint source pollution and proper waste disposal. Pervious surfaces such as gravel and pervious concrete block such as "grass-pave" should be encouraged, rather than asphalt.

**4d. Prohibit further subdivision of lease lots on City-owned property.**

"Club lots" are the only type of lake lots that can be subdivided. The City should stop this practice by eliminating the designation of "Club Lot" so that all lots fall under the



City-owned property around the lakes should be preserved for public use.

same development criteria.

**4e. Designate properties which do not currently have leases as Greenbelt Properties.**

Publicly-owned property around the lakes is a precious resource belonging to the citizens of Tyler and should be preserved for public purposes—protection of the water supply and public recreation. Designation of remaining City-owned properties as Greenbelt Properties would eliminate the potential for future private development while allowing for low-impact, nature-based recreation with the minimum of support facilities, such as boat ramps, fishing piers, parking lots and restrooms at trailheads.

**4f. Develop a trail system around Lake Tyler.**

Create a nature trail from the marina to Hill Creek Recreation Area on the City-owned greenbelt properties. Small parking areas should be provided at several locations along the trail.

**4g. Continue to improve recreational facilities at existing sites.**

Facilities can be improved so that they can serve users more effectively while minimizing impacts on the land and the water. Lake facility standards and expectations should be the same as other City of Tyler recreation sites. “Improved” facilities, therefore, do not necessarily mean more impervious surfaces or expanded structures, though in some cases they may be necessary. New and upgraded recreational facilities at the Lakes offer the City the opportunity to showcase and raise public awareness about best environmental practices that conserve energy and avoid pollution. Facility upgrades should also include signage improvements so users can locate existing recreation sites.

**4h. Evaluate the location, performance, and appearance of the existing R.V. facility and the need for such a facility.**

The current R.V. facility appears to have many permanent installations, reportedly because seasonal visits by travelers were insufficient for economic survival of the business. The entire operation should be evaluated for its contributions to the recreational objectives at the lakes. As part of that evaluation, the housing needs of the people who live there now should be taken into account. If the evaluation produces a conclusion that the public interest and the private interest of the residents and owner of the R.V. facility are in conflict, a solution that is fair to all involved should be pursued.

**4i. Explore all options for obtaining resources and for developing partnerships with the Lake Tyler leaseholders and others to improve amenities and public access areas at Lake Tyler.**

**4j. Consider annexing a corridor to the lakes and all of the property around the lakes.**

Perform a cost-benefit study for annexing all City-owned property around Lake Tyler into the corporate limits of Tyler. If the benefits outweigh the costs, the City should explore annexation proceedings to include all City-owned property in the City of Tyler.

**4k. Continue to purchase undeveloped land around Lake Tyler East as it becomes available.**

City control of land around Lake Tyler East is beneficial because it helps control impacts on drinking water quality. Maximum impervious cover standards to ensure water quality should be established around the lake and lake access granted only to properties which comply with the standards.

**BELLWOOD LAKE ACTIONS:**

**4l. Ensure continued protection of the water source and natural environment.**

Review and amend any lease agreements or other use agreements and continue to monitor motorized use and how it impacts water quality.

**4m. Develop a site master plan for the City-owned property north of Bellwood Lake.**

A development plan will ensure the City has identified access points, protection of natural open space, lake amenities, etc., prior to the surrounding properties being developed. Work with property owners north of Bellwood Lake on a cohesive development plan for the entire area. A public-private partnership may be a suitable vehicle to lead both a master plan and site development process.

**4n. Consider annexing City-owned property on the north side of the lake.**

As with property around Lake Tyler, the City should perform a cost-benefit study to determine the feasibility of annexing this property. If the benefits outweigh the costs, the City should consider annexation proceedings.

**4o. Manage development and recreational activities in and around sensitive areas of the lakes to minimize adverse effects on water quality and valuable ecosystems.**

The construction of boat houses and piers on Bellwood Lake should be prohibited, along with all water skiing in order to maintain a safe and healthy lake environment.

Wildlife areas, such as Lake Tyler islands, need more management attention where, for example, trees are being destroyed by overpopulation by certain animals. The City can work with the Texas Parks and Wildlife Department to prevent degradation of wildlife areas.

**4p. Ensure access to lake facilities and recreation to all citizens.**

The lake area belongs to all citizens, and everyone should be guaranteed access to this important recreation resource.



Development around sensitive lake areas can be managed to protect ecosystems and water quality.



A public trail system would bring more activity to Bellwood Lake.

**4q. Develop public trails on the lake.**

A trail connection from the Cascades Trail (west of the Cascades below the dam) up through the City-owned property on the north side of the lake, ideally to connect with a trail on adjoining property, would provide Tyler residents with a more rustic alternative to the Rose Rudman Trail. In addition, the Cascades Trail could be connected with the nearby Lindsey Park property.

**GOAL:**

**5. Be a good steward of parks and public spaces.**

**ACTIONS:**

**5a. Maintain all parks and public spaces to the same high standard.**

Every public park embodies a promise to maintain and protect it forever. Parks that are neglected are less used and become magnets for vandalism and illegal behavior. Good maintenance is a challenge. Scattered small parks, though very important to the park network, can be more difficult to maintain than larger parks. It is also often easier to obtain funds for capital improvements than for the less glamorous but critically important work of keeping parks well-maintained. Elements of a maintenance strategy to continue or consider including are:

- Develop a maintenance checklist for park land and park facilities with easily understood criteria for rating conditions and perform an evaluation of every park on a regular schedule.
- Develop maintenance standards so that employees know what is expected.
- Create a maintenance plan that prioritizes current needs and provides for catching up on maintenance backlogs.
- Evaluate the costs and benefits of contracting out some park maintenance work.
- Collaborate with volunteer groups on certain park maintenance tasks.
- Post a telephone number at every park for citizens to notify the City of maintenance needs.



A parks maintenance plan with maintenance standards can help City employees understand priorities and expectations.

**5b. Landscape small public spaces throughout the city and seek funding support through an “adopt a spot” program.**

The City should hire a landscape architect to design low-maintenance and medium-maintenance versions of planting design plans for medians, gateway areas, and other small public spaces to beautify the city with flowering plants and trees. A program to seek funding sponsorship from businesses, organizations and individuals can then be developed that offers the low- or medium-maintenance versions of a design plan for an area. The sponsors would choose which plan they wanted, pay a fee, and receive recognition through a small

sign. All the signs for the program should have the same design. It is better to organize a fee-based program rather than have sponsors actually perform the work themselves, even if they happen to be landscape companies. If it is more cost effective, the City could contract out the maintenance work, making sure that it meets certain standards.

***5c. Incorporate xeriscaping and environmentally-sensitive practices into the City’s maintenance program.***

The recent drought highlights the value of xeriscaping—the use of drought-tolerant species—in public spaces. In general, park maintenance programs should be organized to conserve water and avoid excessive use of herbicides and pesticides.



Landscaping medians and gateway areas throughout the city will help beautify Tyler.

***5d. Encourage and support creation of park “friends” groups or “adopt a park” groups.***

In many communities, volunteer organizations organize events, raise funds, and collaborate with the parks department to support specific parks. The department should encourage formation of these kinds of groups and assign a staff person as a liaison. Keep Tyler Beautiful could participate in an “adopt a park” program, and the parks department and the police department could coordinate patrols and volunteer groups to ensure safety in the parks.

***5e. Encourage and support creation of a Tyler Parks Foundation or similar nonprofit group to work with the City on parks and open spaces.***

Tyler’s park system needs a nonprofit partner to focus attention, raise money, attract volunteers, and enhance the constituency for the city’s parks. All the successful park systems in the United States have strong partnerships with a parks foundation or other nonprofit focused on helping the city’s parks be successful. Their philanthropic and business communities have recognized that a thriving and successful park system is an economic asset and benefits the whole city. Some of these organizations are actively involved in management and maintenance of parks. Others raise funds for capital improvements and programs. Many coordinate the activities of volunteers and neighborhood parks groups. Partnerships could be made with Keep Tyler Beautiful, the East Texas Woods and Waters Foundation, the Tyler Audubon Society, Master Gardeners, and Ducks Unlimited.

# TYLER 1<sup>st</sup>

*Building our future, together*



## 8. Housing, Neighborhoods & Community Identity DRAFT



The intent of this document is to detail amendments from the 2014 and 2020 updates while continuing to memorialize the original text. Items updated through the 5-year update process will be accompanied with a Tyler 1<sup>st</sup> logo within the original Tyler 21 document. The text from the original document begins after the Tyler 21 logo appears in the text.



GOALS	POLICIES FOR DECISION MAKERS
<b>HOUSING</b>	
Provide sufficient housing for households at all income levels and all stages of the life cycle.	<ul style="list-style-type: none"> <li>Facilitate and provide incentives for development of a variety of housing types to serve diverse household types.</li> <li>Expand programs that support creation of ownership and rental housing affordable to low and moderate income households within the city, working with both for-profit and nonprofit developers.</li> <li>Expand first-time homebuyer and credit counseling programs.</li> </ul>
Sustain and maintain established neighborhoods.	<ul style="list-style-type: none"> <li>Encourage compatible infill residential development in established neighborhoods.</li> <li>Enhance code enforcement.</li> <li>Rehabilitate existing housing stock.</li> <li><u>Protect investments and property values within neighborhoods.</u></li> </ul>
<b>BUSINESS, RETAIL AND MIXED-USE AREAS</b>	
Concentrate commercial development in compact, mixed-use districts interspersed with lower-density uses and open space along corridors rather than commercial strips.	<ul style="list-style-type: none"> <li>Facilitate and provide incentives for concentration of development in mixed-use districts.</li> <li>Encourage addition of other uses to existing business parks and shopping centers.</li> <li>Establish zoning overlay districts to require improved design standards as properties redevelop.</li> </ul>
Improve function and design of commercial areas.	<ul style="list-style-type: none"> <li>Establish zoning, design and access guidelines for mixed-use and commercial areas, including tree and landscape standards.</li> </ul>
Use public investments to promote compact mixed-use districts.	<ul style="list-style-type: none"> <li>Use public buildings as anchors for mixed-use centers.</li> <li>Use infrastructure investments to support mixed-use centers.</li> </ul>



GOALS	POLICIES FOR DECISION MAKERS
<b>COMMUNITY IDENTITY AND APPEARANCE</b>	
<p>Enhance Tyler’s public realm with trees, attractive streetscapes, <u>adequate lighting</u> and public gathering places.</p>	<ul style="list-style-type: none"> <li>• Establish design standards for streetscapes.</li> <li>• Establish a city commitment to tree-planting.</li> <li>• Establish a program for public art.</li> </ul>
<p>Promote building, street and residential subdivision design that is focused on people rather than vehicles.</p>	<ul style="list-style-type: none"> <li>• Encourage voluntary use of guidelines for human-scaled and pedestrian-friendly development while accommodating vehicles.</li> <li>• Ensure sensitive transitions from nonresidential to residential areas.</li> <li>• Ensure that signs are compatible with the desired surrounding context and kept in good repair.</li> <li>• Preserve and enhance the walkable character of older neighborhoods.</li> </ul>
<p>Promote creation of new neighborhoods rather than isolated subdivisions and/or apartment complexes.</p>	<ul style="list-style-type: none"> <li>• Encourage subdivision design that includes defined centers and edges.</li> <li>• Allow new subdivisions to be connected to surrounding areas.</li> <li>• Require maintenance endowments for private streets and open space.</li> </ul>
<p>Promote appropriate location and design of housing and commercial development in the ETJ.</p>	<ul style="list-style-type: none"> <li>• Support land use frameworks to shape and guide development in the ETJ.</li> <li>• Continue City review of all plats in the ETJ for consistency with the Master Street Plan and the Comprehensive Plan as adopted.</li> </ul>



## HOUSING FACTS

### TOTAL AND TYPE OF HOUSING UNITS (2019):

- Total of 42,457 housing units in City
- 60% are single-family houses
- 30% are in 2-9 unit buildings
- 19% are in buildings with 10 or more units
- 1% are mobile homes
- About half of all dwellings have more than 2 bedrooms and half have 2 or fewer bedrooms

### AGE OF HOUSING STOCK (2019):

- Built before 1950: 14%
- Built before 1990: 49%
- Built since 2000: 10%

### OWNERSHIP AND RENTING (2019):

- 52.7% owner-occupied
- 48% renter-occupied

### LENGTH OF TIME IN CURRENT RESIDENCE (2011):

- 75% of residents lived in the same house in 2000.
- 14% of residents have lived in the same house since 1989.
- 3% of residents have lived in same house since 1969.

### HOUSING VALUE (2018):

- Median value: \$195,000
- Less than \$50,000: 3.5%
- \$50,000 to \$199,999: 48.3%
- More than \$200,000: 48.1%

### HOME SALES AND AVERAGE PRICE:

- 1,199 total sales in 2018 (2% decrease from 2017)
- Average price: \$1231,734 (4% increase from 2017)

Source: *American Community Survey 2017/8/9, Census 2010, Tyler Neighborhood Services; Real Estate Center at Texas A&M University*

### WHAT DOES IT MEAN?

- Most of Tyler's housing is composed of single-family houses.
- The homeownership rate for Tyler is lower than the statewide rate of 63%.
- The downward trend in the average price for an existing single-family home has ended, and prices are beginning to trend higher than pre-recession levels.
- New houses are, on average, much larger and more expensive than existing homes.
- Nearly half of Tyler's households do not receive enough income to afford the median-priced single-family home.
- The majority of new development in Tyler is taking place in the southern part of the city.



GOALS	POLICIES FOR DECISION MAKERS
<b>HOUSING</b>	
<p>Provide sufficient housing for households at all income levels and all stages of the life cycle.</p>	<ul style="list-style-type: none"> <li>• Facilitate and provide incentives for development of a variety of housing types to serve diverse household types.</li> <li>• Expand programs that support creation of ownership and rental housing affordable to low and moderate income households within the city, working with both for-profit and nonprofit developers.</li> <li>• Expand first-time homebuyer and credit counseling programs.</li> </ul>
<p>Sustain and maintain established neighborhoods.</p>	<ul style="list-style-type: none"> <li>• Encourage compatible infill residential development in established neighborhoods.</li> <li>• Enhance code enforcement.</li> <li>• Rehabilitate existing housing stock.</li> </ul>
<b>BUSINESS, RETAIL AND MIXED-USE AREAS</b>	
<p>Concentrate commercial development in compact, mixed-use districts interspersed with lower-density uses and open space along corridors rather than commercial strips.</p>	<ul style="list-style-type: none"> <li>• Facilitate and provide incentives for concentration of development in mixed-use districts.</li> <li>• Encourage addition of other uses to existing business parks and shopping centers.</li> <li>• Establish zoning overlay districts to require improved design standards as properties redevelop.</li> </ul>
<p>Improve function and design of commercial areas.</p>	<ul style="list-style-type: none"> <li>• Establish zoning, design and access guidelines for mixed-use and commercial areas, including tree and landscape standards.</li> </ul>
<p>Use public investments to promote compact mixed-use districts.</p>	<ul style="list-style-type: none"> <li>• Use public buildings as anchors for mixed-use centers.</li> <li>• Use infrastructure investments to support mixed-use centers.</li> </ul>
<b>COMMUNITY IDENTITY AND APPEARANCE</b>	
<p>Enhance Tyler's public realm with trees, attractive streetscapes, and public gathering places.</p>	<ul style="list-style-type: none"> <li>• Establish design standards for streetscapes.</li> <li>• Establish a city commitment to tree-planting.</li> <li>• Establish a program for public art.</li> </ul>
<p>Promote building, street and residential subdivision design that is focused on people rather than vehicles.</p>	<ul style="list-style-type: none"> <li>• Encourage voluntary use of guidelines for human-scaled and pedestrian-friendly development while accommodating vehicles.</li> <li>• Ensure sensitive transitions from nonresidential to residential areas.</li> <li>• Ensure that signs are compatible with the desired surrounding context and kept in good repair.</li> <li>• Preserve and enhance the walkable character of older neighborhoods.</li> </ul>

GOALS	POLICIES FOR DECISION MAKERS
Promote creation of new neighborhoods rather than isolated subdivisions and/or apartment complexes.	<ul style="list-style-type: none"> <li>• Encourage subdivision design that includes defined centers and edges.</li> <li>• Allow new subdivisions to be connected to surrounding areas.</li> <li>• Require maintenance endowments for private streets and open space.</li> </ul>
Promote appropriate location and design of housing and commercial development in the ETJ.	<ul style="list-style-type: none"> <li>• Support land use frameworks to shape and guide development in the ETJ.</li> <li>• Continue City review of all plats in the ETJ for consistency with the Master Street Plan and the Comprehensive Plan as adopted.</li> </ul>

## HOUSING FACTS

- HOUSING UNITS (2000): 35,337
  - 69% are single-family houses.
  - 14% are in 2-9 unit buildings.
  - 16% are in buildings with 10 or more units.
  - 1% are mobile homes.
  - About half of all dwellings have more than 2 bedrooms and half have 2 or fewer bedrooms.
- AGE OF HOUSING STOCK (2000):
  - Built before 1950: 15%
  - Built before 1980: 70%
- OWNERSHIP AND RENTING (2000):
  - 56% owner-occupied; a third of homeowners are senior citizens.
  - 44% renter-occupied; 14% of renters are senior citizens.
- LENGTH OF TIME IN CURRENT RESIDENCE (2000):
  - 48% of residents lived in the same house in 1995.
  - 20% of owners and 37% of renters in Tyler moved between 1995 and March 2000.
  - Over half of those who moved stayed in Smith County (including Tyler).
- HOUSING PRICES:
  - Of houses sold in 2004, 38% were priced below \$100,000 and 11% above \$250,000.
- NEW HOUSING DEVELOPMENT:
  - 1990-2000: 3,310 building permits in Tyler; 76% of these were for single-family houses.
  - The 2005 average size of a new single-family house in Tyler was approximately 3,000 square feet.
  - The estimated average sales price of a new single-family house in Tyler is \$225,000.

### WHAT DOES IT MEAN?

- Most of Tyler's housing is composed of single-family houses.
- The homeownership rate for Tyler is lower than the statewide rate of 60%.
- Prices for existing single-family houses in Tyler have increased substantially since 2000.
- New houses are, on average, much larger and more expensive than existing homes.
- Nearly half of Tyler's households do not receive enough income to afford the median-priced single-family home.
- The majority of new development in Tyler is taking place in the southern part of the city.

Source: Census 2000 and Real Estate Center at Texas A&M University data

## **FINDINGS**

- There is little diversity of housing types in new housing: most new houses built within the city limits are single-family homes.
- The median new house built within the city limits is nearly 3,000 sf in size and costs \$192,000, making it 54% more expensive than the median-priced home (new or existing) within the entire metropolitan area (\$124,600).
- Subdivisions in newer parts of the city and in the ETJ tend to be poorly connected to surrounding areas.
- Residential areas in newer parts of the city and in the county tend to lack defined centers and edges and therefore lack neighborhood identity.
- “Leapfrog” development—small subdivisions surrounded by rural land—is common in the ETJ.
- Generic, “Anywhere, USA” development types predominate in Tyler’s commercial districts and extend in low densities along arterial corridors.
- Transitions between residential and commercial areas are not well managed in many areas.
- With few exceptions, the public realm lacks design identity. In too many parts of the city, Tyler lacks a sense of place.

## **KEY CHALLENGES**

- Encourage development of greater diversity in housing types in new residential development within the city.
- Enhance efforts to make homeownership available to low and moderate income families.
- Make subdivisions and groups of subdivisions—both new and existing—into neighborhoods and create neighborhood and district centers.
- Improve the function, design, and attractiveness of commercial and mixed-use areas.
- Discourage development types that are isolated from neighboring areas.
- Improve the character of Tyler’s public realm.

## A. Current Conditions

This chapter of the Tyler 1st Comprehensive Plan focuses on several key quality of life issues for Tylerites: the growth and character of existing and future housing, neighborhoods, and commercial areas. There are two overarching themes. One is related to the location of new housing growth and production. In this planning process, the City has committed itself to balanced growth, meaning an effort to direct some of the new growth coming to Tyler away from the southern parts of the city and the county. The inclusion of special area plans for downtown and the North End is part of this effort, but it is also an important question to consider in terms of housing growth. Expanding opportunity for affordable homeownership is a key issue. Also critical is the question of city, district and neighborhood identity, or sense of place. Tyler's development in recent years has tended towards generic models that can be found throughout Texas and the country as a whole. In the Community Visioning Retreat, the survey, interviews and other events, Tylerites expressed dissatisfaction with the results of this approach.

### COMMUNITY ISSUES:

#### How and Where We Live

Neighborhoods and sense of place are important elements of the Tyler 1st Vision and Principles:

- In the Vision: “safe, interconnected neighborhoods”; “a sense of place and community in every part of the city”
- In the Principles:
  - > “Provide appealing, safe, affordable and stable places to live for people with a wide range of incomes.
  - > Provide a variety of housing types for families, singles, older persons and other kinds of households.
  - > Enhance and create neighborhoods containing walkable centers with a mix of housing and shopping to serve residents.”

### HOUSING

Does Tyler have enough housing diversity for its population now and in the future? It is expected that Tyler's exceptional annual population growth rate of 4.4% in the 2000-2005 period will moderate in the future, returning to a more modest 1.1% annual rate. Even with this slower growth rate, the city will add over 21,500 people by 2015. If we assume that this additional population will reflect the same household composition found in 2000, we can estimate that 30% of those people will live alone and the remaining 70% will live in families or with unrelated people. Estimating three persons per household for the latter group results in 5,017 households. This means that there will be a need for 6,450 housing units for single persons and 5,017 for larger households over the course of ten years, or an average of 1,147 a year.

The challenge to produce sufficient housing in the future has several elements:

- How can Tyler produce a sufficient variety of product types to satisfy a diverse market?

- How can Tyler produce a sufficient diversity in price and tenure to accommodate households at different income levels and meet the City’s goals for balanced growth?
- Where should housing production occur and how can the City encourage development in preferred locations?

## Housing Diversity

### ***Housing Types, Household Composition and Tenure***

Single family homes predominate in the City of Tyler and will continue to do so. Of the 35,553 city housing units counted in the 2000 census, nearly 70% were single-family homes. Small multifamily buildings with two to four units made up nearly 8% of all the housing units, another 10% of housing units were in medium-sized apartment buildings with 5 to 19 units, and 11% were in buildings with more than 20 units. Only 450 mobile homes (1.3% of all units) were counted in Tyler. The City’s Consolidated Plan estimates that by 2005, an additional 1,842 units had been built, bringing the total to 37,395, of which 71% were single-family houses. Nearly 70% of Tyler’s housing was built before 1980, including 5% built before 1940.

Since the end of World War II, the U.S. housing construction industry has focused on providing single-family homes for families with children, responding first to postwar housing demand and then to the huge baby boomer generation. Baby boomers are now becoming empty-nesters, the smaller “baby bust” generation now makes up the early adult cohort, and households in general have become much more diverse. Nationwide, married couples with children made up 31% of the national population in 1980 and only 24% in 2000.

Tyler’s household composition reflects the national trends. In 2000, only 20.5% of City of Tyler households were made up of a married couple with children. Another 14.5% of all households were female-headed households with children. The figures for Smith County as a whole were comparable to national figures, with 24% of all households composed of married couples with children. In the City of Tyler, 30% of households were made up of a single person living alone (25% in Smith County as a whole). Approximately one-third of all households include children under 18 and slightly more than one-quarter of all households include persons 65 years or older. These data suggest that there may be more demand for a variety of housing types in Tyler than is currently available or being produced.

Renters accounted for 44% of City of Tyler households in



Single-family houses



Townhouses



Mobile homes



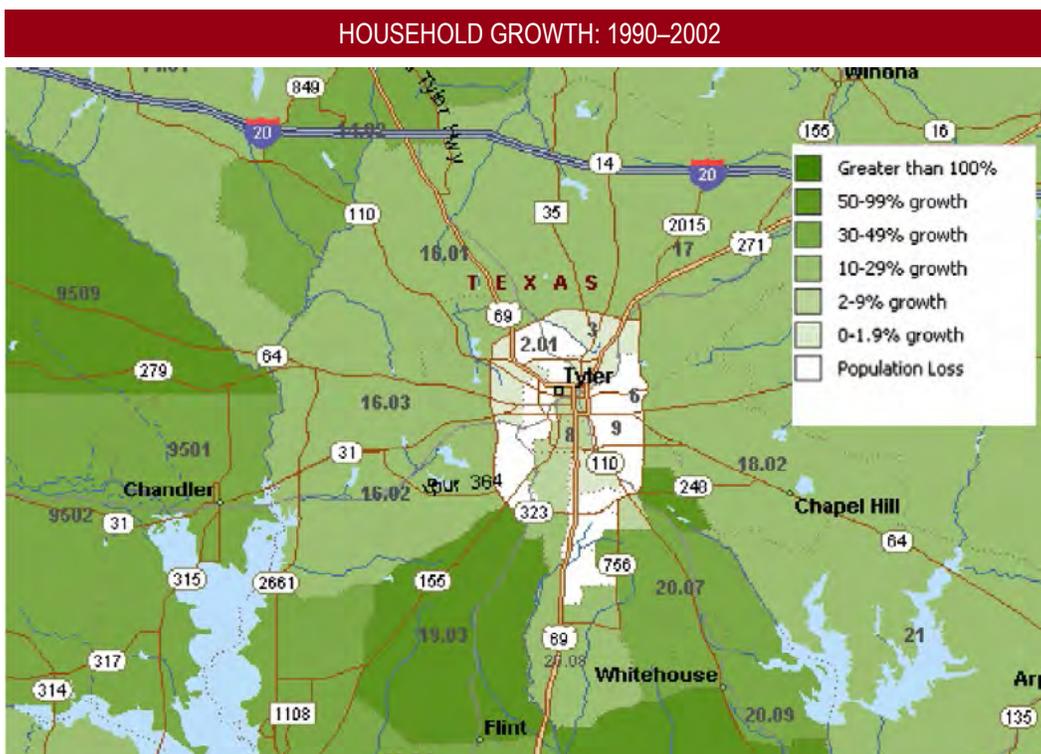
Apartments

2000 and while 56% were owners. County data (which include Tyler) suggest many fewer rental units outside of the city. Almost 70% of the households in the entire county own their homes. There are approximately 60 apartment complexes in Tyler today, the majority located in South Tyler, clustered near the South Loop and South Broadway. The Tyler Apartment Association, which tracks rental rates and occupancy data for 8,046 apartments, reported a 94% occupancy rate in June 2006. The average rent for a one-bedroom apartment was \$526 a month, for a two-bedroom apartment was \$685, and for a three-bedroom apartment was \$770. Niche apartment markets outside the complexes include downtown apartments on the square, which are highly sought after despite downtown's limitations.

**Household Growth Trends and Housing Markets**

The city is the focus of Smith County and the majority of county residents who live outside of the City of Tyler work and shop in the city. The county is part of the overall housing market for people who consider themselves Tylerites.

Household growth over the course of the 1990s and early 2000s was particularly strong outside of Loop 323 and the city limits, especially to the south. Certain parts of the city lost households in those years.

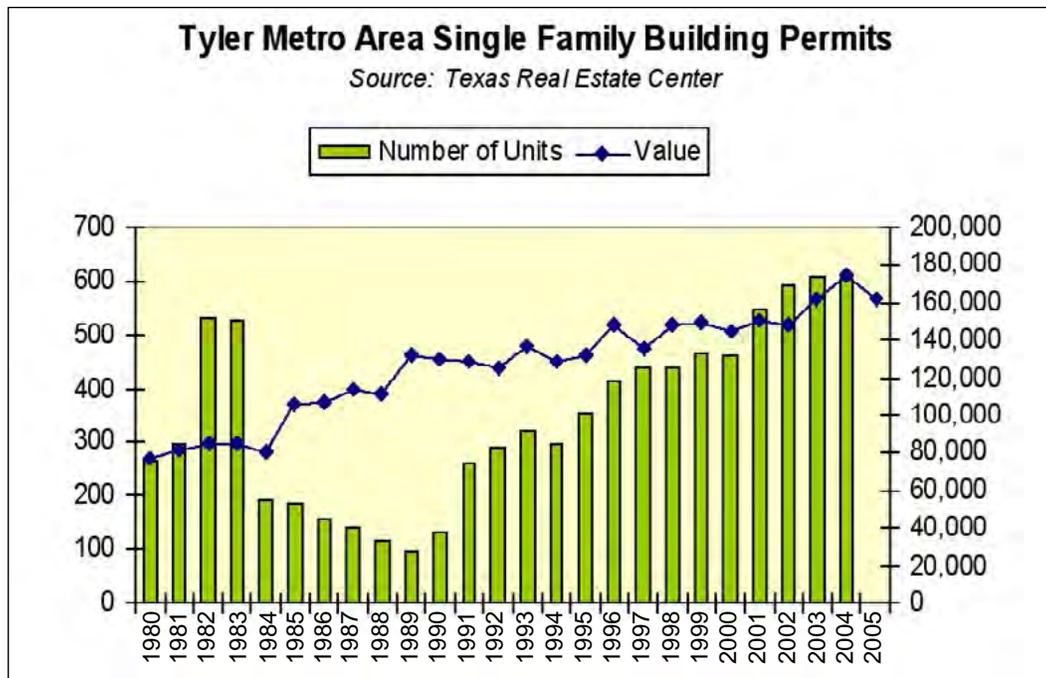


Source: Microsoft MapPoint; ZHA, Inc.

**Housing Sales and Housing Production**

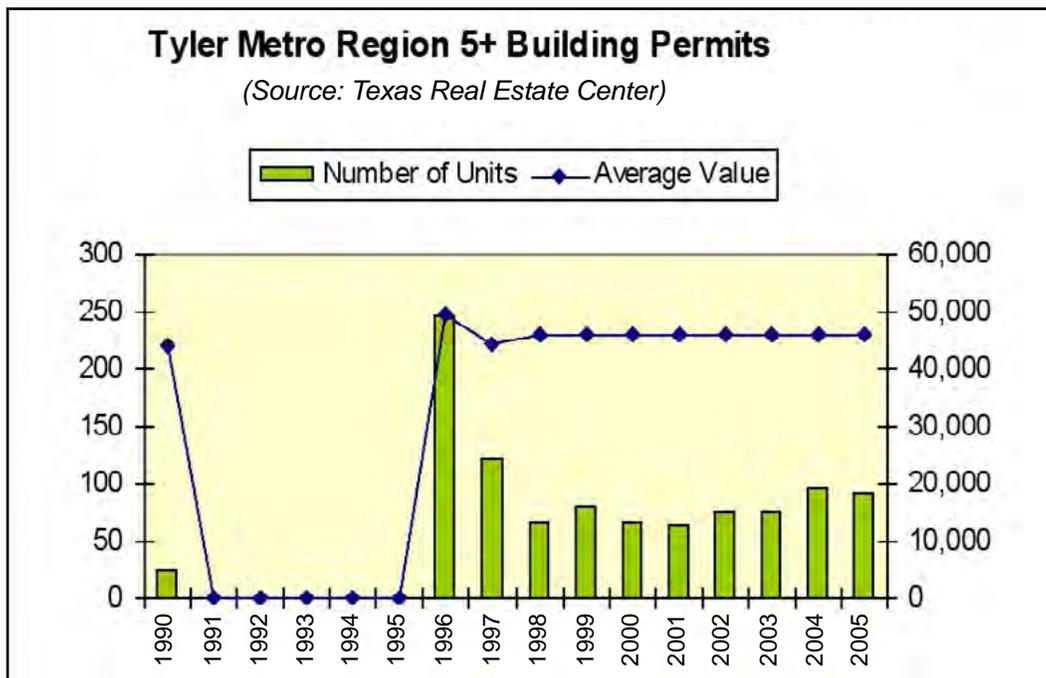
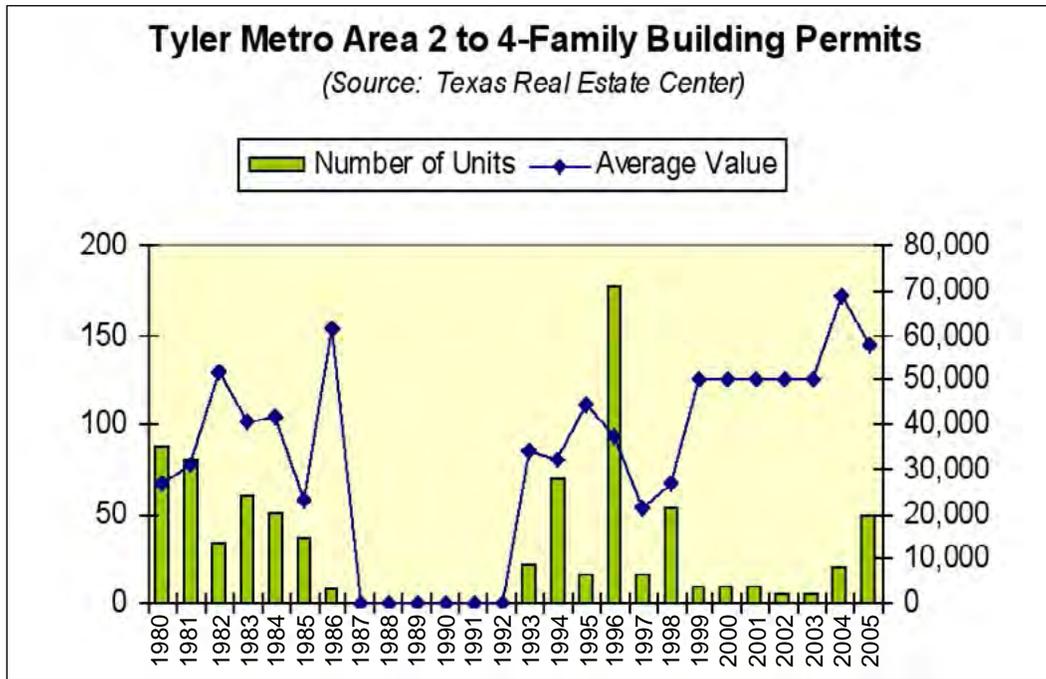


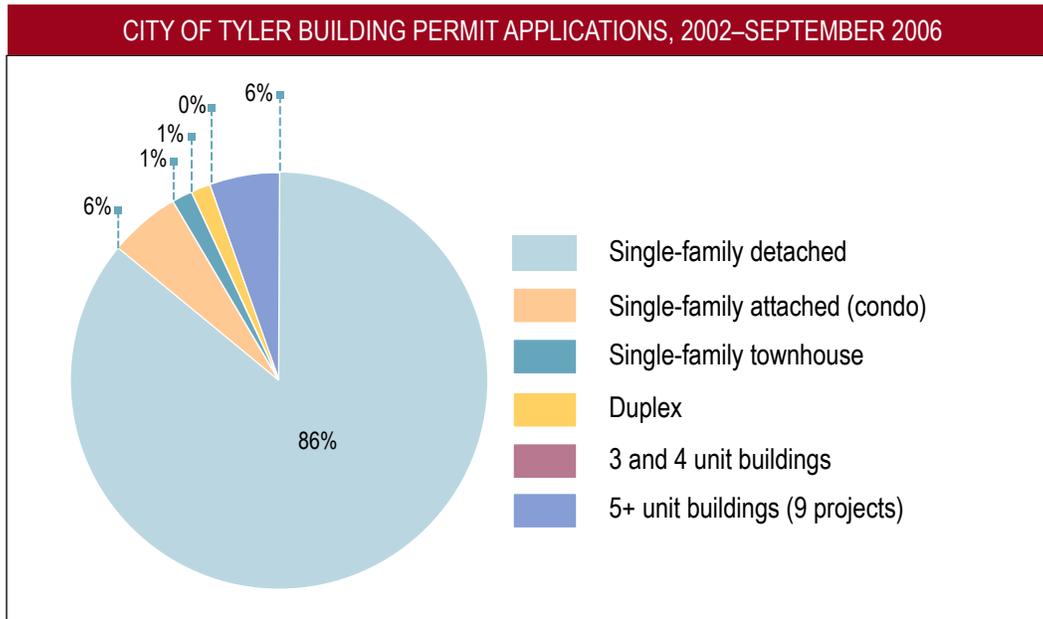
Housing sales data is collected for the Tyler Metropolitan Statistical Area (MSA), which includes all of Smith County, and is not compiled for the City of Tyler alone. The sales data from the Texas Real Estate Center at Texas A & M University show that from a sales volume of approximately 1,000 housing units in the early 1990s, the market grew to over 3,500 units sold in the first three quarters of 2006.



Building permit data for the Tyler MSA over the last 15 years show that construction in the Tyler MSA market has focused on single-family homes, with limited development of duplexes, small apartment buildings and larger multifamily developments.

Recent data from the City’s list of residential building permit applications show that builders active within the city are focusing on single-family housing and that housing tends to be more expensive than the new housing in the MSA as a whole. From 2002 to September 2006, 93% of the residential building permit applications in the city were for single-family homes (86% single-family detached).





Source: City of Tyler

Most new developments and subdivisions in Tyler tend to be relatively small. They often include a few amenities such as a swimming pool and clubhouse or walking trails, but the majority do not provide for neighborhood retail centers or civic sites.

### ***Housing Diversity and Tyler 1st Goals***

Tyler has relatively little housing diversity, especially in newer housing. The city’s housing stock and builders still tend to be focused on production of single-family homes. Few condominiums, townhouses, and duplexes are produced. There are few alternative housing products aimed at the empty-nester baby boom market. The options are limited in rental apartments, with the majority of apartments in isolated complexes unconnected from the neighborhood amenities which are increasingly attractive to both the young professional market and the empty nester market. A continuing lack of diversity in housing types will make it difficult for Tyler to achieve the Tyler 1st goals.

### ***Housing Costs and Affordable Housing***

The overall housing market in the Tyler MSA is affordable compared to the nation and the state of Texas, according to generally-accepted standards. The Texas Real Estate Center calculates a Housing Affordability Index that is the ratio between the median family income and the income required to buy the median home based on current mortgage practices and interest rates. In 2005, the median cost of a single family home in the Tyler MSA was \$124,600, requiring a household income of \$28,809 to qualify for a mortgage. The median household income was estimated to be \$50,950, meaning that the median home was quite affordable to households making the median income. Affordability calculations for first-time homebuyers also indicate that the Tyler MSA has housing that is quite affordable, compared both to the state and the nation. Because mortgage interest rates have increased in the last year, the affordability index may not be as favorable at present.

2005 HOUSING AFFORDABILITY INDEX					
MLS	2005 Median-Priced Home	Required Income to Qualify	Median Family Income	HAI*	HAI for First-time Homebuyers**
Tyler	\$124,600	\$28,809	\$50,950	1.77	1.26
Texas total	\$136,500	\$31,561	\$53,000	1.68	1.14
U.S. total	\$206,600	\$47,132	\$58,000	1.23	0.68

\* The HAI is the ratio of the median family income to the income required to buy the median-priced house using standard mortgage financing at the current interest rate. Standard financing is a fixed-rate, 30-year loan covering 80 percent of the cost of the home. A HAI of 1.00 indicates that the median family income is exactly equal to the required income to qualify for the standard loan to purchase the median-priced house.

\*\* First-time home buyer is assumed to purchase a home equal to the first quartile home price using a 90% home loan at an interest rate 0.5 percent greater than the standard current state.

New housing is more expensive on average than existing housing and new housing within the city is more expensive than in the MSA as a whole. The city residential building permit data for 2002 to September 2006 demonstrate this clearly. The average value was \$241,000, which is much higher than the range of \$150,000 to \$180,000 average value for single-family home permits in the MSA as a whole during the same period. The median value of the city residential building permit applications was \$192,000. In addition, the new housing in the City of Tyler follows a national trend in size. The average size of these single family homes is 3,321 square feet and the median size is 2,931 square feet.



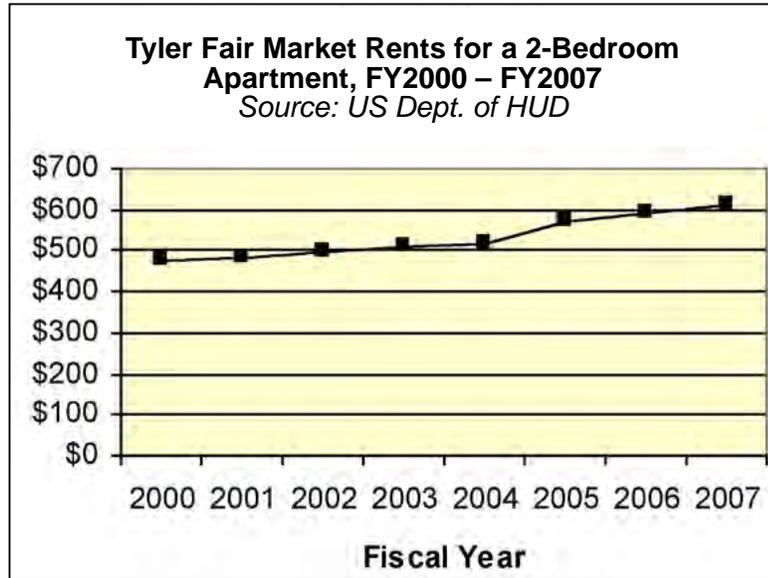
New housing in Tyler is larger and more expensive than existing housing.

### **Permanently Affordable Housing in Tyler**

The federal Department of Housing and Urban Development identifies households paying more than 30% of their monthly income for housing costs as being “cost-burdened.” These are the households that need more affordable housing. In Tyler, the 2000 census found that 44% of renters and more than 20% of owners spent more than 30% of their household income on housing. In 2000, of the 8,668 rental households in Tyler earning less than 50% of the area’s median income, 86% paid more than half of their incomes for housing. A quarter of the 3,009 rental households earning between 50% and 80% of the area median income paid more than 30% of their income for housing.

Tyler has a total of 1,665 units of subsidized housing in which the subsidy is tied to the physical unit. This number includes apartment complexes built with Low-Income Housing Tax Credits, which are federal tax incentives provided to developers who meet certain requirements and are approved by state housing agencies, and apartment complexes funded by other types of federal subsidy. While 1,470 of these units are for any type of income-

eligible household, 133 units are reserved for elderly tenants. An additional 908 units are subsidized through Section 8 tenant-based vouchers, which permit eligible households to pay no more than 30% of their income in housing costs, with the federal government paying the remainder, up to a specified amount called the Fair Market



Rent, to a private landlord. These are called “tenant-based” vouchers because they move with the tenant rather than being attached to the specific unit.

Overall, therefore, approximately 7% of Tyler’s housing units are subsidized. Nearly two-thirds of these subsidized units are reserved for households making no more than 50% of the Tyler area median income, which for FY 2006 was \$26,350 for a family of four. An estimated 14,230 Tyler households in 2005 had incomes that were 50% or below the area median income. Less than ten percent of these households receive any housing subsidy. The City’s housing division reports that approximately 2,000 names are on the waiting list for Section 8 vouchers and it takes three to five years to get a unit.

### **Affordable Homeownership**

Increasing the homeownership rate for low- and moderate-income households is a top goal of the City’s housing program. However, affordable housing ownership programs are somewhat limited in Tyler. Since 2003 the City has had a small program to build houses for select Section 8 voucher holders and has built three houses. The goal is to build five houses a year. The total land and building costs are approximately \$80,000 and subsidized mortgages are offered. Section 8 voucher holders who meet certain criteria can use their housing assistance towards buying a home.

The city Habitat for Humanity has built 66 homes since 1989. While the current average is eight homes a year, the organization wants to raise that number to ten homes a year. Habitat often builds on donated land and receives some government funding for site preparation, infrastructure and construction, and homebuyer counseling. The Habitat executive director reports that as many as 200 people attend their annual credit screening events and that bad credit is a greater barrier to homeownership for many households than low income. Most of the Habitat families are single parents working in the hospital and medical sector with household incomes between 30% and 70% of area median income.

State first-time homebuyer program funds are available through a few mortgage companies in Tyler. According to the FDIC Community Reinvestment Act Performance Evaluation issued in 2006, Southside Bank, which is the biggest real estate lender in the Tyler area, assisted 13 first-time homebuyers in 2003 using several different programs. It made five loans in a first-time homebuyer program with the most flexible underwriting criteria. In addition, the bank participated in the state bank program for affordable housing, making three loans, and it also obtained funds from the Federal Home Loan Bank to match down payment or closing costs for first-time homebuyers, assisting five buyers. The bank has investigated the possibility of creating a community development corporation (CDC) and was involved with five other banks at one point in a CDC that no longer exists.

### ***Housing Rehabilitation***

Housing abandonment by absentee owners coupled with low-income property owners' difficulty in funding repairs undermine the stability of low- and moderate-income neighborhoods. Boarded-up buildings bring down the value of adjacent housing and a street with many empty lots communicates disinvestment.



Boarded-up buildings can destabilize neighborhoods and discourage new investment.

In 2000, 8% of housing units were vacant. Although nearly two-thirds of these were either for rent or for sale, there were 766 “other vacant” units.

Most of these were in dilapidated condition. Demolition of vacant units in extremely poor condition is an ongoing activity of city government. Housing abandonment and vacant lots are common in several neighborhoods in North, East and West Tyler. In the CDBG target areas chosen each year, the City provides funding for homeowner rehabilitation as well as for demolition and reconstruction of owner-occupied units. There are also some funds available for emergency rehabilitation for disabled or handicapped owners.

### ***Affordable Housing and Tyler 1st Goals***

Affordable housing policies and strategies matter, not only because it is important to provide safe and secure housing to households of all income levels but because stable neighborhoods are important to the success of the city as a whole. Most of Tyler's permanently affordable housing is provided in apartment complexes in which all the units are subsidized, and this tends to create areas where there is a concentration of populations living in poverty. Though the value of subsidized homeownership and rehabilitation programs has been well-recognized in the city, programs and funding are very limited. In recent decades, newer approaches elsewhere to affordable housing production have emphasized the value of mixed-income and scattered site affordable housing, including infill projects. The benefits of these approaches include deconcentration of poverty, similar design for subsidized and market rate units, and elimination of neighborhood or market stigma attached to subsidized housing.

## Chapter 8 :: HOUSING, NEIGHBORHOODS & COMMUNITY IDENTITY

New construction of affordable, non-subsidized, market rate housing is also relatively rare within the city. Although there are a few builders in this sector of the market, most of the moderately-priced new housing in the Tyler MSA is built in the ETJ or other parts of the county. As a result, there are numerous lots for infill and small subdivisions within the city limits that go unused while land in the country is subdivided for “leapfrog” development and expanding sprawl. The northern and western parts of the city suffer from disinvestment and depopulation, the city loses taxpayers, existing infrastructure is underutilized, older homes become dilapidated and some are demolished. As is the case in many cities, Tyler benefited in the last five to ten years from investments by Mexican immigrants in east and northeast Tyler. Although some of this investment is likely to continue, these migrant- and market-based improvements will not be sufficient to promote growth in the many underutilized parts of Tyler.



Some affordable housing is being constructed on vacant lots within the city, such as this new home in the North End.



Tyler is seeing some market-rate infill and housing rehabilitation inside Loop 323, including North Tyler, West Tyler, and downtown area units.

## NEIGHBORHOODS AND IDENTITY

When asked about places within Tyler that communicate what is special about the city as a physical place, most Tylerites talk about two things: trees and the historic districts. Sometimes people will mention the Rose Garden or a few other special destinations within Loop 323, but no one ever mentions places outside of Loop 323. Trees represent the green landscape of East Texas that is especially appreciated in a state that is predominantly dry and this landscape is linked to the horticultural heritage that still makes Tyler the “Rose City.” Otherwise, Tylerites find it hard to identify places that make Tyler special. Development along most of the major city streets and roads is undistinguished and generic. There has been little investment in improving public environments—the public realm—particularly at the edges of districts or neighborhoods. Similarly, there has been little effort to capitalize on the elements of the city that could serve as the raw materials for a more attractive public realm, such as the city’s drainage canals.

### Neighborhood Form

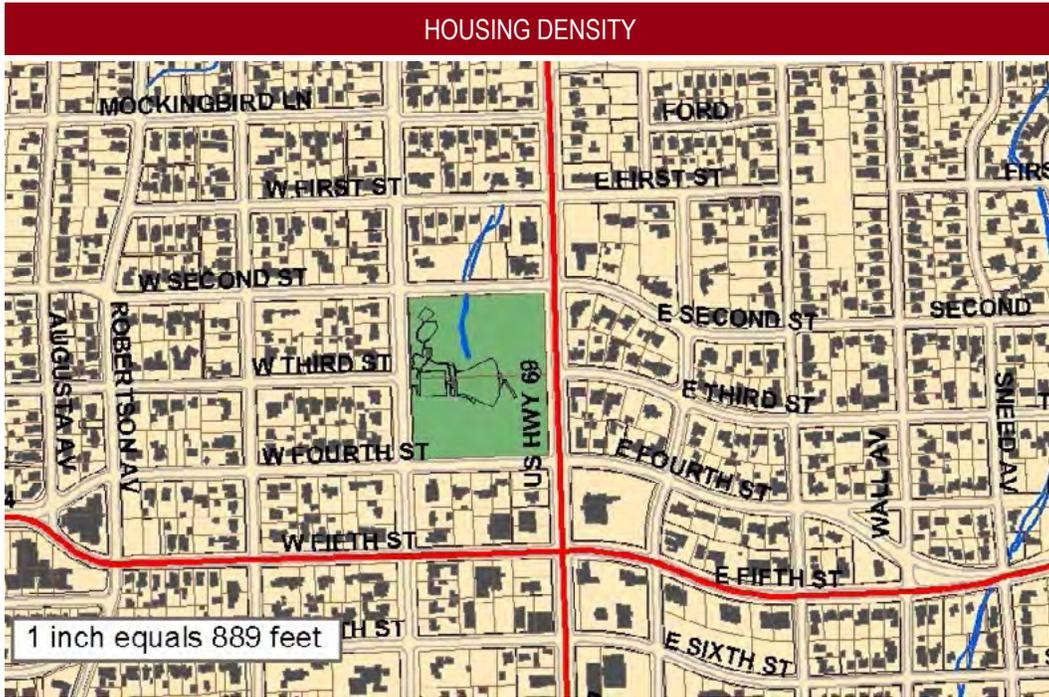
In many parts of Tyler within Loop 323 there are recognizable neighborhoods with acknowledged names, often, though not always, centered on parks, schools or small neighborhood retail areas. Older neighborhoods are set within a grid-like system of streets that allows travel and access by a variety of routes. They tend to be pedestrian-friendly: many (but not all) older streets have continuous sidewalks and street trees. The blocks are small and in the oldest neighborhoods there is considerable housing variety with big and small houses nearby and, in some cases, a mixture of single-family homes, duplexes, and small multifamily buildings. In some areas there are “walk-to” commercial districts or corner stores. Finally, parks and other gathering places, schools or other civic uses, or churches often function as neighborhood centers.



Many of Tyler’s older neighborhoods have sidewalks and mature street trees.

As the city has expanded to the south, the concept of neighborhood becomes less salient and places tend to be identified more by names of subdivisions, apartment complexes or roads. These subdivisions are less likely to have identifiable centers or anchors and they are more likely to be gated or isolated from surrounding areas with one or two ways in and out to an arterial road. Blocks are larger and, until establishment of a recent requirement by the City, sidewalks were often absent. Street trees are rare and in general there are few amenities for pedestrians on the streets, though some of the newest subdivisions have responded to demand by putting in walking trails. Housing tends to be homogeneous in type and design.

Overall, the City of Tyler has a low gross residential density of approximately one dwelling unit per acre. However, residential densities on the block, district or subdivision level in most of the city and even in the ETJ are not especially low, though usually below the densities required for a robust public transportation system. In the historic districts, gross residential

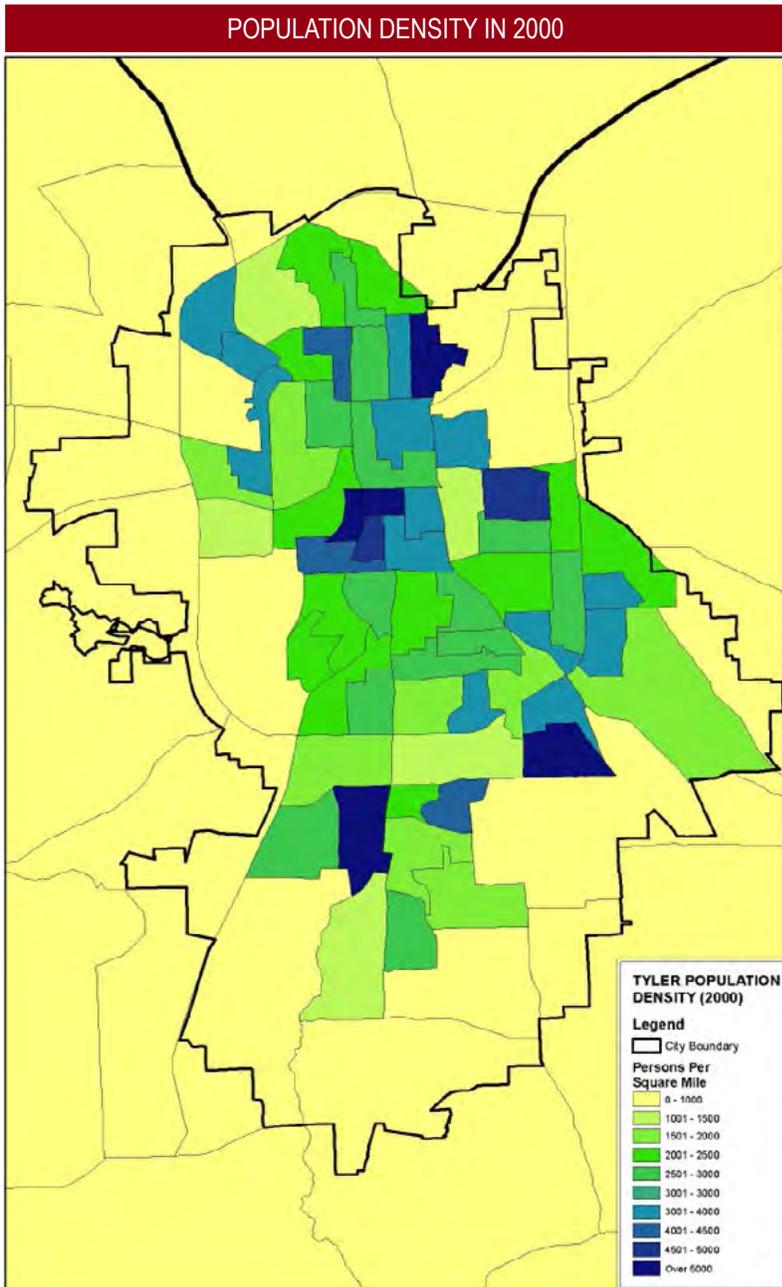


Bergfeld Park/Azalea District



Cumberland Road Area

Source: City of Tyler GIS data



Source: Census 2000 data

densities of three or four units per acre are common, and of course, the apartment complexes have much higher densities within their districts. The Cumberland Road area has some of the lowest densities in Tyler, with very large houses on lots of two or more acres, but in most new developments, large houses are being built on smaller lots.

The Population Density in 2000 map shows persons per square mile by census tract in 2000, rather than residential density, but it conveys the point that residential densities in Tyler do not follow any uniform continuum from high density in the center to low density on the periphery. The highest density census tracts are locations with groups of apartment complexes, including several locations in South Tyler outside of Loop 323. Most of the census tracts in 2000 had densities well below 4,000 persons per square mile, which is generally viewed as the base foundation for public transit.

The City of Tyler’s residential areas can be divided into three general categories:

- Stable areas—substantially built out, well-maintained, owner-occupied and with little new construction activity
- Emerging growth areas—rehabilitation, new construction, the potential for expanding institutions and the potential for new development models to emerge
- Areas of special interest—areas challenged by disinvestment or other concerns.

The city's Emerging Growth Areas are all on the periphery, and, of course, there is “leapfrog” growth to the southeast, south and southwest into the county and nearby cities. This discontinuous growth, rather than very low densities, is the marker of sprawl in the Tyler region.

### Business and Mixed-Use Areas

Tyler has long been zoned for commercial development along all of its major arterial roads with the expectation that businesses would gradually fill in all of the lots. The result is low-density development fronted by parking lots along miles of multi-lane roads. Some corridors are mature suburban-style retail strips, such as Broadway Avenue south of Loop 323, while others, like Gentry Parkway and West Loop 323 have many low-value, underutilized, or vacant sites. With the opening of Broadway Square Mall, the intersection of South Broadway Avenue and Loop 323 became the “100 percent corner” for retail in Tyler, and new retail development has competed to occupy South Broadway Avenue sites as housing development has moved to the south. At the same time, there is discontinuous development on many other commercial strips in the city, with low-value development interspersed with vacant lots.

The Urban Land Institute's description of suburban strip development fits Tyler very well:

“Typically, they are one-dimensional forms of development that lack a distinct sense of place or community and that increasingly are plagued by problems to do with fragmentation, congestion, inconvenience, inefficiency, deterioration, and visual blight . . . . While a single automobile-oriented shopping center is easily accessible, dozens lined along the same suburban arterial are not. Consumers continue to shop there, of course, but in the coming years, increasing choices will undoubtedly force major changes in the strip environment if they are to retain their competitive position and economic vitality.”<sup>1</sup>



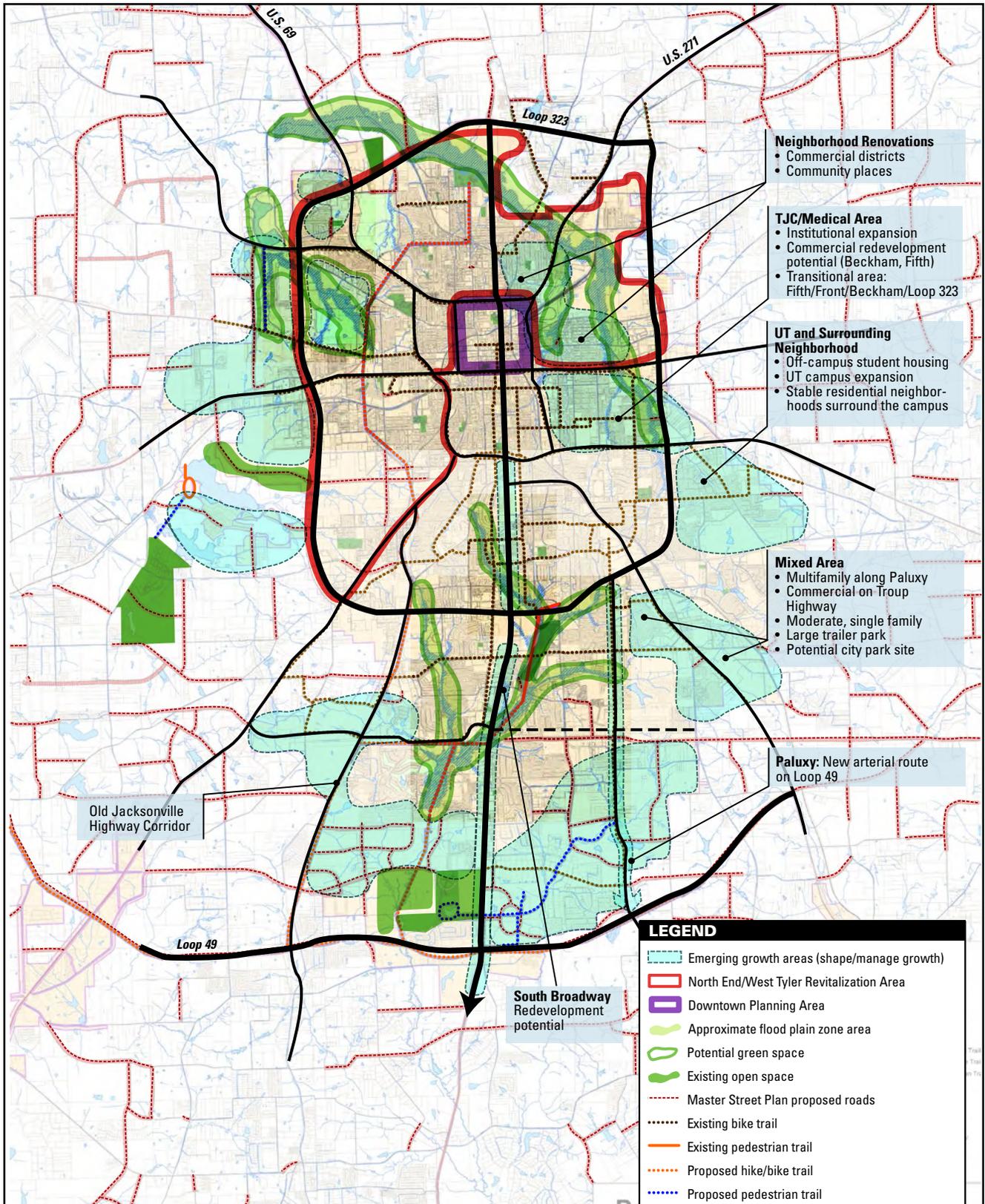
South Broadway Avenue is lined with strip retail centers that include large signs and vast parking lots between the street and stores.

Strip commercial development in Tyler usually does not serve as a neighborhood center for residential areas because the arterials function as edges and barriers between neighborhoods rather than as seams that weave together neighborhoods. Neighborhoods often back onto the retail lots that line the corridor and residents need to get into their cars and often take a rather circuitous route to enter traffic on the arterials in order to access the commercial area. The arterials are designed to discourage pedestrian crossing or pedestrian use. Most neighborhoods do not have their own small retail centers and the retail development

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1 Ten Principles for Reinventing America's Suburban Strips (Washington, DC: ULI, 2001), iv-v.

Emerging Growth Areas and Areas of Special Interest



on Loop 323, Broadway Avenue, and Beckham Avenue/Troup Highway is highly auto-dependent and hostile to pedestrians.

### Sense of Place

The character of Tyler's arterial roads and commercial areas is one of the main reasons that much of Tyler lacks a "sense of place." What does that mean? A "place" is a space that has meaning for people. Environments that are "placeless" are not connected to their specific location; they "could be anywhere." The generic national chain architecture of many of Tyler's shopping areas and the ubiquitous metal buildings used by many local businesses help create an "Anywhere, USA" environment that belies Tyler's reputation as a beautiful city. Signs are often inappropriately large for their context.

Moreover, Tyler has not invested lately in its public realm. Streets are the most important part of the public realm because they cover the most area. While many of the streets of the historic districts and older neighborhoods in North Tyler are lined with big trees, on the arterial streets and roads there is a bit of lawn, shrubbery and occasionally a few trees planted in newer commercial developments.



Tyler's major arterials generally lack street trees and landscaping that could help create a sense of place.

## B. Recommendations–Housing

### **GOAL:**

- 1. Provide sufficient housing for households at all income levels and all stages of the life cycle.**

### **ACTIONS:**

#### **1a. Expand first-time homebuyer and credit counseling programs.**

Tyler observers agree that the biggest obstacle to homeownership for working families in Tyler is lack of credit-worthiness rather than lack of affordable ownership housing. A small number of programs currently prepare first-time homebuyers for City and Habitat for Humanity programs. A simple approach to expanding these services is for the City or another government or nonprofit entity to seek funding from foundations, banks (as Community Reinvestment Act activities) or other donors and then issue a request for proposals (RFP) to identify a nonprofit service provider for credit counseling. The target population would be working families and not the lowest-income households. The proposed system might include the following:

- A marketing program;
- Quarterly and annual reports by the provider;
- Measurement of outcomes to include outreach numbers, participant numbers and tracking of participants who become homeowners; and
- Small payments to be made by the clients, as a token of seriousness and also to contribute to program funding.

#### **1b. Provide developer/builder incentives for producing housing affordable to households making 80% or below the area median income in areas where housing development is desired other than South Tyler.**

There are a number of ways that the City and others can seek to facilitate production of more housing for households with modest incomes:

- Assist in land assembly through acquisition of tax title lots, forgiveness of taxes when lots will be used for affordable market-rate housing, and/or donation of lots for creation of infill housing.
- Work with banks to organize a revolving loan pool at concessionary interest rates for builders of affordable infill and investor owners who rehab homes and agree to charge only moderate rents for income-eligible owners.
- Work with banks to organize a loan pool for soft second loans for income-eligible first-time homebuyers.
- Facilitate developer access to government funding for affordable housing production and provide tax incentives where housing production is desired. Many builders are reluctant to use federal funds because of paperwork and requirements to meet union-level wage rates. The City can provide assistance to streamline the process.
- Create public-private partnerships in which the City contributes infrastructure and/or permits higher densities in return for desired development types and locations.

- Utilize the Affordable Housing Task Force recommendations for the waiving of development fees relating to affordable housing in the North End Revitalization area (building permits, taps, platting, zoning, etc.). Affordable Housing would be defined as Single Family, Attached and Detached- R-1, R-2, R-1D or a building of 4 or less multi-family. The house or unit will be limited to 1500 square feet of heated and cooled space. Removing requirement of curb and gutter improvements or escrow for new affordable housing in the North End (ownership or rental and same requirement of 1500 square foot heated and cooled).
- Waive development fees related to single-family detached and attached infill housing in the North End Revitalization Planning Area.

**1c. Create a marketing program for all first-time homebuyer programs available in the city.**

The City's Department of Neighborhood Services Housing Division should serve as a central information center on the affordable housing programs available in the city. Information should be consolidated in a brochure, to be distributed widely to organizations and individuals around the city, and it should also be posted on the City's web site. A project of this type could be completed in a summer by an intern. It would have to be updated regularly, which would provide an additional opportunity for collaboration between the Housing Division, banks, and other providers of programs to first-time homebuyers. In addition to the brochure and webpage, there should be personal outreach through presentations to community groups, such as church congregations, or first-time homebuyer fairs.

**1d. Make public investments in infrastructure and amenities where housing development is desired.**

Improvements to infrastructure, streetscape and the public realm by city government can attract new private investment. These improvements should be coordinated to have maximum impact on areas where development is desired. The City already follows this principle in the annual choice of a target area for expenditure of Community Development Block Grant funds in low and moderate income neighborhoods. However, the same strategic approach should be taken to other capital investment decisions.

**1e. Promote partnerships between social service agencies and providers of subsidized housing.**

Making educational and social services easily available to residents of subsidized housing enhances their success. Developers and social services providers should be encouraged to work together.

**GOAL:**

**2. Sustain and maintain established neighborhoods.**

**ACTIONS:**

**2a. Create a database of existing homeowners' associations and neighborhood associations and encourage the creation of new neighborhood associations.**

The City currently does not have complete information on neighborhood associations,

homeowners' associations (HOAs), and large condominium associations. Homeowners' associations have responsibility for maintenance of common features of many subdivisions as well as acting like neighborhood associations to create a sense of community and advocate for their neighborhoods. The City needs to understand how HOAs and condominium associations affect maintenance of common spaces, private streets and public or semi-public spaces and when, if ever, their responsibilities may lapse. This will become even more important if the City annexes land in the ETJ. New subdivisions are almost all being created with HOAs.

Neighborhood and homeowners' associations play an important role in communicating with city government to improve and protect neighborhoods. Neighborhood association leaders help create community and enhance the capacity of residents to solve common problems. A strong partnership between the City and these groups will enhance neighborhood quality of life. The City could assist developers and HOAs by creating guidance documents for HOA charters.

**2b. Ensure that maintenance endowments are included in Homeowner Association draft documents and that they are required prior to plat approval.**

Maintenance of private or community space, as well as any other common features, that are created in subdivisions should be secured by an endowment. This can occur by requiring arrangements for these endowments in draft Homeowner Association documents to be approved before plat approval.

The City has in the past accepted undevelopable land from developers without any accompanying maintenance endowment. Developers can create playgrounds or other open space amenities on some undevelopable tracts. The City should not accept private streets or common open space without implementing a system for evaluating the costs and benefits and funding methods.

**2c. Encourage compatible infill residential development in existing neighborhoods and the creation of neighborhood conservation districts.**

Neighborhood conservation districts, which are discussed in detail in the Historic Preservation chapter, are resident-generated overlays that promote retention of the distinctive character of a neighborhood through board review of



Neighborhood conservation districts can protect the character of many of the city's older neighborhoods.



The City can help homeowners with housing rehab through low-interest loans.

proposed changes to the exterior of properties.

***2d. Enhance code enforcement.***

Most city governments inevitably depend on residents to inform them about conditions that may require enforcement actions. Neighborhood associations can be helpful in gathering information on enforcement needs. Making it easy to report potential offenses is also important. A telephone answering machine can record reports, as can forms on the City's web site. Staff needs to be identified to collect the information and enforcement officers assigned.

***2e. Rehabilitate existing housing stock.***

Promote housing rehab through organization of revolving loan pools for low and moderate income owner-occupants and for investor-owners who will rent to low- and moderate-income households.

***2f. Protect investments and property values within neighborhoods.***

The City of Tyler can act to protect and improve property values within established neighborhoods by enforcing regulations related to fencing and screening, parking on improved surfaces, vegetation control and other rules that are intended to encourage responsible upkeep of property. Other considerations for maintaining and improving property values may be to adopt additional codes and regulations such as the International Property Maintenance Code.

## C. Recommendations—Business, Retail and Mixed-Use Areas

### GOAL:

- 3. Concentrate commercial development in compact, mixed-use districts interspersed with lower-density uses and open space along corridors rather than commercial strips.**

### ACTIONS:

- 3a. Amend commercial strip zoning along arterial roads to promote compact, mixed-use districts.**



Birkdale Village in Huntersville, NC is a mixed-use development with most of the housing units above village-style retail. (Source: ULI Case Studies)

Regulations to promote mixed-use development at major intersections should be established, while the rest of the arterial corridors can be preserved for less intense uses and, where appropriate, green edges to encourage a parkway-like character. Zoning overlays can be applied both to areas where there is currently little development and to existing business parks and shopping centers. In mixed-use areas, commercial and office uses should be located at the street edge while residential uses should be located towards the interior and back of the mixed-use center. Permitted heights should transition down towards lower-density residential areas and be buffered with landscaped setbacks.

Appropriate areas for compact, mixed-use centers include major Loop 323 intersections. Commercial strips where overlays could be suitable include South Broadway Avenue, Beckham Avenue, and West Loop 323.

- 3b. Offer more zoning options for higher densities and diverse housing products around mixed-use commercial centers to provide more housing types and prepare for future transit centers.**

While most of the housing in Tyler will continue to be single-family homes, opportunities for a variety of housing types can be appropriately created in mixed-use locations. Rental apartments, condominiums, lofts and townhouses that are designed to be part of mixed-use centers, where there are stores, restaurants and entertainment, will offer housing attractive to young singles, couples and empty-nesters. Appropriate locations for this mixed-use zoning include downtown and major intersections.

The zoning should include design guidelines for mixed-use projects. Although mixed-use projects are beginning to appear in Tyler, they tend to be designed with the uses adjacent to one another rather than truly integrated: for example, a conventional suburban shopping center layout with adjacent townhouse and single-family housing development connected by trails as well as roads. The next step towards mixed-use development is to

create environments that are more like urban villages in which housing and commercial development are more thoroughly integrated in main-street-style centers and higher densities are concentrated at these centers. As the neighborhood transitions away from the centers, somewhat lower densities should prevail, down to a minimum of six to seven units per acre at the outer limits of the half-mile “walk-to” radius around neighborhood centers and potential transit centers.



Obsolete or abandoned retail sites (sometimes called “grayfields”) have been successfully developed in a number of communities, such as Charlottesville (VA), Raleigh (NC), and Orlando (FL), as mixed-use centers with retail, housing and office uses.

Winter Park Village in Orlando, FL, was built on the site of a failed mall. It includes retail, office and 52 loft apartments. The interior streets link to the outside street grid. (Source: ULI Case Studies)

**GOAL:**

**4. Improve the function and design of commercial areas.**

**ACTIONS:**

**4a. Establish zoning overlay districts to require improved design standards as properties redevelop on arterial roads.**

Zoning overlay districts should include design standards that promote better access management and appearance, for example:

- One driveway serving multiple developments, with internal circulation and cross access.
- Buildings built at or close to the sidewalk, depending on the character of the street.
- Parking located to the side or rear of the building with landscaped parking lots, including defined pedestrian routes.
- Trees at a minimum of 30’ on center and sidewalks at the street edge.



Adjacent shopping centers often do not have cross access (top), which forces drivers to return to the main road to reach the next driveway. Openings between shopping centers facilitate internal circulation and reduce traffic congestion on main highways (below).

A zoning overlay with design standards at Loop 323 and South Broadway Avenue could promote mixed-use redevelopment and improve the appearance, function and future potential as a transit center of this major intersection.



**GOAL:**

**5. Use public investments to promote compact mixed-use districts.**

**ACTIONS:**

**5a. Locate public buildings to anchor mixed-use districts and invest in the public realm to encourage development and redevelopment by property owners.**

Public investment should be targeted to areas where the City wants to see mixed-use development and redevelopment, rather than isolated, low-density sites. Mixed-use districts benefit from anchor uses that bring patrons and encourage co-location of other businesses and residents. Public buildings can function as anchors. Similarly, public investment in transportation, infrastructure, and streetscape improvements should be focused at preferred locations in order to create a positive framework for redevelopment and development according to new guidelines.



Public buildings can help anchor new mixed-use districts, such as a municipal government building and a post office in Southlake, TX.

## D. Recommendations—Community Identity and Sense of Place

### GOAL:

**6. Enhance Tyler’s public realm with trees, attractive streetscapes, adequate lighting and public gathering places.**

### ACTIONS:

#### 6a. Establish an urban forestry program.

Because Tyler’s landscape and trees are so important to everyone in the city, Tyler’s public spaces should once again become known for their trees. The City can establish this commitment through becoming a member of the Tree City USA Program, which requires an arborist on city staff, a \$2 per capita annual budget commitment, and a tree planting program. The City should consider creating its own tree nursery, either on City land, for example, in a large park such as Lindsey Park, or through a contract with a private horticulturist in the Tyler area. These trees could then be used to plant new trees along streets or in public places and to replace trees that die or are damaged. Trees should be planted along streets, in parking lots, in plazas and parks.



Mature trees enhance Tyler’s public realm and provide a distinctive city

An inventory of street trees and trees in public plazas and parking lots should be undertaken. Because there is much public enthusiasm for trees, many cities and organizations have found that inventories can be achieved by using volunteers. In addition to investment in tree-planting, many cities have programs for residents to request trees to be planted by the city for a set fee; to have trees planted at their own expense but following city regulations; or to have commemorative trees planted to honor a person or event.

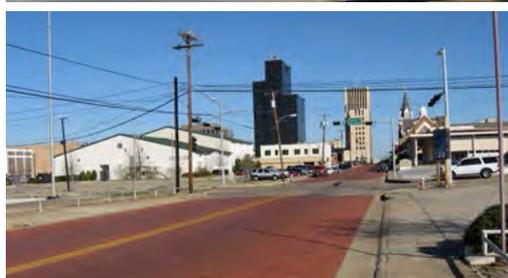
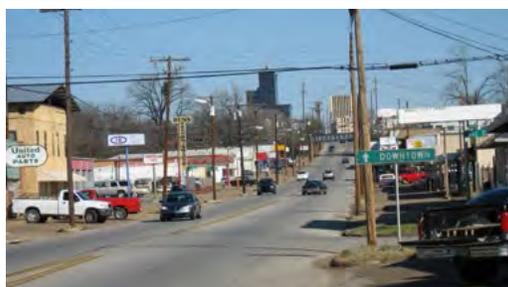
Priority locations for the tree inventory and for tree planting include downtown and South Broadway



The City initiated a tree-planting program in January 2007 by planting four new trees at Ramey Elementary School. (Photo: Tyler Morning Telegraph)

Avenue between Fifth Street and Loop 323. Other key locations include entrance corridors, such as U.S. 69 at Loop 323 and Highway 64W at Loop 323. Street tree planting should adhere to the following principles:

- Trees should be at least 3-inch dbh.
- Street tree species should be chosen for their shade canopy as well as their ability to withstand stressful urban conditions. Tyler's warm summer climate makes shade essential for good pedestrian conditions. Shrub-like trees, such as crape myrtle, can be attractive additions to the landscape for their flowers and form, but they do not provide sufficient shade for pedestrians.
- The maximum distance between trees should be 40 feet. Denser plantings at 15 to 20 feet are preferred.
- Where existing sidewalks are narrow and cannot be widened, or where utility placement is problematic, tree wells or curb extensions with trees can be placed every 40-60 feet in the parking lane with little impact on the number of parking spaces.
- If possible, continuous tree pits should be used, in order to provide more space for tree roots.



Erwin Street, a major east-west arterial, passes through different environments as it runs through Tyler: at Loop 323 (top), near Glenwood Boulevard (middle), and downtown (below). Streetscape design standards should be sensitive to how the street character changes in different settings.

**6b. Establish a context-sensitive design standard for streetscapes as part of the area and district plans and, working with TxDOT, on improvements for urban arterials that are state roads.**

The Master Street Plan provides typical cross-section standards for Tyler streets according to functional classification. The City should also have basic standards for streetscapes that are sensitive to different contexts. For example, an arterial like Erwin Road passes through different environments on its course through the city. Standards appropriate for the Erwin Road-Loop 323 intersection are not appropriate for Erwin Road as it runs through the heart of downtown Tyler. The process of establishing these standards can begin in the area and district plans and in the zoning and subdivision regulation amendments as part of Tyler 1st.

**6c. Establish a program for public art.**

Public art adds interest, excitement and unique character to public places. Increasingly, artists are going beyond traditional but somewhat static sculpture art and creating interactive pieces that attract visitors and build a sense of identity for public places.

A number of communities, including Austin and San Antonio, have established a “One Percent for Art Program” which designates one percent of the budget of every public infrastructure improvement project to an associated public art project. State law prevents Tyler from using the Half Cent Sales Tax program to fund public art; however, the City can partner with community groups to establish a public art program. Inclusion of artists in design teams for public spaces or public art competitions for signature public spaces are also increasingly common. Temporary public art activities create excitement and bring people into public spaces.



A sculpture on private property visible from the street enhances a Tyler office neighborhood.



Temporary public art can animate cities and reinforce community identity. Lexington, NC, the “Barbeque Capital of the World,” sponsors a fiberglass pig-painting contest that leads up to its annual Barbeque Festival (left). Downtown Fort Worth has cattle topiaries (right) that refer to the city’s stockyard history.

**GOAL:**

**7. Promote building, street and residential subdivision design that is focused on people rather than vehicles.**

**ACTIONS:**

**7a. Encourage voluntary use of guidelines for human-scaled and pedestrian-friendly development while accommodating vehicles.**

Voluntary design performance guidelines incorporated in the City’s zoning ordinance as preferred goals will show developers what is expected and gradually improve the character of development over time. Important elements of these guidelines include the following:



In Charleston Park, a subdivision near UT–Tyler, garages and parking areas are located along rear alleys.

- Developments should provide for connection to adjacent parcels of land. Current subdivision regulations require this, but in many cases connections have not been made to enhance circulation.
- Parking areas and garages should not be the most prominent elements of street frontage. Alleys behind houses are the preferred location for parking. Otherwise, garage doors should be at the side of the building or set back farther from the street than the main house façade.
- Buildings should be oriented to the street edge.
- On-street parking should be allowed on one side of narrow residential streets and two sides of wider streets. On-street parking functions as a buffer between pedestrians and moving cars.
- A line of street trees should be planted in a tree lawn between the sidewalk and the street.
- Blocks should be smaller than the 1,000 foot standard in current regulations. Walkable areas have block sizes no more than 600 feet long. More intersections create more opportunities for pedestrians to take direct routes, provide a greater sense of freedom because there are multiple paths to the same destination, and disperse traffic, allowing for narrower streets and more pleasant walking conditions.



A line of street trees in a new neighborhood in Addison, TX creates a green environment for pedestrians.

**7b. Encourage voluntary use of simple design guidelines for nonresidential development downtown and on major arterials.**

As one of the Tyler 1st Steering Committee members commented, metal buildings are becoming the “native building type” in Tyler for nonresidential uses. The simplicity and low cost of metal buildings clearly account for this choice. In some situations, metal buildings are an appropriate



The windows, door, roof overhang and lettering in a simple contrast trim color help this metal building make a better impression.



A simple paint scheme can make a metal building more attractive, like this one in Tyler.



A metal building with a masonry facade in Frisco, TX

choice and their appearance can be improved with very simple choices of trim or paint. However, in some parts of the city, such as downtown, metal buildings should be prohibited. In other locations they could be acceptable but with a masonry façade, contrasting trim, or paint.

Simple design guidelines that can be easily applied administratively without expert design knowledge can be established through a zoning approach that provides voluntary guidance on the basic design and orientation of building envelopes. Among the types of guidelines to be included would be the following:

- Buildings should be oriented to the street or road.
- Buildings downtown and at designated mixed-use centers should have at least two stories.
- Parking should be located to the side or rear of the building.
- Buildings facing the roadway must include windows and entryways on the ground-floor level façade facing the road.



Nonresidential buildings should be oriented to the street (top) and have parking placed to the rear (bottom).

**7c. Ensure sensitive transitions from nonresidential to residential areas.**

The existing zoning ordinance contains two zoning districts that are explicitly intended to function as transitional zones from residential to nonresidential districts: Adaptive Reuse (AR), which allows single-family houses, professional offices, retail, personal services, churches and public facilities in single-family districts; and Restricted Professional and Office District (RPO), which is designed for offices on the fringes of commercial districts that will not detract from the residential character of adjacent neighborhoods.



New signage regulations can reduce visual clutter over time.

Because Tyler’s zoning is implemented as a system of exclusive districts, the way that this zoning has been applied is to create small zoning districts of one or a handful of lots isolated within a larger residential district. The transitional character is assumed to be the

use itself with the setback and other requirements associated with the zoning district. This approach does not provide effective transitions between primarily residential zoning districts and districts where other uses predominate. Requirements should be added to nonresidential zoning districts that will buffer the impacts of parking areas, loading and service areas, height and shadows, lighting, and similar elements on adjacent residential areas.

**7d. *Revise the sign ordinance to ensure that signs are compatible with the desired surrounding context and kept in good repair.***

Many signs in Tyler are oversized, inappropriate for their context, and poorly designed. Visual clutter is common in commercial corridors. Signage regulations are focused on placement and dimensional requirements and give no guidance on design. New signage regulations should be sensitive to context and reflect desired character in different kinds of commercial, mixed-use and residential areas. In addition, regulations should provide that signs no longer in use must be removed when a business leaves a location.



Sidewalks and better street lighting could make West Front Street near Windsor Grove Nature Park safer for pedestrians.

**7e. *Preserve and enhance the walkable character of older neighborhoods.***

Many older neighborhoods in Tyler have sidewalks, street trees, and small blocks, all of which contribute to good pedestrian conditions. However, a number of areas remain where continuous sidewalks, trees, lighting, and other safe pedestrian conditions are lacking. Priority locations for upgrades should be locations where improvements can enhance the safety of routes to important neighborhood destinations.

**GOAL:**

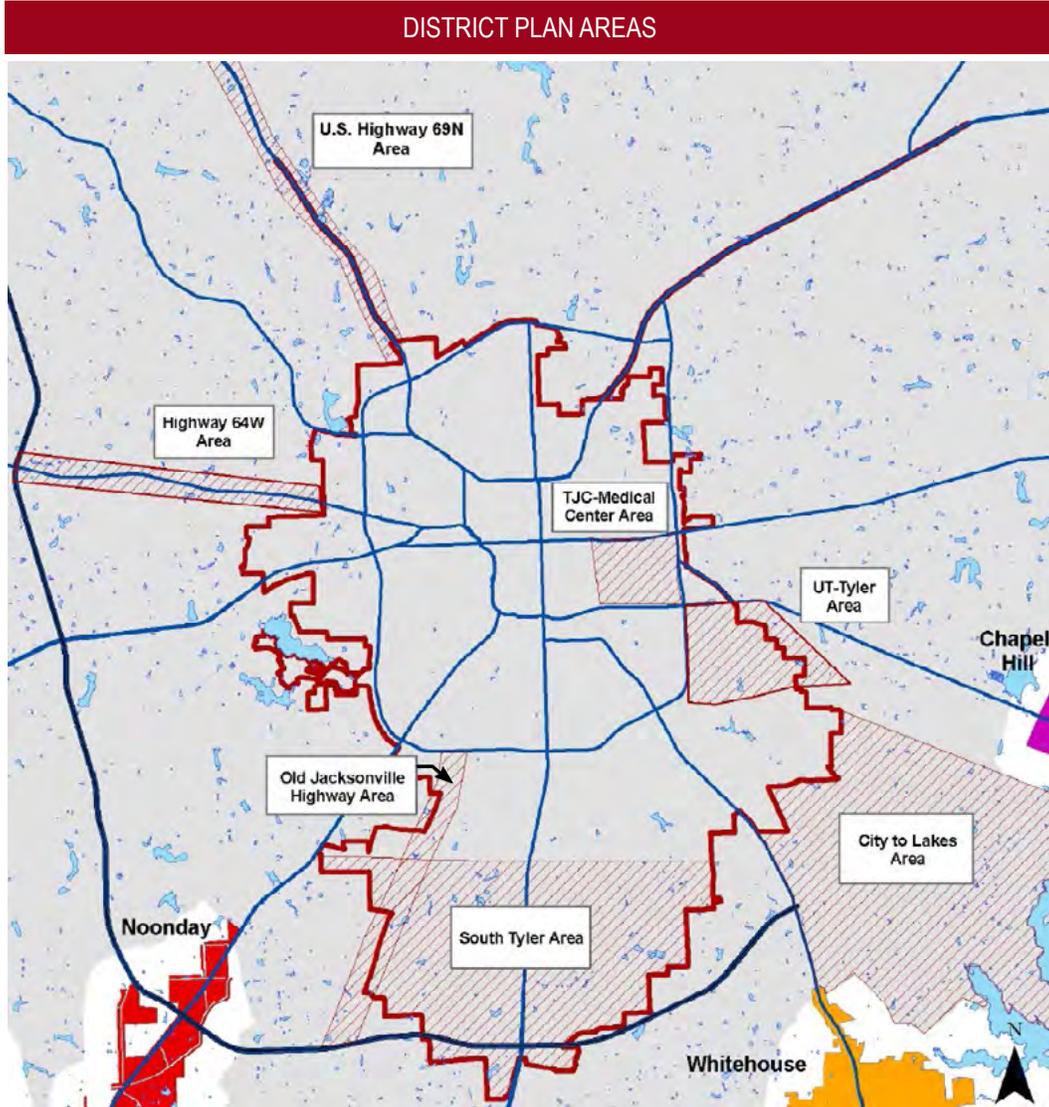
**8. *Promote creation of new neighborhoods rather than isolated subdivisions and/or apartment complexes.***

**ACTIONS:**

**8a. *Divide the city and the ETJ into districts and create district plans to guide development.***

New development in the Tyler area takes several forms: redevelopment of sites with existing structures; infill development on vacant, relatively small sites surrounded by existing development; relatively small subdivisions of fewer than 100 units on vacant land on the periphery of the city or on farmland. Most subdivisions in the Tyler area—both within the city and in the ETJ—are relatively small. Development in the ETJ is often “leapfrog” development on parcels of former agricultural land, so called because the subdivision is not created adjacent to existing development but is farther out and surrounded by rural, unbuilt land.

Tyler developers do not work with thousands of acres of land to create new communities that contain civic and commercial uses as well as residential neighborhoods. Thus, the



zoning requirements in Tyler’s zoning districts for master-planned residential development are insufficient in themselves to shape a collection of isolated subdivisions into connected neighborhoods with centers and edges.

The City needs to provide a framework for development as a context for private development. The land use plan and associated rezoning, the proposed owner-initiated neighborhood conservation district opportunities, and the ETJ study that are part of this Tyler 1st process, as well as the downtown and North End special area plans, will go some of the way to create this framework. However, there are several other key areas that can benefit from a more detailed approach:

- TX 64W to the airport
- Old Jacksonville Highway

- Area between the city and the Lakes
- South Tyler south of Grande Boulevard
- Medical District/TJC District
- UT-Tyler District
- U.S. Highway 69N to I-20

**8b. Allow apartment complexes to be connected to surrounding areas.**

Tyler’s R-4 multifamily zoning district, which permits up to 24 dwelling units per acre, is intended for location on “major thoroughfares” and specifically requires that there be no access to “standard residential streets.” Although there are few R-4 zoned areas in Tyler, this kind of approach has resulted in the disconnected, pod-style development that can be seen in the northern section of Paluxy Drive. Appropriate transitional elements and design of circulation and access can protect neighboring single-family areas from adverse impacts while providing connectivity.



Apartment complexes should be integrated into neighborhoods instead of being isolated residential pods.

**8c. Allow new subdivision designs to be effectively connected to surrounding areas and encourage them to provide public spaces such as neighborhood squares and district parks.**

Subdivision development in the city is increasingly accomplished through use of the PUR—Planned Unit Residential zoning districts. These are master-planned areas with private streets and sometimes with common areas. They tend to be self-contained with only one or two routes in or out.



Subdivision design should provide connections to new adjacent residential development.

In the ETJ, subdivisions are carved out of farmland parcels with one or two exit points to arterial roads. Often they are designed for the maximum yield of lots, without any common open space. Because they are relatively small, they do not include provision for civic uses such as parks or schools.

Current subdivision regulations require that the design either connect to adjacent streets or provide for future road connections to adjacent development. Care should be taken to ensure that isolated subdivisions provide for these connections in a realistic way and when new adjacent subdivisions are planned, that these connections are made.

**GOAL:**

**9. Promote appropriate location and design of housing and commercial development in the ETJ.**

**ACTIONS:**

**9a. Encourage district plans identifying preferred development areas for the ETJ to coordinate with the Comprehensive Plan, infrastructure and transportation plans, and open space preservation strategies.**

Even though the City does not have legal jurisdiction over development decisions in the ETJ, district plans that identify where the City intends to make investments and explain the rationale behind those decisions can influence development decisions. Many developers will prefer to try to follow the City framework rather than pursue development where the City does not want it.

**9b. Encourage the use of voluntary subdivision development guidelines to enhance neighborhood form and connections and provide expedited approvals for subdivisions that meet preferred development standards and are located in the preferred development areas.**

Subdivision development guidelines should encourage adherence to district plans and provision of current or future connectivity, as discussed earlier.

Providing for enhanced development standards and civic and common open space as development occurs in the ETJ is a challenge, especially with many small subdivisions. Zones 2 and 4 of the Extraterritorial Jurisdiction appear to require adherence to the same subdivision development standards as urban subdivisions, with potential exceptions for drainage standards. This includes language that requires “general” conformance with an adopted Comprehensive Plan and an adopted Master Street Plan. Design standard changes to the general subdivision regulations would therefore affect these two zones of the ETJ.

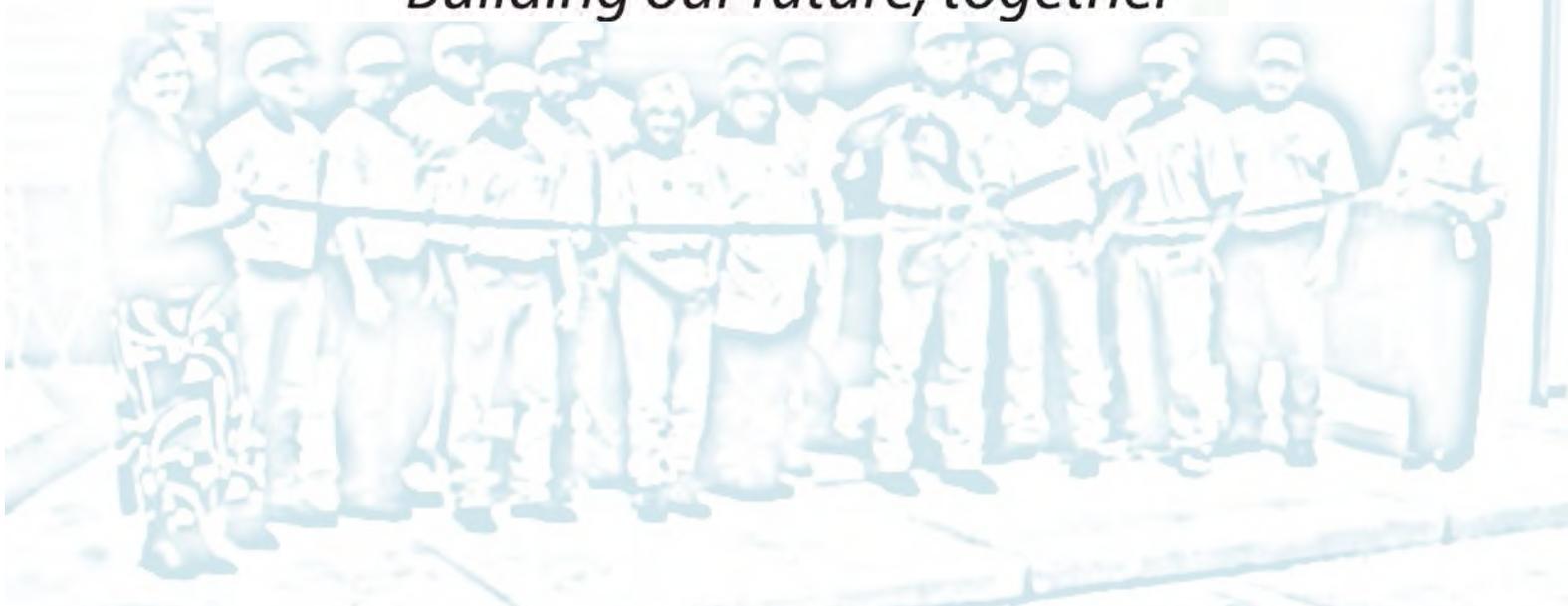
Smith County development standards apply to Zone 3 of the ETJ, which is the area along U.S. 69N and U.S. 271N. If possible, this situation should be revisited and Zone 3 brought under the umbrella of the City’s development standards.

The district plans proposed here, along with the Parks, Recreation and Lakes Plan and the Tyler 1st ETJ study and land use plan will help to provide a framework for where common open space and civic spaces should be located in relation to a regional network of roads, development centers and open space. Further efforts to promote creation of neighborhood form even when several small subdivisions are built in phases should be explored and evaluated, for example:

- Requirements for public neighborhood open space within a quarter mile of all residences for subdivisions over a certain threshold of total site acreage;
- Developer contributions to an escrow fund for future neighborhood open space creation, as new subdivisions are built and a critical mass is attained;
- Provision for village retail centers at intersections designated through the Master Street Plan.

# TYLER 1<sup>st</sup>

*Building our future, together*



## 9. Business and Economy

DRAFT



The intent of this document is to detail amendments from the 2014 and 2020 updates while continuing to memorialize the original text. Items updated through the 5-year update process will be accompanied with a Tyler 1<sup>st</sup> logo within the original Tyler 21 document. The text from the original document begins after the Tyler 21 logo appears in the text.



*Building our future, together*

GOALS	POLICIES
Continue to foster a business-friendly environment.	<ul style="list-style-type: none"> <li>• Continue incentives for industry expansion.</li> <li>• Continue policies that result in low property taxes and avoidance of general obligation debt.</li> </ul>
Continue to promote a diversified economy.	<ul style="list-style-type: none"> <li>• Aggressively pursue industry recruitment and expansion effort.</li> <li>• Continue and expand support for tourism.</li> </ul>
Establish Tyler’s identity as a regional market leader for retail, medical services, and higher education.	<ul style="list-style-type: none"> <li>• Coordinate a community effort to market Tyler as a regional retail market, and a center of medical and educational institutions.</li> </ul>
Encourage international partnerships for future economic development.	<ul style="list-style-type: none"> <li>• Foster relationships with sister cities and other international contacts.</li> </ul>
Provide physical and social infrastructure to support economic development <u>and balanced growth</u> .	<ul style="list-style-type: none"> <li>• Ensure completion of Loop 49.</li> <li>• Extend water and sewer infrastructure to support growth.</li> <li>• Support investment in the public school system.</li> </ul>
Protect and enhance Tyler’s road, air and rail networks, facilities and services.	<ul style="list-style-type: none"> <li>• Promote more commercial flights to and from Tyler.</li> <li>• Protect potential expansion area around the airport from residential encroachment.</li> <li>• Support rail facilities and policies that ready the region for new rail opportunities.</li> <li>• <u>Support new and diverse forms of access to regional and national markets.</u></li> </ul>
Continue to lead regional coordination for legislative support.	<ul style="list-style-type: none"> <li>• Work with regional partners for state attention to East Texas’ issues.</li> </ul>
Continue to support and expand the implementation of the Industry Growth Initiative.	<ul style="list-style-type: none"> <li>• Expand opportunities for economic impact of graduate school education in Tyler.</li> <li>• Expand opportunities for economic growth associated with 21st Century Energy.</li> <li>• Expand opportunities for economic growth through tourism.</li> <li>• Create opportunities for economic growth through the attraction of retirees to the community.</li> <li>• Create opportunities for economic growth through the expansion of the Healthcare and Biomedical sector.</li> <li>• Create opportunities for economic growth through development of arts and entertainment assets.</li> </ul>



## ECONOMIC FACTS

### • **EMPLOYMENT:**

- January 2019 total workforce: 107,951
- January 2019 unemployment rate: 4% (no change from 4% in January 2018)
- 2013 to 2018 increase in health/education sector jobs: 8.5%
- 2013 – 2018 increase in retail jobs: 13.7%
- 2013 – 2018 increase in leisure jobs: 10.8%
- 2013 – 2018 decrease in manufacturing: 1.9%

### • **WORKER CHARACTERISTICS (2017):**

- 60.8% of residents 16 and over are in the labor force (down from 63.4% in 2012)
- 78.4% work in the private sector
- 12.8% work in government
- 8.9% are self-employed (down from 9.1% in 2012)

### • **RETAIL AND OFFICE MARKET (2017/18):**

- Over 2.3 million square feet of office space
- Nearly 3.4 million square feet of retail space
- Retail 2017 occupancy rate: 87%
- Average retail lease rate in 2017: \$17.88 per sq. ft. (up from \$16.83 in 2016)
- Downtown 2018 office occupancy rate: 74.5% (down from 77.7% in 2017)
- Suburban 2018 office occupancy rate: 82.7% (up from 81.9% in 2017)
- Average office lease rate in 2018: \$15.86 per sq. ft. (up from \$14.42 in 2017)

### • **MUNICIPAL FINANCES:**

- Standard and Poor's (2017): AAA bond rating
- 2018 total tax rate: \$2.19 per \$100 valuation
- The City of Tyler property tax rate: \$0.244452 (down 53% since the mid 1990's)

### • **TAXES:**

- The City of Tyler tax rate is the lowest among all cities with populations over 16,000 in Texas
- The City of Tyler has no General Obligation (tax supported) debt
- Smith County has a total of \$17.4 billion in assessed property and the City of Tyler has \$8.7 billion worth of property on the tax rolls (2018 Smith County Assessor)
- Tyler I.S.D. tax rate: \$1.405
- Sales tax: 8.25%
  - > 1.5% City of Tyler
  - > 0.5% Smith County
  - > 6.25% State of Texas
- 2018 City of Tyler sales tax receipts: \$43.7 million (2018 Texas Comptroller of Public Accounts, Allocation Summary)

Sources: Tyler Economic Development Council; Perryman; Claritas; Texas A&M University Real Estate Center; Burns and Noble

### WHAT DOES IT MEAN?

- Tyler's economy is based in the medical, education, retail and leisure trade sectors.
- The majority of employment is in the service producing sector.
- Tyler serves as a major regional retail center.
- Retail sales continue to grow and boost Tyler's economy.
- Tyler has unused office and retail capacity.
- Municipal finances are in good shape.



GOALS	POLICIES
Continue to foster a business-friendly environment.	<ul style="list-style-type: none"> <li>• Continue incentives for industry expansion.</li> <li>• Continue policies that result in low property taxes and avoidance of general obligation debt.</li> </ul>
Continue to promote a diversified economy.	<ul style="list-style-type: none"> <li>• Aggressively pursue industry recruitment and expansion effort.</li> <li>• Continue and expand support for tourism.</li> </ul>
Establish Tyler’s identity as a regional market leader for retail, medical services, and higher education.	<ul style="list-style-type: none"> <li>• Coordinate a community effort to market Tyler as a regional retail market, and a center of medical and educational institutions.</li> </ul>
Encourage international partnerships for future economic development.	<ul style="list-style-type: none"> <li>• Foster relationships with sister cities and other international contacts.</li> </ul>
Provide physical and social infrastructure to support economic development.	<ul style="list-style-type: none"> <li>• Ensure completion of Loop 49.</li> <li>• Extend water and sewer infrastructure to support growth.</li> <li>• Support investment in the public school system.</li> </ul>
Protect and enhance Tyler’s road, air and rail networks, facilities and services.	<ul style="list-style-type: none"> <li>• Promote more commercial flights to and from Tyler.</li> <li>• Protect potential expansion area around the airport from residential encroachment.</li> <li>• Support rail facilities and policies that ready the region for new rail opportunities.</li> </ul>
Continue to lead regional coordination for legislative support.	<ul style="list-style-type: none"> <li>• Work with regional partners for state attention to East Texas’ issues.</li> </ul>

## FINDINGS

- Tyler has experienced steady economic growth during the last several decades.
- Tyler has a relatively diversified economy.
- The city has a large retail sector relative to its size because it serves a region of over 675,000 people.
- Forty percent of Smith County jobs are in the service sector, with another 32% in trade and government.
- Jobs are growing at a rate of approximately 1.75% a year.
- Health care jobs have more than doubled since 1990.

## CHALLENGES

- Expanding infrastructure and transportation services to support new growth.
- Publicizing the size of Tyler’s retail region as among the top 75 MSAs.
- Ensuring state support for East Texas economic growth.
- Attracting new jobs and retain existing ones in diversified industry sectors.

## ECONOMIC FACTS

- **EMPLOYMENT:**
  - > 2005 total payroll workers: 90,800
  - > 2005-2010 projected total employment growth: 1.8% per year
  - > 1990-2005 increase in health care jobs: 5.1% per year
  - > 1990-2005 increase in retail jobs: 1.8% per year
  - > 1990-2005 decrease in manufacturing jobs: 1% per year
- **WORKER CHARACTERISTICS (2000):**
  - > 61% of residents 16 and over are in the labor force
  - > 78% of Tyler workers have jobs in the city
  - > 93% of Tyler workers have jobs in Smith County
  - > 72% work in the private sector
  - > 14% work in government
  - > 10% are self-employed
  - > 0.5% are unpaid family workers
- **RETAIL SALES:**
  - > 2005 percentage of Smith County retail dollars spent in Tyler: 80%
  - > 1995-2004 Smith County retail sales increase: 9% per year
  - > 2004 retail sales per capita in Smith County: \$14,959 (Texas average –\$14,563)
  - > 2005-2010 projected retail sales growth for Smith County: 6-8% per year
- **RETAIL AND OFFICE MARKET (2005):**
  - > 3.7 million square feet of retail space
  - > Retail 2005 occupancy rate (excluding Broadway Square): 91.8%
  - > Average retail lease rate: \$11.61/sq. ft. (up from \$10.80 in 2004)
  - > 2,022,703 square feet of office space
  - > Downtown 2005 office occupancy rate: 83.3% (86% in 2004)
  - > Suburban 2005 office occupancy rate: 87.6% (91.9% in 2004)
  - > Average office lease rate in 2005: \$12.10/sq. ft. (up from \$11.81 in 2004)
- **MUNICIPAL FINANCES:**
  - > Moody's bond rating (2003): Aa3
  - > Standard and Poor's (2003): AA-
- **TAXES (2005):**
  - > 2005 total tax rate: \$2.160 per \$100 valuation
  - > City of Tyler property tax rate: \$0.2489
  - > The City of Tyler tax rate is the lowest among all mid- to large-sized cities in Texas.
  - > Tyler has \$8.28 billion worth of real property on the tax rolls (8.4% increase from 2004).
  - > Tyler I.S.D. tax rate: \$1.4660
  - > Sales tax: 8.25%
    - > 1.5% City of Tyler
    - > 0.5% Smith County
    - > 6.25% State of Texas
  - > 2005 City of Tyler full 1.5% sales tax receipts: \$30,551,325 (8.1% increase from 2004)

Sources: Tyler Economic Development Council; Perryman; Claritas; Texas A&M University Real Estate Center; Burns and Noble

### WHAT DOES IT MEAN?

- Tyler's economy is based in the service, wholesale, and retail trade sectors.
- Nearly half of employment is in the service sector.
- Healthcare is the fastest-growing field in the service sector.
- Tyler serves as a major regional retail center.
- Retail sales continue to grow and boost Tyler's economy.
- Tyler has unused office and retail capacity.
- Municipal finances are in good shape.
- Continued growth is adding more property to the tax rolls and generating greater sales tax revenues.

**A** generation ago, Tyler had an industrial economy revolving around a few industries such as the oil and gas industry. While the energy industry remains important to the city's economy, Tyler today is fortunate to have a diversified economy that includes manufacturing, health care, education, distribution, back office activities, retail, and real estate development. Home to three medical centers and three institutions of higher education, Tyler has experienced steady economic growth in recent years. The city serves as the retail, educational, and health care center for East Texas.

A community's economic health depends on its ability to attract and support businesses and industry. Economic factors that affect business development include a city's location in relation to major markets, the availability of a skilled labor force, wage scales, land prices, transportation and utility costs, and taxes. When making location decisions businesses also consider quality-of-life factors, including school quality, housing supply and costs, municipal services, open space and recreation opportunities, and cultural amenities, because a good quality of life attracts a high-quality work force. Government entities increasingly play larger roles in the competition for new businesses and business retention, seeking to improve tax bases and provide more quality jobs for their residents. Cities can use economic development strategies to influence location decisions by potential businesses, nurture local entrepreneurs, and enhance the community's fiscal and social well-being.

### **ECONOMIC DEVELOPMENT INSTITUTIONS IN TYLER**

The City of Tyler does not have an economic development department or staff member whose time is devoted to administering the variety of economic development incentives that are available from the State of Texas and the federal government. The City is the largest single investor in the Tyler Economic Development Council (TEDC) which focuses on business recruitment and retention. Founded in 1989, the TEDC, supported by government and private sector funding, concentrates its efforts on the export sector of the Tyler economy – that is, the job-creating firms that sell their goods and services primarily outside the East Texas region. This part of the economy brings new dollars into the Tyler region. The TEDC has a four-point strategy: retention and expansion of existing businesses; new and small business development; targeted marketing and attraction of new business; and provision of incentives and infrastructure. TEDC's activities include ownership of the Tyler Business and Industrial Park, establishment of a successful small business incubator, organization of TIFs and other incentives, and workforce training. The high-priority business sectors that TEDC has targeted for recruitment are biomedical research and medical manufacturing; plastics research and manufacturing; distribution centers; and office data centers. Because of the emphasis on export firms, TEDC has not been as involved in promoting Tyler's flourishing retail sector. The Tyler Area Chamber of Commerce, which includes many small businesses, as well as the larger firms, often collaborates with the TEDC on economic and business development planning for the Tyler region.

### **Vision 2010**

In 1994, 1999, and 2004, the TEDC and the Tyler Area Chamber of Commerce conducted visioning exercises in the Tyler business community. These exercises were designed to

promote communication between business leaders and community leaders and to create consensus on business and development strategies for the Tyler area over the next five to fifteen years. The 2004 visioning task force identified ten major business priorities for Tyler and developed a survey mailed to over 2,800 households in the community that asked respondents to rank these priorities. Approximately 25% of households receiving the survey responded and supplied the following rankings:

1. Exemplary schools
2. Completing Loop 49
3. Making Tyler an educational destination
4. Building an arena/convention center
5. Making Tyler a retail destination
6. Developing a tax strategy to attract new investment
7. Creating a Smith County development plan
8. Creating a downtown master plan
9. Attracting new biotechnology businesses
10. Providing leadership, workforce development, education, and business programs that will better incorporate the Hispanic population into Tyler's business community.

These rankings were used as the basis for Vision 2010, an economic development plan focused on five goal areas – economy, education, infrastructure, leadership, and quality of life – and expanding Tyler's role as a regional destination. The goal areas encompassed the top ten priorities identified in the community survey and the plan identified challenges and potential strategies associated with each priority. However, Vision 2010 did not include an implementation schedule that prioritized recommended actions and set them within a concrete time frame.

Many of the priorities and strategies identified in 2004 by Vision 2010 remain relevant to Tyler in 2007 and have been incorporated in the Tyler 1st Comprehensive Plan. Work on some strategies has begun, but other strategies remain potentially implementable in the future. This chapter of Tyler 1st draws upon business priorities in Vision 2010, but seeks to update and expand its goals and recommendations and provide an implementation timeline that will help the City and the business community realize these short- and long-term goals.

## A. Current Conditions

### A NOTE ON SOURCES

The data in this section come primarily from the Tyler Economic Development Council, which aggregates data relevant to the Tyler economy from a variety of sources. These include state data and the annual Perryman Annual Economic Outlook, which projects economic growth for the next five years. Most of the data available for Tyler covers the Tyler Metropolitan Statistical Area, which is Smith County. The City of Tyler is the largest municipality by far and accounts for about half of the population in the county. Although the city benefits in many ways from jobs and business located outside the city limits, as they contribute to the overall prosperity of Smith County and the buying power of its population, the city government receives greater benefits, through property tax and sales tax, from businesses located within the city limits.

### Economic Activity

Tyler has a diversified economy, ranging from oil refining and manufacturing to communications, retail, call centers, and distribution. Like the state as a whole, Tyler's economy is oriented to trade and services, accounting for 45% of its gross product. Mining and manufacturing, the mainstays of the economy some decades ago, still produce one-fifth of the gross product, matching those sectors in the overall Texas economy.

### Employment

In May 2007, the Tyler MSA (all of Smith County) labor force included almost 97,000 workers. The labor force has both expanded and contracted during 2006-2007: the May 2007 total represents a decrease of over 1,000 workers from January 2007, but is only slightly lower than the May 2006 total. The MSA's unemployment rate generally is lower than the state's: in May 2006, the Tyler MSA's unemployment rate was 4.5, compared to the state rate of 5.0, and in May 2007, the Tyler MSA rate fell to 3.7, compared to 3.9 for Texas. The May 2007 unemployment rate in the Tyler MSA was the twelfth-lowest rate in Texas.

REAL GROSS PRODUCT BY SECTOR (2006) IN PERCENT		
TYPE	TYLER MSA	TEXAS
Services	26.64	21.88
Agriculture	1.14	0.82
Government	9.19	9.90
Mining	6.62	6.36
Construction	3.67	4.52
Manufacturing	14.66	14.48
Trade	17.94	14.75
Transportation/ Warehousing/Utili- ties	3.67	6.80
Information	5.17	4.81
FIRE*	11.10	15.66

Source: The Perryman Forecast (2007); \* Finance, Insurance, Real Estate

LABOR FORCE AND UNEMPLOYMENT RATES, 2005 - 2007				
DATE	TYLER MSA LABOR FORCE	TYLER MSA UNEMPLOYMENT RATE	TEXAS LABOR FORCE	TEXAS UNEMPLOYMENT RATE
May 2005	95,985	5.0	11,240,885	5.2
January 2006	96,463	4.8	11,329,889	5.4
May 2006	97,021	4.5	11,428,119	5.0
January 2007	97,902	4.7	11,526,683	4.7
May 2007	96,692	3.7	11,491,368	3.9

Source: Texas Workforce Commission

According to the Texas Workforce Commission, in May 2007, the Tyler MSA had an estimated 93,100 non-farm jobs, which represents an increase of 300 jobs from April 2007 and 700 jobs from January 2007. The Perryman Forecast, an economic report, projected annual employment growth of 1.75% for the Tyler MSA between 2006 and 2011. This rate means that approximately 9,000 new jobs will be created in the Tyler MSA in that period.

Average wages in Tyler are lower than those in the state of Texas, but higher than the East Texas region as a whole. In the last quarter of 2006, average weekly wages in the Tyler MSA were \$739 per worker (\$38,428 annually); in Texas the average weekly wage for the same time period was \$869 (\$45,188 annually). However, in East Texas, the average annual wage in 2006 was \$30,388, which probably reflects the fact that fewer higher-paying professional and manufacturing jobs are available in the region's smaller towns and cities.

Tyler serves as a major employment center for East Texas. Most Tyler MSA workers reside in Smith County, but a small percentage of workers comes from surrounding counties, including Henderson, Cherokee, Van Zandt, and Wood counties.

Jobs in the Tyler MSA are found primarily in service industries, trade, and government. The service industry includes health care, which employs some 7,000 people in the Tyler area. Major employers in Tyler include health care and retail businesses. The list of Tyler's major employers exemplifies the diversification of the economy: the nineteen largest employers include the health centers; manufacturers; both national and local retail chains; professional, banking, and information services; and local government entities.

RESIDENCE COUNTY OF TYLER MSA WORKERS	
COUNTY	PERCENTAGE OF WORKERS
Smith	81
Henderson	4.4
Cherokee	2.9
Van Zandt	2.7
Wood	2.3
Gregg	1.8
Rusk	1.1
Upshur	1.0
Anderson	0.8
Harrison	0.3
Source: Tyler EDC and Census 2000 data	

TYLER MSA EMPLOYMENT BY SECTOR (2006) IN PERCENT		
TYPE	TYLER MSA	TEXAS
Services	40.99	37.36
Agriculture	0.64	0.85
Government	14.00	17.57
Mining	0.97	1.66
Construction	4.83	5.95
Manufacturing	10.30	8.64
Trade	17.88	15.85
Transportation/Warehousing/Utilities	3.59	3.89
Information	2.14	2.16
Finance/Insurance/Real Estate	4.66	6.06
Source: The Perryman Forecast (2007)		

<b>TYLER MSA MAJOR EMPLOYERS (2007)</b>		
<b>COMPANY</b>	<b>PRODUCT/SERVICES</b>	<b>EMPLOYEES</b>
<b>Trinity Mother Frances Health System</b>	Health care	3,657
<b>East Texas Medical Center</b>	Health care	3,217
<b>Brookshire Grocery Co.</b>	Grocery distribution headquarters	2,591
<b>Tyler Independent School District</b>	Public education	2,424
<b>Trane Co.</b>	Air conditioning units	2,169
<b>Wal-Mart</b>	Retail	1,795
<b>Carrier Corp.</b>	Commercial air conditioners	1,300
<b>UT-Tyler Health Center</b>	Health care and research	1,100
<b>CB&amp;I Howe-Baker</b>	Engineering	1,000
<b>Tyler Pipe</b>	Cast iron pipe	914
<b>Tyler Junior College</b>	Higher education	879
<b>Target Distribution Center</b>	Retail distribution	751
<b>City of Tyler</b>	Local government	750
<b>Smith County</b>	Local government	660
<b>Suddenlink</b>	Cable and Internet services	567
<b>Southside Bank</b>	Banking services	500
<b>Loggins Meat Co. Inc</b>	Meat packing	427
<b>John Soules Foods Inc.</b>	Meat processing	340

Source: Tyler EDC and Chamber of Commerce

Forecasts show service jobs growing by 2.28% annually in the Tyler MSA, and by 2011, service, trade, and government jobs will comprise over 73% of the jobs in the area. For the state as a whole, Perryman projects that more than one half of the new jobs created in the next five years will be in the service industries. Tyler appears to be following and exceeding this state trend, so a number of the new jobs that the city may expect to attract will be service-oriented. Many of these jobs will be health-care related, continuing a trend since 1990 during which the number of health care jobs more than doubled in Tyler. The Perryman Group also expects real gross product in the Tyler MSA to grow by 4.23% and real personal income to increase by 4.25% by 2011. These rates mirror forecasts for the state and show that Tyler is expected to benefit from the state's favorable business climate.

### Cost of Living

Tyler enjoys a low cost of living in comparison with many of the country's metropolitan areas. In the first quarter of 2007, the Tyler MSA's overall cost of living index was 91.1, which means that goods and services in the area cost less than the national average (which is indexed at 100). Notably, housing prices in the Tyler area are much lower than the national average, suggesting that this affordability may be attractive to employers and workers who are considering relocating to Tyler.

<b>COST OF LIVING INDEX* IN THE TYLER MSA (1ST QUARTER 2007)</b>	
<b>CATEGORY</b>	<b>INDEX</b>
<b>Groceries</b>	92.4
<b>Housing</b>	83
<b>Utilities</b>	98
<b>Transportation</b>	91.5
<b>Health Care</b>	94.9
<b>Miscellaneous</b>	94.6
<b>Total</b>	91.9
* National Average = 100 Source: Tyler EDC (2007)	

In comparison to cities in Texas and cities of comparable size and character, however, the Tyler MSA's cost of living index is not as favorable. Transportation costs in the Tyler MSA usually are lower than those in other areas, but the Tyler MSA's utility costs and housing costs generally exceed those in Texas and similar southern cities. The latter is surprising, given that the Tyler MSA's housing costs are so much lower than the national average. The chart below shows cost of living index comparisons between Tyler and other cities. Positive percentages mean that a cost would be higher in that particular city than in Tyler; negative percentages mean that the cost would be lower than in the Tyler MSA.

<b>COMPARATIVE COST OF LIVING INDEX IN OTHER MSAs (2007)</b>						
<b>ASSUMING A \$40,000 HOUSEHOLD INCOME IN THE TYLER MSA . . .</b>						
<b>CITY</b>	<b>COMPARABLE INCOME</b>	<b>COST OF GROCERIES</b>	<b>COST OF HOUSING</b>	<b>COST OF UTILITIES</b>	<b>COST OF TRANSPORTATION</b>	<b>COST OF HEALTHCARE</b>
<b>Dallas, TX</b>	\$40,671.76	+8.98%	-6.74%	+8.64%	+12.57%	-2.74%
<b>Fort Worth, TX</b>	\$38,135.43	+0.73%	-6.36%	-7.11%	+5.85%	-6.74%
<b>Little Rock, AK</b>	\$39,875.12	+5.62%	-5.04%	+1.25%	+3.83%	+4.88%
<b>Oklahoma City, OK</b>	\$39,659.81	-3.88%	-0.47%	-7.66%	+4.57%	+0.13%
<b>Greenville, SC</b>	\$39,633.98	+4.28%	-4.79%	-16.44%	+1.84%	+4.66%
<b>Shreveport, LA</b>	\$39,991.39	-0.67%	+6.30%	-16.47%	+1.24%	-3.64%
<b>Jackson, MS</b>	\$39,509.10	-3.61%	+2.34%	-0.09%	+0.66%	+3.78%
Source: CNN Money.com using ACCRA 2007 data						

Tyler actively markets itself as a retirement destination and has earned the distinction of being a Certified Retirement Community in Texas. The Tyler MSA's low cost of living helps attract new senior residents. Although the Tyler MSA's cost of living may not be dissimilar to that of other smaller southern cities, its cost of living index relative to well-known retirement communities makes the area an attractive retirement destination. This makes it important to plan for businesses and health care facilities that will serve the existing and new senior population.

<b>COMPARATIVE COST OF LIVING INDEX IN OTHER RETIREMENT COMMUNITIES (2007)</b>						
<b>ASSUMING A \$40,000 HOUSEHOLD INCOME IN THE TYLER MSA . . .</b>						
<b>CITY</b>	<b>COMPARABLE INCOME</b>	<b>COST OF GROCERIES</b>	<b>COST OF HOUSING</b>	<b>COST OF UTILITIES</b>	<b>COST OF TRANSPORTATION</b>	<b>COST OF HEALTHCARE</b>
<b>Las Cruces, NM</b>	\$43,212.40	+7.60%	+20.62%	+4.34%	+6.60%	-0.59%
<b>San Antonio, TX</b>	\$39,905.26	-10.78%	+1.87%	-13.64%	+0.60%	+2.39%
<b>Asheville, NC</b>	\$43,332.97	+5.18%	+29.76%	-14.51%	+9.12%	+1.21%
<b>St. Petersburg-Clearwater, FL</b>	\$43,500.92	+12.23%	+24.90%	+0.54%	+9.41%	-5.76%
<b>Colorado Springs, CO</b>	\$40,839.70	+6.87%	+6.80%	-7.31%	+13.55%	+7.57%
<b>Chapel Hill, NC</b>	\$47,131.02	+14.85%	+36.84%	-9.86%	+11.41%	+12.55%
<b>Austin, TX</b>	\$41,464.10	+0.67%	+5.44%	-11.67%	+6.82%	+1.07%
<b>Mobile, AL</b>	\$39,720.10	+6.36%	-6.80%	-4.27%	+0.45%	-16.52%

Source: CNNMoney.com using ACCRA 2007 data

## Infrastructure

Tyler’s economic growth depends on the provision of adequate transportation infrastructure that allows goods and people to travel quickly and work with up-to-date information.

The city’s infrastructure includes major highways, U.S. 69 and U.S. 271, which provide good connections to Interstate 20, a major east-west transportation corridor that lies five miles north of Tyler. Loop 323, a four-to-six lane highway, encircles the city and serves as the major intracity route for passenger cars and trucks. A new, outer loop, limited-access highway, Loop 49, will connect with I-20 in the Lindale city limits, eventually extending around the city and reconnecting with I-20 east of Tyler. A portion of Loop 49 opened in 2006 off South Broadway Avenue as a two-lane toll road and the entire Loop is expected to be completed in 2012. Plans advanced by the North East Texas Regional Mobility Authority (NETRMA) also include a proposed “hourglass” connection to Longview in the long term.

The Tyler Pounds Regional Airport operates to the west of the city off of State Highway 64. This airport has three runways, the largest 7,200 feet in length. Passenger service is available daily on regional jets operated by American Airlines (American Eagle) and Continental Airlines (Colgan Air). The five daily American Airlines flights go to Dallas-Fort Worth International Airport and the six daily Continental Flights go to Houston International Airport. Tyler Pounds also has two private operators, Johnson Aviation and the Jet Center of Tyler. More commercial flights would benefit Tyler and proposed economic development strategies involving the airport have included runway extension to handle larger planes and establishing more daily commercial flights.

Tyler has a communications network that provides high-speed data access to businesses and residents. Twenty Internet service providers operate in the city and offer a range of connection types. Two community groups are working to expand Tyler’s communications infrastructure to assist economic development: the Tyler Chamber of Commerce has organized a Technology Committee, and Connect Tyler, a non-profit organization, is working on developing a high-speed communications network that may include citywide Wi-Fi access.



Tyler Pounds Regional Airport.  
(Photo: Butler Planning Services)

Tyler’s water and sewer facilities and services are discussed at greater length in the plan chapter on public facilities, including extension of infrastructure to serve future growth.

### Taxes

One of Tyler’s major economic attractions is its low tax rate. Texas has no state income tax, and Tyler’s city leadership has made a commitment to keep property taxes low. Tyler’s tax rate is the lowest of all mid- to large-sized cities in Texas. In a FY 2007 survey, the Texas Municipal League found that cities with a population over 100,000 had an average tax rate of \$0.5715 per \$100 of valuation, or more than twice Tyler’s rate of \$0.2237. Tyler’s tax rate also was lower than the tax rate of all Texas cities with a population between 15,000 and 100,000. Tax rates for the City of Tyler have decreased by over 57% since 1996, when the City taxed at a rate of \$0.5153 per \$100 of property valuation. Maintaining a low tax rate is a continued goal for the City, as it hopes to attract new businesses and residents by its affordability.

TYLER AD VALOREM TAX RATE (2006)	
TAXING ENTITY	TAX RATE (PER \$100 OF VALUATION)
City of Tyler	\$0.2237
Smith County	\$0.2683
Tyler Independent School District (T.I.S.D.)	\$1.4880
Tyler Junior College	\$0.1272
<b>Total</b>	<b>\$2.1072</b>
Source: Tyler EDC	

The City of Tyler sustains a low ad valorem tax rate by using sales tax receipts to fund many capital projects, which reduces the future need to issue general obligation debt. As a result of this practice, the City is on schedule to pay off all of its general obligation or tax supported debt in 2008. Tyler voters adopted a 0.5%, or “Half Cent Tax,” in 1995. Revenues from the sales tax may be used to fund a variety of municipal improvements, such as the purchase of land and construction of new facilities, but at City Council discretion also can be used for economic development projects that promote business retention or expansion. By resolution, the City Council has set clear policy for use of the Half Cent Tax that is consistent with a covenant with the voters in the 1995 election to reduce the property tax rate, eliminate tax-supported debt, and pay for City infrastructure on a pay-as-you-go basis. Subsequent City Councils have reaffirmed this policy by resolution in more recent years.

The Half Cent Tax may be used to fund projects that are located outside of a municipality's city limits, as long as it can be demonstrated that the project will provide direct municipal benefits and the governing body with jurisdiction in that area approves the project. This includes projects that may occur in a city's extraterritorial jurisdiction (ETJ). For example, the City of Tyler may use the Half Cent Tax to fund a project within its five-mile ETJ if the project is also approved by Smith County.

In 2006, the City of Tyler's sales tax totaled 1.5% on particular goods sold within the city (groceries, medicine, land for resale, and farm and manufacturing equipment are exempt from taxation by state law). The total sales tax rate in Tyler was 8.25%, comprised of the city tax, the state sales tax rate of 6.25%, and Smith County's sales tax rate of 0.5%. In 2006, the state returned over \$33 million in total sales tax revenues to Tyler. Comparable or increased revenues appear possible for 2007, as the city is estimated to have earned over \$17.5 million in total sales tax revenues for the first half of 2007. Approximately \$10 million of sales tax revenues are available each year for Half Cent Tax projects.

Since the mid-1990s, the City has used the Half Cent Tax to fund a variety of projects, including:

- Construction of the new terminal building at Tyler Pounds Regional Airport
- Numerous street improvements, such as those along Grande Boulevard, Cumberland Road, Rice Road, and Martin Luther King, Jr. Boulevard
- Drainage improvements along West Mud, Black Fork, and Shackleford creeks
- The construction of Faulkner and Children's parks
- The expansion of the main police station on West Ferguson Street.

The City has programmed major critical infrastructure projects using the Half Cent Tax capacity for the foreseeable future. The Tyler City Council and the Half Cent Tax Board prioritize proposed projects and determine needed funding. In 2007, the City has a number of new infrastructure projects planned that will promote local economic development, including highway, drainage, and public safety improvements.

## **Retail Trade and Consumer Services**

Tyler's retail sector serves a multi-county region that makes it among the top 75 markets in the country. Because economic statistics for Tyler are almost always based on the MSA – Smith County alone – the importance of the city's economic role as a retail magnet often goes unremarked and is poorly understood. In 2005, the city captured almost 80% of the shopping-center inclined retail sales within a 30-minute drive time to downtown Tyler. In addition, Tyler's shopping-center inclined retail sales (apparel, books, music, restaurants, and so on) are over 2.5 times what would be expected of Tyler residents' buying power. In 2005, Tyler's retail sales per capita exceeded that of the state and surrounding counties. Tyler retail sales represent almost 50% of the retail expenditure potential for a ten-county area. This means that residents from surrounding counties—particularly those in the more rural areas to the south and east of Smith County—routinely patronize Tyler businesses. Because Tyler has a very low property tax rate, it is especially dependent on sales tax, making continued support of the city's regional role as a retail center central to the continued well-being of the community.

Retail trade in Tyler is located primarily along South Broadway Avenue and portions of Loop 323. Important commercial districts in Tyler include:

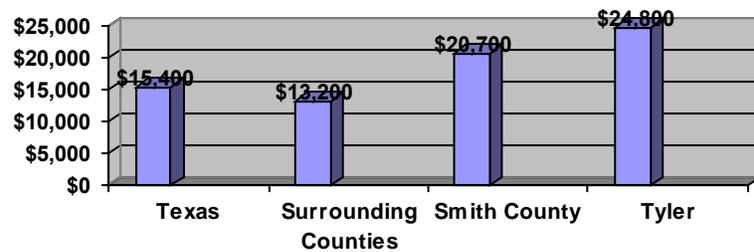
- South Broadway Avenue and Loop 323
- South Broadway Avenue between Rice Road and Grande Boulevard
- Troup Highway and Loop 323
- Bergfeld Center at South Broadway Avenue and Fifth Street
- Downtown Tyler (the Central Business District)



Broadway Square Mall

According to the 2006 Burns and Noble Retail Market Survey, Tyler has over 3,000,000 square feet of retail space, including the 622,980 square-foot Broadway Square Mall. The 2006 survey found 40 multi-tenant strip shopping centers in Tyler with a combined total of almost 2,500,000 million square feet of retail space. This figure does not include shopping centers with a single tenant, such as Wal-Mart and Target. Total occupancy in 2006 was 91.8%, a slight decrease from 2005. Most of the larger shopping centers along South Broadway Avenue have occupancy rates of 90% or above and include national chain anchors. Average annual rents range from \$5.65 to \$26.00 per square foot, with the highest rents applying in relatively new strip centers located just south of the intersection of South Broadway Avenue and Loop 323. The highest-rent centers generally are sized under 100,000 square feet.

Retail Sales Per Capita (2005)



Source: ZHA and Sales, Marketing, and Management (2005)

**MULTI-TENANT RETAIL SHOPPING CENTERS IN TYLER (2006)**

NAME	SQUARE FEET	OCCUPANCY RATE	AVERAGE ANNUAL RENT	ANCHORS
<b>LARGEST CENTERS</b>				
<b>Bergfeld Center</b>	215,000	99%	\$9.25-\$12.50	Brookshire's, Luby's, CVS
<b>Green Acres</b>	154,219	83%	\$7.00-\$12.00	Dollar General, Sav-On, Lack's Furniture
<b>Southpark Center</b>	146,096	99%	\$14.00	Albertson's, Beall's
<b>French Quarter</b>	141,220	96%	\$10.00-\$18.00	Pier One, Hancock Fabrics, Blockbuster

MULTI-TENANT RETAIL SHOPPING CENTERS IN TYLER (2006)				
<b>Broadway Crossing</b>	135,151	100%	\$12.00	Best Buy, PetSmart, Goody's, Marshall's, Drug Emporium
<b>1909 SE Loop 323</b>	108,300	60%	\$7.00	Hobby Lobby
HIGHEST-RENT CENTERS				
<b>Shoppes on Broadway</b>	13,500	85%	\$26.00	Hollywood Video, Verizon, Citizen's National Bank
<b>Broadway Market Center</b>	94,000	100%	\$23.75	Linens-N-Things, Ross
<b>Pavilion Center</b>	30,670	100%	\$20.00	Circuit City, Barnes and Noble, CVS
<b>Lindale Corners</b>	19,512	56%	\$18.00	Cato, China Buffet, Check-N-Go
<b>French Quarter</b>	141,220	96%	\$10.00-\$18.00	Pier One, Hancock Fabrics, Blockbuster
Source: Burns and Noble Retail Market Survey (2006)				



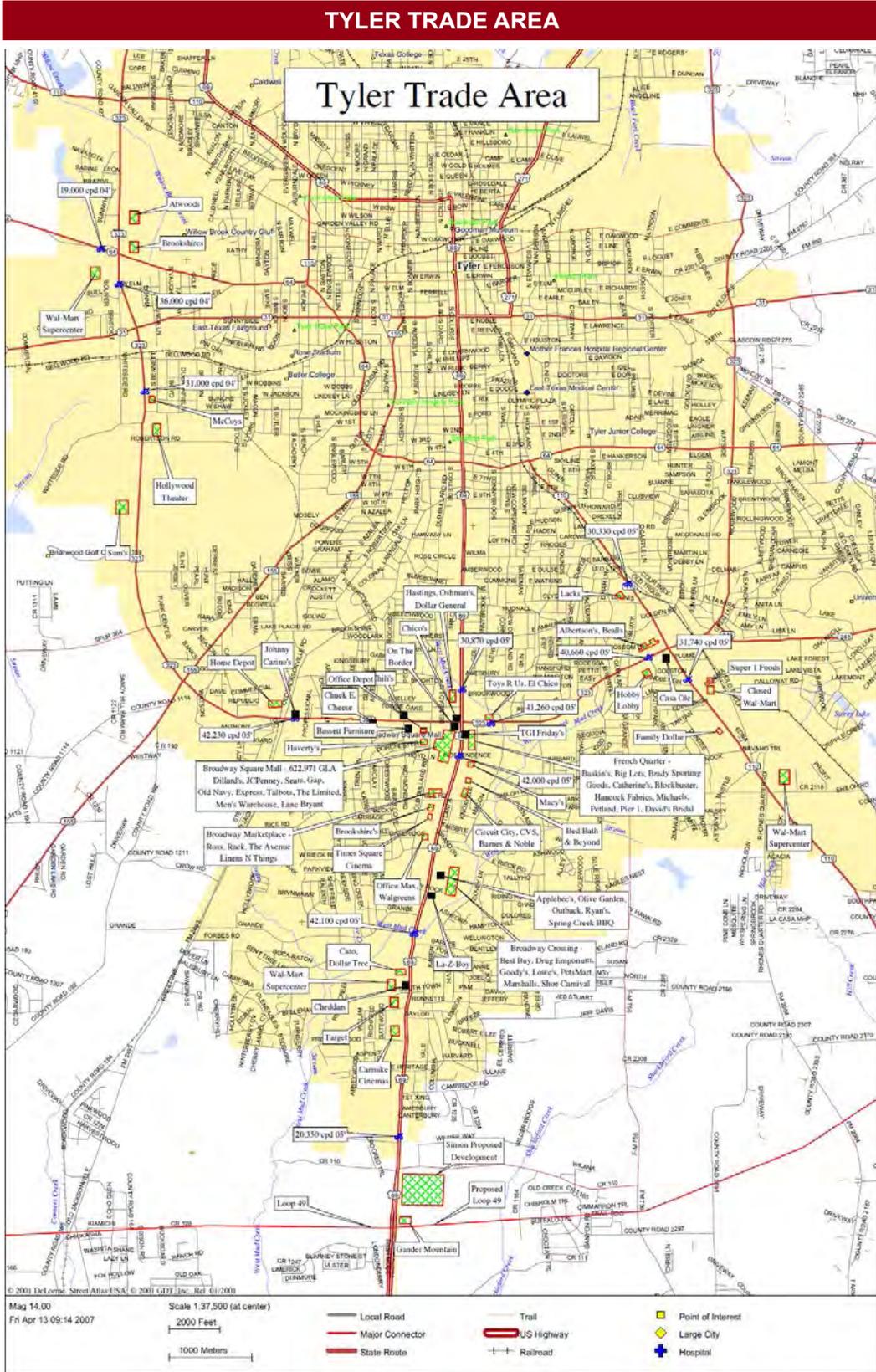
New retail near Loop 49

In 2006, over 115,000 square feet of new retail space was constructed in Tyler, and the market absorbed over 96,000 square feet, more than double the absorption level total for 2005. Major retailers that opened in 2006 include Wal-Mart Supercenter on Troup Highway and Gander Mountain, located near the intersection of South Broadway Avenue and the new Loop 49.

Tyler can expect to grow as a regional retail center, as economic forecasts estimate that the city can support an additional 520,000-580,000 square feet of shopping-center inclined retail from 2006-2011, with an annual absorption rate of 105,000-117,000 square feet per year. New retail will include traditional strip centers with national chain anchors and businesses built as part of new mixed-use centers along South Broadway Avenue and Old Jacksonville Road.

### Manufacturing and Processing

The TEDC 2006 Manufacturers and Processors Directory for Smith County found 181 companies with over 12,000 employees. This list shows considerable diversity within the manufacturing and processing categories in the Tyler region. A number of small machinery, equipment and instrument manufacturers account for one-fifth of the companies but 40% of the employees. Three manufacturing companies and two meat processors are among the top twenty employers in the Tyler MSA. Heavy industry in the Tyler area is primarily represented by the Delek oil refinery in the northeast quadrant of the city, Tyler Pipe on U.S. 69N in Swan, and the Trane and Carrier manufacturing plants.



Map provided by the City of Tyler

<b>SMITH COUNTY MANUFACTURERS AND PROCESSORS 2006</b>				
<b>PRODUCT</b>	<b>TOTAL COMPANIES</b>	<b>TOTAL EMPLOYEES</b>	<b>PERCENT OF SURVEYED COMPANIES</b>	<b>PERCENT OF TOTAL EMPLOYEES</b>
<b>Food</b>	15	1,407	8.3%	11.3%
<b>Textile, apparel</b>	3	115	1.7%	0.9%
<b>Lumber, wood, paper</b>	21	598	11.6%	4.8%
<b>Chemicals, drugs</b>	8	130	4.4%	1.0%
<b>Petroleum, refining</b>	6	389	3.3%	3.1%
<b>Rubber, plastics</b>	12	1,805	6.6%	14.5%
<b>Stone, clay, glass, concrete</b>	16	550	8.8%	4.4%
<b>Primary and fabricated metals</b>	39	1,741	21.5%	14.0%
<b>Machinery, equipment, instruments</b>	40	5,097	22.1%	41.0%
<b>Miscellaneous</b>	21	611	11.6%	4.9%
<b>TOTAL</b>	<b>181</b>	<b>12,443</b>	<b>100.0%</b>	<b>100.0%</b>

Source: Tyler EDC

The TEDC owns the Tyler Industrial and Business Park located in West Tyler on the eastern side of Loop 323 between Shaw Street and Walton Road. This industrial park was created on land donated to the TEDC in 1994 and is home to a range of tenants, including Carrier, Aramark, Tyler Junior College (West Campus), Southwestern Bell, SuddenLink, and Federal Express. Several development sites remain available in 2007, and the attractiveness of this complex should be enhanced by future road improvements, including the Sunnybrook Drive Extension which will run through the southern portion of the park and provide an east-west connector between Loop 323 and Vine Avenue. The Fantus Company, an industrial locational services company, estimates that this industrial park may not contain enough developable acreage to meet Tyler’s future industrial needs. Another industrial park, Pointe North, is located on north Loop 323 near the intersection with U.S. 69.

### Warehousing and Distribution

Tyler has several large warehouse and distribution centers. Brookshire’s has its headquarters and distribution center in Tyler on southwest Loop 323. Outside of the city limits, just off I-20 in Lindale, Target located a large regional distribution center in 2006.

### Office Market

Each year, Burns and Noble Commercial Real Estate conducts a survey of the Tyler area office market. Burns and Noble determines total office space, occupancy rates, and availability in the Tyler area and makes market forecasts. This survey distinguishes between offices in Tyler’s central business district (CBD) and its suburban office market located along South Broadway Avenue and Loop 323.

TYLER OFFICE MARKET (2000-2006)		
YEAR	OCCUPANCY RATE	AVERAGE ANNUAL RENTS PER SQUARE FOOT
2000	85%	\$11.12
2001	86%	\$11.40
2002	88%	\$11.36
2003	89%	\$11.61
2004	90%	\$11.81
2005	88%	\$12.10
2006	88%	\$12.26

Source: Burns and Noble Office Market Survey (2006)

Despite rising energy and insurance costs, Tyler’s office market experienced growth in 2006, and this is expected to continue in 2007. In September 2006, the city had 49 office buildings containing 2.05 million square feet of space and an occupancy rate of 88.3%. The average annual rental rate for office space was \$12.26 per square foot. These numbers represent important market improvement for 2005-2006, during which time Tyler’s office market saw the construction of four new office buildings and absorbed over 75,000 square feet of new space.

Tyler’s suburban office market does considerably better than its CBD office space, primarily because the buildings are newer

and located closer to Loop 323 and South Broadway Avenue, the city’s major business area. In 2006, the South Tyler market had 32 office buildings containing 1,229,155 square feet of space and a 90.2% occupancy rate. Annual rents averaged \$12.71 per square foot. During the same time, Tyler’s CBD office market, which includes buildings north of Houston Street, had 823,640 square feet in 17 buildings, an occupancy rate of 85.5%, and an average annual rent of \$11.44 per square foot. Between 2005 and 2006, the CBD office market saw its occupancy rate improve by two percentage points.

Office buildings typically are categorized as Class A, Class B, or Class C buildings. Class A buildings are those defined by the Urban Land Institute as having excellent location and access, being constructed of high-quality materials, and having professional management and high-quality tenants. Classes B and C are defined in relation to Class A: Class B office buildings are “good” as opposed to “excellent,” have little functional obsolescence and deterioration, and are often former Class A buildings; and Class C buildings are usually 12 to 25 years old, but still have reasonably high occupancy rates. Tyler’s entire office market has eight Class A buildings, 28 Class B buildings, and 13 Class C buildings that were included in Burns and Noble’s survey. The Class A buildings tend to be located near



Class A office space on Loop 323

the Loop 323-South Broadway intersection and have rents that are much higher than the market average. Class B office buildings also generally are suburban in nature and include the majority of the vacant office space found in Tyler. With the exception of the Tyler Town Center and the Fair Foundation Building, Tyler’s Class C office space tends to be smaller buildings. Class C buildings are scattered throughout the entire market, and seven of them are located in the CBD. In 2006, Tyler’s Class A office space was 93% occupied and had an average annual rent of \$15.19 per square foot; Class B office space was 84.6% occupied and rented for \$12.20 per square foot; and Class C office space was 86.2% occupied and rented for \$10.45 per square foot.

CLASS A OFFICE SPACE IN TYLER (2006)				
NAME OF BUILDING	ADDRESS	SQUARE FOOTAGE	OCCUPANCY RATE	AVERAGE ANNUAL RENT
<b>CBD</b>				
<b>First Place</b>	100 East Ferguson Street	187,060	95%	\$13.50-\$14.50
<b>Plaza Tower</b>	110 North College Street	214,933	88%	\$14.00-\$14.50
<b>SUBURBAN</b>				
<b>1 American Center</b>	909 ESE Loop 323	114,344	100%	\$14.50-\$15.00
<b>2 American Center</b>	821 ESE Loop 323	94,017	83%	\$14.50
<b>Grande Centre</b>	6101 South Broadway	90,514	98%	\$18.50
<b>Southeast Center</b>	3301 Troup Highway	38,757	90%	\$15.00-\$18.00
<b>Herd Building</b>	3901 Manhattan Drive	29,184	100%	\$16.00
<b>Hibbs Financial Center</b>	501 Shelley Drive	58,531	100%	\$13.00

Source: Burns and Noble Office Market Survey (2006)

### “Eds and Meds” – the Medical and Educational Sectors

Tyler is a regional center for medical services and higher education, and the increasing importance of these sectors has brought more attention to their local and regional economic role. One of the important aspects of educational and medical institutions is that they are not as mobile as private employers and thus have a deeper investment in the welfare of the community in which they are located. On the other hand, the amenities that “eds and meds” provide in a community can make it attractive to a high-quality labor force and many firms choose locations according to where their preferred labor force lives.



The University of Texas at Tyler



East Texas Medical Center



Trinity Mother Frances Hospital

Tyler's two private medical centers, the East Texas Medical Center (ETMC) and Trinity Mother Frances Health System (TMF), have created a cluster of healthcare-related services and businesses concentrated between East Front Street, Beckham Avenue, and East Fifth Street. Both health systems serve a region of about one million people in East Texas, who can come to Tyler – rather than traveling to Dallas or Houston – for an increasing number of sophisticated health care services. In addition to drawing patients from the region, the hospitals' presence in Tyler attracts highly trained employees and retirees looking for a community with good health services. However, although the hospitals have an interest in consolidating and improving their main campuses, they are also investing in facilities to bring health care into the region. Both hospitals have satellite facilities in South Tyler and in smaller cities such as Lindale, Canton, and Whitehouse. Representatives of both hospitals mentioned that providing emergency room care for the uninsured is reaching crisis proportions. Tyler's third medical center is a public, University of Texas facility specializing in respiratory diseases, reflecting its origin as a tuberculosis sanitarium. The University of Texas Health Center at Tyler is located outside of the city limits but within the ETJ at the intersection of U.S. Highway 271 and State Highway 155. The UT Health Center is partnering with the TEDC to develop a Biomedical Research Park adjacent to the Health Center that will include bioengineering, pharmaceutical, and medical companies, along with a business and research incubator. The Health Center is a teaching hospital for family practice

and respiratory specialties and is planning to open an educational center to train staff in allied health professions, ideally in downtown Tyler near the other two medical centers. TMF and ETMC are the top two employers in the Tyler area and the UT Health Center is the sixth-largest employer.

Tyler's three higher education institutions are Tyler Junior College, with an enrollment of approximately 11,000; the University of Texas at Tyler, which began as an upper-division two-year institution and is now a four-year institution with more than 6,000 students; and Texas College, an historically-black college with an enrollment of approximately 900. Although TJC, like most junior colleges, primarily serves its region, it has developed some national programs, such as its tennis team, that attract students from elsewhere, including from overseas. UT-Tyler, which is developing a focus on engineering education, and Texas College, whose students formerly came from the immediate region, now attract students from outside the Tyler area.



Tyler Junior College



University of Texas Health Center at Tyler

A recent study evaluated the impact of educational and medical institutions on metropolitan economic development.<sup>1</sup> Comparing 2000 census data for 283 metropolitan areas, the study found that Tyler ranked at 240 in the extent of the concentration of education institutions. In contrast, it ranked at 19 for medical institutions (Rochester, MN, home of the Mayo Clinic, was number one in this list).

Educational and medical institutions can have a broad variety of positive impacts on local economies:

- **Export-base demand and multiplier effects on the community.** “Eds and meds” can bring new dollars into the economy by selling services to people outside the local economy or selling services to people who otherwise would go outside the local economy. When Tyler's medical centers provide specialized services that patients otherwise would go to Dallas or Houston to obtain, they are performing a type of import substitution and bringing new money into the economy. However, health care consumers in general are not as mobile as students, and basic health care services would be available from someone in the region in any case. Researchers have found that the annual impact of

<sup>1</sup> The discussion that follows is indebted to Timothy J. Bartik and George Erickcek, “Higher Education, the Health Care Industry and Metropolitan Regional Economic Development,” Kalamazoo, MI: W.E. Upjohn Institute for Employment Research, February 2007 ([www.upjohninstitute.org](http://www.upjohninstitute.org)).

universities on a local economy, balancing modest export base percentages and multipliers, equals the university annual budget. The economic impact of medical institutions tends to be one-quarter to one-half the budget, with a higher multiplier than universities but a smaller export-base/important substitution role.

- **Human capital development.** The quality of local human capital is likely to improve over the long term with the expansion of educational and medical institutions, but is not easy to quantify. In the case of universities, if the graduates do not stay in the region, the human capital benefit goes elsewhere.
- **Amenity improvements.** Institutions can provide amenities themselves, such as attraction of arts and performances that otherwise would not come to the community, and they can increase the amenity level in the community because students and employees of the institutions create demand for production of amenities by others.
- **Research and development spillovers.** M.I.T. and Stanford provide the models for many communities hoping for transfer of technologies and economic innovation from universities to the economy. These are highly-specialized situations that cannot be replicated. Nonetheless, many universities have a broad and beneficial impact on the local community through collaborations and problem-solving across a number of economic areas. There is no evidence that medical centers or teaching hospitals play a similar role in creating research and development spillovers, but the topic has not been well-studied.
- **Entrepreneurship.** Greater local entrepreneurship rates are associated with a greater proportion of college graduates in the labor force and with local employment growth.
- **Model employer effects on the local labor market.** Educational institutions tend to pay less for the same worker characteristics than the average industry and medical institutions tend to pay more. (These differences are not driven by comparative wages for doctors and professors.) This means that expansion of medical institutions tends to bring higher-paying jobs – even for jobs requiring lower skills and education – than educational institutions.
- **Economic development leadership.** The consolidation and globalization of industries has resulted in a decline in the locally-based economic leadership more common in an earlier era: the owner of the local factory, bank, or department store. As a result, institutions and nonprofit organizations are playing a more visible role as economic development leaders.

## Tourism

Tyler attracts visitors throughout the year who come to visit the Caldwell Zoo and the Rose Garden. Concentrated periods of tourist visitation occur during the Azalea and Spring Flower Trail events, the Rose Festival, and the East Texas State Fair. The Tyler Convention and Visitors' Bureau estimates that the Azalea Trail has an economic impact of \$2.2 million on the city. The 50,000 square foot Harvey Convention Center is supplemented with additional meeting space in the Rose Complex, and small hotel meeting rooms around the city. The relatively limited convention and



Caldwell Zoo

meeting space in Tyler means that conventions and meetings tend to be relatively small, attracting a few hundred people at most.

## Economic Incentives and Programs

### Tax Abatements

One of the most important incentives for area business retention and development has been local tax abatements. Authorized by the state legislature, this incentive relieves businesses and industry of taxes on a portion of or all increase in the value of a property or capital investment after the date of the abatement agreement. The abatement does not apply to taxes on existing property, so no properties are taken off of the tax rolls. Instead, the financial incentive is designed to encourage businesses and industry to make new investments that will create jobs and increase property values.

In order to be eligible for local tax abatement, a business or industry must meet one of the following criteria:

- The new investment must have a capital cost (new plant and/or equipment) of at least \$1 million;
- The new annual payroll must be at least \$400,000; or
- At least 25 full-time new jobs must be created.

If a business or industry qualifies, the TEDC will negotiate an abatement contract with the company. These contract terms outline the percentage of taxes that will be abated in exchange for estimated benefits, such as the creation of new jobs. The abatement only can apply to City of Tyler, Smith County, and Tyler Junior College taxes. Under Texas law, taxes levied by an independent school district may not be included in abatements. For example, a company that proposed \$10 million in new investment in 2006 could have qualified for an abatement as follows:

Tax abatement agreements include contracts to monitor performance, providing for annual review of a company’s investment and job growth. If the terms of the contract are not met,

2006 TAXES	
	RATE
City of Tyler	\$0.2237
Smith County	\$0.2683
Tyler Junior College	\$0.1272
<b>Total</b>	<b>\$0.6192</b>
\$10,000,000 x \$0.6192 = \$6,192,000 / 10 = \$61,920 in abated taxes for 2006	

the TEDC and local governments may reduce the allowed abatement by a percentage that relates to the percentage of the contract that has not been accomplished (e.g., if the business estimated that 20 new jobs would be created but only created ten, the abatement could be reduced by 50%). Limits also may be placed on total allowed abatements over the abatement term.

Since 1990, abatements primarily have gone to existing companies to keep their investment in the area. During this period, abatements were given to 31 projects undertaken by 23 companies. TEDC records show that abatements have been responsible for \$357.8 million in investment in new plants and equipment, 3.2 million square feet of new business space, the creation of 3,831 new jobs, and the retention of an additional 5,884 jobs. In 2006, abatements were given to eight continuing projects (i.e., under abatement agreements negotiated in earlier years) and to one new project.

### ***Former Tyler Industrial Foundation***

Remaining discretionary funds from the former Tyler Industrial Foundation are available for economic development as determined by TEDC. These remaining funds, once spent, do not have an ongoing funding source. However, the TEDC is a 501(c)(3) organization and has the capacity to raise private funding.

### ***Section 380 Economic Development Agreements***

Section 380 of the Texas Local Government Code permits municipalities to enter into agreements with developers to fund public improvements for economic development projects. Section 380 agreements have been subject to litigation, and in 2005, the Texas Constitution was amended by popular vote to clarify that these development agreements are constitutional. It also has been determined that these agreements may apply to projects in a city's extraterritorial jurisdiction (ETJ) and that bonds or sales tax revenues may be used to fund a Section 380 project.

Sales tax financing has proved popular with Texas municipalities, primarily because no ad valorem (property) tax revenues must be used and Section 380 agreements involving retail projects are not uncommon. Section 380 agreement terms vary according to project, but an agreement involving the use of sales tax revenue typically provides that a local government rebate future sales tax revenues generated by the project over a specific term (often a 20-year period) in return for the business undertaking agreed-upon actions or improvements. The development agreement will include a percentage of sales tax revenues that will be rebated annually, and a cap usually is placed on the total amount of sales tax rebates a developer can receive. The agreement also may contain a project completion date and a requirement that incentives only will be paid when the project is operational. Other terms and conditions may be set—some relating to the design of the project, if desired—and the tax rebate usually is tied to the fulfillment of contract terms. If a developer fails to meet these terms, the municipality may reduce the tax rebate by a proportional percentage.

Section 380 agreements do not have to be retail projects and can involve a variety of activities, as long as they meet the general goal of promoting economic development. As of 2007, the City of Tyler has not entered into any Section 380 agreements.

### ***Tax Increment Financing***

Tax increment financing (TIF) is another economic tool authorized by the Texas legislature. A community can use TIF to finance new buildings and infrastructure within a designated development area, typically to attract new business development. Under TIF, a local government establishes a project area and “freezes” the taxes in the area at the rate of the year in which the TIF project originates. This “freeze” will last for a designated period.

As the project is constructed and its appraisal value increases, the new taxes owed will be used to finance public improvements in the form of site improvements and development costs. Ideally, these public improvements will induce new private investment. The local government usually uses a bond to pay for project development and then assigns the new taxes collected (the “tax increment”) to pay off the bond. Once the bond is paid off (or the TIF period expires), the property with the new development will be returned to the tax rolls at the prevailing tax rate.



Tyler Junior College – West Campus

Tyler has used a TIF to fund one major project and has begun the process to create a TIF district for downtown. In 1998, Tyler Junior College entered into an agreement with the City to establish a TIF district on Loop 323 in West Tyler and construct a new campus devoted primarily to workforce development and continuing education. This project has been successful, as it has exceeded the projected growth rate and provided revenues that will enable the City to pay off the bond early.

### **Enterprise Zones**

Established under a federal program, Enterprise Zones are a state economic development program that applies to areas that have high poverty and unemployment rates. This program is designed to promote job creation, workforce development, and economic revitalization by giving benefits to businesses that agree to locate within or near a designated Census block (“Enterprise Zone”) that had a 20% or greater rate of poverty in the 2000 Census. Enterprise Zone benefits primarily target new business or industry, but it also is possible to receive benefits for business retention. Companies can receive up to \$7,500 in benefits for each new primary job created, depending on the level of associated capital investment. Under state law, Enterprise Zones automatically qualify as areas for local tax abatement and tax increment financing, which provides additional incentives for new business development.

In order to qualify for the Enterprise Zone benefit in Tyler, a business or industry must:

- Incur and meet capital investment costs within a five year period; and
- Locate within or near a designated Enterprise Zone area and commit to hiring a specified percentage (25% or 35%, depending on business location) of residents who live in the area or economically-disadvantaged residents who live throughout the city.

Tyler’s three Enterprise Zones include the area around the Tyler Industrial/Business Park in West Tyler, an area that begins at the Target Distribution Center on I-20 and stretches down U.S. 69 to North Tyler, and an area that includes neighborhoods in northeast Tyler and extends up U.S. 271 to the East Texas Center, an industrial park located outside the city limits along I-20 between State Highway 155 and U.S. 271. Originally, state legislation mandated that businesses hire a percentage of economically-disadvantaged residents from these Enterprise Zone areas, but recent law permits the hiring of economically-disadvantaged residents who live throughout Tyler.

### ***Revolving Loan Fund***

Smith County offers a revolving business loan fund that is administered by the Tyler Economic Development Council. Businesses and industries that create or retain jobs in the Tyler-Smith County area and produce goods or services that primarily are marketed to areas outside of Smith County are eligible to receive a loan that ranges from \$50,000 to \$200,000. The loan rate will be at or above prevailing market rates, and the term will relate to the life of the assets financed. The maximum loan term is 25 years. Loan funds may be used to purchase land, machinery/equipment, and buildings and also may be applied to land development and pollution control measures. Twenty-one businesses have received Smith County Revolving Loan Funds, including John Soules Foods, Texas Software Development, and Benchmark Manufacturing.

### ***Texas Emerging Technology Fund***

In 2005, Texas established the Emerging Technology Fund, which offers financing for research and technology companies that will create new, high-quality jobs in the state. Businesses eligible for these monies include computer software, biotechnology, aerospace, medical, semiconductor manufacturing, energy, petroleum, and defense companies. Funds are administered and awarded by the state, and are allocated with an eye to creating regional innovation centers that will promote research and development activities, workforce development, and business incubators.

Tyler has received Emerging Technology Fund monies to support a new Indoor Environmental Quality and Energy Institute developed through a partnership between UT-Tyler, UTHCT, UT-Dallas, UT-Austin, the Tyler Economic Development Council, the Tyler Area Chamber of Commerce, and Tyler air conditioner manufacturers Trane and Carrier. This program will study indoor air quality in a hot, humid climate and develop products that will reduce energy usage and lead to improved indoor environments. Future plans for the institute include a facility in the proposed Biomedical Research Park located near the University of Texas Health Center at Tyler.

### ***Texas Enterprise Fund***

The Texas Enterprise Fund provides economic development monies to attract major businesses to or retain major businesses in Texas. Funds are used as incentives in competitive situations and must be approved by the Governor, Lieutenant Governor, and Speaker of the House. Tyler has not had any projects that qualify for Enterprise Fund monies, but this remains an incentive that could be used for future economic development.

### ***Workforce Development***

The Texas Workforce Commission administers the Skills Development Fund (SDF), a program which provides financial assistance to businesses that seek to create job training opportunities. In order to apply, a business must partner with a local community/technical college or community organization that works with one of these colleges. The fund allots an average of \$1,000 per worker for job training, but the total amount awarded may be limited to \$500,000 per business. In Tyler, SDF monies are administered by the Corporate Services Department of Tyler Junior College. TJC provides classes for employees in specific job areas, including computer use, languages, sales, and management skills. Approximately \$5-\$6 million for skill training has been awarded to more than ten local employers through this program.

## B. Recommendations

### **GOAL:**

#### **1. Continue to foster a business-friendly environment.**

Tyler has worked hard to create a business-friendly environment in recent years. Low property taxes, a streamlined development process, numerous infrastructure improvements funded by the Half Cent Sales Tax program, and regular consultation with the business community are the hallmarks of the city's business policies.

### **ACTIONS:**

**1a. Continue institutionalized policy and covenant to use the Half Cent Sales Tax to maintain low taxes, eliminate tax-supported debt, and fund capital projects on a pay-as-you-go basis.**

**1b. Continue collaboration with the County and other regional partners.**

**1c. Develop guidelines for potential City-related incentives for business retention and expansion.**

The City is in the process of developing business and economic development guidelines as a baseline indication of potential incentives available for TEDC to use in recruiting and retaining core industry and jobs. Section 380 agreements are extremely flexible instruments that can be tailored to the economic development needs of both business and government. Because public improvements are the most important incentive available to the City in an environment where taxes are already low and permitting has been streamlined, judicious use of TIFs, Section 380 agreements, and other tools can help the City take a more proactive role in economic development.

### **GOAL:**

#### **2. Continue to promote a diversified economy.**

### **ACTIONS:**

**2a. Continue incentives for industry expansion and job creation.**

The state of Texas has few good incentive programs for job retention. A major mission of the TEDC is job retention. Flexible funding that can be used for equipment, job training, and other job retention activities is needed.

**2b. Aggressively pursue industry recruitment and expansion efforts.**

The Chamber, TEDC and the City can work together to create a priority list of destination businesses, create a strategy to attract them, and then implement that strategy.

**2c. Continue to work with TJC and UT-Tyler on workforce development.**

TJC is already deeply involved in workforce development. This is another area in which the state is not as strong as in others. Local efforts are important to increase the quality of human capital, assist local businesses in finding qualified workers, and smooth transitions within the workforce.



2020 UPDATE

**2d. Continue and expand support for tourism.**

The Azalea Trail and the Rose Festival bring tourists to Tyler and small conventions also bring visitors. However, limitations in meeting space constrain the potential for more conventions and the City's lodging options are business-oriented rather than leisure-oriented. More organized attention to heritage and cultural tourism can attract visitors who typically spend more money and stay longer than average tourists. Other attractions related to sporting, active recreation and niche conventions should also be sought out to provide a variety of options for tourists.

**GOAL:**

**3. Establish Tyler's identity as a regional market leader for retail, medical services, and higher education.**

**ACTIONS:**

**3a. Establish Tyler's identity as one of the top 75 regional markets for retail and medical services.**

Getting the word out about Tyler's role in the East Texas market requires creating a data package, including examples of how retail openings in Tyler have set state and national records, that explains how Tyler's economic importance extends far beyond the Tyler MSA/Smith County market and creating that new market identity in the minds of the business world. This is also a way to establish the East Texas economic identity in distinction to the three major growth areas that have been identified in Texas: Dallas-Fort Worth; Austin-San Antonio; and Houston. TEDC, which already has a strong data collection role, could collaborate with UT-Tyler to provide regional economic data and economic analysis to provide a bigger market identity for the Tyler area.

**GOAL:**

**4. Encourage international partnerships for future economic development.**

**ACTIONS:**

**4a. Build on existing relationships.**

Tyler has already begun to develop an economic development-based relationship with its South Korean Friendship City Asan, home of Samsung and Hyundai, with an exchange of visits. In logistical terms, Tyler is well positioned as a linkage point between the U.S. southwest and the Midwest/East.

**GOAL:**

**5. Provide physical and social infrastructure to support economic development.**

**ACTIONS:**

**5a. Ensure completion of Loop 49.**

Loop 49 will provide more transportation capacity and the intersections will provide logical development clusters for future growth. The City should continue to support the RMA as it

works toward timely completion of Loop 49.

***5b. Extend utility services and facilities to serve underutilized and strategic growth corridors.***

***5c. Work towards a next generation plan for the public school system.***

An excellent public education system is one of the foundations of economic growth. It produces a well-educated work force and it attracts a well-educated work force. The elementary school building and improvement program is progressing well. The next step is to focus on funding improvements to middle- and high-school facilities. In addition to facilities, it is also important to continue improving school performance.

**GOAL:**

***6. Protect and enhance Tyler's road, air and rail networks, facilities and services.***

**ACTIONS:**

***6a. Work to get more commercial flights from Tyler.***

More and better air service requires persuading the air carriers that it is economically supportable. The City is already experimenting with incentives for new service in and out of Tyler Pounds Regional Airport. TEDC or another Tyler group could sponsor a study of the market potential for additional service.

***6b. Protect the potential for airport expansion.***

Many airports are surrounded by industry and distribution centers, but land has to be protected for those uses and for airport expansion. Because the Tyler airport is located outside the city limits, the land around it is not subject to zoning and residential encroachment on potential expansion and industry space is a concern. In order to gain more control over development around the airport the City could acquire land for potential expansion, the City could annex land at the airport and zone it appropriately, or another entity, such as the TEDC, could land bank property near the airport both for expansion and for creation of a logistics center or business/industrial park.

***6c. Retain rail service and look ahead for long-range connectivity – high-speed or commuter rail.***

Tyler should support continuation of rail service to ensure that the city remains in the national rail network. Passenger service is not available today in Tyler. Future high-speed or commuter rail service is likely to be close to the I-20 corridor, unless Tyler develops clusters of compact, higher-density, “transit-ready” areas, as recommended in other elements of this plan.

***6d. Support new and diverse forms of access to regional and national markets.***

Advocate for new and diverse forms of intrastate and interstate travel for commerce, freight, and tourism that connect Tyler with other markets.

**GOAL:**

**7. Continue to lead regional coordination for legislative support.**

**ACTION:**

**7a. Continue to work with other East Texas cities and counties for state visibility.**

As the largest community and center of economic activity in East Texas, Tyler's leadership is important to establish strong visibility for East Texas and the region's needs in the state legislature. Important decisions on transportation and water supply will be made in the next twenty years and Tyler can help ensure that East Texas receives proper consideration.

**GOAL:**

**8. Continue to support and expand the implementation of the Industry Growth Initiative.**

**ACTION:**

**8a. Expand opportunities for economic impact of graduate school education in Tyler.**

The economic impact of graduate level education is substantial. For example, typically, a four-year medical school with a class of 100 medical students per year will have an economic impact of \$100 million annually on the region where the school is located. Tyler is poised to grow its graduate education programs with support from the local community and the State. Determining the best opportunities to do so is critical.

**8b. Expand opportunities for economic growth associated with 21<sup>st</sup> Century Energy.**

Energy has been a vital part of Tyler's heritage since the early 1930s when a gusher was found on the Daisy Bradford farm. The massive East Texas Oil Field was yielding more than one million barrels of oil back in the early 1930s and has produced more than 4.5 billion barrels of oil since. In 2008, the Barnett Shale became the largest gas producing area in the U.S. and is projected to hold 30 trillion cubic feet; however its position is expected to be eclipsed by the Haynesville Shale in East Texas in the next five years. In East Texas and Louisiana, the Haynesville Shale/Bossier Shale is thought to extend over 3 million acres.

Because of its heritage, location to critical energy centers and wealth of local expertise, Tyler has an opportunity to remain a leader in various sectors of the vast Oil & Gas sector. In particular, Tyler can bolster its presence as a regional, national and international industry center through deliberate activities that will create an oil & gas friendly culture.

**8c. Expand opportunities for economic growth through tourism.**

Tyler has a strong foundation for tourism: lakes, zip-lines, rolling hills, easy driving distance to major metropolitan areas, a great airport, brick streets, great (and challenging) golf courses, the Caldwell Zoo, beautiful weather, roses, azaleas, gardens, historic homes, brick streets, and so forth. Tyler also has some events that could have national interest: the Rose Festival and the Azalea & Spring Flower Trail. However, bolstering the marketing of existing assets and exploring opportunities for adding additional sporting and recreation venues should be considered.

**8d. Create opportunities for economic growth through attraction of retirees to the community.**

In 1900 the life expectancy for the average American was 47 years old. Due to decreases in infant mortality as well as improvements in health care and quality of life, the average

life expectancy in the United States reached just under 77 years old, a century later, and it continues to climb. Statistics, coupled with the fact that future retirees are more likely to be better educated, have better health and higher incomes than those of their predecessors, have led communities to recruit retirees as part of their economic development strategy.



An influx of retirees impacts not only health care and housing industries, but also financial, entertainment, hospitality, retail, utility, and tourism sectors. The central components of Tyler's retiree recruitment infrastructure already exist: top quality health care, low taxes/cost-of-living, high quality-of-life, and a host of vibrant faith-based communal organizations. However there is more that can be done to grow this segment of Tyler's economy including enhancing accessibility and mobility, continuing to grow medical assets and investing in arts and cultural amenities.

#### ***8e. Create opportunities for economic growth through expansion of the Healthcare and Biomedical sector.***



In 2010, Tyler's healthcare industry was comprised of \$2.16 billion in direct operational impact, more than \$360 million indirectly and more than \$595 million induced operational impact. The total healthcare operational impact in 2008 within Tyler exceeds \$3.11 billion. Currently, the Healthcare sector is Tyler's largest both in employment and economic impact. Tyler's \$3.11 billion healthcare industry supports more than 25,000 jobs. By supporting expanded residency and clinical education programs as well as graduate medical education, Tyler can continue to grow this strong industry.

#### ***8f. Create opportunities for economic growth through development of arts and entertainment assets.***

Arts and cultural districts increasingly are a popular, effective economic development for local governments across the country. When theatres, performing arts centers, museums, art galleries, and artist studios are encouraged to locate in the same neighborhood, the neighborhood becomes a magnet for the general public. When localities can achieve a critical mass of arts-related activities in a single area, these neighborhoods are appealing to what is often called the creative class of workers, many of whom prefer to live in and at least in close proximity to the arts and cultural districts. Tyler's investment in arts and entertainment can be strengthened by expanded marketing and connectivity.

# TYLER 1<sup>st</sup>

*Building our future, together*



## 10. Transportation and Circulation DRAFT



The intent of this document is to detail amendments from the 2014 and 2020 updates while continuing to memorialize the original text. Items updated through the 5-year update process will be accompanied with a Tyler 1<sup>st</sup> logo within the original Tyler 21 document. The text from the original document begins after the Tyler 21 logo appears in the text.



GOALS	POLICIES FOR DECISION MAKERS
<p>Improve travel in Tyler with new road extensions and new roads, as needed.</p>	<ul style="list-style-type: none"> <li>• Adopt a priority system and criteria for implementing the Master Street Plan to create new connections.</li> <li>• <u>Ensure local street connectivity among subdivisions.</u></li> </ul>
<p>Continue to improve traffic safety.</p>	<ul style="list-style-type: none"> <li>• Support data collection, priority improvements and enhanced enforcement.</li> </ul>
<p>Improve traffic flow on South Broadway and other highly-traveled streets throughout the Tyler area.</p>	<ul style="list-style-type: none"> <li>• Implement signal improvements and synchronization.</li> <li>• Implement strategies to improve access management.</li> </ul>
<p>Improve the appearance and function of arterial roads throughout Tyler.</p>	<ul style="list-style-type: none"> <li>• Explore a long-term Boulevard and Parkway Plan for major and minor arterials.</li> </ul>
<p>Encourage efficient travel and alternatives to transportation by car.</p>	<ul style="list-style-type: none"> <li>• Support transportation-efficient land use policies.</li> <li>• Include pedestrian and bicycle modes in planning for road improvement or construction projects.</li> <li>• <u>Consider park and ride options both locally and regionally.</u></li> </ul>
<p>Improve existing public transportation and conditions for future improved service.</p>	<ul style="list-style-type: none"> <li>• Promote land use policies that support public transportation with appropriate densities.</li> </ul>
<p>Preserve rights-of-way and locations for future transportation routes and services.</p>	<ul style="list-style-type: none"> <li>• Evaluate future needs for roads, multi-use trails and paths, and logistics (freight and distribution) centers before disposing of right-of-way and to preserve future options.</li> </ul>
<p>Evaluate traffic impacts of large development projects.</p>	<ul style="list-style-type: none"> <li>• Support requirement of a Traffic Impact Analysis for projects meeting certain size thresholds.</li> </ul>

GOALS	POLICIES FOR DECISION MAKERS
<p>Enhance the existing asset management system for roads and transportation facilities.</p>	<ul style="list-style-type: none"> <li>• Adopt a “Fix It First” policy to ensure maintenance of transportation infrastructure.</li> <li>• Adopt a priority system and criteria for resolving deferred maintenance.</li> </ul>
<p>Explore strategies to manage truck traffic.</p>	<ul style="list-style-type: none"> <li>• Collaborate with the NETRMA to study the economic and transportation benefits of a logistics center.</li> </ul>
<p>Facilitate annual regional coordination on transportation planning.</p>	<ul style="list-style-type: none"> <li>• Communicate Tyler plans and seek input from neighboring municipalities.</li> </ul>



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## TRANSPORTATION FACTS

- **TYLER ROADWAYS (2012):**
  - > 93 miles of principal arterials
  - > 27 miles of minor arterials
  - > 63 miles of collectors
  - > 572 miles of local roads
- **VEHICLE OWNERSHIP (2011):**
  - > 9.7% of households do not have access to a vehicle (9.4% in 2000)
  - > 40.8% of households have 1 vehicle (40.9% in 2000)
  - > 37.4% have 2 vehicles (36.3% in 2000)
  - > 12.1% have 3 or more vehicles (13.4% in 2000)
- **TYLER PUBLIC TRANSPORTATION:**
  - > 5 bus routes
  - > 203,114 passenger trips in 2012
- **WORK DESTINATION OF SMITH COUNTY RESIDENTS (2000):**
  - > 89% of Smith County residents work in the county
- **HIGH TRAFFIC INTERSECTIONS:**
  - > 2011 total intersection volumes in average vehicles per day\*:
    - > South Broadway and Loop 323 (south): over 88,130 vehicles
    - > Old Jacksonville Hwy. and Loop 323: over 69,000 vehicles
    - > Troup Hwy. and Loop 323: over 76,190 vehicles
    - > U.S. 69 (Mineola Hwy.) and Interstate 20: over 66,000 vehicles
    - > South Broadway and Shiloh Road: over 60,000 vehicles
    - > South Broadway and Grande Boulevard: over 60,000 vehicles
    - > Frankston Hwy. and Loop 323: over 69,000 vehicles
  - \* Total intersection volumes include traffic entering the intersections from all streets.
- **TRANSPORTATION TO WORK FOR TYLER RESIDENTS (2011):**
  - > 63% of residents spent less than 20 minutes getting to work
  - > 29.4% took 20-44 minutes each day
  - > 7.4% spent over 45 minutes on a one-way commute
- **TYLER POUNDS REGIONAL AIRPORT**
  - > Features three runways with the longest being 8,330 feet long of new high strength concrete pavement.
  - > Frequent commercial flight schedule every day of the week.
  - > Approximately 140 based aircraft
  - > About 95,000 commuters annually
  - > Over 1,240,000 gallons of aviation fuel sold in 2018.
  - > Three rental car companies inside the terminal.
  - > Two full service FBO's for corporate and general aviation.

### WHAT DOES IT MEAN?

- Most Tylerites depend on automobiles to get around.
- Almost 50% of households have 2 or more vehicles.
- The vast majority of workers in Smith County commute to jobs in the county.
- There are more cars driving on South Broadway than on Interstate 20 on a daily basis.
- Many vehicles pass through Tyler or enter the city for work and shopping opportunities.
- Most regional traffic uses U.S. 69 and Loop 323 to access destinations.
- Traffic signal efficiency has been enhanced with the addition of 56 Flashing Yellow Arrow left turn improvements.
- Vehicle progression along major arterials is maximized by four Adaptive Signal Control Systems.
- Tyler has 5 bicycle routes totaling 20.3 miles.
- Most East Texans use Tyler Pounds Regional Airport when flying out of an East Texas Airport.

Sources: U.S. Census Bureau; City of Tyler; Master Street Plan; TxDOT; Tyler MPO



GOALS	POLICIES FOR DECISION MAKERS
Improve travel in Tyler with new road extensions and new roads, as needed.	<ul style="list-style-type: none"> <li>• Adopt a priority system and criteria for implementing the Master Street Plan to create new connections.</li> </ul>
Continue to improve traffic safety.	<ul style="list-style-type: none"> <li>• Support data collection, priority improvements and enhanced enforcement.</li> </ul>
Improve traffic flow on South Broadway and other highly-traveled streets throughout the Tyler area.	<ul style="list-style-type: none"> <li>• Implement signal improvements and synchronization.</li> <li>• Implement strategies to improve access management.</li> </ul>
Improve the appearance and function of arterial roads throughout Tyler.	<ul style="list-style-type: none"> <li>• Explore a long-term Boulevard and Parkway Plan for major and minor arterials.</li> </ul>
Encourage efficient travel and alternatives to transportation by car.	<ul style="list-style-type: none"> <li>• Support transportation-efficient land use policies.</li> <li>• Include pedestrian and bicycle modes in planning for road improvement or construction projects.</li> </ul>
Improve existing public transportation and conditions for future improved service.	<ul style="list-style-type: none"> <li>• Promote land use policies that support public transportation with appropriate densities.</li> </ul>
Preserve rights-of-way and locations for future transportation routes and services.	<ul style="list-style-type: none"> <li>• Evaluate future needs for roads, multi-use trails and paths, and logistics (freight and distribution) centers before disposing of right-of-way and to preserve future options.</li> </ul>
Evaluate traffic impacts of large development projects.	<ul style="list-style-type: none"> <li>• Support requirement of a Traffic Impact Analysis for projects meeting certain size thresholds.</li> </ul>
Enhance the existing asset management system for roads and transportation facilities.	<ul style="list-style-type: none"> <li>• Adopt a “Fix It First” policy to ensure maintenance of transportation infrastructure.</li> <li>• Adopt a priority system and criteria for resolving deferred maintenance.</li> </ul>
Explore strategies to manage truck traffic.	<ul style="list-style-type: none"> <li>• Collaborate with the NETRMA to study the economic and transportation benefits of a logistics center.</li> </ul>
Facilitate annual regional coordination on transportation planning.	<ul style="list-style-type: none"> <li>• Communicate Tyler plans and seek input from neighboring municipalities.</li> </ul>

## FINDINGS

- Traffic congestion is a problem on southern arterials while many wide roads in other parts of the city are oversized for the traffic volumes they carry.
- Employment destinations are very dispersed around the city. The hub and spoke layout of the arterial roadways results in spacing between the arterials that is too wide outside South Loop 323, leading to traffic congestion on arterials.
- 80% of commuters drive to work alone, according to the 2000 Census, and less than 1% take public transportation to work. Carpooling accounts for a substantial 15%.
- Access management on most Tyler arterial roads is poor.
- Public transportation provides coverage to major destinations within Loop 323 and on South Broadway, with limited schedules.
- Pedestrian conditions on arterials, even where there are sidewalks, are minimal, lacking shade and other amenities.
- Pedestrian sidewalks and paths are discontinuous in both older sections and newer parts of Tyler, including commercial areas as well as residential areas.
- Bicycle routes have limited signage.

## CHALLENGES

- Managing traffic congestion on South Broadway and other South Tyler arterials.
- Increasing access to and use of public transportation.
- Improving arterial traffic flow on South Broadway and Loop 323.
- Reducing local street cut-through traffic issues and speeding.
- Reducing single-occupancy vehicle trips.
- Modifying freight and goods movement to create safer local roads.
- Creating continuous, linked pedestrian and bicycle facilities including sidewalks, bicycle paths and new connections to trails, high traffic generators and public transportation routes.
- Ensuring safe walking routes with pleasant conditions for access to schools and other destinations by residents and visitors.



Traffic at South Broadway Avenue and Loop 323



Bike route through North Tyler neighborhood

## TRANSPORTATION FACTS

- **TYLER ROADWAYS (2004):**
  - > 86 miles of principal arterials
  - > 24 miles of minor arterials
  - > 63 miles of collectors
  - > 570 miles of local roads
- **VEHICLE OWNERSHIP (2000):**
  - > 9.4% of households do not have access to a vehicle (9.8% in 1990)
  - > 40.9% of households have 1 vehicle (38.9% in 1990)
  - > 36.3% have 2 vehicles (37.3% in 1990)
  - > 13.4% have 3 or more vehicles (14% in 1990)
- **TYLER PUBLIC TRANSPORTATION:**
  - > 4 bus routes
  - > 190,695 passenger trips in 2004; 2.5% decrease from 2003
- **WORK DESTINATION OF SMITH COUNTY RESIDENTS (2000):**
  - > 90.1% of Smith County residents work in the county
- **TYLER AS A REGIONAL DESTINATION:**
  - > Total city population: 101,160 in 2005
  - > Total regional population: approximately 650,000
  - > Over 270,000 people enter Tyler each day for business, services, or leisure
- **HIGH TRAFFIC INTERSECTIONS:**

2002 total intersection volumes in average vehicles per day\*:

  - > South Broadway and Loop 323 (south): over 80,000 vehicles
  - > Old Jacksonville Highway and Loop 323: over 70,000 vehicles
  - > Troup Highway and Loop 323: over 70,000 vehicles
  - > U.S. 69 (Mineola Highway) and Interstate 20: over 60,000 vehicles
  - > South Broadway and Shiloh Road: over 60,000 vehicles
  - > South Broadway and Grande Boulevard: over 60,000 vehicles
  - > Frankston Highway and Loop 323: over 60,000 vehicles

\* Total intersection volumes include traffic entering the intersections from all streets.

Sources: U.S. Census Bureau; City of Tyler; Master Street Plan; TxDOT; Tyler MPO

### WHAT DOES IT MEAN?

- Most Tylerites depend on automobiles to get around.
- Almost 50% of households have 2 or more vehicles.
- The vast majority of workers in Smith County commute to jobs within the county.
- There are more cars driving on South Broadway than on Interstate 20 on a daily basis.
- Many vehicles pass through Tyler or enter the city for work and shopping opportunities.
- Most regional traffic uses U.S. 69 and Loop 323 to access destinations.
- Tyler's infrastructure should be sized for a regional population to accommodate the number of people who enter the city daily.

**A**n excellent transportation system provides an efficient and effective balance between access and mobility. The overall goal of transportation is access: we travel to reach destinations and the opportunities that those destinations represent. Transportation is accomplished through mobility: our physical movement through space. We often hear today about the importance of integrating transportation decisions and investments with land use choices. What this means is that transportation systems should serve land use choices—not the reverse.

This section of the Tyler 1st Comprehensive Plan offers the opportunity to consider a variety of factors that affect transportation access and mobility. It is important to weigh potential conflicts and trade-offs in different parts of the city, depending on community goals for that area. If we always opt for increased auto travel mobility—that is, higher speeds and lower travel times—land use access should be reduced, as in a limited access interstate highway. If we want more access—that is, destinations clustered together in close proximity—mobility will be reduced. Enhanced auto travel tends to reduce other types of access, while enhanced nonmotorized travel and public transit tends to result in less speed for auto travel.

Level of Service (LOS) is a concept developed to measure the user's travel experience on a particular transportation facility, such as a road, a sidewalk, a bike lane, or a public transit route. Developed for motorists, the LOS system for traffic operations gives an A to F grade based primarily on speed and lack of congestion. LOS A is free-flowing traffic with no congestion and LOS F is very congested, stop-and-go traffic with motorist waits through multiple signal cycles at intersections. LOS measures are now being applied and refined for pedestrians and bicyclists as well as motorists. Bicycle LOS for on-road travel includes consideration of adjacent traffic volumes, speed and the width of the shoulder or bicycle lane. Pedestrian LOS is also affected by traffic on the adjacent roadway, the number of conflict points, and the amount of time pedestrians must wait to cross a street. LOS conditions on the same road may be quite different for different types of users.

In evaluating transportation proposals and improvements, it is important to understand LOS interactions and provide a reasonable LOS to all users, taking into account the functional classification of the transportation facility. For example, freeways are not suitable for pedestrians and bicyclists, so motorist LOS should prevail. However, in other conditions, it is important to analyze roads and streets in terms of the land uses around them and the potential users. Particularly in the case of roads that cross the city, going from the outskirts, through the core, and then into the countryside again, the streets may function quite differently with changes in surrounding land use. Moreover, the absence of pedestrians or bicyclists should not be assumed to mean there is no demand for pedestrian- or bicycle-friendly facilities. In Tyler, the land use goals for areas such as downtown and the North End, as well as other neighborhoods and commercial areas, must be analyzed in transportation planning.

## A. Current Conditions

### COMMUNITY ISSUES

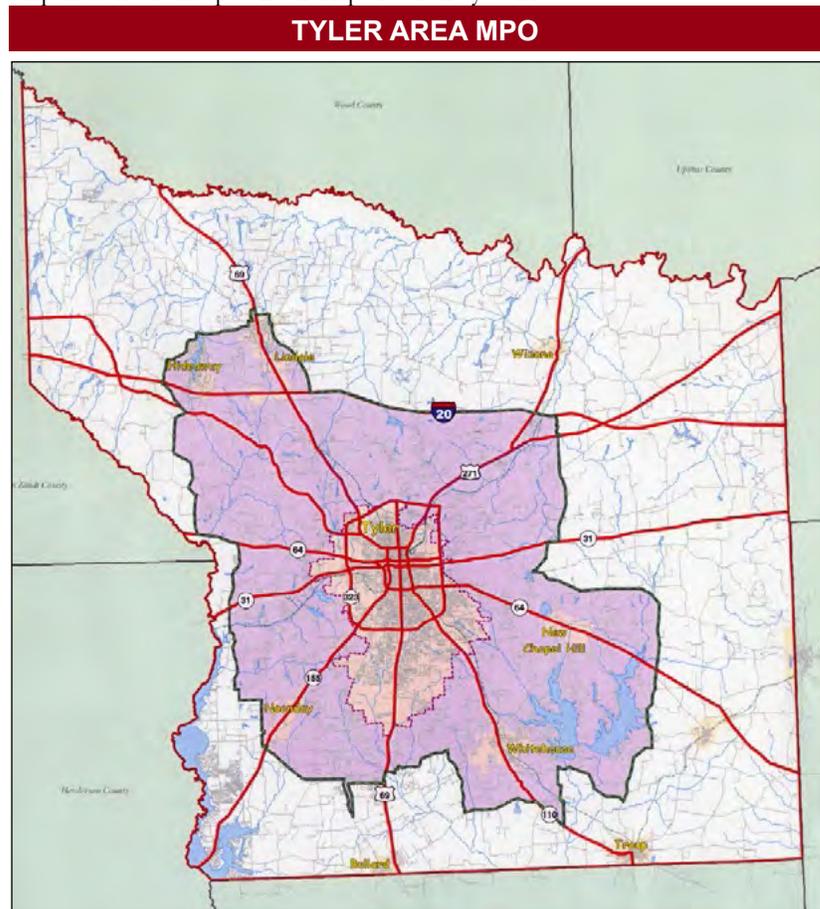
As described in the “Community Speaks” chapter, the community survey demonstrated that traffic congestion is a major preoccupation for survey respondents and better traffic management is the goal that attracted the biggest consensus. Discussions during the Visioning Retreat, the Neighborhood Open Houses, with the Steering Committee and Working Group indicated that, in addition to resolving some of the city’s traffic problems, many people would like to be able to walk and bicycle more in the city.

The Tyler 1st Vision focuses on the importance of “a superb transportation system,” “interconnected neighborhoods,” providing “transportation options,” and attractive public spaces, including streets and sidewalks. The Vision and Principles develop these ideas further with an emphasis on alternatives to the car:

- “Provide continuous bicycle and pedestrian routes and trails that connect city destinations
- Adopt land use strategies that create higher-density, mixed use clusters of ‘transit-ready’ development that can support expansion of the public transportation system
- Preserve potential new transportation corridors and work with regional partners to support efficient transportation throughout East Texas.”

### TRANSPORTATION PLANNING IN TYLER

The City of Tyler is the largest municipality in the Tyler Metropolitan Planning Area. The federal government requires that a Metropolitan Planning Organization (MPO) made up of elected officials and other representatives of communities within urbanized areas of over 50,000 population develop plans for the transportation system, including all modes of transportation and identifying and prioritizing improvement projects. In 2004 and 2005, the Tyler MPO and the City of

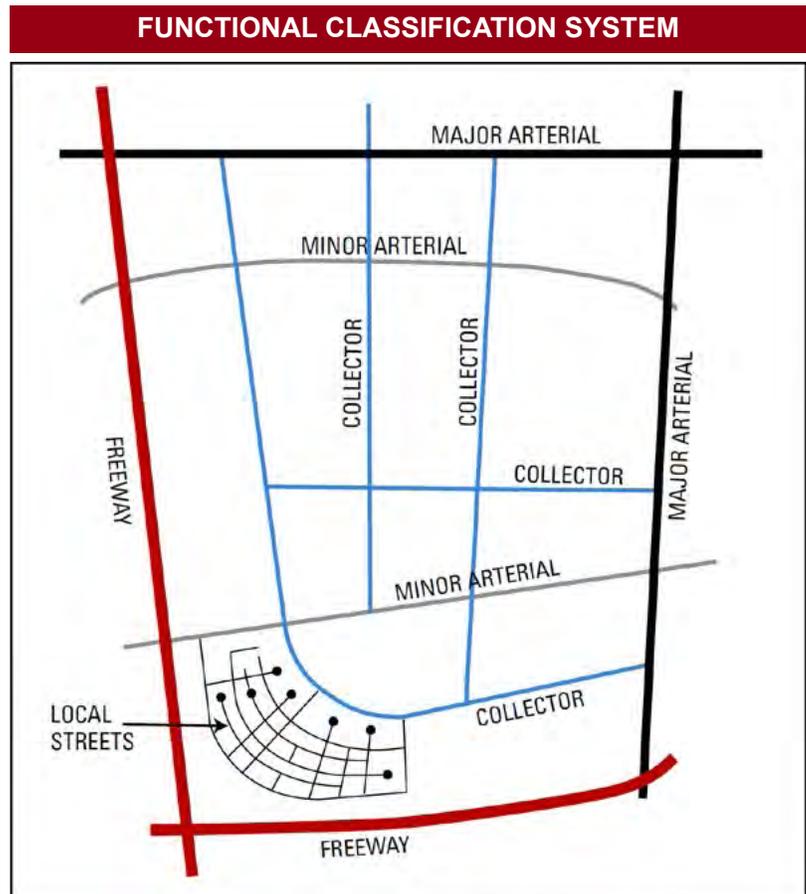


Source: City of Tyler Master Street Plan (2005)

Tyler contracted with the same consultant group to develop the long-range regional plan—the Tyler Area Metropolitan Transportation Plan 2030 (adopted December 2004)—and the City of Tyler Master Street Plan for the city (adopted April 2005). The MPO Plan identifies projects for short- and long-term implementation, evaluates them for potential benefits and costs, and provides a priority list of projects to be funded as well as a list of desired but unfunded projects. The Master Street Plan identifies recommended future roads and road classifications, but does not make recommendations on priorities or timing. Decisions on local transportation investments are made annually by the Capital Improvements Board after city departments are canvassed on their views of capital needs. Tyler Transit also works with the East Texas Council of Governments on transit planning. The East Texas Regional Transportation Coordination Plan (November 2006) contains recommendations for region-wide public transportation collaboration and improvements. These three plans served as the foundation for this discussion of existing conditions.

### ROAD NETWORK

The City of Tyler road network features a grid in the historic core with an overlay of radial arterials and a circular beltway. A second, limited access circular beltway is under construction. Newer sectors of the city, particularly outside Loop 323, have less grid-like road networks, and therefore less connectivity. Subdivisions with curving streets are more likely to be self-contained “pods” with one or two entrances/exits onto a major road. At almost 2,000 people per square mile, Tyler has a higher population density than other Texas cities of similar size, such as Abilene (1,103), Waco (1,351), Wichita Falls (1,474), San Angelo (1,582), Longview (1,342) and Temple (834). With higher density of development comes the need for a denser and more connected network of roadways.



Source: City of Tyler Master Street Plan (2005)

## Functional Classifications

Road networks are classified in a hierarchical system designed to provide different levels of mobility and access. The Tyler functional classification system includes the following:

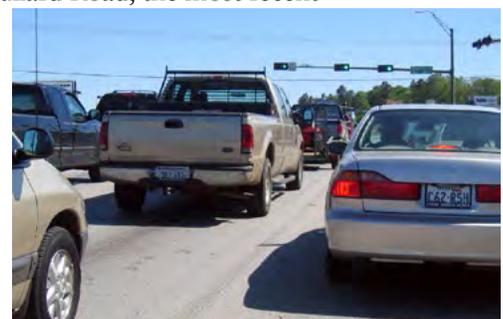
- *Freeways/tollways* are limited-access, high-speed roads for high volumes of traffic, including I-20 and Loop 49 in the Tyler area. I-20 is a four-lane divided highway with a speed limit of 70 mph.
- *Major arterial roads* carry large volumes of traffic through communities, with the emphasis on mobility rather than access. They connect large concentrations of development or traffic generators. In Tyler, major arterials include Loop 323 and the federal and state-numbered roads that radiate from the city center and Loop 323: U.S. 69, U.S. 271, State 31, State 64, State 110 (Troup Highway) and State 155 (Frankston Highway). In addition, Grande Boulevard is a major arterial in development. All of these major arterials have at least four lanes, with six lanes in most of U.S. 69, Loop 323, State 31, State 155, and State 110. Farm-to-Market Road 2493 (Old Jacksonville Highway) is increasingly functioning as a major arterial.
- *Minor arterials* connect sectors within the community to the major arterials, carrying medium volumes of traffic through a sector of the city. Among the minor arterials in the city of Tyler are North Broadway Avenue, Shiloh Road, and Rice Road. Minor arterials generally have two to four lanes.
- *Collector streets* connect neighborhoods, parks and other local destinations with the arterial system, carrying less traffic than arterials and serving smaller areas. Collectors include Texas College Road, Bonner Avenue, Rieck Road, Old Bullard Road, and Hollytree Drive.
- *Local streets* provide access to property and distribute traffic between land and the road network. Most local roads have two lanes.

Functional Classification	Volume Ranges (vehicles per day, vpd)
Local Streets	<2,500 vpd
Residential Collectors	2,500 to 5,000 vpd
Major Collectors	5,000 to 8,500 vpd
Minor Arterials	8,500 to 24,000 vpd
Major Arterials	24,000 to 36,000 vpd
Freeways/Expressways	>36,000 vpd

## TRAFFIC VOLUMES

Except for 2006 traffic counts on South Broadway and Old Bullard Road, the most recent traffic data available for city and MPO roads is from 2005. Comparison of data from 2002 and 2005 shows that the majority of roads saw average daily traffic (ADT) volumes increase by three percent annually. The greatest annual percentage increase (16.7%) occurred on a rural section of Highway 31W west of Spur 364.

The greatest peak hour traffic volumes were on Loop 323 near South Broadway Avenue; on South Broadway Avenue south of Loop 323; and on Fifth Street east of Beckham Avenue. Roads currently operating at or below capacity (LOS E or F) include:



From 2002 to 2005, average daily traffic (ADT) volumes in Tyler increased by 3% annually.



At the same time, TxDOT officials have estimated that an average of 270,000 vehicles enter Tyler every day for some purpose. This volume of vehicles should be analyzed and taken into account when evaluating the proper size for transportation infrastructure.

### TRUCK TRAFFIC

Estimates of truck traffic based on 2002 traffic data in the most recent MPO Long-Range Plan show substantial truck traffic on Tyler’s major roads. I-20 in the Tyler area carries many trucks, accounting for a third of the traffic in some areas. Trucks make up 6% to 15% of traffic on Loop 323. Concentrations of truck traffic can be found just off Loop 323 near major distribution centers such as Brookshire’s, Trane, and Delek Refinery United Technology Centers. Residents report that trucks do not always follow truck routes and end up driving through the center of the city. Although the construction of Loop 49 should divert some of the truck traffic, the dispersal of major distribution centers around Loop 323 means that trucks will continue to constitute an important component of traffic flow, with the associated impacts. According to the Tyler Economic Development Council, there are 19 motor freight carriers with a terminal in the city and a total of 21 serve the area.

### CRASH DATA

Not surprisingly, the locations with the greatest number of accidents reflect the traffic volumes in the city. Half of the top ten accident locations in 2005 were at southern Loop 323 intersections and another three are at South Broadway Avenue intersections south of the Loop. Only Broadway Avenue and Fifth Street and West Front Street and Loop 323 were outside of the southern section of the city.

TOP TEN ACCIDENT LOCATIONS - 2005	
Loop 323/Broadway	73
Loop 323/Troup	70
W. Front/Loop 323 S SW	66
Broadway/Shiloh/Rice	51
Loop 323/Old Jacksonville	46
Loop 323/Copeland	39
Broadway/Fifth	35
Broadway/Rieck	35
Loop 323/Old Bullard	32
Broadway/Independence	24
<b>Total</b>	<b>471</b>

Source: Tyler Police Department

### NEIGHBORHOOD TRAFFIC ISSUES

The City’s Transportation Engineer keeps a log of requests and complaints from citizens about traffic issues. A review of this log for the years 2001-2006 shows that there were many complaints about signals and signal timing, which is being addressed as part of the adaptive signal project that emerged from the South Broadway Congestion Management Study undertaken in conjunction with Tyler 1st. Although there were few direct complaints about cut-through traffic, about 5% of the total 708 issues referred to speeding or speed limits and 20% involved requests for stop signs. Not all of these situations, of course, were deemed suitable for installation of a sign.

Localized traffic congestion has become noticeable around schools and colleges. The City has been working with T.I.S.D. to manage traffic around schools when students arrive and leave. Major streets around TJC and UT-Tyler are also congested at peak hours, with impacts on neighborhoods.

### PUBLIC TRANSPORTATION

The majority of Tylerites use personal vehicles to get around the city. However, over 3,000 Tyler households (9.4% ) in 2000 reported to the census that they did not have access to a vehicle. Less than one percent of workers, however, took public transportation (including taxis) to work, while a substantial number carpooled. Public transportation in Tyler is generally transportation of last resort—for people who cannot or prefer not to drive and cannot find someone to give them a ride, including senior citizens and young people; for low-income people who cannot afford a car; and for people with disabilities. It serves a critical role for those populations, but service is limited.

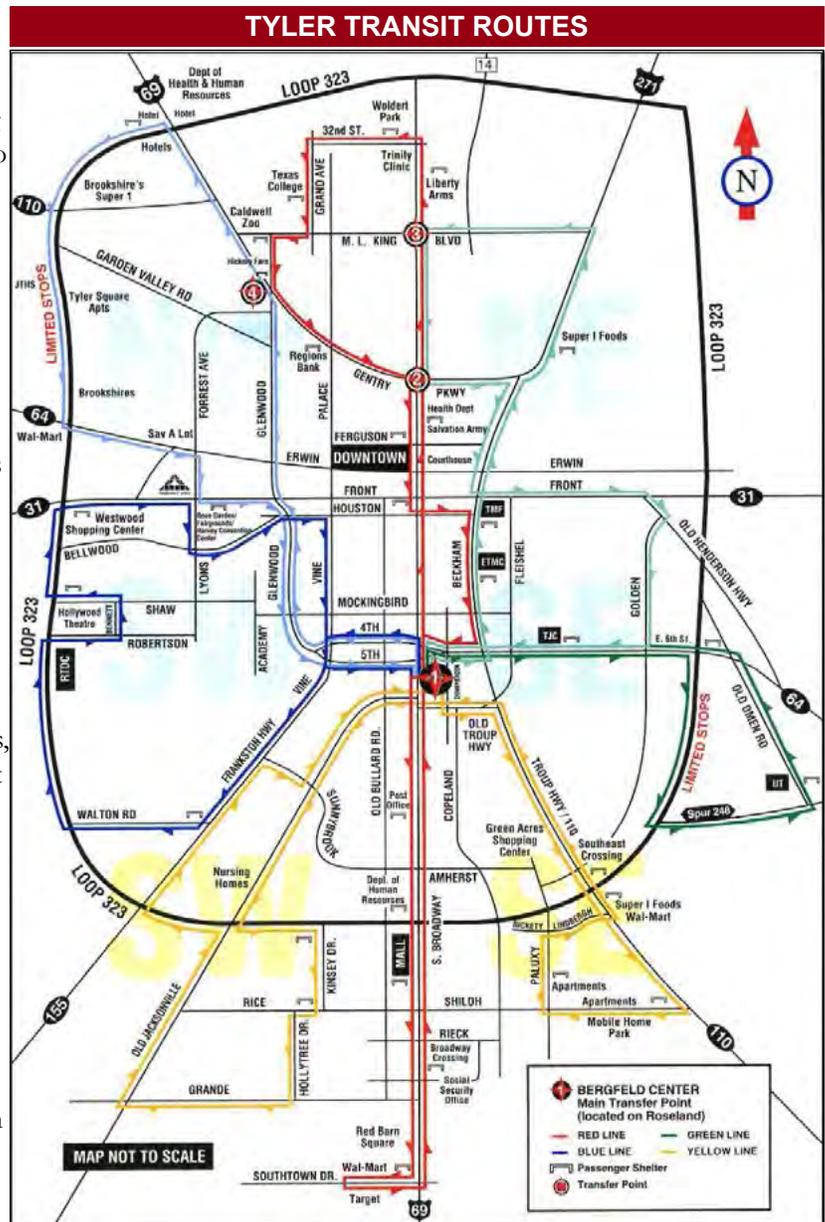
Public transportation in Tyler consists of four fixed-route bus lines and a paratransit system available by reservation for persons with disabilities. Fares are \$0.75 for adults; \$0.35 for elderly or disabled persons; and \$0.25 for children. Transfers are free. Paratransit trips cost \$1.50.

The four bus lines service major government offices, shopping areas, entertainment areas, and apartment complexes within Loop 323 and extend as far as Southtown Drive outside Loop 323 to the south. Buses operate from 6 a.m. to 8 p.m. Monday through Friday, with 30-minute headways from 6 a.m. to 7 a.m. and 6:15 p.m. to 8 p.m. All other trips have 40-minute headways. Saturday service is available from 9 a.m. to 5 p.m. with 40-minute headways. There is no transit service on Sundays.

### COMMUTING TO WORK

WORKERS 16 YEARS AND OVER	36,809	100.0%
Car, truck, or van—drove alone	29,250	79.5%
Car, truck, or van—carpooled	5,396	14.7%
Public transportation (including taxicab)	207	0.6%
Walked	502	1.4%
Other means	665	1.8%
Worked at home	789	2.1%
Mean travel time to work (minutes)	18.8	(X)

Source: Census 2000



Source: City of Tyler

Total passenger trips declined in recent years from 195,300 in 2003 to 158,836 in 2005. Because the system is small, with limited routes and long headways between buses, and destinations in Tyler are dispersed throughout the city, transit ridership is not attractive to anyone who has the ability and the means to travel by private car. Transit use is too slow and too inconvenient unless the traveler effectively has no choice. Without the development over time of a series of compact, higher-density activity clusters, expansion of the public transportation system cannot be cost-effective or affect traffic congestion.

From November 2005 through December 2006, grant funds provided for an innovative Monday through Friday service extension until midnight which was designed to serve second- and third-shift workers. Users who needed service had to reserve by phone before 3 p.m. and were then provided with either small transit vehicles or taxis to take them wherever they needed to go, regardless of whether it was on an established route. Monthly ridership for this service increased from 403 in November 2005 to 3,649 in October 2006. Tyler Transit is seeking to reinstate this service with new funding.

### NON-MOTORIZED TRAVEL: PEDESTRIAN AND BICYCLE FACILITIES

In public meetings and in the community survey, Tyler residents repeatedly expressed the desire for more opportunities for walking and biking in safe and attractive conditions. Until very recently, Tyler has not paid much attention to providing these facilities. The older parts of the city have more sidewalks, but even there, many blocks lack continuous sidewalks or any sidewalks at all. Before 2000, subdivisions were typically built without sidewalks. Developers are now required to provide sidewalks in new developments and new transportation projects also include sidewalks, though often little else to provide a comfortable walking environment. The only off-road multi-use (pedestrian/bicycle) path is currently in Rose Rudman Park, though private developers have also included walking trails within some recent subdivisions. There are several on-road bicycle routes marked with signs, but there are no bicycle lanes and the signage is sometimes inadequate to make the route clear.



Dead-end sidewalk and a “desire line” showing that pedestrians need a continuation of the sidewalk.



Tyler’s arterials are dangerous for pedestrians to cross.

### AIR AND RAIL TRAVEL

Tyler Pounds Regional Airport is community-owned and serves East Texas with American Airlines passenger flights to Dallas and Continental flights to Houston, with 78,971 enplanements in 2006. After a period of decline from 1994 to 2002, the number of enplanements has been increasing since 2003. With Tyler’s transition to a services economy with a more professional work force, this trend is expected to continue. The Airport Master Plan update completed in 2006 forecasts 114,000 enplanements by 2014 and 179,320 by

## Chapter 10 :: TRANSPORTATION AND CIRCULATION

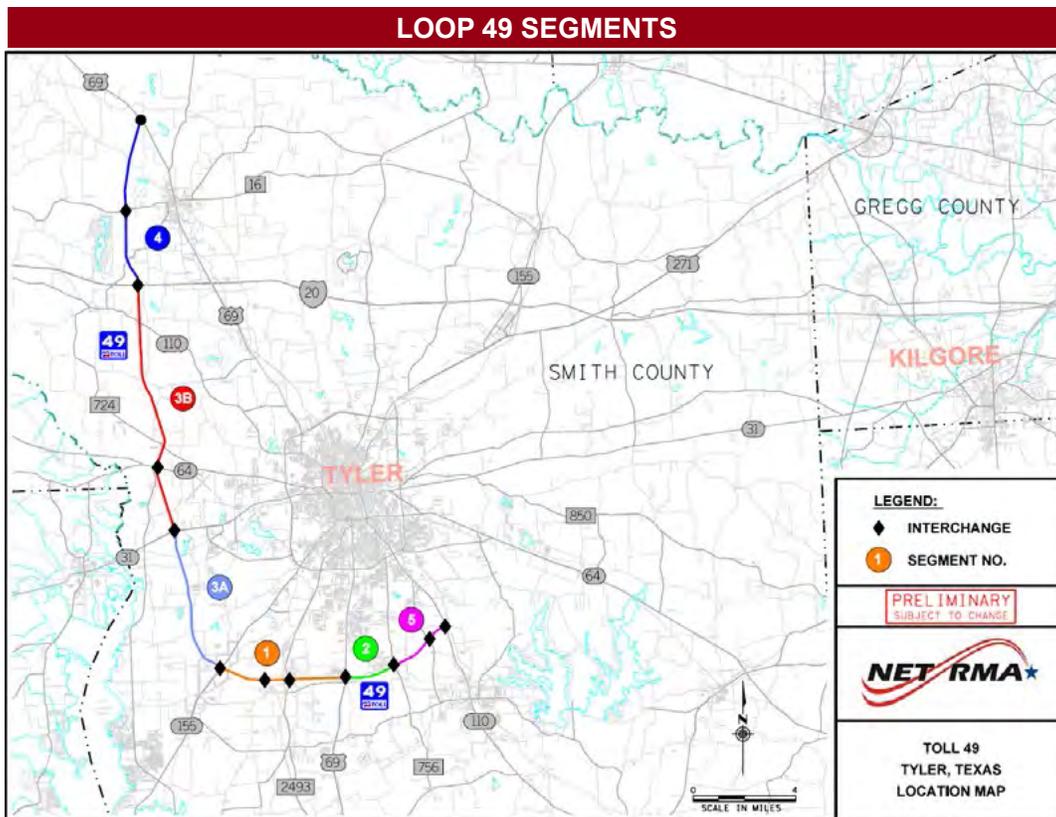
2024. Cargo shipments are expected to see significant increases in air mail, while growth in freight shipments will be very modest. Tyler is also a general aviation airport providing recreational flying and flight training. According to the Airport Master Plan, general aviation trends are not linked to local economic and population growth.



There is no passenger rail service in Tyler. The closest Amtrak service is in Mineola and Longview. The Union Pacific Railroad provides rail freight service in Tyler.

### NORTHEAST TEXAS REGIONAL MOBILITY AUTHORITY

The Northeast Texas Regional Mobility Authority (NETRMA) was formed in 2004 to advance transportation infrastructure projects in Northeast Texas. Formed originally by Smith and Gregg Counties, it now has representatives from six counties, several Metropolitan Planning Organizations (MPOs) and cities, and the Texas Department of Transportation (TxDOT). The first project the RMA has taken up is the implementation of a long-standing plan to build an outer loop connecting the Tyler area to I-20. Because the



Source: NETRMA

state could not foresee financing this road for another 25 years, the Texas Transportation Commission designated Loop 49 a toll road and the RMA was formed to work with TxDOT in managing the design, construction and financing of this road. The first two-lane section opened in late 2006.

The RMA has bonding capacity and although it is currently concentrating on roadway enhancement projects, it is also authorized to sponsor other transportation projects such as downtown parking garages, intermodal freight hubs, commuter rail links between North East Texas and the Dallas “DART” high speed rail system, freight rail links to the Port of Houston and the Port of Shreveport/Bossier, and similar projects.

## **PROGRAMMED TRANSPORTATION IMPROVEMENTS**

The MPO Transportation 2030 Plan and the Tyler Master Street Plan were developed assuming that land use and demographic conditions and trends will continue as in the past. As Tyler has grown, its system of arterial and collector roads has not kept up with increasing traffic. Most of the transportation improvements in these plans are designed to enhance road connectivity, particularly the density of east-west arterial links, and to increase road capacity on arterials. As more development has been occurring in the areas between Tyler’s traditional hub-and-spoke roadway system that are more distant from the city center, the need for more arterials to connect the spokes has become evident as traffic congestion increased. Future development patterns may result in the need for different kinds of transportation improvements.

### **Tyler Area Metropolitan Transportation Plan 2030**

#### **2004 Improvements Completed:**

- Loop 323 from TX 64 to Commerce Street: widen from 4 to 6 lanes
- Grande Boulevard from Spring Creek to Sutherland Drive: new 4-lane minor arterial with center turning lane
- South Broadway Avenue from Loop 323 to Grande Boulevard: signal improvements and raised medians
- Loop 49, Segment 1: new toll freeway

#### **Short Term Projects (2005-2014):**

##### *Local:*

- Charlotte Drive from Loop 323 to Van Highway: widen to a 2-lane collector with center turning lane
- Bellwood Lake Drive from north portion to Briarwood Road: extend as a 2-lane collector
- Towne Park Drive from Loop 323 to TX 155: construct a 4-lane minor arterial with center turning lane
- New Sunnybrook Drive from Loop 323 to TX 155: construct a 4-lane minor arterial
- Shiloh Road from Hays Avenue to Old Omen Road: widen to a 4-lane arterial with center turning lane
- Shiloh Road from New Copeland Road to TX 110: widen to a 4-lane arterial with center turning lane

- Lake Placid Street from TX 155 to Old Jacksonville Highway: construct a 4-lane minor arterials with center turning lane
- Grande Boulevard from Sutherland Drive to New Omen Road: construct 4-lane minor arterial with center turning lane
- Grande Boulevard from TX 155 to Loop 49: extend 4-lane divided minor arterial and add interchange at Loop 49
- Old Omen Road/New Omen Road from Shiloh Road to Grande Boulevard: widen to 4 lanes to Shiloh and then extend as a 4-lane divided minor arterial
- Rice Road from TX 155 to Old Jacksonville Highway: construct new 4-lane minor arterial with center turning lane
- Donnybrook Avenue from Shiloh Road to Rieck Road: widen from 32 to 40 feet urban street

*State:*

- Loop 323 south of TX 31: widen to 6 lanes and construct railroad underpass
- Loop 49 from South Broadway Avenue to TX 155: construct toll features along roadway
- Old Jacksonville Highway (FM 2493) from Grande Blvd to FM 2813: reconstruct to a 4-lane urban arterial with center turning lane
- Loop 323 from Copeland Road to TX 64: install raised median
- TX 110 at Loop 323: add dual left-turn lanes

**Long-Term Projects (2016-2030)**

The long-term state projects are located outside the current city limits of Tyler. They involve widening of portions of TX 32, TX 64, FM 14, and Spur 248.

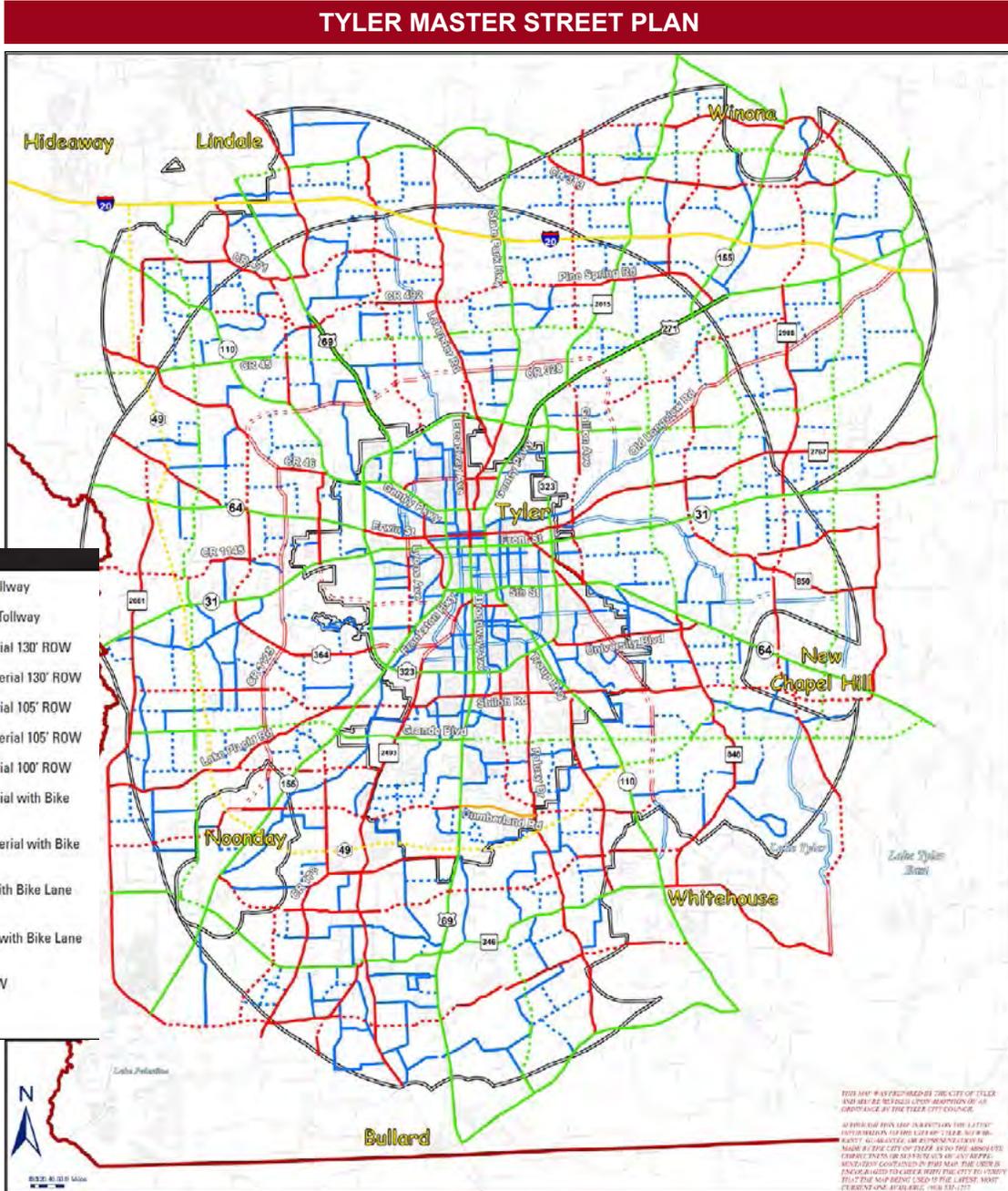
**Unfunded Projects**

All local projects that were not identified for the short-term plan were considered “unfunded” because the City and County have not yet determined priorities for these projects. In the current city limits they include extension of Bellwood Road; widening of Roy Road from Paluxy Drive to FM 2984 to a four-lane divided minor arterial; and widening of Erwin Street from Bonner Avenue to Glenwood Boulevard as a four-lane divided principal arterial.

There are also \$36 million in unfunded transit projects ranging from improved amenities such as benches and bus shelters to an additional local bus route, a commuter bus route to high-speed rail, and a dedicated maintenance facility.

**Tyler Master Street Plan**

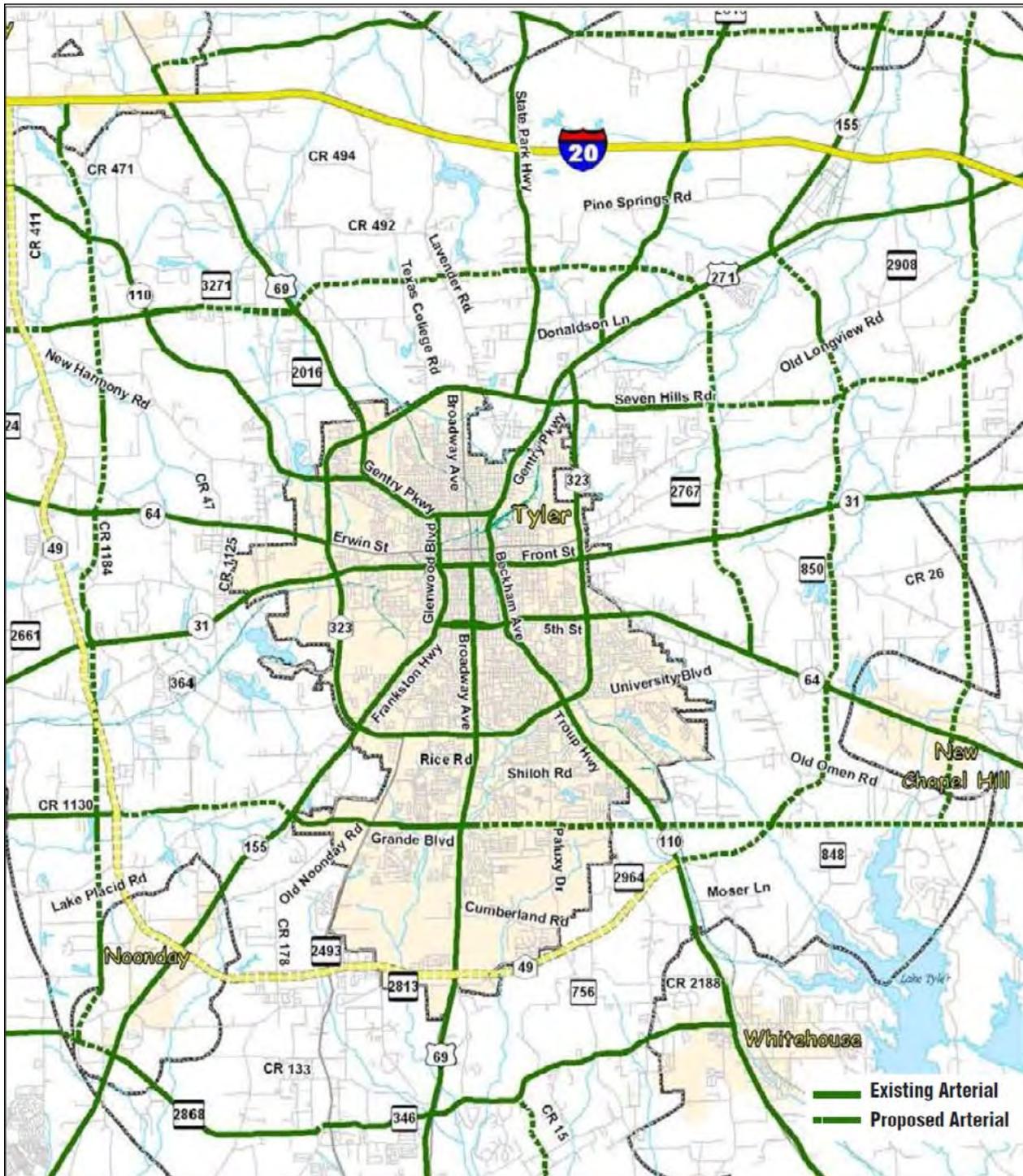
As noted earlier, Tyler’s Master Street Plan (MSP) identified new road locations but does not discuss priorities, a timeline or funding. The Plan proposes creating several new major arterial connections within the ETJ and one major arterial extension within the current city limits: Grande Boulevard. These are shown as dotted green lines in the map below. While Grande Boulevard is called a minor arterial in the MPO plan, the MSP upgrades it to a major arterial.



Source: City of Tyler Master Street Plan (2005)

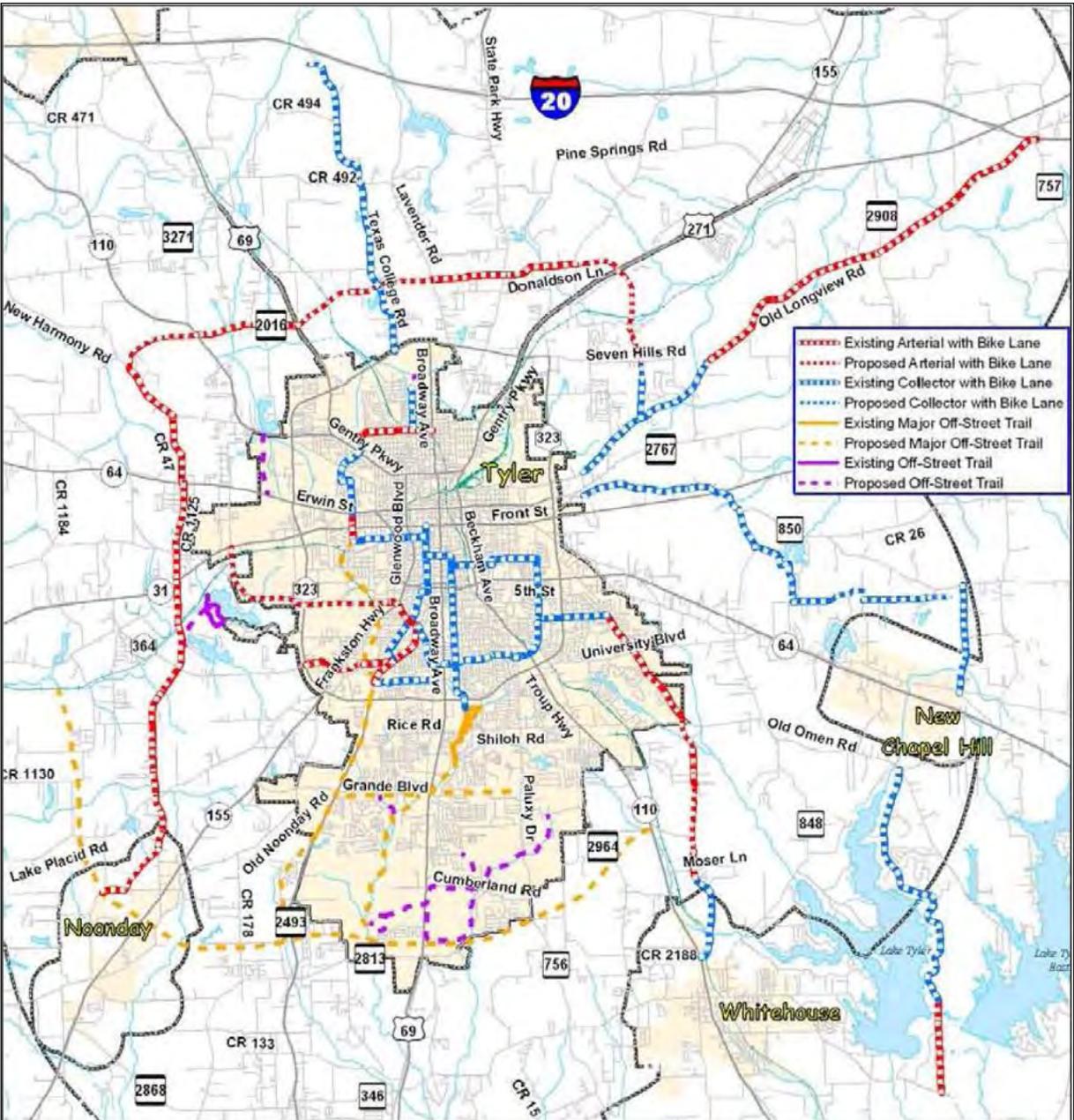
In addition to the major arterials and the new Loop 49 freeway, the MSP proposes increasing the connectivity of the city’s existing minor arterials throughout the ETJ, shown here with dotted red lines, as well as increasing the number of marked bicycle routes. At present, roadway spacing for north-south routes is adequate inside of Loop 323. A continuous east-west route south of Fifth Street inside Loop 323 may be needed.

**MASTER STREET PLAN MAJOR ARTERIAL FREEWAY SYSTEM**



Source: City of Tyler Master Street Plan (2005)

**BICYCLE FACILITIES IDENTIFIED ON THE MASTER STREET PLAN**



Source: City of Tyler Master Street Plan (2005)

**ACCESS MANAGEMENT AND TRAFFIC CONGESTION**

Access management controls the ability of motorists on a road to enter abutting properties. Appropriate access controls depend on the type of road and the character of the surrounding area. Generally, the higher the permitted speed on a road, the more limited the access to adjacent properties. I-20 and Loop 49 are examples of roads designed for high-speed travel with access to land along the road only through a limited number of



Numerous curb cuts/driveways within short distances of each other create traffic congestion on arterials.

interchanges. The functional classification system for roads designates arterial roads to emphasize mobility (speed) over access. However, many Tyler arterials have numerous driveways to adjacent properties, which, as traffic increases, will create congestion. While South Broadway is the obvious example in Tyler, other roads also suffer from the same conditions.

Access management helps preserve traffic capacity, often eliminating the need to widen roads with more lanes, and reduces the potential for crashes. In addition, access management has been shown to have a positive economic effect

on communities and transportation corridors. Proper access management preserves the flow of traffic within and through corridors and supports the transportation needs of retail and commercial development while providing improved mobility for commuters and other travelers. Moreover, by limiting the number of conflicts between motorists and other users, well-designed access management strategies can also improve conditions for pedestrians, bicyclists and transit users. Access management strategies include consolidation of driveways by working with property owners of abutting commercial sites to provide cross access and internal circulation roads, so that motorists do not need to enter the arterial in order to access more than one property, and establishment of zoning overlay districts to improve access management and traffic flow as properties redevelop over time.

## CONNECTING TRANSPORTATION PLANNING AND LAND USE

As transportation needs in the Tyler area become more complex and the cost of improvements balloons while funding constraints increase, efficient transportation becomes ever more important. Transportation efficiency means striving for optimum use of existing roadway space, reduced capital investments to expand or maintain mobility, reduced congestion and travel times, and improved regional air quality and public health. The economic benefits of efficient transportation systems include lower public capital and operating costs; less time spent in commuting and other travel; and attraction of knowledge workers through the creation and protection of amenities valued by highly-skilled and mobile workers (such as walkable neighborhoods and multi-use greenways).

Transportation efficiency is achieved with a supporting mix of land uses. Efficient use of roadway space involves not only private vehicles but also transit and non-motorized travel. Transportation-efficient land use requires a change from the development models typical of the last half century that emphasized separation of land uses; spread out, low-density development; and a focus on mobility for motorists. Auto travel is the travel mode least dependent on appropriate land uses because all the motorist needs is access to a gas station before the tank runs dry. The elements that support more efficient travel behavior include:

- A mix of complementary land uses in a relatively small area
- Compact, dense residential or employment development with a mix of housing types and affordability
- Connectivity of motorized and non-motorized facilities
- Management of parking supply and use
- Improved safety and environment for pedestrians and bicyclists

Because Tylerites are experiencing increasing traffic congestion, many are beginning to think about the potential for more transit. Long-distance commuting to the Dallas area is still relatively rare, but many people think it will be on the increase in the next few decades. Tyler Transit and the RMA are discussing ways to link Tyler and East Texas with a potential high-speed rail system. At present, however, Tyler's development patterns and continuing trends towards low-density sprawl and dispersed destinations would not support expansion of public transit. The most densely populated areas of Tyler barely support the minimum density levels needed for bus transportation. Small areas of higher-density development, such as dispersed apartment complexes, do not have the critical mass for transit. The lowest densities for considering bus and rail transit are as follows:

- 7-8 households per acre around bus stops
- 15-20 households per acre for rail
- 50 employees per gross acre for a shift from cars to transit or walking

As Tyler plans for the long-term future, it is important to shape land uses to make more efficient transportation possible. Promotion of "transit-ready" densities in designated locations with a mix of residential, office and commercial uses, as well as mixed-use village-style subdivision districts, where residents can walk or bike to find convenience goods, will allow Tyler to benefit from future opportunities for transit and multi-modal investment. Current transit services are not competitive with auto travel in terms of time and convenience. Continuation of the current transportation-land use model will inevitably result in more miles traveled, more congestion, and more asphalt-covered land, but the land use model would make it expensive and difficult to break out of a vicious circle.

Sufficient household or job density must be accompanied by sufficient connectivity. An interconnected transportation system offers multiple routes to local destinations using a variety of transportation modes. Suburban-style development patterns typically force all traffic into collector or arterial streets, which increases the traffic load and congestion on these streets. More street connections are created when smaller blocks provide more intersections, allowing travelers to use local streets to get to local destinations. Studies have shown that increasing the number of intersections per mile to 10-16 has the effect of improving LOS for cars by decreasing delays and the amount of local traffic on arterials.

Efficient management of parking is another key element of cost-effective land use/ transportation policies. A community whose transportation system is almost exclusively focused on automobiles ends up covering an ever-increasing percentage of land with asphalt for car storage (otherwise known as parking) as well as roadways. Studies of local parking requirements have found that they often exceed peak parking demand on a typical day. Retail parking lots are often built to accommodate needs on one day of the year—December 24—and remain half-empty the rest of the time. Parking strategies such as shared parking,



Parking lots often are built to accommodate needs on peak shopping days and remain half-empty the majority of the time.

maximum parking limits, and phased parking development have been implemented in many communities to avoid over-paving for parking. In order to work, changes to parking strategies must occur along with changes in development patterns and expansion of alternative transportation modes.

Transportation system efficiency also must focus on improving the efficiency of freight and commercial transportation. Freight vehicles typically represent 10-20% of total vehicle mileage but impose large impacts. Tyler's most recent MPO plan found several locations around Loop 323 where percentages approached or exceeded those levels. Residents report that trucks are too often seen on the minor arterials within Loop 323, where even lower percentages of truck traffic can cause significant impacts.

It is expected that completion of Loop 49 will divert some truck traffic that currently uses Loop 323, but trucks will continue to serve Tyler's manufacturing plants and distribution centers. There may also be opportunities to enhance freight use of the rail lines that pass through Tyler.

## CONTEXT-SENSITIVE DESIGN AND LIVABLE STREETS

The City of Tyler Master Street Plan and the MPO Long-Range Plan are frameworks, not design manuals or cookbooks. New roads, road improvements, and other types of transportation facilities need to be designed with their surrounding context and community goals in mind. This is called "context-sensitive design." This approach recognizes that roads can serve different functions at different locations along their route, for example, the many places throughout the country where state highways also function as the commercial main streets of towns they pass through. Although these roads function as major arterials in a regional context, they have local importance and must provide good access in the main street areas. Context-sensitive design also reflects planned changes, so that a downtown slated for revitalization avoids a road "improvement" that creates a wide, high-speed arterial road where economic development efforts and incentives are focused on creating walkable environments.

"Livable Streets" are streets designed for people and not just to move vehicles. This means they are focused on improving the travel experience and environment for pedestrians and cyclists as well as accommodating vehicles. Tyler's transportation planning until very recently has focused exclusively on vehicles. While residents are concerned about traffic congestion, they also say they want more opportunities to walk and bike. A holistic transportation program should include planning for pedestrians, bicyclists and alternative travel modes.

A transportation system that is calibrated to serve different types of land uses and community contexts increases property values, both residential and commercial. People are sensitive to traffic impacts and transportation options when they decide where to live or shop. Enhancing the functionality and the appearance of major roads through a closer coordination of transportation and land use connections will improve quality of life and add value for everyone.

## B. Recommendations

### GOAL:

1. **Improve travel connectivity in Tyler with new road extensions and new roads, as needed.**

### ACTIONS:

#### 1a. **Implement the Master Street Plan to create new connections.**

The Master Street Plan (MSP) adopted in 2005 contain a set of new roads intended to enhance east-west arterial connections, as well as road extensions, minor arterials and collectors intended to eliminate discontinuities inside Loop 323 and spread traffic demand away from major roadways. The MSP was updated in 2012 to include provisions for urban and rural street cross-sections. Although the Master Street Plan should be used as the foundation for new road projects, it is important that all road projects be designed with sensitivity to its context. Road classifications and cross-sections should not be viewed simply as a “cookbook” requiring no further evaluation.



The MSP should be a “living document”, not a historical document. Therefore, periodic revisions by a technical committee of experts, using current congestion and diversified growth patterns, would provide logical and current recommendations. Most arterials in Tyler are TxDOT highways, thus, roadway classifications and cross-sections must be in conformity with TxDOT guidelines. Logical termini should be the primary focus of the MSP.



#### 1b. **Rank proposed new roads and road connections according to established criteria.**

As the Master Street Plan does not rank proposed projects, the City has developed the Capital Improvement Project (CIP) list as a ranking mechanism to set priorities for implementation of the Master Street Plan. CIP rankings are based on MSP recommendations. Traffic volumes, congestion patterns, land use and diversified growth can significantly change in a few years. Evaluation criteria should include the following:

- Public benefit in terms of projected LOS improvement on the area’s road system, including consideration of need based on traffic volumes and coordination with other infrastructure improvements
- Adverse impacts on the surrounding area
- Public benefit in terms of the number of travelers likely to be affected
- Level of need for travelers most affected
- Condition of existing roadway (typically a “pavement condition index” taken from a pavement management system)
- Additional factors for multimodal transportation in ranking for proposed new roads
- “Bonus points” awarded to roadways designed to include sidewalks, bike lanes, nature trails, transit routes and advanced or intelligent traffic control devices
- Revenue streams, other than half cent sales tax



#### 1c. **Establish policies and procedures for regular review and updating of the Master Street Plan.**

As recommended in the MSP, a set of policies and procedures should be established to make city regulations and procedures consistent with the plan. The City Council can schedule an annual public hearing to evaluate the progress of the plan and review any needed changes to

city policies and procedures. The Tyler Area MPO and the Traffic Engineer should prepare the review for the Council hearing. In addition, it is essential that the MSP be reviewed and reevaluated approximately every five years within the context of a Tyler 1st Comprehensive Plan review, so that plans for new roads are integrated with land use trends and changes. In addition to the five year formal review schedule, the MSP should be reviewed more often by a technical committee. The technical committee should review the MSP after completion of major roadways, commercial, industrial, institutional, recreational or residential developments.



**1d. Ensure coordination with TxDOT and neighboring communities on the Master Street Plan.**

The MPO and the Traffic Engineer should ensure that TxDOT is aware of the Master Street Plan. The MPO Executive Director should be the primary liaison to ensure adequate City and TxDOT project coordination. Other than the MPO process, TxDOT is not legally required to comply with any City adopted policies. City staff should play an active role in the TxDOT project development process by reviewing and commenting on environmental assessments or environmental impact statements for TxDOT projects in and adjacent to Tyler.



**1e. Ensure local street connectivity among subdivisions.**

In addition to street connectivity as recommended by the adopted Master Street Plan, local street connections that connect neighborhoods, schools, parks, and other public places are necessary. These connections can provide alternative traffic options for local trips to reduce arterial street congestion, as well as incentivize other forms of transportation such as bicycle and pedestrian traffic. New subdivision proposals should be evaluated for their connections to existing and/or planned streets at the time of preliminary plat approval. When adjacent to unplatted tracts of land, subdivisions should provide at least one street stub every 1,000 feet to provide a future connection that will link the developments. A street connectivity index may also be considered to identify how many future street connections may be needed. Blocks should be limited to 600-1,000 feet in length to provide internal connectivity as well.



LOW CONNECTIVITY

HIGH CONNECTIVITY

**1f. Consider park and ride options locally and regionally.**

Collaborate with current property owners throughout the City to create bus stops for direct bussing to the Midtown District and City transfer station. Also, adopt recommendations from the Transit Route Study to address transit connectivity needs.

**GOAL:**

**2. Continue to improve traffic safety.**

**ACTIONS:**

**2a. Continue to identify and monitor locations with high crash rates and develop potential enforcement actions or other improvements to reduce crashes.**

Continue to collect data on crashes and develop a list of high-priority traffic safety improvement locations. Monitor these locations to understand the reasons for high crash rates. High rates could be a result of a variety of factors, ranging from poor signage, poor enforcement, conflicts between vehicles and other users, excessive speed on roads with excess capacity, poor geometrics, inadequate signals, to poor driver education.

Red light running is a significant source of crashes at intersections. Some communities have installed automated enforcement systems that use vehicle sensors and cameras to identify violators and automatically issue citations. Recent studies have concluded that these systems can reduce red light violations and improve safety. Side crashes are significantly reduced. Some studies have found an increase in rear-end crashes, but even where that is the case, the rear-end crashes are less costly in human and vehicle damage. A red light camera system with installation costs approximately \$100,000. A single camera can be moved around so that potential violators cannot be sure where it might be located.



Local access drives separate cars going to businesses along arterials from through traffic.



Parking lots should include green edges and landscaped islands.

Concerns about camera systems focus on privacy, fairness and the idea that the systems are really about making money. The responses to these concerns are:

- Privacy – People do not have a privacy expectation on a public street and driving is a regulated activity requiring a license and adherence to rules on public streets.
- Fairness – Unintentional running of red lights is just as dangerous and illegal as intentional violations.
- Money-making – There is a concern that lights can be set to increase the likelihood of inadvertent violations and more fines (especially if the system is run by a private contractor). Studies have found that red light camera systems do not tend to be large revenue generators.
- Separate high accident locations into On State Highway System locations versus Off State Highway System locations.

**POTENTIAL SOUTH BROADWAY AVENUE IMPROVEMENTS**



- Utilize TxDOT funding programs such as Hazard Elimination and Safety (HES) to improve On-System locations.
- Continue to actively participate in all available Selective Traffic Enforcement Program (STEP) grants offered by TxDOT.
- Consider partnership with TxDOT Traffic Safety Branch to promote various Public Information and Education (PI&E) campaigns on traffic safety.

**2b. Continue to improve traffic incident (crash) management.**

Reduce detection and response times to crashes and clear crashes from the roadway quickly and reopen lanes to traffic. The creation of a Traffic Management Center (TMC) could integrate real-time traffic signal management with dispatching emergency response vehicles and equipment. By actively monitoring traffic conditions using video and other sensors, detection and response times to crashes and clearing crashes from roadways would be significantly reduced.



**GOAL:**

**3. Improve traffic flow on South Broadway Avenue and other highly-traveled streets throughout the Tyler area.**

**ACTIONS:**

**3a. Implement South Broadway Avenue improvements recommended in the congestion mitigation plan developed as part of the Tyler 1st project and evaluate their sustainability to other highly-travelled streets.**

- Dallas Phasing is outdated and has been superseded by Flashing Yellow Arrow (FYA) operation. Continue to implement FYA across the City.
- Implement geometric changes (turn and through lane additions) at the intersections of South Broadway Avenue with Loop 323, Independence Road, Shiloh Road/Rice Road, Rieck Road, Donnybrook Road, Grande Boulevard, Robert E. Lee Drive and Southtown Drive. These turn lane additions will improve the level of service (LOS) at each intersection to at least LOS D, ranging from 35 to 55 seconds of average delay per vehicle, which is considered acceptable operation in an urban environment.
- Implement access management improvements through internal circulation improvements in abutting properties, a South Broadway Corridor Zoning Overlay District for improved redevelopment site design standards, and elimination of superfluous curb cutouts. An example of a first step in that direction is the recent elimination of a curb dividing the Luby's and Brookshire's parking areas on Rice Road.
- Initiate a study of longer-term design solutions to South Broadway Avenue as part of a citywide Boulevard and Parkway Plan.
- Explore alternative options for increasing the capacity on major roadways in the City of Tyler using the appropriate designated right-of-way.
- Consider buss turnouts at the stable bus stops along Broadway.
- Review and study the speed limits and increase the speed as appropriate.



**3b. Work with T.I.S.D., colleges, and major employers to improve traffic flow at peak hours.**

The City should continue to work with T.I.S.D. to manage traffic around schools during morning and afternoon drop-off and pick-up times. Traffic congestion already exists

around UT-Tyler and TJC, and as enrollment increases at these schools, congestion may also increase. Working with these institutions can help improve traffic flow and reduce traffic impacts on adjacent neighborhoods. Similar measures can be taken to manage congestion near the city's largest employers.

- Encourage partnerships between UTT, TJC & TC Tyler Transit to establish express intercampus shuttles to minimize campus congestions and parking issues.
- Consider Park & Ride lots to provide off campus parking, thus, reducing demands for on-street parking around campuses.
- Consider additional color coded information signage to institutions.

### ***3c. Improve traffic signal operations along arterials throughout the city.***

In addition to South Broadway, there are other arterial roads that today experience congestion and are projected to experience congestion in the future. Regular attention to signal operations can enhance traffic flow, eliminating or forestalling the need for more costly physical changes.

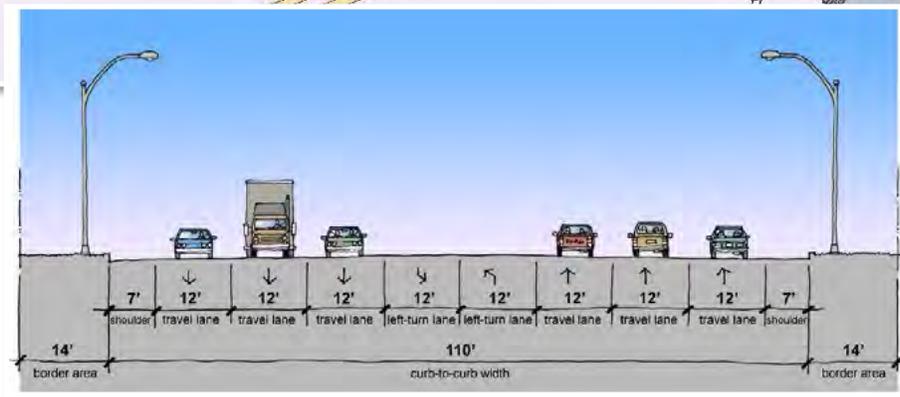


- Monitor and update signal timing at least once every three years.
- Implement adaptive control for areas with unpredictable changes in traffic demands.
- Remove unwarranted traffic signals.
- Maintain even spacing between signal installations.
- Reduce detection and response time to signal malfunctions.
- Consider the creation of a Traffic Management Center (TMC) to actively manage signal operations could significantly reduce traffic congestion throughout the City.
- Continue the installation of flashing yellow arrow signals.

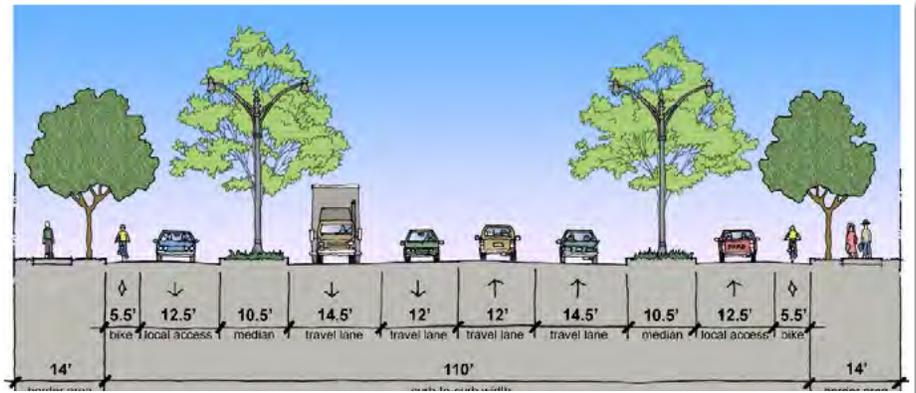
### ***3d. Implement access management strategies on existing arterials.***

The City has adopted TxDOT access management criteria for state roads but not for local arterials. Performance standards are needed for permitting new curb cuts and the TxDOT criteria could serve as the foundation, with more flexibility for denser conditions. In addition, the City can work with property and business owners to manage access through improved internal circulation where feasible. Corridor zoning overlay districts on major arterials such as Loop 323 and Gentry Parkway, as well as South Broadway Avenue, can promote improved access management and design as properties redevelop. These overlay districts would not change base zoning but would establish design criteria for redevelopment and new development. Existing property owners would be required to meet these standards at the time of significant changes to the property, including land, structures and facilities, with thresholds that could be defined in terms of increased size, increase in traffic generation, change of use, and so on. The access management criteria may include requirements such as the following:

- Continue to encourage shared access and ensure ingress/egress points are installed at appropriate locations.
- Joint use driveways with joint maintenance agreements for sharing of access driveways to South Broadway Avenue by adjacent developments. Where sharing is not possible in the short term, reservation of rights of way for future inter-parcel connections to be required.



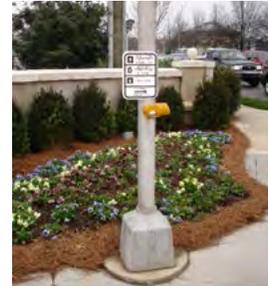
Potential Gentry Parkway boulevard improvements



- Creation of local access drives, to the degree feasible, connecting adjacent developments, with easements and joint maintenance agreements.
- Internal cross-access drives, plus pedestrian access ways, to connect adjacent developments, with cross access easements and joint maintenance agreements.
- Building layouts to reduce walking distances between buildings.
- Parking to be sited so that users can easily access multiple buildings on foot.
- Parking designed with a series of fields grouped with trees and pathways.
- Shared parking between adjacent developments that have different hours of normal activity.
- Sidewalks and pedestrian paths to be constructed to the principal uses from parking areas, outparcels, surrounding streets and public sidewalks.
- Delivery and loading areas to be separated from public access routes (vehicle and pedestrian) and parking areas.
- Developments meeting large size criteria to provide plazas or similar public spaces.
- Drive-through facilities to be designed as integral to buildings, not stand-alone, with safe access through clearly defined pedestrian circulation which minimizes vehicle/pedestrian conflict points.



Pedestrian safety can be improved through marked crosswalks (top) and push-button pedestrian signals (right).



Other issues to be considered include on-street parking. Elimination of on-street parking tends to promote speeding. However, where there is congestion at peak travel times and more road capacity is needed, on-street parking can be prohibited during these periods. This is a common strategy for rush hour in many cities and preserves on-street parking during other periods.



**GOAL:**

**4. Improve the appearance and function of arterial roads throughout Tyler.**

**ACTIONS:**

**4a. Explore a long-term Boulevard and Parkway Plan for major and minor arterials.**

A number of Tyler roads function as major or minor arterials, generally with four or more lanes. On some of these roads, or on some segments of these roads, traffic congestion is common and road capacity is at or nearing its limits.



Traffic calming measures, such as raised crosswalks and roundabouts, can help reduce speeds and improve circulation.

Access management is a major issue on these roads because motorist turns into and out of numerous driveways slow down through traffic. On other arterials, road capacity is much greater than needed by existing traffic volumes. There are parts of major arterials, such as Loop 323 and Gentry Parkway, where residential driveways connect directly to the road. A number of minor arterials, such as Glenwood Boulevard, are primarily residential except for limited commercial development at intersections.



Road improvement projects should include bicycle lanes.

A long-term vision to transform many of Tyler's arterials into true boulevards and parkways has the potential both to improve traffic flow on congested roads, by separating through and local traffic, and to improve quality of life and appearance on some of the roads that are inappropriately highway-like for the predominantly residential uses that exist along them. In some cases, it may be possible to improve conditions for motorists and for people who live and work along the road by reducing road widths where traffic volumes are not expected to be more than 20,000 vehicles per day. Although reducing the number of lanes in a road is a worrisome prospect to most people, a number of projects of this type have been completed around the country with great success. In exploring the potential for changing road configurations, many communities use temporary barriers or striping, accompanied by public information campaigns, to test the impacts of alternatives.



Most arterial roads in Tyler are TxDOT highways. TxDOT should be encouraged to include bicycle lanes on these State highways during project development on all new or widening projects to ensure appearance and functions of arterials are improved.

**GOAL:**  
**5. Encourage efficient travel, alternatives to transportation by car, and creation of livable streets.**

**ACTIONS:**  
**5a. Include pedestrian and bicycle modes in planning for all road improvement or construction projects, as appropriate to road classification and surrounding existing and future land uses.**



Transit improvements should include more frequent bus service and ADA-compliant bus shelters.

When road projects are under study and design, it is important to include study of pedestrian and bicycle existing conditions and potential facilities. Traffic counts should include pedestrians and bicyclists. Analysis of those counts should include discussion of conditions and surrounding facilities, because the potential demand may be great, but the conditions



are so hostile that few pedestrians venture into the road. Space should also be provided for alternate modes of transportation within existing rights-of-way. Including pedestrian and bicycle facilities in road improvement projects is more cost-effective than retrofitting projects later. Complete streets with medians, safe biking areas and reduced travel lanes are supported in the MSP. New facilities should also include features that make streets more human scale and comfortable with the use of landscaping, trees and sidewalks.



**5b. Create a pedestrian plan for Tyler.**

Continue to utilize and reference the Pedestrian Access Study to identify priorities and develop a work plan to improve pedestrian conditions and safety around the city. A pedestrian plan should include:

- Analysis of existing conditions for pedestrians and identification of focus areas for pedestrian planning
- Design policies, standards and guidelines for pedestrian facilities in different kinds of environments in the city
- Policies, standards and guidelines for interactions and conflicts between pedestrians and vehicular traffic, such as regulations for safe and visible crosswalks, pedestrian-activated walk signals, and so on.
- A systematic plan for completion of discontinuous sidewalk networks. This plan can include opportunities and incentives for private property owners to join together to build sidewalks. The City has a list of approved contractors that residents may hire to construct sidewalks to City standards.
- Identification of priority needs for pedestrian safety, completion of discontinuous sidewalk networks, building of new sidewalks, and addition of pedestrian facilities (such as push buttons and walk signals) at signalized intersections.
- Identification of priority routes, such as walking routes to schools, parks and neighborhood retail areas.

**5c. Identify routes with excess capacity and evaluate unneeded travel lanes for use as bike or transit lanes.**

Routes with excess vehicular capacity are generally TxDOT facilities, such as Gentry Parkway and North Loop 323. Locations with more lanes than are needed for existing traffic volumes should be evaluated for the potential to create designated bicycle or transit lanes. Streets and roads designated for future boulevard or parkway redesign could be retrofitted in the interim for cycling or transit lanes at relatively low cost. As discussed earlier, some low-volume streets with excess capacity may be suitable for



In Seattle, WA, rapid transit buses operate in dedicated busways.



road narrowing. Bicycle lanes can still be retained if this option is chosen.

Work with TxDOT to reconsider bike lane policies on State highways. Exclusive bicycle lanes should not be needed on low volume roads. Signaling and marking share lanes on certain roadways designated as bike routes is a viable option.

**5d. Explore the use of traffic calming techniques to reduce speeds while improving traffic flow in appropriate locations.**

Traffic congestion on major arterials can encourage cut-through traffic and speeding on neighborhood roads. The 20% of Tyler traffic complaints over a five-year period that involved requests for stop signs, plus a small percentage directly concerned with speeding and crosswalks, suggest that there may be some intersections where traffic calming techniques could be beneficial. The traffic complaint log should be analyzed once a year to see if there are any locational patterns or trends that emerge.

Traffic calming elements at strategic locations are increasingly used in a wide range of communities to moderate speeding and discourage high-speed cut-through traffic without constant enforcement, stop signs, or traffic signals. These elements also they keep traffic moving. An effective traffic calming strategy has the following characteristics:

- The prevailing speed becomes the desired speed for the road.
- Drivers tend to choose speeds within a narrow speed distribution.
- A constant speed is possible over the entire length of the road segment with traffic calming elements.
- It is compatible with all transportation modes.
- It is effective 24 hours a day.
- There are no parking impacts.
- Convenient access to adjacent streets and properties is maintained.
- There are no negative emergency response impacts.
- Consider a mechanism for citizens to recommend streets suitable for traffic calming.

Traffic calming interventions are relatively inexpensive to build and maintain, with the typical cost ranging from \$5,000 to \$20,000. Traffic calming can include narrowing of wide intersections, roundabouts, raised crosswalks or speed tables, chicanes and other elements. The appropriate traffic calming strategies for specific roads and intersections require analysis of each location.

**GOAL:**

**6. Improve public transportation.**

**ACTIONS:**

**6a. Implement transit improvement items, as appropriate to Tyler Transit, that are listed in the regional transit plan and evaluate other potential improvements.**

The regional transit plan includes the following items relevant to Tyler:

- Ensure that all transit stops and approaching sidewalks comply with requirements of the Americans with Disability Act.
- Evaluate creating a transit transfer center in the medical district in Tyler. A transit center



in the medical district would provide amenities for regional travelers who need to transfer between city and regional routes. The center should accommodate pick up and drop off areas, as well as safe and comfortable waiting areas.

- Establish a vehicle sharing system. There are a number of public and nonprofit organizations that own vehicle fleets that remain unused for much of the day or during certain times of the week. They include school districts, churches, and human services agencies. Collaboration with these organizations could provide Tyler Transit with opportunities to provide more service.
- Conduct targeted education and outreach to promote transit use.
- Provide business-sponsored shopping day and special event transit service.
- Increase frequency of bus service to limit wait times for transit riders.
- Review the transit plan to identify high-traffic destinations as well as opportunities for park and ride or public/private shuttle partnerships.

Other potential public transportation improvements include:

- Construction of bus pull-out lanes
- More publicity for transit routes
- Evaluation of possible use of smaller buses that run more frequently
- Installation of additional and more comfortable bus shelters
- Posting of the route map at major stops
- Evaluation of the potential for Bus Rapid Transit (BRT) and the threshold densities and system organization needed to make it realistic.
- More bus shelters
- Street markings for bus stops (for other traffic)
- Explore bus rapid transit, bike sharing, bus pullouts and convert existing fleet to compressed natural gas.



***6b. Promote transit-ready densities in key locations to prepare for future transit investment.***

As traffic congestion has become more serious in some parts of Tyler, residents are beginning to talk about the potential for a more advanced public transportation system. However, Tyler's development pattern and current development trends could not justify the public investment needed for more advanced public transit. The highest-density areas of the city barely support bus transportation and the pockets of density in the city are small and randomly located. As Tyler grows, development and redevelopment should be directed to important intersections for the creation of higher density, mixed-use centers that, as a network, would support advanced public transit. Tyler's wide and multi-lane arterial roads suggest that Bus Rapid Transit (BRT) could be a suitable form of public transportation for a city with "transit-ready" mixed-use centers. BRT is much less costly than light rail and, after success in Latin America, is being implemented in a number of U.S. and world cities.

**GOAL:**

**7. Preserve rights-of-way for future transportation routes and services.**

**ACTIONS:**

**7a. Identify and protect rights-of-way (ROW) for future roads, multi-use paths and greenways, and locations with potential for logistics (freight and distribution) centers.**

The Master Street Plan has identified locations where future roads will be needed, and the City should refer to the plan when reviewing development proposals, including subdivision proposals in the ETJ. However, it is also important to make sure that potential ROW is not compromised for other uses. Abandoned railroad ROW should be reserved for multi-use trails. Road ROW along certain roads may prove valuable in the future for BRT or light rail. In the long term, high-speed rail to Dallas may include a Tyler stop and the NETRMA has asked TxDOT for first right of refusal on all abandoned rail ROW. This does not preclude the City from putting trails in these rail corridors.



- Implement the Master Street Plan and provide for five year updates.

**GOAL:**

**8. Evaluate and mitigate the traffic impacts of large development projects.**

**ACTIONS:**

**8a. Continue to implement a Traffic Impact Analysis requirement for development projects meeting threshold sizes.**

Large development projects proposed where they will affect heavily-used streets and roads are subject to a Traffic Impact Analysis (TIA) as part of development review. Proposed developments expected to generate 200 vehicle trips during the peak traffic hour or 2,000 vehicle trips during a 24-hour period are required to submit a TIA. The intent of the TIA is not to deny projects but to ensure that they are well-designed to accommodate transportation needs and impacts. Project proponents must develop mitigation strategies for unacceptable impacts resulting in a drop in the street's level of service in collaboration with the City traffic engineer and planning department, requiring a sign-off on the traffic plan before obtaining a building permit.



- Continue with the required TIAs to encourage shared driveways for access management.

**GOAL:**

**9. Enhance the existing asset management system for transportation facilities as well as other municipal infrastructure assets.**

Municipal infrastructure asset management systems are databases linked to the City's Geographic Information System (GIS) and used to store and manage information about infrastructure systems, such as roads and bridges, that supports analysis of priorities and decision making to coordinate and optimize the allocation and distribution of maintenance budgets. The City of Tyler's current asset management process is not linked to GIS. Implementation of new technology linked to the City's GIS will provide advanced capability to make cost-effective decisions.

- Consider sharing this information with the public.

**ACTIONS:**

**9a. “Fix It First”—if it can be fixed—create a priority system for a work program to maintain existing roads and transportation facilities.**

Use asset management systems, including pavement management, to ensure continuing maintenance of high-traffic roads. Develop a priority system for catch-up on deferred maintenance or development of capital improvements on neighborhood streets and roads. A good pavement management system will indicate when the City should fund maintenance activities in order to extend the life of the pavement.



**GOAL:**

**10. Explore strategies to manage the impacts of truck traffic.**

**ACTIONS:**

**10a. Review compliance with truck routes by truckers and make improvements as needed.**

Residents report truck traffic using inappropriate routes to travel through the city. One of the reasons for this is that signage about truck routes is inadequate, especially at the city’s major gateways. Truck traffic should be monitored; truck routes, signage, and enforcement should be reviewed, including issues such as defined lanes for movement of oversized loads; and there should be outreach to large shippers in the Tyler area about trucking routes.

- Benchmark truck counts on Loop 323 and compare after Toll 49 is established for a period.
- Consider asking other communities how they handle truck routes and issues.
- Consider partnering with truck stops to disseminate the information on City truck routes and the restrictions accordingly.
- Consider color coding the signage for the truck routes in the City.



**10b. Study the potential for efficient freight handling through the creation of a “logistics center” or “freight village.”**

Tyler’s economic role in the regional transportation system could be enhanced with development of a center that advances freight efficiencies for the city and the region. Often called logistics centers or freight villages, these centers consolidate shipments and provide opportunities for co-location of multiple transportation modes and shippers, warehouses, storage areas, and appropriate public agencies. Potential sponsors of a logistics center could include the airport and the NETRMA.

**GOAL:**

**11. Facilitate annual regional coordination on transportation planning.**

**ACTION:**

**11a. Continue to work with neighboring communities on transportation planning and establish an annual invitation to discuss common transportation issues.**

Many transportation problems and opportunities are regional, not local. Although neighboring cities are represented in the Metropolitan Planning Organization by one of their members,

the City should have a regular, direct dialogue with all its neighboring communities. An annual meeting to discuss problems, exchange information, and look for joint solutions would be very beneficial to Tyler as well as the other communities.

***11b. Continue regular communication with the RMA.***

The North East Texas Regional Mobility Authority (NETRMA) is a regional transportation coalition that serves Bowie, Cass, Cherokee, Gregg, Harrison, Panola, Rusk, Smith, Titus, Upshur, Wood and Van Zandt counties. The RMA seeks to promote infrastructure and economic development projects and works with TxDOT on design and construction of transportation projects, including Loop 49 in Smith County. The RMA is an important transportation resource for Tyler, and it is important that the City continue to meet with the RMA to discuss problems, exchange information, and work on solutions that will benefit Tyler and its neighboring jurisdictions.

# TYLER 1<sup>st</sup>

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## 11. Public Facilities and Services

DRAFT



The intent of this document is to detail amendments from the 2014 and 2020 updates while continuing to memorialize the original text. Items updated through the 5-year update process will be accompanied with a Tyler 1<sup>st</sup> logo within the original Tyler 21 document. The text from the original document begins after the Tyler 21 logo appears in the text.



GOALS	POLICIES FOR DECISION MAKERS
Continue improvements and expansion of public safety facilities and services to keep pace with growth.	<ul style="list-style-type: none"> <li>• Provide police and fire substations to serve new growth.</li> <li>• Attract diverse and competent officers with competitive employment conditions.</li> <li>• Develop higher speed rail service to Dallas and Shreveport</li> <li>• <u>Coordinate safety between public institutions.</u></li> </ul>
Become the regional water provider for Smith County.	<ul style="list-style-type: none"> <li>• Acquire smaller water utilities and develop supplier relationships with other Smith County municipalities.</li> <li>• Plan to extend water infrastructure into the ETJ.</li> </ul>
Protect the quality and quantity of Tyler’s drinking water supply.	<ul style="list-style-type: none"> <li>• Minimize further development impacts on Lakes Tyler and Tyler East by implementing Tyler 1st recommendations for the Lakes.</li> <li>• Protect wellhead lands and Lake Palestine water supplies.</li> </ul>
Become the regional sewer/wastewater treatment utility for Smith County.	<ul style="list-style-type: none"> <li>• Acquire investor-owned sewer utilities.</li> <li>• Plan to extend sewer infrastructure into growth areas.</li> </ul>
Maintain the City’s role as the regional landfill provider.	<ul style="list-style-type: none"> <li>• Continue phased landfill expansion.</li> <li>• Explore the potential for energy production from waste.</li> <li>• Regularly evaluate the potential for cost-effective full curbside recycling service.</li> </ul>
Minimize flooding, erosion and water quality degradation through improvements to existing infrastructure and implementation of best practices in growth areas.	<ul style="list-style-type: none"> <li>• Promote the use of natural drainage systems to provide amenities and minimize capital and maintenance costs.</li> <li>• Address drainage first with policies to manage development; second with natural or bioengineering solutions; and last, hard structured solutions.</li> <li>• Continue drainage improvements in older parts of the city.</li> </ul>
Keep existing streets and public places well-maintained.	<ul style="list-style-type: none"> <li>• Clarify street improvement criteria and priorities for existing streets for greater public understanding.</li> </ul>
Enhance code enforcement.	<ul style="list-style-type: none"> <li>• Support additional staff and innovative partnerships to improve code enforcement efforts.</li> </ul>
Continue and enhance efforts to assure compliance with accessibility standards in both public and private facilities.	<ul style="list-style-type: none"> <li>• Make all city facilities compliant with the Americans with Disabilities Act and the Texas Accessibility Standards.</li> </ul>
Develop Tyler’s library system and resources as an innovative source of information services and culture.	<ul style="list-style-type: none"> <li>• Keep library services relevant to changing community information needs.</li> </ul>
Strengthen the tourism value of the Rose Garden Center, Harvey Convention Center and East Texas State Fairgrounds site.	<ul style="list-style-type: none"> <li>• Review and evaluate the effectiveness of these facilities in meeting City goals.</li> </ul>

GOALS	POLICIES FOR DECISION MAKERS
Continue partnerships with nonprofits in social services, arts and culture.	<ul style="list-style-type: none"> <li>• Focus on seed funding for pilot activities and on key activities that lack sufficient private funding.</li> </ul>
Provide services and opportunities for senior citizens.	<ul style="list-style-type: none"> <li>• Include explicit review of any special senior citizen/retiree needs in City services and facilities.</li> </ul>
Provide regional broadband Internet access.	<ul style="list-style-type: none"> <li>• Consider development of a citywide Wi-Fi system.</li> </ul>
Make City facilities and operations a model of resource efficiency.	<ul style="list-style-type: none"> <li>• Support municipal energy, water, and other resource conservation.</li> </ul>
Meet city government space needs by enhancing current facilities.	<ul style="list-style-type: none"> <li>• Renovate the interior of City Hall.</li> </ul>
Establish a consolidated multi-year Capital Improvement Program.	<ul style="list-style-type: none"> <li>• In addition to five-year priorities, develop a preliminary priority ranking for years 6-10 in the future.</li> </ul>
<u>Reconstruct entry corridors to downtown on major roadways.</u>	<ul style="list-style-type: none"> <li>• <u>Promote program to beautify designated districts.</u></li> </ul>



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## PUBLIC FACILITIES AND SERVICES FACTS

### TYLER POLICE DEPARTMENT:

- The Tyler Police Department has 248 employees.
- Approximately 1.85 officers per 1,000 residents.
- Includes a bicycle unit, canine unit, and community policing.
- In 2012 there were:
  - o 129,707 calls worked by the department
  - o 4,955 Part 1 crimes (homicide, rape, robbery, etc.)
  - o 5,467 Part 2 crimes (simple assaults, drug violations, family offenses, etc.)
- Three police stations service the city:
  - o Main station at 711 West Ferguson Street
  - o Substation at 411 West Martin Luther King Drive
  - o Substation at Fire Station #9 on Paluxy Drive

### TYLER FIRE DEPARTMENT:

- The Tyler Fire Department has 163 employees.
- Responding from ten fire stations strategically located within the City. Other facilities include Fire Administration, Training Drill Field and Fire Support Shop.
- The Tyler Fire Department is responsible for: Fire Suppression, EMS First Responder Response, Fire Prevention, Safety Education, Emergency Management, Airport/Aircraft Response, Technical Rescue, and Hazardous Materials Response.
- Approximately 1.62 firefighters per 1,000 residents.
- In 2018, the Department responded to:
  - o 874 fire calls (including automatic alarms)
  - o 6,350 emergency medical services calls
  - o 473 hazardous materials calls (other hazardous)
  - o 2453 service calls (smoke scares, lock outs, rescue)
  - o 7 calls for mutual aid
  - o 10,157 total calls for service

### WATER AND SEWER FACILITIES AND SERVICE:

- The Tyler Water Utility supplies water and sewer services to most of the area within the current city limits.
- The utility is an enterprise fund that pays for operations, maintenance, and approximately \$4 to \$6 million in annual capital improvements from fees and service payments.
- Drinking water supplied by Lake Tyler, Lake Tyler East, and Lake Palestine.

### SOLID WASTE FACILITIES AND SERVICES:

- The Residential department's 18 semi-automated trucks operate 36 routes serving approximately 27,917 households.
- The Residential department's 6 semi-automated trucks operate 6 routes serving 3,492 curbside recycling customers.
- The Commercial department's 5 frontload trucks operating 5 trash routes serve approximately 1,825 customers.
- The City currently has 5 CNG residential trucks and 1 CNG light duty truck.
- The Recycle Center serves citizens of Tyler and surrounding areas. The hours of operation have changed to Monday to Friday, 7 a.m. until 5:30 p.m. and Saturday from 8 a.m. until 2 p.m.

### WHAT DOES IT MEAN?

- Most Tylerites depend on automobiles to get around.
- Almost 50% of households have 2 or more vehicles.
- The vast majority of workers in Smith County commute to jobs within the county.
- There are more cars driving on South Broadway than on Interstate 20 on a daily basis.
- Many vehicles pass through Tyler or enter the city for work and shopping opportunities.
- Most regional traffic uses U.S. 69 and Loop 323 to access destinations.
- Tyler's infrastructure should be sized for a regional population to accommodate the number of people who enter the city daily.

## PUBLIC FACILITIES AND SERVICES FACTS

- Greenwood Farms Landfill:
  - o City owned with private firm operation.
  - o 292 acres.
  - o Approximately 368 years of capacity based on current growth rate in waste activity.

### **TYLER PUBLIC LIBRARY:**

- 50,000 square foot building at 201 South College Avenue.
- Circulation of over 222,000 items including books, videos/DVDs, magazines, newspapers, music, and special collections on genealogy and local and regional history.

### **MUNICIPAL ROSE GARDEN, ROSE CENTER, AND HARVEY CONVENTION CENTER COMPLEX:**

- Rose Garden:
  - o Largest municipal-owned rose garden in the United States (14 acres).
  - o Contains over 38,000 roses representing more than 500 species.
- The Harvey Hall Convention Center includes 30,000 square feet of meeting rooms and activity space.
- Complex includes the Trinity Mother Frances Rose Stadium owned by TISD.

Sources: City of Tyler

## Chapter 11 :: PUBLIC FACILITIES AND SERVICES

GOALS	POLICIES FOR DECISION MAKERS
Continue improvements and expansion of public safety facilities and services to keep pace with growth.	<ul style="list-style-type: none"> <li>• Provide police and fire substations to serve new growth.</li> <li>• Attract diverse and competent officers with competitive employment conditions.</li> </ul>
Become the regional water provider for Smith County.	<ul style="list-style-type: none"> <li>• Acquire smaller water utilities and develop supplier relationships with other Smith County municipalities.</li> <li>• Plan to extend water infrastructure into the ETJ.</li> </ul>
Protect the quality and quantity of Tyler's drinking water supply.	<ul style="list-style-type: none"> <li>• Minimize further development impacts on Lakes Tyler and Tyler East by implementing Tyler 1st recommendations for the Lakes.</li> <li>• Protect wellhead lands and Lake Palestine water supplies.</li> </ul>
Become the regional sewer/wastewater treatment utility for Smith County.	<ul style="list-style-type: none"> <li>• Acquire investor-owned sewer utilities.</li> <li>• Plan to extend sewer infrastructure into growth areas.</li> </ul>
Maintain the City's role as the regional landfill provider.	<ul style="list-style-type: none"> <li>• Continue phased landfill expansion.</li> <li>• Explore the potential for energy production from waste.</li> <li>• Regularly evaluate the potential for cost-effective full curbside recycling service.</li> </ul>
Minimize flooding, erosion and water quality degradation through improvements to existing infrastructure and implementation of best practices in growth areas.	<ul style="list-style-type: none"> <li>• Promote the use of natural drainage systems to provide amenities and minimize capital and maintenance costs.</li> <li>• Address drainage first with policies to manage development; second with natural or bioengineering solutions; and last, hard structured solutions.</li> <li>• Continue drainage improvements in older parts of the city.</li> </ul>
Keep existing streets and public places well-maintained.	<ul style="list-style-type: none"> <li>• Clarify street improvement criteria and priorities for existing streets for greater public understanding.</li> </ul>
Enhance code enforcement.	<ul style="list-style-type: none"> <li>• Support additional staff and innovative partnerships to improve code enforcement efforts.</li> </ul>
Continue and enhance efforts to assure compliance with accessibility standards in both public and private facilities.	<ul style="list-style-type: none"> <li>• Make all city facilities compliant with the Americans with Disabilities Act and the Texas Accessibility Standards.</li> </ul>
Develop Tyler's library system and resources as an innovative source of information services and culture.	<ul style="list-style-type: none"> <li>• Keep library services relevant to changing community information needs.</li> </ul>
Strengthen the tourism value of the Rose Garden Center, Harvey Convention Center and East Texas State Fairgrounds site.	<ul style="list-style-type: none"> <li>• Review and evaluate the effectiveness of these facilities in meeting City goals.</li> </ul>
Continue partnerships with nonprofits in social services, arts and culture.	<ul style="list-style-type: none"> <li>• Focus on seed funding for pilot activities and on key activities that lack sufficient private funding.</li> </ul>
Provide services and opportunities for senior citizens.	<ul style="list-style-type: none"> <li>• Include explicit review of any special senior citizen/retiree needs in City services and facilities.</li> </ul>
Provide regional broadband Internet access.	<ul style="list-style-type: none"> <li>• Consider development of a citywide Wi-Fi system.</li> </ul>
Make City facilities and operations a model of resource efficiency.	<ul style="list-style-type: none"> <li>• Support municipal energy, water, and other resource conservation.</li> </ul>
Meet city government space needs by enhancing current facilities.	<ul style="list-style-type: none"> <li>• Renovate the interior of City Hall.</li> </ul>
Establish a consolidated multi-year Capital Improvement Program.	<ul style="list-style-type: none"> <li>• In addition to five-year priorities, develop a preliminary priority ranking for years 6-10 in the future.</li> </ul>

## **FINDINGS**

- Tyler residents generally are pleased with municipal services.
- The water/sewer utility and the solid waste department operate as enterprise funds.
- A stormwater utility has been initiated with plans to comply with implementation of EPA Phase II Stormwater Regulations.
- The City has planned ahead to assure its drinking water supply for many decades to come.
- The City has planned ahead to assure landfill space for over 100 years at current rates of usage.
- The City is working to address code enforcement concerns with additional resources.
- The Tyler Public Library meets only basic standards as a traditional library and is not yet fully positioned for new ways to serve residents with information and culture.
- City Hall is long overdue for renovation and restoration to meet even current office and public meeting space needs.

## **KEY CHALLENGES**

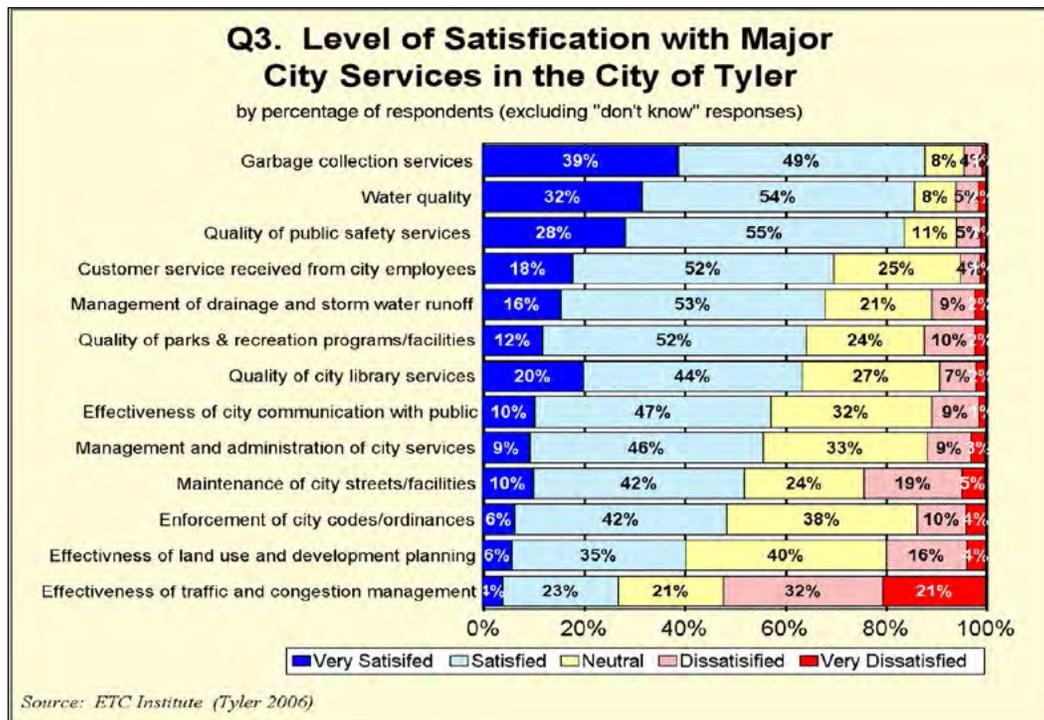
- Funding improvements to small water and sewer systems when purchased
- Providing facilities (including streets, utilities and buildings) to serve existing growth areas while also using facility planning to shape and direct growth
- Assuring public understanding of priority criteria for street and other public projects
- Using site planning and other non-structural means to preserve natural drainage rather than using hard structures
- Meeting challenges to provide sustainable drainage infrastructure
- Keeping pace with maintaining an aging street infrastructure
- Providing sufficient space for City staff and for public meeting space
- Creating a library system for the 21st century
- Increasing facilities to be competitive as a tourist destination.

## A. Current Conditions

### COMMUNITY ISSUES

The Tyler 1st public opinion survey found that Tyler residents are generally satisfied with City services.

In public meetings and working group discussions, additional facilities and services issues emerged as matters of concern, particularly code enforcement and priority-setting processes. Until recently, the City had only one code enforcement officer, which clearly was insufficient for a city of Tyler's size and complexity, and residents would like more aggressive enforcement against code violations. Particularly in the case of street improvement projects and similar activities, residents desire a better understanding of how the City sets priorities and ranks projects for implementation.



## CITY MANAGEMENT AND THE TYLER BLUEPRINT

In 1997, the City of Tyler adopted the “Blueprint,” a plan for city government that emphasizes responsiveness, accountability, and efficiency. The City has continued to build on the first Blueprint to improve the delivery, quality and cost-effectiveness of services, with a particular emphasis on adopting new technologies. In 2005 it issued a Business Plan based on five organizational goals for City staff identified by the acronym SERVE: Streamline, Empower, Respond, Venture and Evaluate. The City uses competitive processes to identify the best service delivery options, whether by contract or by government. The City’s success in streamlining and cost-cutting is credited with making it possible to cut the property tax rate by more than half over the last ten years.

## PUBLIC SAFETY DEPARTMENTS

Tyler’s public safety departments meet and exceed national standards. They plan ahead five to six years in advance to keep up with growth and use advanced technology.

### Tyler Police Department

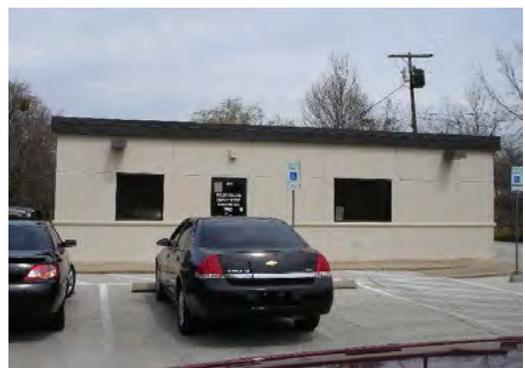
The Tyler Police Department has 239 employees, approximately 1.8 officers per 1,000 residents, more than other East Texas cities but about average nationally. Police units include a bicycle unit, canine unit, and community policing. In 2006 there were 63,855 calls to the department, 3,290 major crimes (homicide, rape, robbery, etc.), and 5,858 minor crimes.

Three police stations serve the city. The main station at 711 West Ferguson Street was fully renovated in 2003 and expanded by 16,000 square feet to make a total of 37,000 square feet. The north substation at 411 West Martin Luther King, Jr. Boulevard has its own dedicated staff. The main police station and the North Tyler substation allow good response times to calls in North, West, and East Tyler. In the south, the department previously used a station inside the Broadway Square Mall but lost that lease. The police now have a very small space inside the Target store on South Broadway Avenue.

Growth and traffic congestion south of Loop 323 have created the need for new substations. The Police Department is beginning a five-year plan to build a new substation in South Tyler, probably in the Faulkner Park area. A decision has not yet been made on whether this station will have a dedicated staff like the North Tyler substation or satellite staff based at the main police station.



Main police station



North Tyler police substation

The department's community policing program, the Community Response Team, has six beats throughout the city. Activities include meetings with a neighborhood network team (neighborhood leaders, ministers, etc.) at least once a month, Neighborhood Watch programs, crime prevention programs in schools, and work with the community on nuisance abatement projects.

Since the late 1990s, police training and Smith County law enforcement training takes place at the Tyler Junior College Law Enforcement Academy on the TJC West Campus.

Tyler has invested in new police technology. All police vehicles are equipped with laptops. Tyler was one of the first departments in the country to have a digital video system in cars with wireless capability to transmit video images at a cost of \$504,999 for 60 vehicles. The Tyler Police Department is also among the first to be accredited nationwide, meeting rigorous performance standards that represent industry best practices.

### **Tyler Fire Department**

The Tyler Fire Department currently has nine fire stations and an administrative center. A tenth station is under construction in FY 2007. This new station will require twelve more employees to join the current staff of 136. Fire station coverage currently is good, with the exception of the Old Jacksonville Highway corridor in the southwest. A new, eleventh station is proposed for that area. The department provides training for new firefighters through the East Texas Fire Academy in Kilgore.



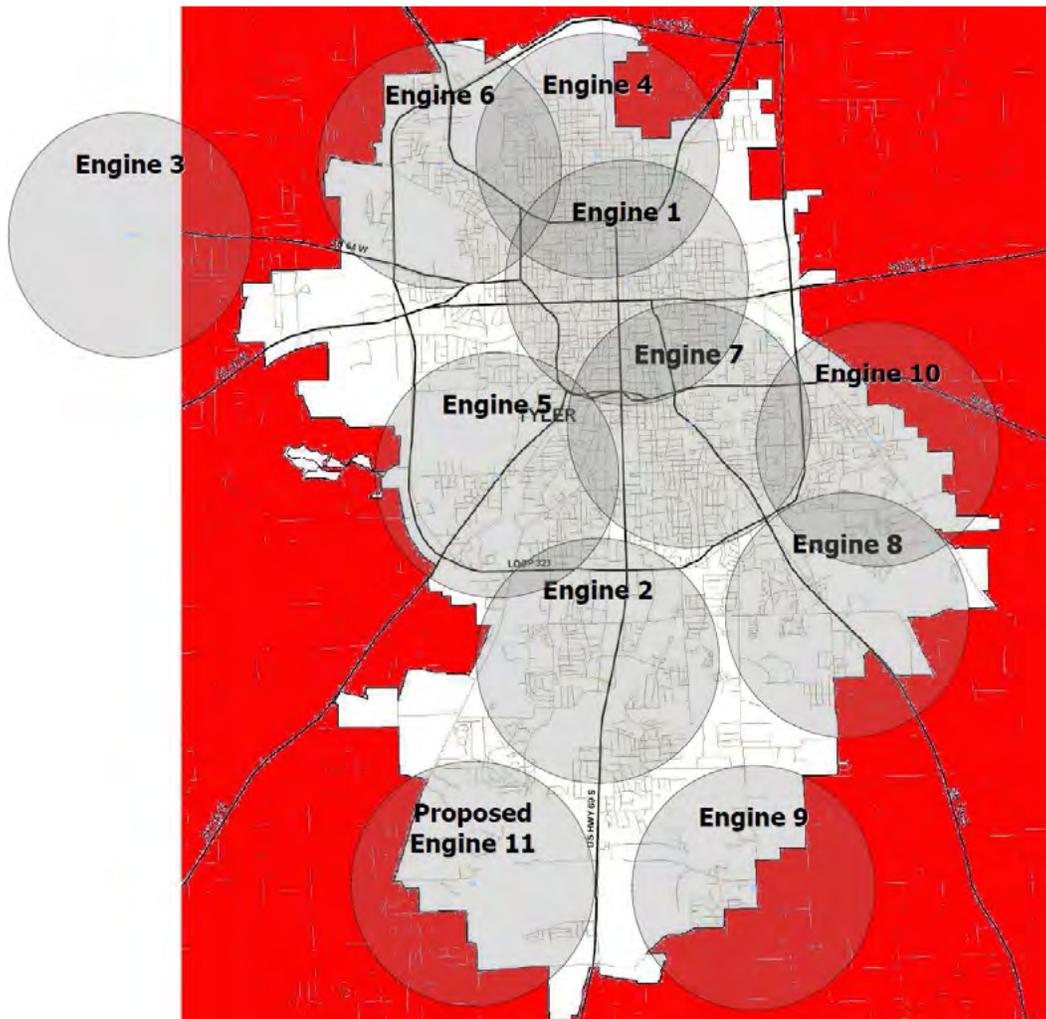
Fire Station No.1 in downtown Tyler

In a five-year period, 2002-2006, the Fire Department responded to between 3,007 and 3,385 fire calls and between 4,513 and 5,042 emergency medical services calls. In addition to responding to calls and investigating fires, the Fire Department also enforces the Fire Code and reviews building plans for fire safety, inspects buildings, issues permits, and provides programs for citizens and youth. The Fire Department provides special operations teams consisting of Hazardous Materials, Airport Rescue Firefighting and Technical Rescue.

The department is currently in the third year of a six-year service plan. In addition to the eleventh fire station proposed for South Tyler, the Fire Department is also seeking to relocate and improve its training field with private funding. The current facilities include a training tower, a classroom, a small hay barn, equipment storage, and a balance high beam. The facilities are located at Fair Park, between the baseball field and the Rose Stadium. In addition to a larger classroom, a new training facility could offer training in structure collapse-trench rescue; swift water rescue; and the latest technology providing safety controls exceeding the current fire training facility. The Police Department uses the current facility and is also looking for enhanced training facilities. A new joint training field would benefit them both.

All Fire Department vehicles are also equipped with mobile computers. The City of Tyler has continually invested in Fire Department technology.

**TYLER FIRE DEPARTMENT – FIRE STATION PLACEMENT**



Source: City of Tyler Fire Department

**WATER AND SEWER FACILITIES AND SERVICE**

The City of Tyler owns the Tyler Water Utility, which supplies water and sewer services to most of the area within the current city limits. The service areas that can be supplied only by the Tyler Water Utility are set by state agencies. The water service area is limited to the 1978 ETJ and the sewer service area is limited to the 1978 city limits. This does not mean that Tyler cannot service other areas, but that other companies can provide service outside of Tyler's state-defined area. The Tyler utility is an enterprise fund that pays for operations, maintenance, and approximately \$4 to \$6 million in annual capital improvements from fees

and service payments. Major system investments are underwritten by bonds secured with system revenues.

Smith County is unusual for the number of water and sewer utilities that serve the county, some with overlapping jurisdictions. Tyler water service offers advantages that other suppliers generally do not: Tyler water is typically less expensive and the rural water utilities do not offer fire protection. The Tyler Water Utility has an interest in purchasing these utilities, particularly when areas are annexed, but cannot force a sale. The Algonquin Water Services Company serves part of the city's southwestern area. Investor-owned, it has not been interested, thus far, in selling to Tyler. In contrast, Southern Utilities provides water to a large rural and semi-rural area and sells its systems to Tyler at annexation. Tyler might also be interested in purchasing investor-owned suppliers, but purchases may require significant new investments to be brought up to standard. There are also numerous small sewer systems in the county. Because they were typically built to serve a specific area, without expansion capacity, they are also often below the city standard. Acquisition of utility companies – and their paying customers – south of the city, where most growth has been occurring, is attractive to utility managers as a way to fund potential infrastructure extensions in other directions.

### Drinking Water Supply

East Texas is fortunate to have much greater natural water resources than most of the rest of Texas, but recent experience has shown that it remains subject to drought, sometimes severe. However, the region's relatively abundant water resources are under consideration to serve the long-term needs of the high water consumption communities of the Dallas-Fort Worth Metroplex. In the State of Texas Water Plan (2010-2060), which is made up of a series of regional water plans, the Dallas region identified an area for a new reservoir (Lake Fastrill) to fulfill its needs, while the U.S. Fish and Wildlife Service has identified the same area to be the North Neches National Wildlife Refuge. Although this conflict does not directly affect Tyler or Smith County, it is indicative of the long-term potential pressures to transfer "surplus" drinking water supplies out of East Texas to other parts of the state.

The City of Tyler has been forward-looking in securing substantial supplies of drinking water and implementing conservation measures. Tyler depends on surface water reservoirs and deep water wells for its drinking water supply. Bellwood Lake, created by a dam in 1894,<sup>1</sup> was the city's drinking water source until 1950 and now supplies raw water to two golf courses and the Goodyear plant. Today, the primary source of water for Tyler is Lake Tyler, placed in service in 1950, Lake Tyler East, added in 1967, and Lake Palestine. Lake Tyler covers 2,400 surface acres with a storage capacity of 14 billion gallons of water. Lake Tyler East is similar but with a slightly larger size and storage capacity. Tyler has access to surface water in Lake Palestine through a 1965 contract and this lake currently supplies 55% of Tyler's water. Lake Palestine will be an increasingly important source of drinking water as Tyler grows, with the Lake Palestine Water Treatment Plant having the potential to expand to twice the capacity of the Golden Road Water Treatment Plant. Tyler also owns twelve wells that draw on the Carrizo-Wilcox aquifer. The water treatment plants and capacity of the system is as follows:

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1 The dam is listed on the National Register of Historic Places.

- Golden Road – capacity of 34 mgd (million gallons per day)
- Lake Palestine – capacity of 30 mgd with future potential expansion to an additional 30 mgd
- 12 wells – capacity of 8 mgd

There are 582 miles of pipe, elevated storage for 5.5 million gallons of water, and 10.25 million gallons of ground storage (at water treatment sites and water well sites).



Tyler Water Utilities well on Robertson Road

The water utility currently serves 30,460 customers inside the city and 197 customers outside the city limits. It also supplies water on a wholesale basis to the City of Whitehouse, with some 2,500 households, and to the Walnut Grove water company, which serves about 2,100 households. Customers outside the city are charged 150% of the rate within the city. Average daily water consumption in 2006 was 25.4 mgd. This is approximately 250 daily gallons per capita. Among the largest water customers are the Delek Refinery, Caldwell Zoo, Briarwood Golf Club (untreated water from Bellwood Lake), East Texas Medical Center Hospital, Trane Corporation, Trinity Mother Frances Hospital, and Southwest Dairy.

Tyler Water has followed industry standards in implementing new technologies to limit stormwater infiltration of the sewer system and radio transmission water meters.

There are two wastewater treatment plants:

- Southside plant with a capacity of 5 mgd
- Westside plant with a capacity of 13 mgd

Each plant serves about half of the city, with the Westside plant treating most of the industrial waste. Additional capacity needed for the southern part of the city as it grows can be created either through expansion of the existing Southside plant or by building a new plant farther to the south that would serve a regional system. There are 29,424 sewer customers inside the city limits and 177 outside.

Both the water and sewer systems are in generally good condition within Loop 323. In Smith County, rural sewer systems are often problematic because they are typically built to accommodate a defined number of customers, without any capacity for expansion. Developers in the county with access to a sewer system typically build more houses on smaller lots. Without sewer service there is an incentive to build large-lot subdivisions. These infrastructure realities account for some of the fragmented and discontinuous development patterns evident in the city.

A water and sewer master plan currently is nearing completion. This master plan, along with the Tyler 1st land use plan, will guide future investments in water and sewer infrastructure. Extension of water infrastructure north and west of the city is less expensive than to the south because south of the city's treatment plant, all water must be pumped. Continued acquisition of other water suppliers to the south will provide the Tyler utility with customers

and cash flow to make improvements and to expand in other directions from the city. New sewer infrastructure will be costly because pumping will be required. For example, one or two pump stations would be required to extend sewer service to I-20.

## **SOLID WASTE FACILITIES AND SERVICES**

Within the city, Tyler's Solid Waste Department provides residential and commercial garbage pickup service, voluntary curbside recycling service, a drop-off recycling center, hazardous waste disposal days, and opportunities for volunteer city beautification activities. The City owns the land for a landfill in Smith County which is operated by a contractor and serves the entire county. In addition, the department staffs the Keep Tyler Beautiful program, oversees the city's GIS system, and has recently acquired responsibility for code enforcement.



Tyler residents value the City's customer-friendly garbage pickup services.

The department's 18 trucks operating on 36 routes serve approximately 27,000 households. By 2008 all residential routes will be automated with an additional eight trucks. Trash and garbage pickup services received the highest ratings in the Tyler 1st public opinion survey. The department is very responsive to its customers, making special pick-up trips if residents call to say they will be late in putting out their trash. Residents pay fees for pickup and for trash containers. The department offers regular opportunities for pickup of bulky items and will rent dumpsters for household projects. Commercial service also is available from the department.



Tyler Recycling Collection Center on North Bois d'Arc Avenue

Approximately 730 households participate in the curbside recycling program. Currently, East Texas has a limited market for recyclables and most of the recyclables are sent to Arlington. In addition to curbside recycling for a fee, residents can bring items to the Recycling Collection Center, which is open on Saturday mornings and three weekdays.

A household hazardous waste collection event is held annually and attracts many people. With grant funds, the department was able to open the event in 2006 to residents of the county as well as the city, but future participation by county residents will depend on the availability of funding. Although residents can dispose of hazardous waste with household garbage, the event has been popular and serves to raise awareness about disposal of paints, oils and other hazardous wastes.

Greenwood Farms Landfill is located on FM 2767, approximately five miles east of Loop 323. The City owns the land, Greenwood Farms holds the landfill permit, and Allied Waste Systems operates the landfill. The City receives 10% of the gate fees. The landfill operation began in 1988 with 124 acres and is now expanding to 292 acres. Between 1992 and 2005 the City spent over \$2.25 million to acquire land for expansion, which resulted in re-permitting of the landfill in 2006. The landfill now has 136 years of capacity, based on the current growth rate in waste activity.

The “Keep Tyler Beautiful” program is staffed by the Solid Waste Department. The program supports volunteer groups that focus on particular adopted areas, for litter removal and beautification. Most recently, this program has assumed advisory authority for LeGrand Gardens and is developing a plan to fund new master plan improvements.

Keep Tyler Beautiful also sponsors Tyler participation in events such as the “Texas Trash-Off” in the spring, which in 2007 involves clean up of downtown, lakes and rivers. The group also sponsors an annual daffodil planting and distribution project, including the bulk discounted sale of bulbs to residents and the planting of daffodils on public properties. Keep Tyler Beautiful does not have its own budget but requests funding for projects from the Solid Waste Department budget (all requests have been funded so far). The group and the Solid Waste Department plan to expand its public education activities and events.



Windsor Grove Nature Park before (top) and after (right) Keep Tyler Beautiful's park cleanup in 2006.

The city's Geographic Information Systems program originated in the Solid Waste Department, which continues to oversee GIS work that includes digitizing plats, aerial photography, geographic analysis, and map production. The GIS department includes five employees from four departments, Solid Waste, Water, Planning and Zoning, and Technology, and when digitizing work is brought in-house instead of being contracted out, a small number of additional employees will be needed. A new set of aerial photographs will be available in August 2007.

Like the water and sewer utility, the Solid Waste Department is an enterprise fund that relies on fees and other fund-raising to support its activities and programs.

## DRAINAGE INFRASTRUCTURE

The natural landscape of the Tyler region is threaded with numerous creeks and streams. In the older parts of the city, waterways were buried or sometimes channelized with attractive stonework. Still within Loop 323, there are a number of neighborhoods in which

drainage channels, though paved with concrete, are located in planted medians, providing a neighborhood amenity. In newer parts of the city, approaches to drainage can range from grass swales to heavily-armored concrete.

Development disrupts natural water systems through clearing of vegetation, grading, soil compaction and addition of impervious surfaces in the form of buildings, roads, parking lots and use of drainage infrastructure such as gutters, storm sewers and hard-lined water channels. These changes to the land increase the volume and speed of stormwater runoff and increase erosion, flooding and pollution in the downstream water bodies that receive the stormwater runoff.

Over time, as Tyler grew from the downtown core, development was allowed to occupy floodplains with the following consequences:

- Reduced capacity of the stream to convey stormwater runoff
- Increased stormwater flow velocities within the main channel and increased erosion potential
- Loss of water quality benefits provided by natural buffers between developed areas and the stream
- Loss of recreational opportunities within the floodplain
- Loss of aesthetic quality and potential property value within the corridor.

Communities are increasingly implementing “best management practices” for stormwater management that encourage preservation of natural drainage systems and, where preservation is not feasible, encourage use of natural channel design practices to the degree possible, thus minimizing the need to line channels with concrete.

Tyler has prepared for implementation of the EPA Phase II Stormwater Regulations and is waiting for the state general permit to be issued. These regulations require municipalities in urbanized areas to implement programs to reduce pollution that is carried by stormwater (“non-point source pollution” which contrasts with pollution that comes from a “point” like a factory discharge). The programs include public awareness and public participation campaigns, detection and elimination of illicit discharges, control of runoff from construction sites of one acre or more, management of post-construction stormwater runoff, and pollution prevention in municipal operations. Tyler’s plan includes creation of a fee-based service to fund the Phase II activities.

In Tyler, current regulatory requirements for drainage infrastructure vary according to the size of the watershed:

- Drainage areas less than one-half square mile: pipe culverts, underground box culverts or concrete-lined open channels are required.
- Drainage areas between one-half square mile and one square mile: if the development’s site plan or the City’s comprehensive plan provides for it, the City’s Development Services engineer may allow the floodplain to remain in its natural state, with dedication of the floodplain plus 100 feet on each side to the City.
- Drainage areas over one square mile: the floodplain may be left in a natural state as above; the floodplain fringe may be developed as long as the floodplain itself is protected and

the 100-year flood elevation is raised no more than one foot; the stream may be relocated or reconstructed to accommodate development; lakes or detention ponds may be constructed.

- The regulations also provide for “innovative” drainage concepts if approved by the Development Services engineer.

Although preservation of natural drainage is permitted in some cases in the City’s regulatory scheme, the regulations do not actively encourage the use of natural channel design. In addition, the subdivision regulations do not allow for innovative, low-impact development that minimizes impervious surfaces and stormwater impacts.



Drainage infrastructure takes many forms in Tyler.



## **STREET MAINTENANCE**

The Tyler Street Department, with 48 employees, is responsible for street maintenance on approximately 447 miles of roadway within the city limits. The City does no regular maintenance on sidewalks because they are legally the sole responsibility of the abutting property owners, although limited sidewalk replacement is performed annually by the City with property-owner consent.

The department maintains an ongoing program to rate street conditions and a maintenance plan is created according to the street ratings. In addition, the department also performs the following services:

- Utility repair
- Valley gutter replacement
- Inlet box reconstruction
- Tree trimming
- Street cleaning with four street sweepers each day and completion of 13 cycles in a fiscal year
- Right-of-way clearing and mowing
- Creek maintenance



Tyler street sweeper

The department also tows abandoned vehicles on streets and assists Code Enforcement in moving them off lots. In 2006, over 100 abandoned cars were towed and in the City's NEW Program that targets specific neighborhoods for clean up, 130 cars were ticketed. The department clears debris and mows abandoned lots, placing a lien on the property to pay for the service.

## **CODE ENFORCEMENT**

The Solid Waste Department has been given oversight of the Environmental Services/ Code Enforcement Department. Until recently Tyler had only one code enforcement officer and now has only two, which is still too few for a city of Tyler's size and extent. The

City currently is developing a plan to provide more proactive code enforcement using new resources.

Because code enforcement activities have been very limited, the Solid Waste Department is looking at a number of ways to improve the effectiveness of code enforcement, for example:

- Code enforcement training for City employees from different departments who would receive certification and assist Code Enforcement on a part-time basis
- Use of the Internet for publicity, education, and potentially, an interactive code enforcement workshop similar to one implemented by the city of North Richland Hills near Dallas
- A volunteer group similar to Keep Tyler Beautiful but focused on code enforcement like the Arlington (TX) Code Ranger program.

## TYLER PUBLIC LIBRARY

The Tyler Public Library has one 50,000 square foot building, constructed in the early 1980s, at 201 South College Avenue in downtown Tyler. There are no branch libraries, but a bookmobile spends mornings at Faulkner Park in far South Tyler and afternoons at the Glass Recreation Center in far North Tyler. Twenty-one full-time and 19 part-time employees staff the library. The total number of borrowers in 2006 was 21,767 (less than one per Tyler household) with circulation of over 222,000 items. A



Tyler Public Library

recent League of Women Voters study found that the Tyler Library is below both state and national average standards in a number of categories, including library visits per capita, per capita spending, per capita circulation, and staffing.

The Library's collection includes books, videos/DVDs, books on tape, magazines, newspapers, music, filmstrips, and artwork, as well as special collections on genealogy and local and regional history.<sup>2</sup> Sixty computers offer access to office software, with 17 also connected to the Internet. The library building includes a small auditorium for library and community events.

All Tyler residents and property owners may obtain a free library card and non-residents may check out items by purchasing a punch card (\$2-\$10) and paying \$0.50 per item. A books by mail service is available only to homebound borrowers, currently only 24 active patrons. Library services online include access to the catalog, book renewal, account management, and access to the state library catalog.

<sup>2</sup> 2007 holdings: 216,699 volumes (Books – 182,088; Periodicals – 453; AV – 11,482; Databases – 1; Electronic books – 22,675).

The Library sponsors a variety of events, including reading clubs/book discussions for all age groups; story groups for children; writers' workshops; author talks and book signings; book sales; the Printed Page Players, a group that reads plays aloud; tax assistance; and lecture programs on a wide range of topics, including African-American history, global warming, foreign policy, and genealogy. A Friends of the Library group raises money through dues, operation of library copy machines and other activities. It assists the Library with promotional items, speaker fees, and similar "off budget" costs.

The Library increasingly faces space constraints: there is no longer enough room for the local history collection or the children's collection; the fiction stacks are now out of space; and there is no room to expand computers or other technology stations. The building has insufficient meeting and study space and the auditorium lacks up-to-date presentation equipment and good acoustics. New library technologies, such as RFID tags and "self-check" kiosks for circulation, are also needed.

Creation of branch libraries has been a repeated subject of discussion over the years, as well as the idea of a county or multi-county system. Concern about the cost of replicating collections, funding buildings and staff, and more recently, technological changes in the way people seek information, has resulted in a decision not to expand the system.

The Library director and Board has proposed hiring a consultant to assist the City in developing a new and effective library system that meets community needs for information and culture within the context of a changing information economy.

### **MUNICIPAL ROSE GARDEN, ROSE CENTER AND HARVEY CONVENTION CENTER COMPLEX**

Tyler's Municipal Rose Garden was opened in 1952 and contains 38,000 roses representing more than 500 species. The 14-acre garden includes a variety of specialty gardens in addition to the rose gardens, including a demonstration garden sponsored by the Smith County Master Gardeners. Adjacent to the garden is the Rose Center, which includes a museum, shop and meeting rooms. The Harvey Convention Center, also owned by the City, is a facility of approximately 30,000 square feet with meeting rooms.

Several other community facilities are at the same location and served by the same large parking lot. The



Tyler Municipal Rose Garden



Harvey Convention Center

Trinity Mother Frances Rose Stadium is owned by the school district. The East Texas State Fairgrounds facility will eventually be vacated because the Fair has acquired a large parcel just west of the city.

The Rose Center is an important tourist attraction for the city. Although the Harvey Convention Center is small and needs upgrading, it continues to attract meetings and small conventions or exhibitions because of the lack of other meeting space in Tyler.

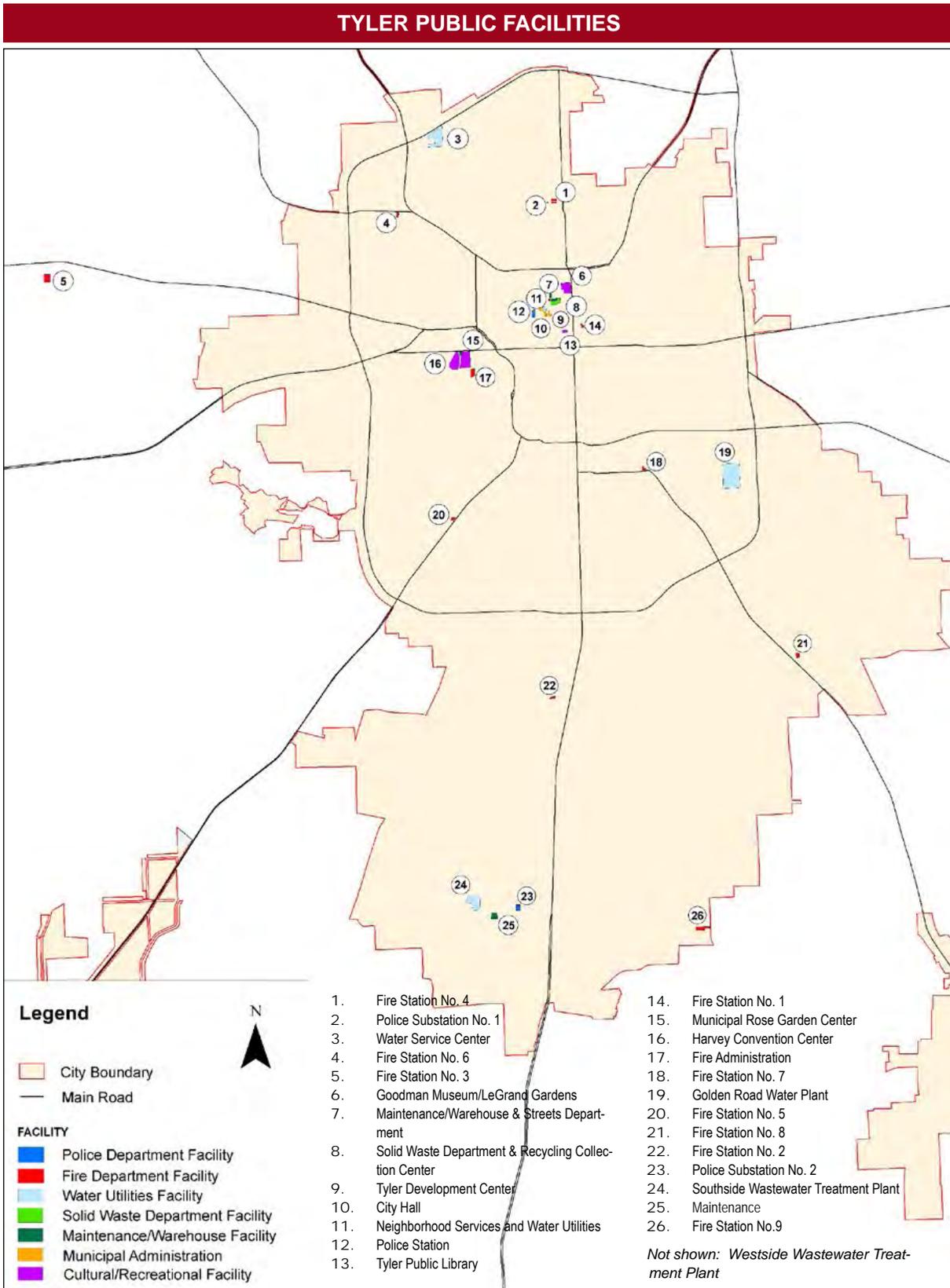
## **PARTNERSHIPS WITH NONPROFIT ORGANIZATIONS**

The City has contributed to several Smith County agencies (public health, juvenile attention, human society, child welfare), as well as small amounts to community groups and cultural organizations including Heart of Tyler, Truancy Abatement, Tyler Civic Theatre, Tyler Metropolitan Black Chamber of Commerce, Tyler Teen Court, Discovery Science Place, the Hispanic Alliance, People Attempting to Help (PATH), St. Paul Children's Foundation, the Bright and Fair Home, the Smith County Historical Society, the Tyler Economic Development Council, and the Tyler Area Convention and Visitors' Bureau. These funds are either pass-through funds from the federal Community Development Block Grant funding received by the City, or contributions from City general or hotel occupancy tax funding.

## **ASSET MANAGEMENT AND CAPITAL IMPROVEMENTS**

Asset management involves taking care of the physical systems and structures owned by the City and its agencies. In order to make the most cost-effective decisions while maximizing service, managers need to know how much annual maintenance is needed, the service life of the asset, and how it can be calculated. Answers to these questions can drive decisions on whether and when to maintain, repair or replace assets. A number of software systems are available that are designed to keep track of the condition of assets and support decision making about maintenance and replacement. In Tyler, the systems to manage the city's physical assets reside in the departments with responsibility for particular assets and are not always connected to the City's GIS system. However, the City is now using barcode technology to keep track of many items used in city government.

Similarly, Tyler's capital improvements programming system is somewhat fragmented. Enterprise funds plan and fund their improvements separately from the rest of city government. Project lists are prepared for the Half Cent Sales Tax Board, which creates an annual work program. The Capital Improvements Department assigns projects on a five-year program, but the priority-setting criteria are not always clear to Tyler residents.



Source: City of Tyler GIS data

## B. Recommendations

### GOAL:

1. ***Continue improvements and extension of public safety facilities and services to keep pace with growth.***

### ACTIONS:

- 1a. ***Continue five-year plan cycles for facilities and services planning in coordination with the Capital Improvement Program.***
- 1b. ***Recruit a diverse workforce that reflects Tyler’s citizenry to the police force and fire departments.***
- 1c. ***Build the proposed eleventh fire station and a third police substation in South Tyler.***
- 1d. ***Identify a location and funding for a new fire and police training field.***
- 1e. ***Create wireless hotspots in downtown and along major corridors to permit police officers to transmit information and data efficiently.***
- 1f. ***Coordinate proposed new station locations with recommended Planning Department district plans for growth areas.***
- 1g. ***Where practical, locate stations at recommended “village commercial” centers in growth areas in order to use public facilities to promote clustered growth.***

As Tyler continues to grow, the police and fire departments will need to expand their facilities and staffs. Continuing growth towards the south is expected to require police substations in the Old Jacksonville Highway area and the Shiloh Road area. Additional residents in downtown and the North End planning area (including West Tyler) arriving as these areas are revitalized may also need new police and fire facilities over the next ten to twenty years.

New police and fire stations should be located in ways that enhance the creation of neighborhood centers. These public buildings can become anchors that attract neighborhood-serving businesses and clusters of development.

### ***1h. Coordinate safety between public institutions.***

Partner with County, school ISDs, TJC and others to create a comprehensive plan for public safety analysis.

### GOAL:

2. ***Become the regional water provider for Smith County.***

**ACTIONS:**

**2a. Actively examine acquisition of investor-owned water utilities.**

Acquisition of investor-owned water utilities in the ETJ will rationalize and improve service for residents and provide the city's utility with funds for extending infrastructure elsewhere.

**2b. Expand infrastructure as an incentive for compact growth.**

Tyler has few tools it can use to shape and influence the direction of growth in the ETJ. Extension of infrastructure is one of those tools. Water mains and sanitary sewers have already been extended west to the airport. City interest in extending its jurisdiction towards I-20 and promoting growth in that direction argues for extension of water supply infrastructure.

**GOAL:**

**3. Protect the quality and quantity of Tyler's drinking water supply.**

**ACTIONS:**

**3a. Minimize impervious surfaces and preserve public land for nature-based recreation at Lake Tyler.**



Tyler's drinking water sources should be protected from pollution.

**3b. Ensure monitoring of septic systems near lakes to avoid failure and excess nutrients in the lakes.**

Lakes Tyler and Tyler East are the city's primary drinking water supply sources. Because the City owns the land around Lake Tyler, it has the capacity to control activities that could potentially pollute the water. In the lakes section of the Parks and Recreation Chapter, this plan recommends that the remaining public land that has not been leased at the Lakes should be retained for nature-based recreation for the public, avoiding excessive impervious surfaces and activities that could result in pollution. Similarly, septic systems in use near the lakes should be monitored regularly. Excess nutrients can seep into the lakes from failing septic systems, promoting growth of unwanted plants and other organisms.

**3c. Continue to implement water conservation by raising public awareness.**

**3d. Implement water conservation measures in all public facilities.**

**3e. Seek local or regional nonprofit partners for raising public awareness about long-term watershed planning.**

Although the city water utility benefits from selling water, it is also important to be a good steward of the resource. Tyler and East Texas are fortunate to have substantial water supplies, but as recent experience has shown, the area is not immune to significant droughts. Tyler consumes much more water per capita than communities that have learned to conserve water through necessity. The City should encourage water conservation to become second nature for all residents and businesses. Groups like the Boy Scouts and Girl Scouts can

become allies in promoting water conservation and public understanding of watershed planning.

**GOAL:**

**4. Become the regional sewer/wastewater treatment utility for Smith County.**

**ACTIONS:**

**4a. Acquire a location in the southern part of the county for a new wastewater treatment plant, and land for additional plants as needed.**

**4b. Extend or improve infrastructure only within the city limits (existing or through future annexation) and acquire investor-owned utilities.**

**4c. Expand infrastructure in areas proposed for compact growth.**

Smith County has a higher proportion of its population living in non-urbanized areas than any other Texas County, and the availability of sewer shapes the character of growth in the county. Houses built with private septic systems are required to have a minimum half-acre lot size. Smaller independent sewer systems have been built to serve specific subdivisions, lack expansion capacity, and do not tie together. Sewer lines are not laid under the street but in the right-of-way, necessitating an excessively wide ROW. Expansion of the Tyler sewer utility will allow for more orderly growth.

**GOAL:**

**5. Maintain the City's role as the regional landfill provider.**

**ACTIONS:**

**5a. Continue phased landfill expansion.**

**5b. Continue reasonable pricing to discourage dumping.**

Tyler already provides the regional landfill and is in the process of expanding the landfill. In order to encourage use of the landfill and discourage dumping – whether inside the city or in rural areas – the City should continue reasonable tipping fees at the landfill.

**5c. Continue customized service.**

**5d. Continue annual household hazardous waste events.**

**5e. Work towards programs for community mulch and curbside recycling.**

The Solid Waste Department's customized service is very popular with Tylerites. The new household hazardous



The City should consider instituting a curbside recycling program that provides recycling bins and pickup service to all city residents.

waste annual event begun in 2006 proved to be very effective, and should be continued. In order to enhance solid waste services and take reusable and recyclable materials out of the waste stream, programs for collecting yard waste to be made into a community mulch opportunity and establishment of citywide curbside recycling should be evaluated within the next five to six years. City government already recycles paper and other waste produced in its offices.

**GOAL:**

**6. Minimize flooding, erosion and water quality degradation through improvements to existing infrastructure and implementation of best management practices in growth areas.**

**ACTIONS:**

**6a. Establish a priority ranking system to resolve existing drainage problems.**

**6b. Review drainage plans and regulations and make changes as needed to promote preservation of natural drainage and use of natural channel design rather than hard-armored channels when possible.**

**6c. Encourage protection and integration of natural drainage features into the community through park systems and planned land use.**

**6d. Allow strategies that encourage infiltration of stormwater, such as pervious surfaces and directing rooftop runoff, where feasible.**

**6e. Seek local or regional nonprofit partners for raising public awareness about watershed planning.**

Cities across the nation have been searching for alternatives to traditional hardscape solutions in solving their storm drainage problems. Common approaches include vegetated swales and protection and enhancement of riparian buffers and floodplains. These approaches are even more effective when implemented along with strategies that keep stormwater runoff out of the storm sewer system altogether, such as pervious pavement and directing rooftop runoff to vegetated areas. These approaches reduce the amount of stormwater runoff, recharge the groundwater and base flow for streams, reduce urban temperatures, improve urban aesthetics and community livability and save capital costs.

Where upstream development practices continue to increase stormwater runoff volumes, the result is greater stormwater runoff flow rates and velocities that lead to increased erosion of stream banks, finally producing more frequent flooding. The conventional solution to this problem is to add hard structural measures to increase the drainage capacity within the stream channel. These measures include, but are not limited to, the addition of concrete pilot channels, completely lining the channel banks and bottom with concrete. While these structures may reduce flooding frequency and erosion in the immediate area they also exacerbate flooding and erosion downstream – displacing the problem somewhere else. As Tyler plans for new growth and development, particularly in the ETJ, it has the opportunity to improve stormwater management and enhance overall quality of life through

establishment of best management practices for new development. The “downstream” areas may eventually become part of the ETJ or the city itself.

Current best practices emphasize the many benefits of preserving natural drainage:

- Floodplains store water during big storms, reducing the velocity of the water and reducing downstream flooding.
- The natural floodplain buffer between developed areas and the stream mitigates nonpoint source pollution from the developed areas.
- Tree conservation, parks, greenways and recreational areas in the floodplain enhance the community.

If preservation of natural drainage is not possible, bioengineered solutions for natural channel design are preferable. Bioengineering solutions use soil engineering and plantings to increase drainage capacity, reduce stormwater velocity and reduce erosion. Under the Clean Water Act, the U.S. Army Corps of Engineers (USACE) will generally not allow concrete lining of natural channel areas unless it can be demonstrated that there is absolutely no other option and the permitting process for concrete lining can be time consuming. Concrete lining is considered the most disruptive option available. Although initial construction costs for a concrete-lined channel may be less than that of a bioengineered approach, the costs associated with the mitigation requirements for a concrete-lined channel greatly exceed options that allow for some self-mitigation within the channel based on the use of appropriately bioengineered solutions. Preserving the natural drainage corridor in order to provide stream buffers as well as erosion hazard setback zones in areas of future development is a prudent step towards meeting the water quality goals dictated by EPA Phase II stormwater regulations.



Bioengineering: mechanically-stabilized earth and plantings.

Other findings and recommendations include:

- Consider adding erosion hazard setback requirements or stream buffer requirements, as appropriate to the size of the drainage area.
- Consider incorporating the “10 percent rule” to identify potential downstream impacts. This rule requires that calculations of peak flows, velocities and hydraulic effects should proceed downstream to the point where the site drainage area represents 10 percent of the total drainage area. This will allow the City to identify potential impacts from the development and identify existing deficiencies early in the development process.
- Consider encouraging natural channel design in all drainage areas.

- Consider revising the regulations so that the default language reflects a preference for natural drainage and natural channel design, with criteria and requirements for review and approvals when natural drainage or natural channel design is not used.

**GOAL:**

**7. Keep existing streets and public places well maintained.**

**ACTIONS:**

**7a. Develop a pavement management program connected to GIS with criteria for priority ranking and clarity of criteria and priorities for greater public understanding.**

One type of infrastructure that everyone in Tyler encounters every day is the street system. Street maintenance and improvement programs are of great interest to residents, but how street projects are ranked and prioritized for maintenance and improvements is not clear to them. A pavement management program connected to the City's GIS, plus greater clarity about the decision making system, can enhance the efficiency and cost-effectiveness of the City's street maintenance programs.

**7b. Continue to maintain brick streets.**

As noted in earlier chapters, Tyler's brick streets are an integral element of its identity. Although the source of the original bricks is no longer operating, the City should consider creating a stockpile of bricks from streets where a small portion of the street still has bricks (while offering high-quality paving in return for taking out the bricks). Colored concrete pavers have not proved to be the best solution. The City recently found a source of bricks which is expected to prove more suitable for maintaining the brick streets.

**7c. Create a Sidewalk Plan.**

According to Tyler ordinances, maintaining safe sidewalks is the sole responsibility of the abutting property owner, though the City may intervene to make sidewalk improvements on its own initiative or in response to a citizen petition. Because the creation of an attractive, connected, walkable city is a central goal of this comprehensive plan, more attention to sidewalks as a critical element of the city's public realm is essential. A Sidewalk Plan should be undertaken after or in conjunction with the Pedestrian and Bicycle Plan recommended in the Transportation Chapter. This plan should identify priority locations for sidewalk improvements, including sidewalk widening; sidewalk repairs; new sidewalks where they are discontinuous; and new sidewalks in neighborhoods where they do not yet exist.

**GOAL:**

**8. Enhance code enforcement.**

**ACTIONS:**

**8a. Increase the amount of resources dedicated to a more proactive code enforcement effort.**

The City recently has taken steps to enhance its code enforcement efforts and these should

continue with the hiring of additional officers and training of other appropriate City staff to act as code enforcement officers.

**8b. Provide a simple way for citizens and City employees to report code infractions, including an opportunity to get a response on what actions the City has taken, and publicize it widely.**

Although citizens can report code infractions now, a highly publicized specific program, with reports through the Web and through a telephone hotline (and including Spanish-language options), can be more effective. Today, the City’s website explains code infractions and provides a phone number. If residents leave their names and contact information, they should receive a statement on how the City followed up on their reports. This can be a powerful way to demonstrate responsiveness and get even more collaboration from residents.

**GOAL:**

**9. Continue and enhance efforts to assure compliance with accessibility standards in both public and private facilities.**

**ACTIONS:**

**9a. Provide guidance to the private sector for ADA/TX Accessibility Standards compliance.**

More guidance for the private sector is necessary. The Development Services Department gives some guidance in sidewalk and driveway details, but a brochure that explains accessibility requirements and where information can be found would be beneficial. Although projects costing less than \$50,000 do not require an accessibility permit, they are still required to conform to the standards.



Public information materials can help private developers understand and apply accessibility standards.

**GOAL:**

**10. Develop Tyler’s library system and resources as an innovative source of information services and culture.**

**ACTIONS:**

**10a. Develop a Master Plan for library services and the library buildings.**

The Tyler Public Library is at critical juncture. To be effective as a traditional library, it needs more facilities and programs. In order to become an innovative library that can serve the community in a variety of ways, it needs a



The Tyler Public Library is a cultural asset that can play a role in downtown’s renaissance.

thorough study to understand the market, likely future changes, the options available, and their potential costs.

**10b. Make the library a key asset in the downtown Arts, Culture and Business Innovation District.**

The downtown library can be a key asset in the renaissance of downtown and should be included in downtown planning.

**GOAL:**

**11. Strengthen the tourism value of the Rose Center, Harvey Convention Center and East Texas State Fairgrounds site.**

**ACTIONS:**

**11a. Consider expansion of the Rose Center into a regional botanical garden and model gardens center.**



The soon-to-be vacant East Texas State Fairgrounds site offers the opportunity to expand the Rose Garden Center into a regional botanical garden.

**11b. Develop a site master plan for the Rose Garden Center, Harvey Hall and current East Texas State Fairgrounds site.**

**11c. Make short to medium-term interior improvements to Harvey Center while other options are under review.**

With the East Texas State Fairgrounds site soon to be vacated, the entire complex of buildings at the Rose Center site should be reevaluated for the buildings' effectiveness

as tourist attractions and meeting space and their contribution to the city's quality of life. As noted in earlier chapters, although the Rose Garden is very attractive, the buildings and large asphalt parking lot could be better. With the Fairgrounds site soon to be available, there is tremendous potential to develop the Rose Center into a much bigger attraction, for example, a regional botanical garden and model garden center. A site master plan, feasibility, and market study would provide options while still accommodating other uses, such as the stadium. Because of the great need for meeting space in Tyler, interior improvements to the Harvey Center in the short and medium term will upgrade that space.

**GOAL:**

**12. Continue partnerships with nonprofit organizations in social services, arts and culture.**

**ACTIONS:**

**12a. Continue CDBG (federal) pass-through funding to the degree possible.**

**12b. Consider implementation of a competitive process for a portion of available funding to promote innovation.**

- 12c. Facilitate accountability and avoid duplication of services.**
- 12d. Coordinate funding to support key City objectives, such as revitalization of downtown.**

The City does not provide large amounts of funding to nonprofit organizations. However, it can use its funding potential to encourage nonprofits to try innovative projects to achieve their goals and to encourage efficient provision of services. Where city action is important to provide incentives or “prime the pump” for revitalization, such as downtown, City contributions to organizations such as Heart of Tyler are to be encouraged.

**GOAL:**

- 13. Provide services and opportunities for senior citizens.**

**ACTIONS:**

- 13a. Survey retirees and senior citizens about needs.**
- 13b. Work with educational and medical institutions and the Senior Resource Committee of the Chamber of Commerce to promote Tyler as a retirement destination.**
- 13c. Develop a comprehensive plan with nonprofit partners for senior services.**

Although the Tyler Area Chamber does focus efforts on enhancing services to seniors, Tyler does not have a Council on Aging or other specific municipal agency that is focused on elder services. However, the city has promoted itself as a retirement destination and the needs of retirees and senior citizens should be taken into account in the development and delivery of city services. A survey of seniors about their needs or creation of an advisory group would help identify the most important areas for City action. For example, in many communities, transportation to shopping and medical appointments is an essential service for seniors who no longer can or wish to drive.

**GOAL:**

- 14. Provide regional broadband Internet access.**

**ACTIONS:**

- 14a. Develop Wi-Fi service in downtown and the medical district as Phase One of a citywide Wi-Fi system.**
- 14b. Build on Wi-Fi currently available in the medical district area and planned public safety Wi-Fi system.**
- 14c. Consider a long-term plan to extend service throughout the region.**

Community-wide Wi-Fi internet service is fast becoming a new utility. As part of Tyler’s downtown revitalization program, provision of Wi-Fi in the



Wi-Fi hotspots in downtown and the medical district could be the first elements of a citywide Wi-Fi system.

downtown and the medical district can be the first phase in a citywide program.

**GOAL:**

**15. Make City facilities and operations a model of resource efficiency.**

**ACTIONS:**

**15a. Evaluate costs of energy efficient systems and materials on the basis of facility life-cycles versus initial cost outlay.**

**15b. Use recycled and locally-sourced content in municipal construction, where practical.**

**15c. Design municipal buildings to maximize energy efficiency by attention to ventilation, windows, site orientation, tree planting to the south and west, green roofs and similar strategies.**

**15d. Study the implementation of water conservation measures for all public facilities and services, including reuse.**

**15e. Consider the use of permeable surfaces when repaving municipal parking areas.**

**15f. Develop a procurement policy that minimizes use of toxic materials.**

Municipalities are increasingly emerging as leaders in establishing resource-efficient and sustainable operations, management and capital improvements. Because municipalities own and operate their own buildings and other physical assets, it makes sense to look at the full life-cycle of these assets in the planning and design phases.

Many municipalities in Texas have implemented sustainable or green building programs for their public facilities. Some of the more active cities include Austin, Dallas, Houston and Frisco. Recently implemented projects include features such as solar thermal water heating systems, permeable paving in parking lots, orientation of the building to minimize energy consumption for heating and cooling, and recapture of stormwater runoff for use as irrigation.

**GOAL:**

**16. Meet city government space needs by enhancing current facilities.**

**ACTIONS:**

**16a. Renovate the interior of City Hall and review space needs for city government.**

City Hall is a very attractive historic building, but the present configuration



City Hall needs many interior upgrades, but renovations should preserve the building's historic character.

of space no longer works well. The City Council meeting space is insufficient for public meetings. City Hall space needs to be reprogrammed and certain systems need to be upgraded: HVAC, mechanical, elevator and audio/video. In addition, it is important that the historic character of the building be preserved through restoration of finishes and similar improvements. An overall review of city government space needs and locations would be valuable in the context of downtown revitalization.

**GOAL:**

***17. Establish a consolidated multi-year Capital Improvement Program.***

**ACTIONS:**

***17a. Implement an integrated CIP process.***

***17b. Establish criteria for project ranking based on the Tyler 1st plan, best practices, resource efficiency, and community need.***

An integrated CIP process that includes the capital improvement programs of the enterprise funds can provide a more holistic picture of where and how the City is making investments. The purpose of the Tyler 1st Comprehensive Plan is to provide a set of principles and decision making tools to guide the City in moving towards a consensus-based vision. A consolidated Capital Improvement Program will provide decision makers with a clearer understanding of how all of the proposed City investments can contribute to achieving the vision.

NEW GOAL



2020 UPDATE

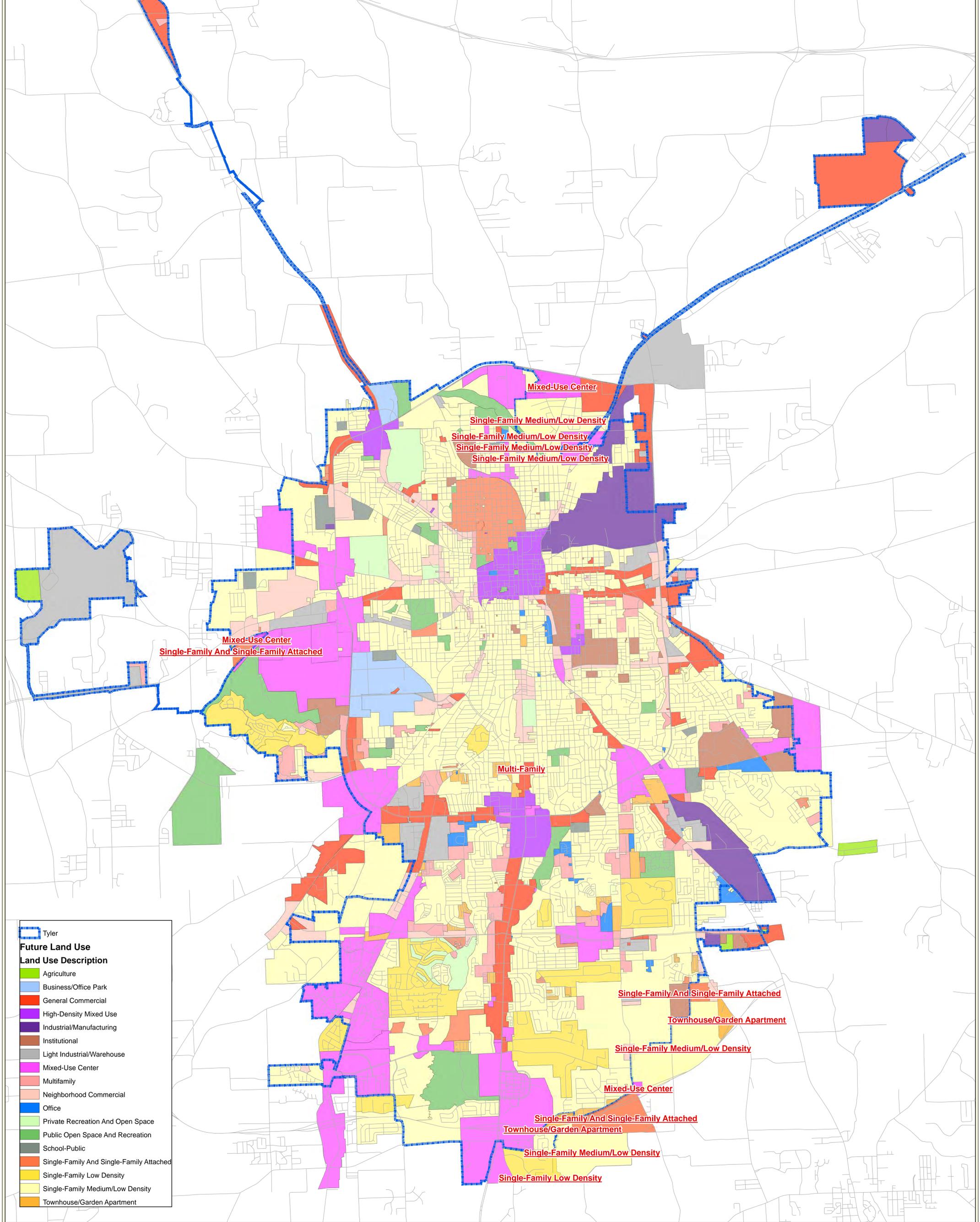
**GOAL:**

***18. Reconstruct entry corridors to downtown, major roadways.***

**ACTIONS:**

***18a. Promote program to beautify designated districts.***

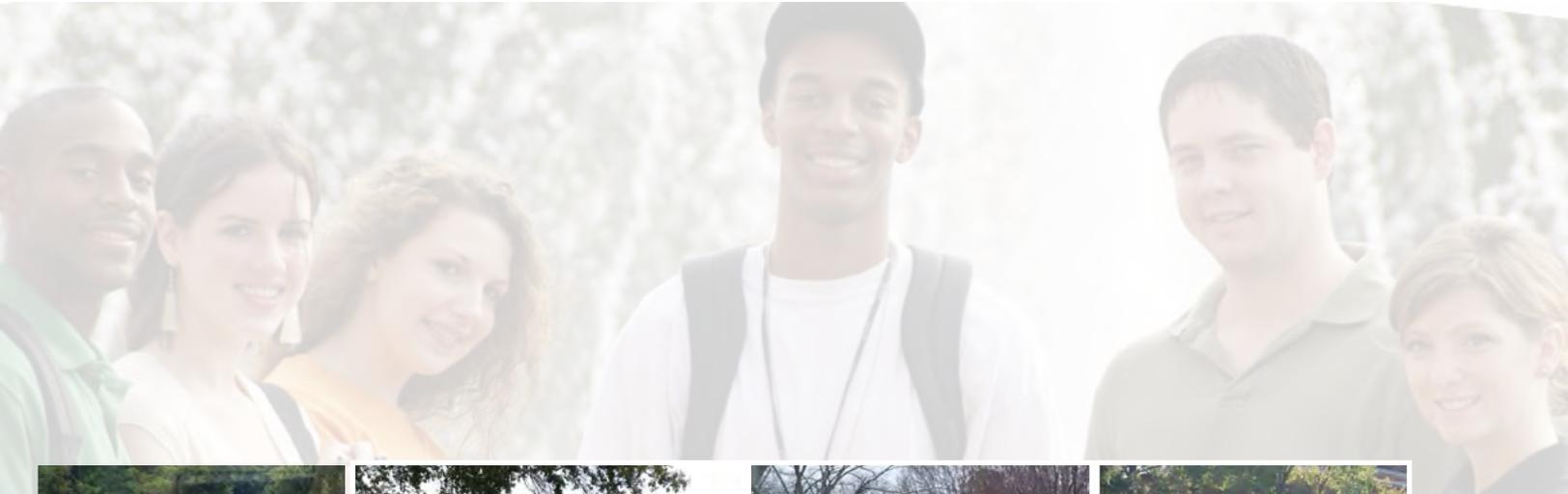
***Implement way finding and branding in areas leading to the downtown planning area.***



# DRAFT FUTURE LAND USE GUIDE UPDATES



*Building our future, together*



# 13. Education

# DRAFT



The intent of this document is to detail amendments from the 2014 and 2020 updates while continuing to memorialize the original text. Items updated through the 5-year update process will be accompanied with a Tyler 1<sup>st</sup> logo within the original Tyler 21 document. The text from the original document begins after the Tyler 21 logo appears in the text.



GOALS	POLICIES FOR DECISION MAKERS
Develop Tyler as an educational destination.	<ul style="list-style-type: none"> <li>• Ensure that <u>Pre-K-16</u> education is a priority in the community and that this is evident through demonstrated actions.</li> <li>• Support the Industry Growth Initiative plans directed toward education.</li> </ul>
Champion, support and partner with K-12 public schools, colleges and universities for excellence in academic achievement.	<ul style="list-style-type: none"> <li>• Actively support the implementation of the TISD strategic plan.</li> <li>• Support programs to attract and retain talented teachers to the community.</li> </ul>
Encourage an environment of education and life-long learning in families.	<ul style="list-style-type: none"> <li>• Collaborate to develop programs to support strong parenting skills and involvement in education.</li> <li>• Ensure that fundamental family needs are met.</li> </ul>
Collaborate with business entities to enhance educational <b>efforts success</b> .	<ul style="list-style-type: none"> <li>• Collaborate with the Business Education Council to support educational outcomes and programs in the community.</li> <li>• Encourage businesses to grow involvement and investment in the education of Tyler's youth as their future labor force.</li> </ul>
Recognize that education directly impacts economic development and quality of life.	<ul style="list-style-type: none"> <li>• Foster a culture of community support for education.</li> <li>• Encourage peer support of educational attainment.</li> </ul>

## EDUCATION FACTS

- **SMITH COUNTY:**
  - > Early Childhood Centers: ~94
  - > Pre K enrollment: 14.9% of 3 & 4 year olds
  - > Public School Districts: 8
  - > Children Enrolled in Public School Districts: ~36,023
  - > Private Schools: 13 (total enrollment of 3,955 students)
  - > Charter Schools: 6 (total enrollment of 2,653 students)
  
- **RESEARCH FINDS THAT SIX KEY INDICATORS CAN PREDICT WHETHER A STUDENT WILL ACHIEVE POST-SECONDARY SUCCESS:**
  - > Literacy
  - > Numeracy
  - > Advanced coursework
  - > SAT/ACT performance
  - > College and career readiness
  - > Family and community support

### WHAT DOES IT MEAN?

- In 1973, only 28% of all U.S. jobs required postsecondary education. By 2020, 65% of the jobs will require this level of education.
  
- In Smith County, the percentage of residents with a postsecondary credential is ~35%.
  
- Recent data indicates that only 20% of East Texas high school graduates are successfully earning a certificate or degree, diminishing to 10% for minority students.

### SMITH COUNTY PUBLIC SCHOOL STANDINGS

<b>Grade 3 – STAAR: % that meet standards</b>	69.7% - Reading, 76% - Math <sup>1</sup>
<b>Grade 5 – STAAR: % that meet standards</b>	83.5% - Reading, 86.7% Math <sup>1</sup>
<b>Grade 8 – STAAR: % that meet standards</b>	83.6% - Reading, 83.1% Math <sup>1</sup>
<b>Grade 12 – Advanced/Dual Credit</b>	45.6% have completed advanced or dual enrollment courses <sup>2</sup>
<b>Grade 12 – SAT/ACT</b>	58.7% taken SAT or ACT (Avg Score: SAT: 1407, ACT: 19.8) <sup>2</sup> – Expected college readiness score for nation is 1100
<b>Grade 12 – College Ready Graduates</b>	79% are College Ready (66.7% for African American, 74.3 for Hispanic, 33% for Economically Disadvantaged) <sup>2</sup>

Sources:

1Pearson Texas Assessment ([https://tx.pearsonaccess.com/tclp/portal/tclp.portal?\\_nfpb=true&\\_pageLabel=pa2\\_analytical\\_reporting\\_page](https://tx.pearsonaccess.com/tclp/portal/tclp.portal?_nfpb=true&_pageLabel=pa2_analytical_reporting_page))

2Texas Education Agency Academic Excellence Indicator System (AEIS) and Adequate Yearly Progress (AYP) reports - <http://ritter.tea.state.tx.us/perfreport/aeis/> and <http://www.tea.state.tx.us/ayp/>



## EDUCATION CHAPTER

When the City of Tyler convened the Steering Committee for the five-year update to the Tyler 1st plan, the committee reviewed data gathered during the community wide survey. The survey results showed that only 20% of respondents ranked Tyler's education system as excellent and 47% felt that it was average or below. However, 50% of this same group of respondents felt that the quality of schools is extremely important when making a decision of where to live.

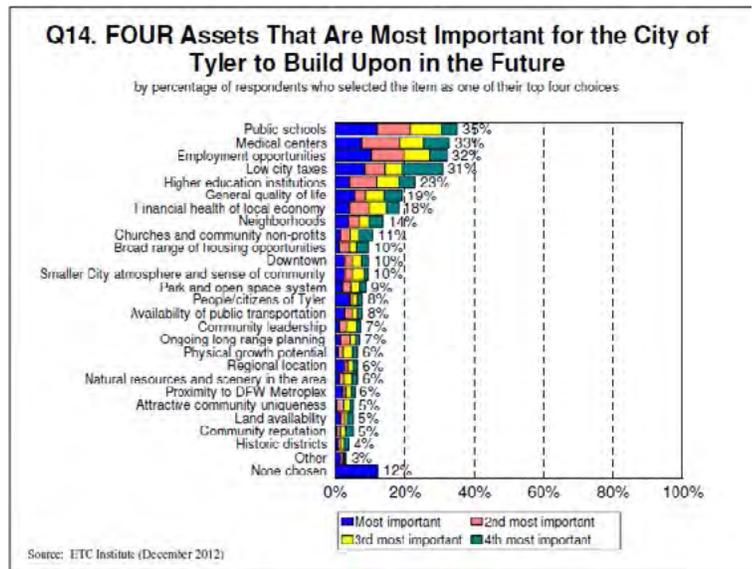
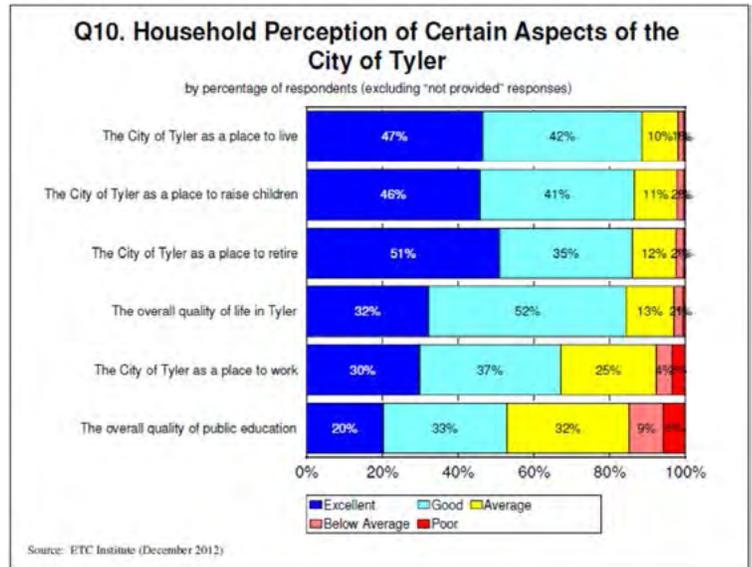
When asked what the top priorities are for the community to address in the next five years, respondents overwhelmingly selected public schools. Focus on this area grew by 3% between 2006 and 2012.

Subsequently, the Steering Committee was asked to review the Vision and Principles from the original plan adopted in 2007. The Committee chose to add only one new Principle and that was focusing on education.

***New Principle: Cultivate and ensure high quality education at every level:***

- Develop Tyler as an educational destination.
- Champion, support and partner with K-12 public schools, colleges and universities for excellence in academic achievement.
- Encourage an environment of education and life-long learning in families.
- Collaborate with business entities to enhance educational efforts.
- Recognize that education directly impacts economic development and quality of life.

One of the most basic obligations of any community is to prepare its children to lead productive lives as adults. This means preparing students with a strong foundation in literacy, numeracy and analytical skills.





## **FINDINGS**

- By the year 2020, 65% of jobs in the United States will require some level of post-secondary education. Currently in Smith County, approximately 35% of residents possess a post-secondary credential. Recent studies show that as few as 20% of high school graduates are successfully earning a certificate or degree.
- “College for all” should be broadened to become “post high school credential for all.”
- Six key indicators predict whether a student will achieve post-secondary success. These are literacy, numeracy, advanced coursework, SAT/ACT performance, college and career readiness and family and community support.

## **KEY CHALLENGES**

- The United States as a whole is lagging key global competitors in educational attainment.
- To support economic health and development for Tyler, we must increase the percentage of our residents that hold a post-secondary credential.
- 57% of Smith County students are considered economically disadvantaged, making them eight times less likely to earn a post-secondary credential than their economically stable counterparts.

## A. Current Conditions

### POST-SECONDARY ATTAINMENT

In 1973, only 28% of all U.S. jobs required postsecondary education or skills. By 2020, this number will increase to 65%. Currently in the state of Texas, 32% of residents, ages 25 to 34, hold an associate degree or higher. This lags our nation as a whole by 10 points and key global competitors by as much as 30 points.

The Center on Education and Workforce at Georgetown University projects that the U.S. economy will create nearly 47 million job openings before 2018. However, two-thirds of these jobs will require some post-secondary education, whether it is a college degree or occupational certificate. Workers with only a high school diploma or who didn't complete high school will fill only 36% of the openings. Students who do not complete a post-secondary degree or certificate will find it increasingly difficult to find success in the labor market.

In addition to the lag in that particular age group, there is also grave concern that in Texas and across the United States the educational attainment rate is staying basically flat over time. Conversely, younger generations in countries such as Korea, Japan and Canada are earning post-secondary credentials at a much higher rate than their parents or grandparents.

In East Texas, recent studies show that as few as 19% of high school graduates are entering and successfully completing a certificate or degree program. For minority students, the completion rate drops to 10% and for those of low socioeconomic status it is even lower at 8%.

In East Texas, recent cohort studies show that there are numerous “leaks” in the educational pipeline. Of 100 students that begin in 7<sup>th</sup> grade, 88 enter 9<sup>th</sup> grade, 71 graduate high school and only 52 enter into any type of postsecondary education. Only 19 of the original 100 will successfully complete a certificate or degree program. For minority students, only 1 in 10 students will earn a post-secondary credential and for students of low socioeconomic status, the number drops to 1 in 12. Along this pipeline, the earning potential increases

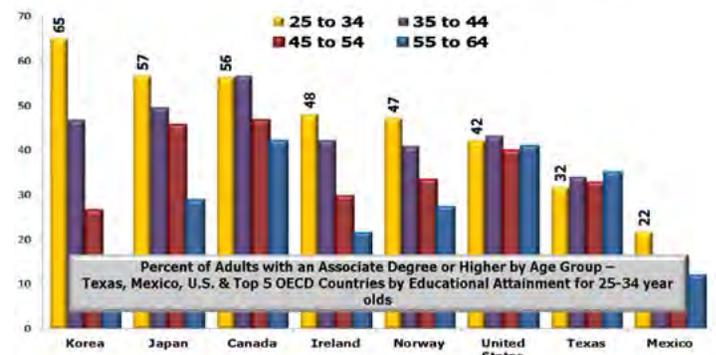
**U.S. Workforce Projections by Required Education Level, 2020**

Source: Georgetown University Center on Education and the Workforce, July 2012



**Percent of Adults with Associate Degree or Higher**

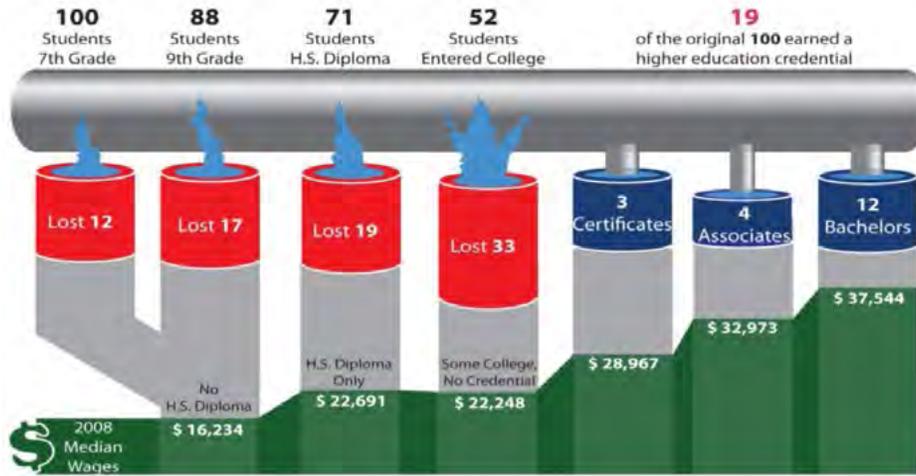
Sources: OECD, Education at a Glance 2012, American Community Survey 2011



significantly. Those with a post-secondary credential earn, on average, twice what those earn that never complete high school.

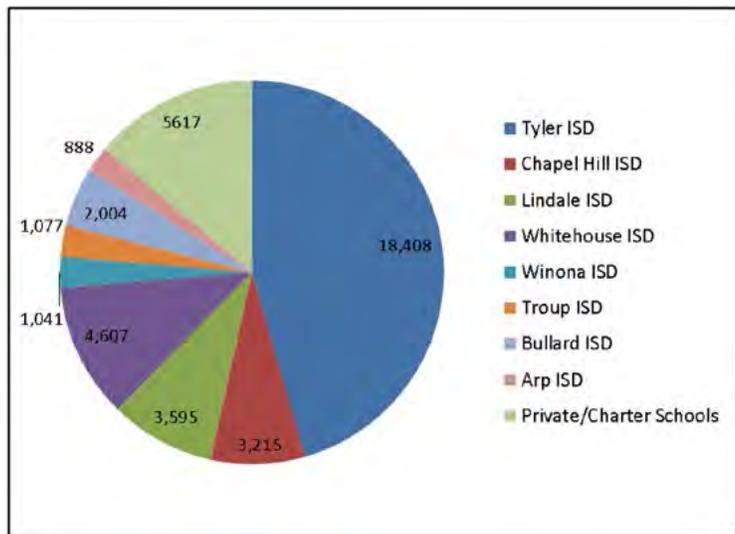
**East Texas Education Pipeline**

Source: THECB 7<sup>th</sup> Grade Cohort Study, ESC Region 7



**SMITH COUNTY K-12 SCHOOLS: DEMOGRAPHICS AND SOCIOECONOMICS**

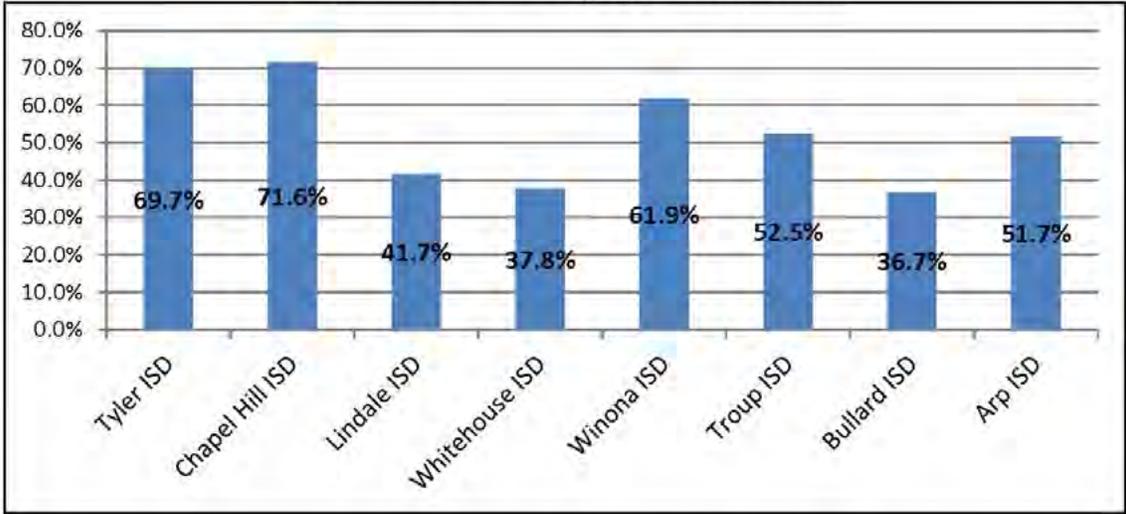
Smith County is made up of eight independent school districts: Arp, Bullard, Chapel Hill, Lindale, Troup, Tyler, Whitehouse, and Winona. There are more than 40,000 students attending grades K-12. Tyler Independent School District is the largest district with 43% of the students in the county enrolled in one of their schools. Smith County also contains a number of private schools as well as a few relatively new charter schools which, in total, educate about 13% of students. A small percentage of area students are home schooled.



About 57% of Smith County students are considered economically disadvantaged, making them eight times less likely to earn a post-secondary credential than their economically stable counterparts. Tyler ISD has the greatest percentage of economically disadvantaged students and is also the most diverse district in the county with 40% Hispanic, 31% African

**Percentage Economically Disadvantaged**

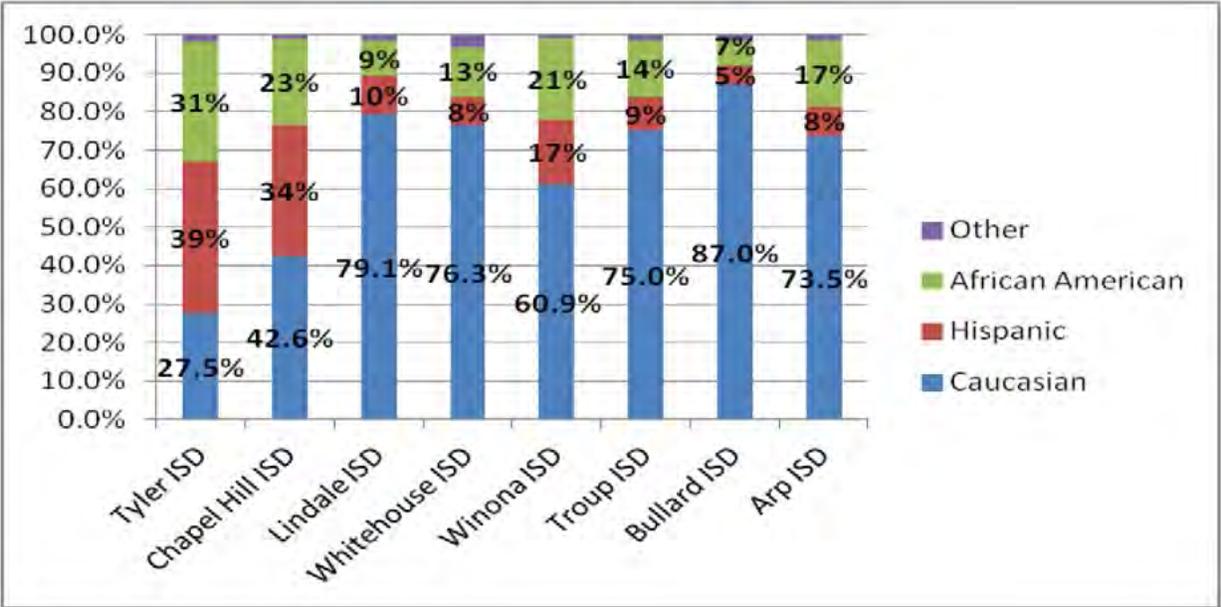
Source: Texas Education Agency AEIS Report 2012

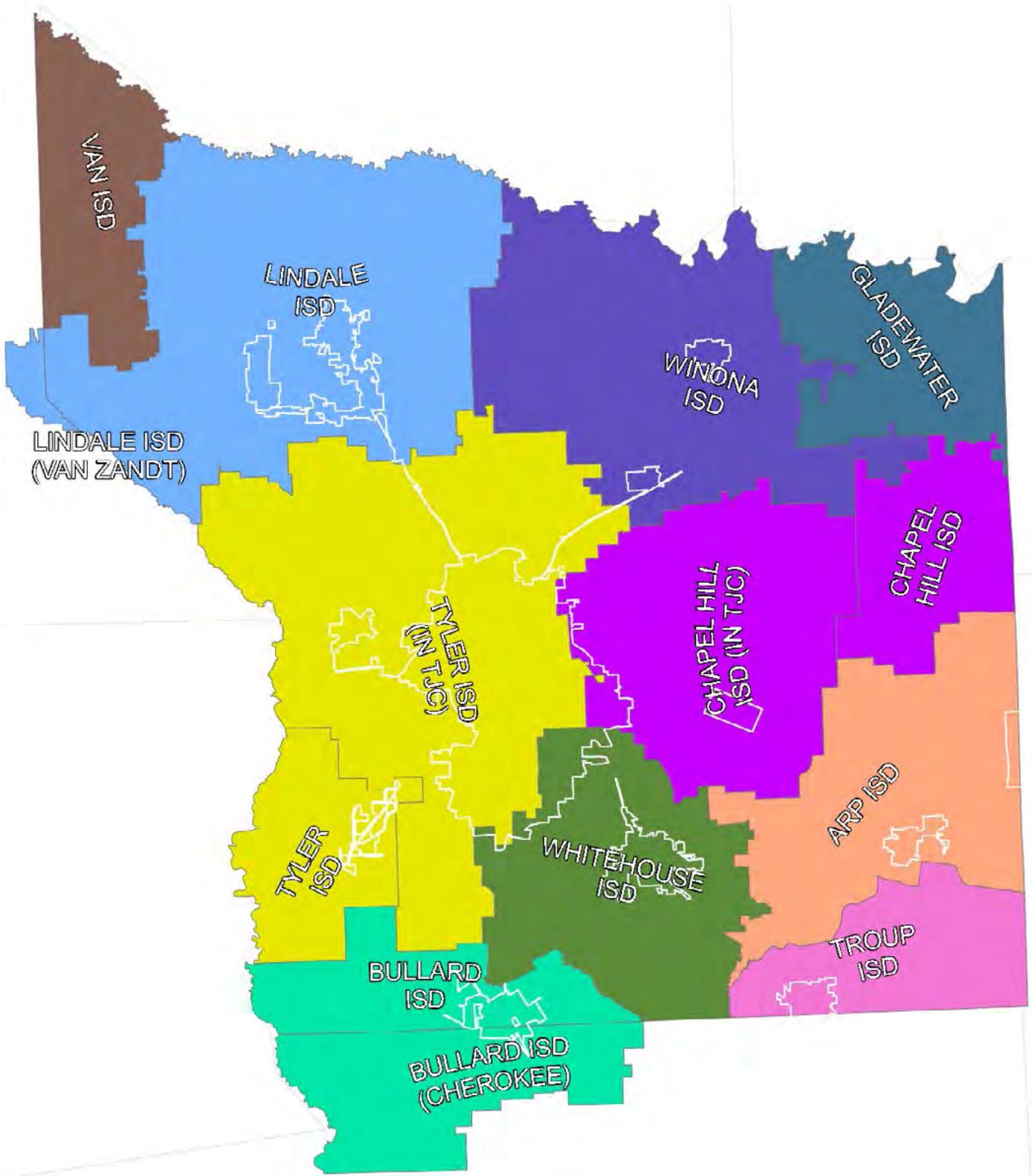


American, and 28% Caucasian students.

**Demographics**

Source: Texas Education Agency AEIS Report 2012





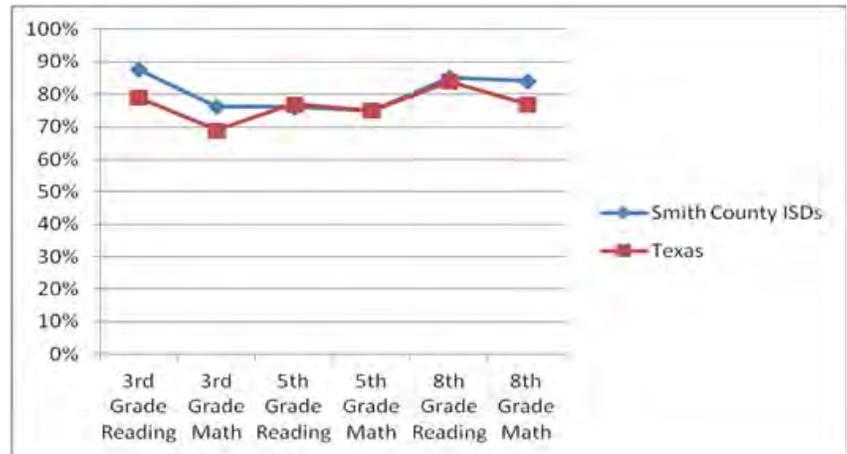
## KEY INDICATORS OF POST-SECONDARY SUCCESS

### Literacy and Numeracy

Source: 2013 STAAR Results, Pearson

Research finds that six key indicators predict whether a student will achieve post-secondary success. These are literacy, numeracy, advanced coursework, SAT/ACT performance, college and career readiness and family and community support.

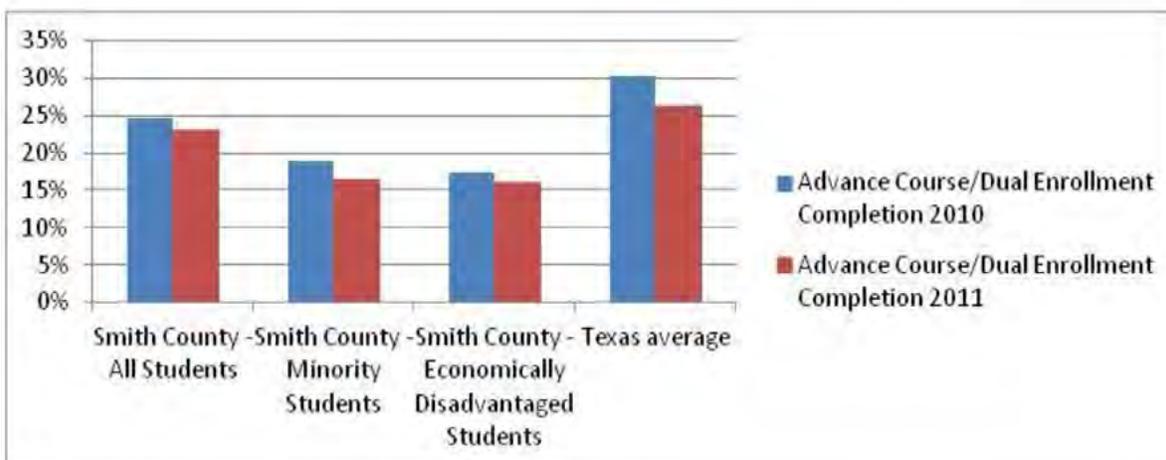
Students need strong literacy and numeracy skills to succeed in today's knowledge-based economy. Smith County performs at or above the state average on all standardized tests in reading and math.



Advanced coursework is primarily made up of two kinds of classes: advanced placement (AP) and dual credit. AP courses prepare students to pass an exam to prove their mastery of college-level curriculum. Dual credit enrolls students in college courses while they are still in high school, allowing them to earn credit for both. Of all Smith County students, only 25% are currently participating in advanced coursework, lagging the Texas average of 30%. The percentage of participating students drops below 20% when looking at minority and economically disadvantaged students.

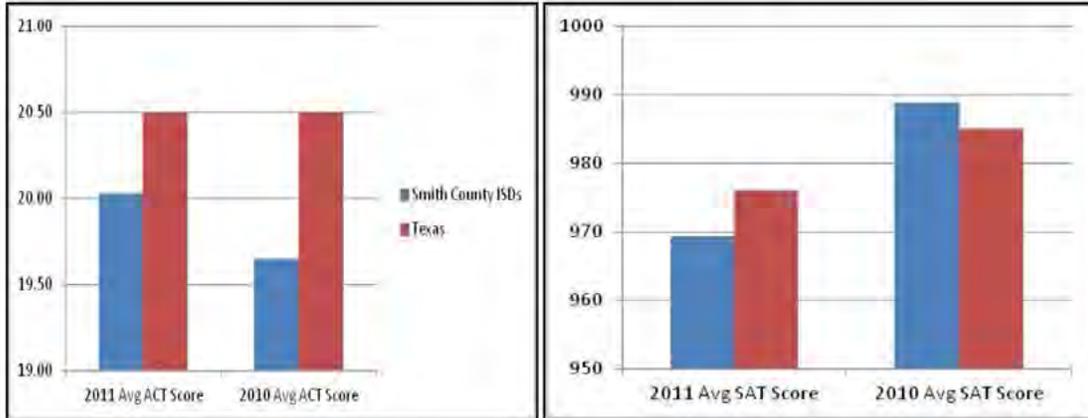
### Advanced Coursework

Source: Texas Education Agency AEIS Report 2012



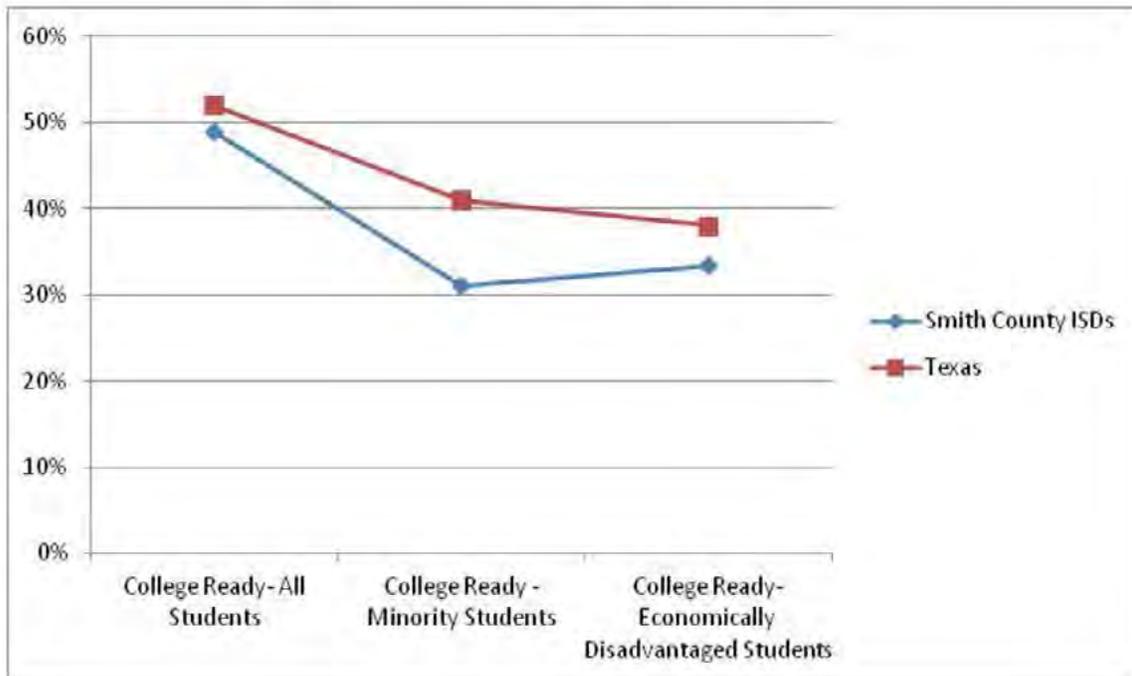
**Average SAT/ACT Performance**

Source: Texas Education Agency AEIS Report 2012



**College Readiness**

Source: Texas Education Agency AEIS Report 2012



SAT and ACT eligible student participation in Smith County is 64% and the most recent reported scores are slightly below the state average. For the SAT, Smith County students score an average of 970. The expected college readiness score is 1100.

Based on standardized test scores, approximately half of all Smith County graduates are deemed college ready. For minority and economically disadvantaged students, only one-third meet the benchmarks for college readiness. Smith County is below the average for the state of Texas.

### **COMMUNITY SUPPORT IS KEY**

To be successful, students need to be supported both inside and outside of the classroom by the community as a whole: churches, individuals, non-profits, businesses, parents, teachers and their peers.

The community is currently engaged in the Tyler ISD strategic planning process which will set future priorities and will demand excellence from the largest school district.

In addition, the Tyler Area Business Education Council has been developed to ensure direct business and community involvement in education. This group is comprised of a cross-section of business, community and public/private academia members that are all working together on a variety of initiatives to impact educational attainment throughout Smith County.

## B. Recommendations

### **GOAL:**

#### **1. Develop Tyler as an educational destination.**

Tyler has the foundation to become an educational destination. With four institutions of higher education and more than 18,000 college students, eight school districts and a robust system of private and charter schools, Tyler has the potential to leverage education as an economic development competitive advantage.

### **ACTIONS:**

#### **1a. Ensure that *Pre-K-16* education is a priority in the community and that this is evident through demonstrated actions.**

Include education as a goal in Tyler 1st and implement the associated action plan.

#### **1b. Support the Industry Growth Initiative plans directed toward education.**

The Industry Growth Initiative includes two building blocks related to education. The first is focused upon K-12 and undergraduate education and the second is focused upon graduate education and its economic impact.

### **GOAL:**

#### **2. Champion, support and partner with K-12 public schools, colleges and universities for excellence in academic achievement.**

### **ACTIONS:**

#### **2a. Actively support the implementation of the TISD strategic plan.**

TISD is in the process of completing their district strategic plan. Support of the implementation of this plan will position the district for future academic success. The draft objectives in the plan include:

- 1) All students will graduate prepared for college or career and life-ready to compete in a global economy.
- 2) All students will learn in schools that meet the needs of our diverse community.
- 3) All students will learn from highly effective educators.
- 4) All students will learn in a safe, secure, and positive learning environment.
- 5) All students will learn through comprehensive and innovative education.
- 6) All students will learn using a cutting edge technology device in the educational environment.

#### **2b. Support programs to attract and retain talented teachers to the community.**

Attracting and retaining quality educators to the community is key to creating a successful educational system. Actions such as connecting teachers to affordable housing, creating reward programs in the retail sector, researching the potential of loan forgiveness programs, and offering more scholarship programs are opportunities Tyler can pursue. Additionally, establishing a marketing program that attracts new educators and also celebrates the successes of those who are here should be investigated.

**GOAL:****3. Encourage an environment of education and life-long learning in families.****ACTIONS:****3a. Collaborate to develop programs to support strong parenting skills and involvement in education.**

Ensuring parents have the skills needed to provide for their children and to know how to actively engage in their child's education is a crucial to strengthening educational outcomes in Tyler. Programs that provide for after school care for parents who work outside the home play a role in supporting families. Connecting churches and non-profits to families who need support may help; however, the key to achieving this goal is to assess the community needs and develop action plans to address them.

**3b. Ensure that fundamental family needs are met.**

Because of 70% of Tyler's students are considered disadvantaged, ensuring that all fundamental family needs are met is a critical component to enhancing academic success. Conducting an assessment of programming in Tyler that is available to families and ensuring they are connected to these services is paramount. Development of programs that fill the gaps can be undertaken once a comprehensive needs analysis is completed.

**GOAL:****4. Collaborate with business entities to enhance educational efforts success.****ACTIONS:****4a. Collaborate with the Business Education Council to support educational outcomes and programs in the community.**

The Business Education Council was formed in 2013 as an evolution of the P16 council. Staffing for the Council is provided through the Chamber of Commerce with funding from the City of Tyler. During 2013, the Council has gathered data and strategically planned to involve the business community in educational outcomes. Moving forward the community should focus on implementation of these plans.

**4b. Encourage businesses to grow involvement and investment in the education of Tyler's youth as their future labor force.**

Involving business leaders in educational outcomes has demonstrated value in improving career readiness. Internships and work/study programs are valuable experiences to improve performance. Students who obtain experience in their vocation of choice have a better ability to translate coursework to their career path and see the value of their education. They also are better prepared to enter the workforce.

Business leaders also play an important role in mentoring students, particularly those who can connect with students based upon shared experiences and background.

**GOAL:**

**5. Recognize that education directly impacts economic development and quality of life.**

**ACTIONS:**

**5a. Foster a culture of community support for education.**

Creating a culture that demonstrates support for education can be accomplished through investment in community-wide educational events, such as a back to school fair, rallies for education achievement, recognition for students, family nights, community reading events and investment in the local library. Other concepts that should be considered to grow support for education include providing a “bag of books” to new mothers and supporting efforts of the Tyler Area Partners for Literacy (TAP for Literacy) initiative. Community mentoring programs should also be explored.

Volunteer activities at local schools can help foster a sense of connection between the community and school systems. Businesses could consider working with schools on career exploration activities, life skills programs, case studies, etc. to further strengthen this connection.

The community can also come together to evaluate educational data to determine five core outcomes they can come together to work to improve. Once these key outcomes are established, committees can be formed to further assess data and determine what interventions are working best in specific populations in the community. Strategies to improve these outcomes can then be developed and implemented. For example, other Texas communities have selected the following key outcomes to pursue:

- Kindergarten Readiness
- 3<sup>rd</sup> Grade Reading
- High School Graduation Rate
- College or Career Readiness
- College Enrollment
- College Persistence
- Adults with College Degrees

To successfully evaluate success in these areas, identification of a resource for data/statistical analysis must happen.

**5b. Encourage peer support of educational attainment.**

Fostering programs that make educational attainment envied amongst peers should be pursued. A foundational project would be a PSA campaign where successful young people share their successes and how they overcame challenges. This campaign could be supported by local media.

Celebrations at local schools that focus on academic achievement versus athletics could be held to enhance peer support. Implementing community support initiatives will also help grow peer support.

Job shadowing programs will help students tie their academic endeavors to future careers and provide students with a tangible goal.

# TYLER 1<sup>st</sup>

*Building our future, together*



## 14. Implementation Plan DRAFT



The purpose of a plan is to organize for action. The Tyler 1st Comprehensive Plan expresses Tylerites' values and aspirations for how the city should grow in the next 20 to 25 years. It is the result of an intensive community dialogue starting with the survey, Community Visioning Retreat and Neighborhood Open Houses, which resulted in a vision for the future and a set of principles to guide decision making. This unprecedented community process continued through the Working Group meetings focusing on specific plan elements. Throughout, the process was overseen by the Steering Committee made up of a diverse and representative group of community leaders. Assisted by staff and consultants, Tylerites have now created a framework of goals, policies and actions designed to achieve the vision. It is time to bring the Plan to life.

This chapter discusses the tools and specific activities that are needed to implement the Tyler 1st Plan and overall stewardship of the plan to keep it useful and current. The first three sections provide a general discussion of the tools needed to advance the plan, focusing especially on zoning and on urban design. As part of the Tyler 1st process, a Joint Committee on Code Review is working with a consultant to revise Tyler's land use regulations to be compatible with the Comprehensive Plan and to be more user-friendly. The fourth section describes ways to incorporate the Plan into day-to-day decision making and to assess progress and make needed revisions so that the Plan remains relevant. The last section of this chapter is a set of action plans corresponding to each of the plan elements. Although there is more detailed focus on actions that the City can take to implement the plan, many actions will also need the participation of private sector partners.

## A. Stewardship of the Plan

The Tyler 1st planning process has been somewhat unusual for the very high degree of participation by the city's elected leadership, the Mayor and the City Council, and the city's administrative leadership, the City Manager and Deputy City Manager. Along with the successful public participation process, this commitment to the plan by city leaders bodes well for stewardship and implementation of this Plan. However, individuals move in and out of city government and the day-to-day demands on the attention of elected officials and staff can push the Plan into the background as a decision-making tool. It is important to create systems and procedures to make sure that the Plan is used to guide decision-making, that it is evaluated regularly to see if strategies are working and if it continues to reflect community goals. Successful implementation of the Tyler 1st Plan will require coordinated activity from many municipal departments, from elected leaders, and from partners in the private and nonprofit sectors. Accordingly, the following measures are recommended.

- **Review progress on the Plan in an annual City Council meeting.**

A public review of how the City is using the Plan, the way Plan objectives have shaped decision-making, successes and obstacles to implementation, and new circumstances that may affect the Plan's goals and principles will keep the Plan current as officials and the public are reminded of its contents.

- **Use the Plan annually in preparing and approving departmental work plans, the City’s budget and its capital improvements program.**

As each department prepares its work plan and its budget and capital improvements requests, it should be required to consult the Comprehensive Plan for guidance and articulate how the budget and CIP requests reflect the Plan. The Half Cent Sales Tax Board and overall CIP preparation should go through a similar process. The annual plan review session for the City Council could be held in advance of the council’s consideration of the annual budget and CIP.

- **Schedule a public process to review Comprehensive Plan progress and the Plan’s vision, goals and principles at least every five years.**

A Comprehensive Plan must reflect the needs and aspirations of community residents. It must be a flexible document that can change according to circumstances. A series of public meetings in conjunction with public surveys and/or Web-based opportunities for public input should be held at least every five years. The process should include a summary of progress made on implementing the Plan, unforeseen circumstances—both opportunities and obstacles—that affect implementation, and a review of the overall vision, goals and principles of the Plan. The public should then be asked to confirm, revise, remove or add to these aspects of the Plan.

- **Update the Comprehensive Plan more thoroughly at least every 20 years.**

Many communities update their comprehensive plans every ten years, but at a minimum, the Plan should be thoroughly updated at least every 20 years. This should include a major public participation process and detailed attention to every plan element.

## B. Zoning

### APPROACHES TO ZONING

Land use zoning first appeared in the United States in 1916. The zoning system that emerged in the early twentieth century is now called conventional or “Euclidean” zoning (after *Euclid v. Ambler*, the 1926 Supreme Court case that validated zoning as a proper exercise of municipal police power). As some of the disadvantages of conventional zoning became evident by the second half of the twentieth century, new zoning approaches emerged, including performance zoning and design-based zoning. Conventional zoning remains the basis of most zoning systems today, but many jurisdictions have added aspects of performance zoning and design-based zoning. New or rewritten codes for entire jurisdictions, like the Unified Development Code that is being created as part of the Tyler 1st planning process, are generally hybrids, balancing a mix of approaches tailored to the community.

#### Conventional Zoning

Conventional zoning was originally created to separate industrial and other noxious land uses from residential areas, and particularly to preserve quality of life and property values in single-family home neighborhoods. Conventional zoning regulates the uses and dimensions of development:

- Type and mix of land uses
- Size and dimension of lots
- Type, size and height of buildings
- Distance of front, side and rear setbacks
- Width and length of streets and sidewalks
- Amount and size of off-street parking

Conventional zoning separates land uses deemed to be incompatible and is prescriptive, in that it specifies land uses and required maximum or minimum dimensions, parking, etc. This prescriptive character makes it easy to implement both by governments and by property owners because there are no judgment calls when the zoning says, for example, that a building must be ten feet from the front lot line. However, conventional zoning also focuses on proscription, that is, it focuses on what is not allowed rather than articulating what is actually desired. Conventional zoning provides some certainty about development outcomes and, because it is long-established, it is familiar to everyone, but it is inflexible and inhibits design creativity. It is one, though not the only, source of the “Anywhere, USA” sprawl landscape that has produced a built environment lacking in distinctiveness. A variety of “relief valves” have been developed to try to deal with the homogenizing and inflexible outcomes of conventional zoning. Variances, conditional uses, special exceptions, bonuses and incentives, planned unit developments, and similar devices are intended to allow for more tailoring of development to particular conditions and desired results. However, they also contribute to the complexity of many conventional zoning codes.

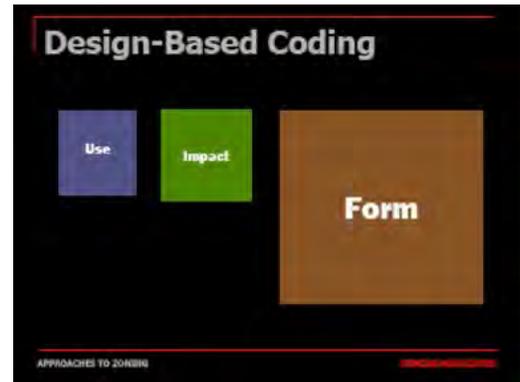
### Performance Zoning

Performance zoning has its origins in industrial performance standards that identified limits on measurable industrial impacts such as noise, vibration, light, dust, smells, and so on, and that were incorporated into zoning codes for industrial land uses. This idea was expanded in performance zoning to regulation of the effects of the built environment. Unlike conventional zoning, which assumes certain uses are incompatible and separates them, pure performance zoning assumes virtually any uses can be made compatible if impacts are properly managed. Because it can provide flexibility to developers and designers to present their own solutions to mitigate impacts for administrative review, the specific outcomes are not always predictable. Generally speaking, performance zoning requires highly-trained administrators who have the confidence of both residents and developers. Performance zoning emerged in the 1970s and 1980s. There are few places with a pure performance zoning system, but some aspects of performance zoning are incorporated into many communities’ zoning codes.



### Form-Based Codes

Form- or design-based zoning codes are the newest response to the rigidities of conventional zoning. They focus more on building form than on land uses and are based on a transition from low densities at the periphery to high densities at the center – of a city, a district or a neighborhood. These codes are a reaction to conventional zoning’s separation of land uses, which made it impossible to build mixed-use neighborhoods and districts, and its neglect of the public realm, which resulted in visually- and functionally-impoverished environments that were often ugly and functional for only one type of user. Form-based codes are very detailed and prescriptive about certain aspects of design and use many visuals to give a positive vision of what is desired, rather than focusing on what should be excluded. They require a design-focused community process up front. In existing communities, these kinds of codes have generally been applied in specific districts, such as a commercial corridor, rather than city-wide.



### Hybrid Zoning Codes

Conventional, performance, and design-based zoning codes all have advantages and disadvantages. Because of its familiarity and long institutional history, conventional zoning is likely to remain the foundation of most zoning codes. However, performance standards and form-based elements are valuable to increase the flexibility of conventional zoning. For example, conventional zoning is organized in separate-use districts on a citywide basis and is not effective in mediating impacts at the edges of districts – which is precisely the strong point of performance zoning. Form-based codes are organized around the street and the neighborhood and are particularly good about conveying what is desired in terms of the relationship between private buildings and the public street.

### TYLER’S CURRENT ZONING CODE

The zoning ordinance is one of the primary tools the people of Tyler have to implement the goals and policies of the Tyler 1st Comprehensive Plan. Chapter 10 of the Tyler Code of Ordinances currently includes zoning and subdivision regulations and code sections governing Annexation, Historical Preservation, Right-of-Way Closure and Name Change, Oil and Gas, and the Cotton Belt Train Route Depot. The last major update to the zoning code was in 1997, with further substantive amendments to various sections in 2003 and 2007. The 1997 update process was not comprehensive in the sense that it added many new provisions to an older ordinance and did not eliminate redundancies, resolve conflicting provisions, or improve on the ordinance’s overall usability. The existing Tyler zoning ordinance has all the earmarks of a code that has been added to incrementally and has not been comprehensively reviewed or revised in many years. The comprehensive rewrite and reorganization of the code that is currently underway is needed if the goals of Tyler 1st are to be successfully realized.

## Consistency and Usability

Tyler's zoning code can benefit from many organizational improvements that will make it more usable, internally consistent, and efficient. Examples of how the ordinance can be made easier to use and understand include the following:

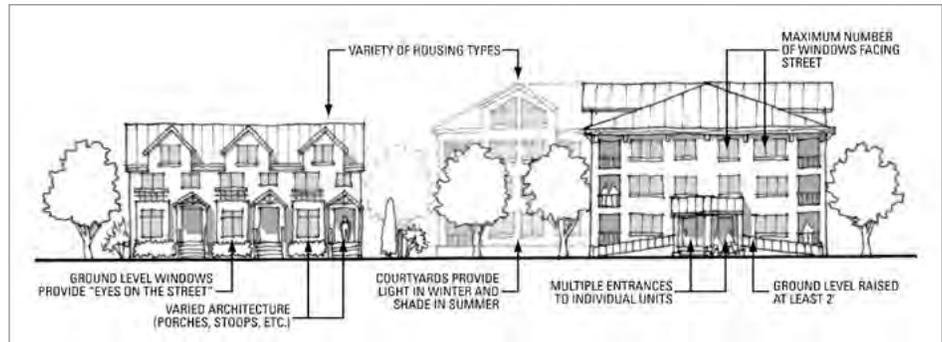
- Review and approval procedures can be more explicit and clearly organized. There are seven distinct review and approval procedures sprinkled throughout the ordinance, including special use permits, zoning map amendments, subdivision plat applications, and more land development permits, including grading permits and floodplain development permits. With only a few exceptions, the procedures are not labeled in the table of contents and they are scattered throughout the ordinance. What is more, the procedures themselves do not clearly describe what is required of the applicant, staff, commission members, or city councilors. The lack of a clear organizational approach and the absence of straightforward descriptions of procedures are hardly unique to Tyler. Rather these traits are symptomatic of an ordinance that has been amended over time, with no full-scale attempt to clean it all up.
- A zoning ordinance is seldom read from start to finish, which means users need tools to direct them to the sections that relate to their question or issue. An orderly table of contents and an index are two must-have components in a user-friendly zoning ordinance. Tyler's current zoning ordinance misses the mark in both respects.
- One of the simplest means of improving the usability of a zoning ordinance is to take numerical standards that are described in narrative form and put the information into one or more tables. In Tyler's case, that change can reduce that section of the ordinance from approximately 45 pages to five pages. Tables are also important for standards such as allowed uses. By displaying the uses in a matrix, code users can instantly see which uses are permitted where, and can easily spot errors of omission that might occur during future amendments.
- Graphics are most helpful for illustrating procedures and building form standards. Chapter 10 currently has some illustrations but they are of marginal quality, inconsistent appearance, and very limited utility. Graphics can be used to depict permitted building sizes, orientation, setbacks, landscaping requirements among other standards. Rules of measurement (e.g., what counts as frontage?) are also much easier to grasp when a drawing is included.
- The treatment of definitions in Chapter 10 is also emblematic of an out-of-date ordinance. There are no fewer than 14 separate sets of definitions and some terms are defined and labeled in more than one way. However, there are land uses and general terms used in the ordinance that are not included in the Definitions section and land uses that are in the Definitions section that do not appear in the use table or anywhere else in the ordinance. And finally, many of the definitions in the ordinance contain regulatory standards, which is a problem. To minimize the chance for inconsistency and confusion, standards should only appear in the regulations, not in the definitions. A definition should be value neutral; all numerical standards, dimensional requirements, etc. belong in the code itself.

## Zoning Districts

As a general rule of thumb, the fewer the zoning districts in an ordinance, the easier the regulations will be to understand and administer.

Tyler currently has 24 zoning districts, including nine

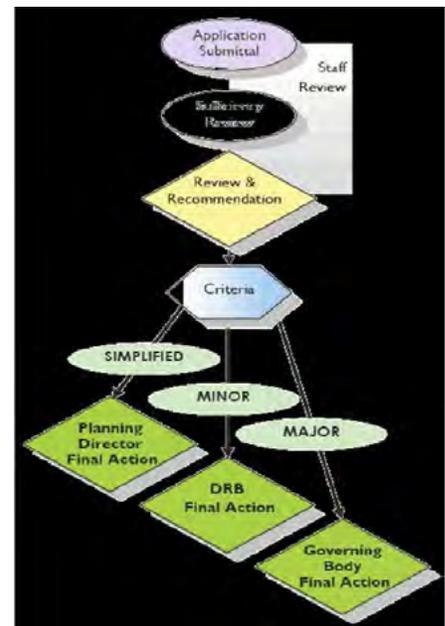
residential, four commercial, two office, five special purpose (e.g., educational, health services), and four planned districts. While the number of zoning districts in the Tyler ordinance is comparable with other cities, there are several opportunities where existing zoning districts can be eliminated and combined with another district of the same basic type. An easy way of determining which districts may no longer be needed is to look at a zoning map to see which districts are in use and to what extent. In addition, where the dimensional and density requirements for districts are similar and there is little variation from one district to the next, there is an opportunity to combine districts. At the same time, the Tyler 1st Comprehensive Plan recommends that several new district types be created: a downtown arts and culture district; neighborhood conservation districts; mixed-use districts; and commercial corridor overlay districts.



## The Updated Code: Hybrid Zoning in a Unified Development Ordinance

The updated zoning ordinance being prepared for Tyler will be a unified development code, which is to say that it will combine all development regulations, including zoning and subdivision, street and sidewalk standards, landscaping and tree protection, parking, open space, sign regulations, stormwater and erosion control provisions into a single document. The foundation of the ordinance will continue to be the conventional zoning model, but aspects of performance zoning and form-based zoning will be incorporated where they would be more effective in promoting the goals of the Tyler 1st Comprehensive Plan. The new code will have the following characteristics:

- A single, uniform set of definitions and terminology
- A refined list of zoning districts and a new land use classification system
- Integrated procedures with step-by-step details on the sequence of development approvals
- Illustrated design guidelines and standards
- A detailed table of contents and index



Tyler's zoning ordinance can be made more user-friendly by including illustrations.

- Hyperlinks to code sections (in the electronic version) and site design standards
- A completely new look featuring a new and improved page layout and content described above.

The current ordinance does not enable the City to implement new development concepts in the Plan, for example, creation of a Business, Arts and Culture mixed-use district downtown, as well as other mixed-use districts, new design and development guidelines for commercial areas, corridors and mixed-use districts, the establishment of neighborhood conservation districts, subdivision design modifications and alternative options. It would be difficult to implement these objectives using the existing ordinance. The new strategies under consideration for the updated code are directed towards creating more compact and mixed-use development at human-scaled environments with more connectivity.

## C. Urban Design

Many of the issues central to Tyler 1st require new approaches to urban design as an integral part of the implementation program. But what is “urban design”? In the broadest terms, urban design is the process that shapes urban environments at a variety of scales, from regions and cities as a whole, to city districts or neighborhoods, down to individual lots. Urban design is concerned with the physical character of spaces in three dimensions. It is not, as sometimes thought, simply about visual appearance or style. Urban design affects many aspects of how we experience places, including how the different elements of spaces, such as buildings, sidewalks, roads, parking lots, and parks, relate to one another; how spaces function in facilitating, directing or obstructing people’s activities; and how spaces express aesthetic values. Although urban design can be practiced both in publicly-owned and privately-owned places, the focus here will be on the public realm and on private places that are commonly open to the public, such as retail developments.

Many aspects of the Tyler vision and principles focus on issues that are the province of urban design: creation of beautiful public places; growth that reflects sense of place and community; connected networks of parks and trees; a reinvigorated downtown and North End; preservation of historic resources; improvements in transportation and a more pedestrian- and bicycle-friendly community. Although this section began with a call for “new approaches” to urban design, in many ways Tyler needs to return to some of the urban design and placemaking strategies that were prevalent before 1960. The older parts of the city were created at a human scale—laid out in a connected grid of streets with small blocks, sidewalks and tree-lined streets, parks and schools as the center of neighborhoods, shops clustered together and built to the sidewalk, and streets that accommodate cars without being dominated by cars. Tylerites are justifiably proud of the city’s many beautiful residential neighborhoods and its identity as a green city of trees and flowers. However, the public realm of streets and commercial areas often does not reflect this beauty and land uses are organized in ways that limit connections and increase congestion. During recent decades, both residential and commercial development has been laid out in bigger blocks, with fewer connecting streets, limited or no facilities for pedestrians, and a general orientation to accommodate vehicles over people.

Adherence to a few basic interrelated urban design principles in the future will make a very big difference in achieving the goals of Tyler 1st:

- **Focus on creating human-scaled environments.**

What this means is that places should be designed primarily at a scale that is comfortable for people, rather than at a scale primarily focused on vehicles. This is true even for major roads like South Broadway Avenue and Loop 323 and the retail areas that line these roads. It is hard for many people to imagine that the environment on these roads could ever change, but over time, by focusing on how to make both the street itself and the retail areas more functional and attractive for people, these districts will become even more successful than they already are. A central design question throughout Tyler (and everywhere else) is how to provide vehicle access and storage with a minimum impact on pedestrians and the quality of the environment.

- **Focus on streets as three-dimensional shared spaces.**

Streets are the most important public spaces in any city and are made up of the travel right-of-way (including sidewalks) and the land, landscaping and buildings that line the travel way. Except for limited access highways, the travel way should be shared and accessible to vehicles, bicyclists and pedestrians. The vertical elements at the edge of the street—buildings and street trees—should create a sense of enclosure. Researchers have found that the optimum relationship of the vertical (height of buildings) to horizontal (width of street) dimensions in a street corridor should be no more than 1:4. Street trees spaced no more than 35 feet can also create this sense of enclosure, even if the height to width ratio cannot. Tyler's major roads are very wide, with rights-of-way of 110 and 150 feet. On most of these streets, buildings no more than 35 feet tall are set far back from the street behind large parking lots so the effective width of the paved area can be as much as 1,000 feet. Among other things, this lack of enclosure encourages higher vehicle speeds.



New development in Southlake, TX includes streets at a scale comfortable for pedestrians and amenities such as sidewalks, lighting, and street trees.

- **Create walkable environments.**

Everyone is a pedestrian at some point during every day. Walkable environments—connected, safe, comfortable, appealing—are important in both the public and semi-public realms and have been emphasized throughout this plan. In the survey, Community Visioning Retreat and open houses, Tylerites were clear about their desire for more walking opportunities. The City already requires sidewalks in new developments and residential developers have begun to provide walking trails as an amenity. Walkability depends on a variety of other design choices as well, such as block size. Smaller blocks provide more intersections and more opportunities for direct routes to destinations. In commercial areas, visual interest, safe crossings, shelter from sun and rain, human-scaled lighting, and other amenities can keep people walking.



Kierland Commons in Phoenix, AZ, uses a variety of elements to provide shade for people and cars.



Planted pedestrian paths have been added to mall parking lots in Massachusetts to improve pedestrian safety and circulation.



Rows of trees along older highways with typical suburban-style retail development can provide a sense of enclosure and scale. (Route 9, Framingham, MA)



With good signage directing drivers to the right location, parking to the rear of retail buildings can be very successful.

## Urban Design Strategies to Implement the Principles

While it is important to tailor design approaches to particular site circumstances and needs, there is a set of well-known urban design strategies that may be used on a voluntary basis in Tyler in order to achieve the goals of the Tyler 1st Plan.

- **Plant trees.** Planting trees along streets and roads and in parking lots is one of the easiest ways to enhance the public realm, create comfortable environments, and reduce heat effects. Trees should be chosen for their suitability to the task. For example, street trees along sidewalks should be chosen to have canopies sufficiently high and broad to provide shade to pedestrians.
- **Bring buildings to the street.** In both the older and newer parts of the city, buildings should be located at the sidewalk, behind a small landscaped or hardscape setback, or, in a few cases along major arterials, behind limited, single-loaded parking.
- **Put parking to the side, to the rear, in structures or underground, with clear signage to direct motorists to parking.** Parking is necessary but should not dominate street frontage. Rear parking should not, however, result in buildings that turn their backs on the street frontage.
- **Use more pedestrian-friendly site design within retail centers.** Designated pedestrian pathways along buildings and through parking lots towards building entrances, pedestrian precincts, and pedestrian connections from sidewalks directly to stores can make retail centers more attractive. In large centers, pedestrian paths at least every 300 feet to connect with entrances is a common rule of thumb.
- **Create visual interest in buildings by avoiding blank facades.** Articulated and modulated façades, windows and transparency attract interest by providing a sense of activity within.
- **Design compact subdivisions for walkability, diversity, and connectivity.** Smaller block sizes, averaging of lot sizes to allow for different housing types, narrower streets, limits on cul-de-sacs and dead end streets, provisions for future connectivity and dedication of open space will create subdivisions that, when connected together, create neighborhoods.



New development should be close to sidewalks and have on-street or rear parking.



Buildings located at the sidewalk give a sense of enclosure to this new street in Frisco, TX.



The face that Southlake Town Square in Southlake, TX turns to the four-lane highway at its edge is of a series of buildings with architectural interest, and windows and doors opening to the sidewalk—not large parking lots in front of boxy buildings with blank walls.

A wide sidewalk, benches, shade, and human-scale lighting provide comfortable conditions for pedestrians in Addison, TX.



## D. Sampling of Potential Implementation Tools

In addition to tools referenced in the Action Plans, there are a variety of tools available to help Tyler achieve the broad range of land use and programmatic goals in the Comprehensive Plan. The Tyler community prefers using incentives and encouragement to achieve desired outcomes and the most important implementation tool that city government has is its ability to decide where and how to make public investments—in infrastructure, in programs, and in development assistance. Public investments coupled with the Plan tell the development community that local government will do what it can to support new private investment that will implement the plan. A representative list of regulatory, financial and incentive-based types of tools includes:

- **Zoning and regulations.** Most people think of zoning as the preeminent implementation tool for a land use plan and zoning is certainly one of the foundations for effective implementation of a plan. Because zoning regulates land use decisions and activities, implementation of the plan will involve adjustments to zoning to make it compatible with the plan’s vision, goals, and actions.
- **Urban design strategies and design review.** Better design of public and semi-public places, as well as the way that private property meets public spaces, is critical to achieving the more functional, walkable, and distinctive community called for in the Tyler 1st Vision and Principles.
- **Capital Improvement Plan and Master Street Plan.** The Comprehensive Plan goals, principles and recommended actions should be consulted as the capital improvement plan is modified every year and as decisions are made about when and how to build out the Master Street Plan. The Tyler city government has made a commitment to retire debt and pay cash for capital improvements from the Half Cent Sales Tax, but the water and sewer enterprise funds do issue bonds to pay for capital improvements. Consolidation of capital improvements into one interrelated plan will help ensure consistency with Tyler 1st goals.
- **Long-range transportation plan and the TIP (Transportation Improvement Program).** Federal and state funds for transportation improvements become available through the MPO planning process. Decision-making for Tyler transportation needs within the MPO should be coordinated to achieve Tyler 1st goals.
- **Grant programs.** Federal Community Development Block Grant (CDBG) funds help pay for housing and community development assistance to low- and moderate-income households and neighborhoods predominantly occupied by those households. Tyler currently receives approximately \$400,000 annually in CDBG funds. It also receives federal HOME funds for acquisition, rehabilitation or new construction of homes for low- and moderate-income households. Competitive grant programs for economic development and other programs are available from the federal government, as well as some from state agencies such as the Texas Parks and Wildlife Department.

- **Private and nonprofit funds.** Tyler has a number of generous foundations that so far have not focused very much on aspects of the physical development of the city. However, there could be many opportunities for partnership in improving parks and public spaces, contributing to downtown and North End revitalization, and other Tyler 1st goals.
- **Public improvement districts.** Tyler’s Neighborhood Empowerment Works (NEW) program targets a specific neighborhood every year for focused attention and services. The City Council could also designate certain areas as needing additional services or infrastructure and assess property owners in these areas according to the level of benefit they receive.
- **Tax abatements.** Property tax abatements can be granted as an incentive for desired projects. The City already provides significant tax abatements for local historic landmarks.
- **Tax Increment Financing (TIF).** TIF districts are created by the City Council to underwrite infrastructure improvements designed to encourage redevelopment. The new tax increment above the pre-investment taxable value is directed to pay for the cost of the public improvements.
- **Land assembly/land banking.** For desired projects and investments, the City can help developers by facilitating land assembly or land banking properties.

## E. Action Plans

The implementation matrices that follow were developed to provide more specific guidance about how to put the plan to work and begin transforming ideas into action. The plan has a long-term horizon, looking ahead to 2030, but it also includes a number of short- and medium-term actions that are necessary prerequisites to long-term results. Each action plan includes goals, outcomes (“what”), strategies and actions (“how”), responsible parties (“who”), a target timeline and potential resources.

**TYLER 1<sup>ST</sup> DOWNTOWN TYLER ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES	
<p><b>Create a full-service, mixed-use “Destination Downtown” that functions as the center of the region.</b></p> <p><b>TYLER 1<sup>ST</sup></b> <b>TYLER 1<sup>ST</sup></b> 2020 UPDATE</p> <p><b>TYLER 1<sup>ST</sup></b> <b>TYLER 1<sup>ST</sup></b> 2020 UPDATE</p> <p><b>TYLER 1<sup>ST</sup></b></p> <p><b>TYLER 1<sup>ST</sup></b> <b>TYLER 1<sup>ST</sup></b> 2020 UPDATE</p>	Convene major city institutions and stakeholders around the theme of downtown renaissance and revitalization.	Conduct meetings of major stakeholders to discuss downtown revitalization.	Mayor and City Council; Major stakeholders; Heart of Tyler Main Street	2007-2009	Current staff time; volunteer time	
		Create a public-private partnership or development corporation to lead the revitalization of downtown.	Mayor and City Council; Major stakeholders; Heart of Tyler Main Street	2009-2011	General funding; TIF funding; partnerships with other organizations and stakeholders	
		Create <u>church property owner</u> , resident and <u>millennial college</u> groups in order gain their input and engage them in implementation of programs related to downtown revitalization.	<u>Church representatives- Property and business owners</u> , residents, citizens in 20s and 30s (millennials).	<u>2014-2015 2017 and ongoing</u>	Current staff time and budget.	
		Market downtown as a cohesive entity.	Organize a committee to define unified graphics and marketing activities such as an umbrella website for all of downtown, marketing programs that involve and promote downtown businesses, and define other appropriate marketing practices.	Main Street Department Staff and Heart of Tyler <u>Economic Vitality Committee, volunteers, Hit the Bricks Committee</u>	<u>2014-2016 2017-2020</u>	Current staff time, volunteer time, media in-kind contributions and support funding contributed by participating businesses.
		Create a detailed master plan for downtown revitalization that includes numerous large-scale visual illustration of goals.	Create a Downtown Area Plan (DAP).	Planning and Main Street staff and Heart of Tyler volunteers in partnership with business and property owners, stakeholders.	2014-2017	Current staff time, volunteer time, Texas Main Street Program staff, consultants.
		Examine opportunities for more downtown event programming.	Main Street Department Staff and Heart of Tyler volunteers in partnership with business and property owners, stakeholders.	2014 and ongoing	Current staff time, volunteer time, media in-kind contributions and support funding contributed by participating businesses.	
		Consider trail facilities between downtown and Midtown, <u>as well as downtown and the Rose Garden.</u>	<u>Staff designated by City- Manager Main Street Staff</u>	<u>2014-2019<sup>21</sup></u>	Current staff time; consulting services; general funding	

**TYLER 1<sup>ST</sup> DOWNTOWN TYLER ACTION PLAN**

<div style="display: flex; justify-content: space-between; align-items: center;"> <span style="background-color: #d9ead3; padding: 2px;">Short-Term Actions (2020-2022)</span> <span style="background-color: #fff2cc; padding: 2px;">Intermediate Actions (2023-2026)</span> <span style="background-color: #d9ead3; padding: 2px;">Long-Term Actions (2027+)</span> <span style="background-color: #f2f2f2; padding: 2px;">Complete</span> </div>					
GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
  		Consider branding areas within the downtown planning area.	Planning and Main Street staff and Heart of Tyler volunteers in partnership with business and property owners, stakeholders.	2020-2025	Current staff time, volunteer time, Texas Main Street Program staff, consultants.
	Create a regulatory environment that will attract desired development types and result in desired design outcomes.	<u>Designate the downtown planning area as a National Historic District. Revise zoning in the downtown planning area to create a new Arts, Culture and Business District with design standards and guidelines.</u>	Mayor and City Council; Planning and Zoning Commission; Joint Committee on Code Review; <del>staff designated by City Manager</del> <u>Main Street Staff</u>	<del>2007-2008</del> <u>2018-2021</u>	Current staff time; consulting services; general funding, <u>grants</u>



**TYLER 1<sup>ST</sup> DOWNTOWN TYLER ACTION PLAN**

<span style="background-color: #d9ead3; padding: 2px;">Short-Term Actions (2020-2022)</span> <span style="background-color: #fcf8e3; padding: 2px;">Intermediate Actions (2023-2026)</span> <span style="background-color: #d9ead3; padding: 2px;">Long-Term Actions (2027+)</span> <span style="background-color: #d9ead3; padding: 2px;">Complete</span>					
GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<p><b>Create a full-service, mixed-use “Destination Downtown” that functions as the center of the region.</b></p> <p></p> <p></p> <p></p> <p></p> <p></p> <p></p>		Revise sign ordinance to allow downtown marquees to include electronic message center signs.	Staff designated by City Manager	2013	Current staff time
	Maintain up-to-date information on vacant and underutilized land in downtown and throughout the city.	Establish a land monitoring and tracking capacity in city government.	Staff designated by City Manager; Heart of Tyler Main Street	2005-2019	New staff resources; general funding; partnerships with other organizations
		Establish a downtown GIS archive that is updated at least monthly.	Staff designated by City Manager; Heart of Tyler Main Street	2008 and ongoing	Current staff time; partnerships with other organizations
	Make infrastructure and streetscape investments that support revitalization.	Create a Tax Increment <u>Financing (TIF) district Reinvestment Zone (TIRZ)</u> to support revitalization investments in streetscape and infrastructure.	Staff designated by City Manager; County Commissioners Court; Tyler Junior College Board of Regents	<del>2007-2008</del> <u>2015-2017</u>	Current staff time; consulting services; general funding
		<u>Commission Implement</u> a streetscape plan that includes continuous, high-quality sidewalks, street trees, safe pedestrian crossings, street furniture, parks and plazas.	<u>Staff designated by City Manager; Main Street Staff, Heart of Tyler Main Street</u>	<u>2015-2016</u> <u>2018-2021</u>	New staff resources; general funding; partnerships with other organizations, <u>grants</u>
		Upgrade utility infrastructure, as needed, to support new residential and other development.	<u>Staff designated by City Manager Engineering, Streets and Main Street Staff</u>	As needed, starting in 2008	Utility funding
	Determine appropriate staff support to promote downtown economic and cultural development and assistance.	Hire staff or contract for assistance to coordinate city government and private sector downtown revitalization activity.	<u>Staff designated by City Manager Main Street Staff and County Coalition Members</u>	<u>2008-2009</u> <u>2017-2019</u>	New staff resources; general funding; partnerships with other organizations
	Provide incentives for downtown development and redevelopment.	<u>Consider select Monitor Downtown Revitalization Grant and other</u> incentives, especially for pioneer developers, for development of priority sites.	<u>Mayor and City Council; Staff designated by City Manager Main Street Board and Main Street Staff</u>	201 <u>29</u> and ongoing	General funding; TIF funding; project financing options; partnerships with other organizations and stakeholders, <u>grants</u>
	<u>Consider Research a</u> rent-assistance program to nurture start-up businesses.	Mayor and City Council; Staff designated by City Manager; <u>Heart of Tyler Main Street Staff, Property owners</u>	201 <u>29</u> and ongoing	Current staff time; HUD funding; partnerships with property owners, <u>grants</u>	

**TYLER 1<sup>ST</sup> DOWNTOWN TYLER ACTION PLAN**

Short-Term Actions (2020-2022)
Intermediate Actions (2023-2026)
Long-Term Actions (2027+)
Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES	
<p><b>Create new “urban” residential districts and improve existing districts with infill.</b></p>    <p>2020 UPDATE</p> 	Create a new residential district in the western section of downtown.	Assist in land assembly.	Major stakeholders; Developers; Heart of Tyler Main Street; Staff designated by City Manager	2007 and ongoing	General funding; TIF funding; project financing options; partnerships with other organizations and stakeholders	
		Consider making some City-owned land in the western land section of the downtown core available, either as public realm or for development.	Mayor and City Council	2014 and ongoing	General funding; TIF funding; project financing options; partnerships with other organizations and stakeholders	
		Consider a market analysis for mixed-use development.	Mayor and City Council; Heart of Tyler Main Street; Staff designated by City Manager	2014 and ongoing	General funding; TIF funding; project financing options; partnerships with other organizations and stakeholders	
		<del>Discuss housing development opportunities with nonprofit owners of large parking lots and vacant land that would allow them to continue to meet their parking and program needs.</del>	<del>Discuss desirability of development opportunities and consider commissioning a study of the financial feasibility and design options for redevelopment of properties.</del>	<del>Property owners; Heart of Tyler Main Street; Staff designated by City Manager</del>	<del>2014-2015</del>	<del>General funding; TIF funding; partnerships with other organizations and stakeholders</del>
		Offer incentives for housing development.	Consider tax abatements, permit streamlining/reductions, infrastructure relocations and other incentives for early projects of new housing and infill in downtown.	Mayor and City Council	2014-2015 and ongoing	Current staff time; General funding; utility funding

**TYLER 1<sup>ST</sup> DOWNTOWN TYLER ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<p><b>Support the location of new anchor destinations in downtown with City actions.</b></p> <p><b>TYLER 1<sup>ST</sup></b> 2020 UPDATE</p> <p><b>TYLER 1<sup>ST</sup></b> 2020 UPDATE</p> <p><b>TYLER 1<sup>ST</sup></b> 2020 UPDATE</p>	Promote creation of downtown facilities by higher education and medical institutions.	Work with educational and medical institutions to locate facilities or make connections with downtown.	Mayor and City Council; Staff designated by City Manager	2014 and ongoing	Current staff time
	Provide incentives to attract new anchors, such as a hotel with meeting space, a community arts center, and an educational facility.	Determine cost and feasibility for potential incentives and inducements such as limited property tax abatement, parking garage construction, etc.	Mayor and City Council	2014 and ongoing	New staff resources; general funding; partnerships with other organizations
		<del>Examine Update the plan for</del> further development of Goodman Museum and grounds.	Mayor and City Council; <del>Heart of Tyler Main Street; Major stakeholders; Staff designated by City Manager</del>	<del>2014-2019</del> <del>2019-2022</del>	General funding; <del>HF, TIRZ</del> funding; private funding
	Promote downtown arts and culture activities through an existing or new organization.	Establish a downtown visitors center/community arts center.	Mayor and City Council; Heart of Tyler Main Street; Major stakeholders; Staff designated by City Manager	2008-2010	New staff resources; Heart of Tyler funding; general funding; partnerships with other organizations
		<del>Consider renovating Lindsey Building into Arts Innovation Center.</del>	<del>Mayor and City Council; Heart of Tyler Main Street; Major stakeholders; Staff designated by City Manager</del>	<del>2014-2019</del>	<del>New staff resources; Heart of Tyler funding; general funding; partnerships with other organizations</del>
	Work to strengthen existing businesses and recruit new businesses to downtown.	Work on educational, service and marketing programming aimed and providing services to businesss. Create programming to attract new businesses and support them with services prior to and after opening.	Main Street Department Staff, Heart of Tyler volunteers and community partners such as the Small Business Development Center.	<del>2015-2019</del> <del>2018-2022</del>	Current staff time and budget.

**TYLER 1<sup>ST</sup> DOWNTOWN TYLER ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<p><b>Enhance the public realm, including existing streets, parks, plazas, and open areas, and create new signature public spaces.</b></p> <p><b>TYLER 1<sup>ST</sup></b> 2020 UPDATE</p>	Invest in a pedestrian-friendly streetscape.	Design and implement a streetscape plan by upgrading sidewalks, planting street trees that provide shade, installing pedestrian-scale street lighting, installing benches and other street furniture, and installing prominent crosswalks (including raising intersections at major crossings).	Staff designated by City Manager	2015-20 <del>19</del> <sup>21</sup>	General funding; TIF funding; private funding
	Consider installing iconic artwork downtown. <u>Art Alley, murals, sidewalk art and sculptures.</u>	<del>Develop</del> <u>Implement</u> concepts for gateway enhancements at major entryways into downtown, <u>as well as underground utilities.</u>	Heart of Tyler Main Street Staff; Staff designated by City Manager	2015-20 <del>19</del> <sup>20</sup>	General funding; partnerships with other organizations
	Create or enhance downtown gateways.	Prioritize and implement gateway enhancements.	Major stakeholders; Developers; Heart of Tyler Main Street; Staff designated by City Manager	2015-20 <del>19</del> <sup>22</sup>	New staff resources; consulting services; general funding; partnerships with other organizations
			Major stakeholders; Developers; Heart of Tyler Main Street; Staff designated by City Manager	2020-2025	New staff resources; general funding; partnerships with other organizations
	Work with the County to promote enhancement of Downtown Square.	Assist in identifying enhancements for the downtown square in a process that incorporates significant public input by contributing City funds and seeking funds from the private sector.	Mayor and City Council; County Commissioners Court; Heart of Tyler Main Street; Major stakeholders; General public; Staff designated by City Manager	2015-2019	General funding; TIF funding; private funding; professional services
		Implement enhancements for Downtown Square.	County; City; Major stakeholders	2020-2025	General funding; TIF funding; contributions from other agencies and the private sector
	Create a second public square in the western part of downtown to anchor a new arts and residential district.	Acquire land.	Mayor and City Council; Developers; Major stakeholders; Staff designated by City Manager	2008-2011	General funding; TIF funding; contributions from other agencies and the private sector
		Commission a design of the new square to include elements such as public art, an interactive water feature, shade trees and flowering plants.	Mayor and City Council; Staff designated by City Manager	2014-2019	General funding; TIF funding; contributions from other agencies and the private sector

**TYLER 1<sup>ST</sup> DOWNTOWN TYLER ACTION PLAN**

Short-Term Actions (2020-2022)    Intermediate Actions (2023-2026)    Long-Term Actions (2027+)    Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES	
<p><b>Enhance the public realm, including existing streets, parks, plazas, and open areas, and create new signature public spaces.</b></p> <p><b>TYLER 1<sup>ST</sup></b> 2020 UPDATE</p> <p><b>TYLER 1<sup>ST</sup></b> 2020 UPDATE</p> <p><b>TYLER 1<sup>ST</sup></b> 2020 UPDATE</p> <p><b>TYLER 1<sup>ST</sup></b> 2020 UPDATE</p>	<p><b>TYLER 1<sup>ST</sup></b> 2020 UPDATE</p>	Construct the new square.	Staff designated by City Manager	2020-2025	General funding; TIF funding; contributions from other agencies and the private sector	
	<p><b>TYLER 1<sup>ST</sup></b> 2020 UPDATE</p>	Provide funds to maintain the new square.	Mayor and City Council	After construction	General funding	
	<p><b>TYLER 1<sup>ST</sup></b> 2020 UPDATE</p>	Facilitate wayfinding through uniform downtown signage.	Commission design of a <u>Assess current trends to create a</u> signage system that provides visitors and residents with clear information about parking, community buildings, attractions, and downtown events.	Staff designated by City Manager; <u>Heart of Tyler</u> -Main Street; Major stakeholders	2014-2019 2018-2021	General funding; <u>TIF</u> <u>TIRZ</u> funding; contributions from other agencies and the private sector
			Install new signs.	Staff designated by City Manager	2020-2025	General funding; TIF funding; contributions from other agencies and the private sector
		Reinforce the existing brick streets identity of downtown.	Maintain existing brick streets and where possible, uncover and repair segments of brick streets that have been paved over; use bricks from streets with fragmented brick character; and experiment with modern brick to find the best fit.	Staff designated by City Manager	2007 and ongoing	Current staff time; general funding
		Provide incentives for site and façade improvements in existing downtown locations and retail buildings.	<u>Establish the Downtown Revitalization Grant program. Consider establishment of a Downtown Small Improvements Fund and program</u> to provide up to \$105,000 for signage, <u>safety upgrades parking lot</u> or façade improvements. <u>that meet design guidelines in the new Business, Arts &amp; Culture District.</u>	Mayor and City Council; Heart of Tyler Main Street; Staff designated by City Manager	<u>2009-2011 and ongoing</u> <u>2017-2019</u>	General funding; TIF funding; contributions from other agencies and the private sector
		Remediate the rest of the King Parking Lot to be more aesthetically pleasing and useful.	Create an interim plan for leveling and/or cleaning up the lot and put it into use until the lot is commercially developed.	Main Street Department Staff, Parks Department Staff, Planning Department Staff, Heart of Tyler volunteers and community partners.	2014-2019	Current staff time, donations, grants.
		Provide open space for a downtown farmers market.	<u>Promote and examine possibilities to expand the feasibility of a</u> downtown farmers market.	<u>Staff designated by City Manager Main Street and Heart of Tyler</u>	<u>2014-2019</u> <u>2019-2021</u>	Current staff time.

**TYLER 1<sup>ST</sup> DOWNTOWN TYLER ACTION PLAN**

Short-Term Actions (2020-2022)      Intermediate Actions (2023-2026)      Long-Term Actions (2027+)      Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<p><b>TYLER 1<sup>ST</sup></b> 2020 UPDATE</p> <p><b>Create a pedestrian, bicycle and parking plan to enhance access and connections to downtown.</b></p> <p><b>TYLER 1<sup>ST</sup></b> 2020 UPDATE</p> <p><b>TYLER 1<sup>ST</sup></b> 2020 UPDATE</p> <p><b>TYLER 1<sup>ST</sup></b> 2020 UPDATE</p>	Adopt Downtown Design Guidelines.	Study downtown design guidelines and adopt appropriate policies for downtown Tyler.	Planning and zoning staff, Main Street Department Staff.	<del>2016</del> 2018-2020	Current staff time.
	Create a pedestrian and bicycle plan for downtown.	Identify needs for sidewalk improvements, crosswalks, extended walk signal times, bicycle lane opportunities, bike racks, etc., and incorporate this into the streetscape design plan.	Transportation Advisory Board; Metropolitan Planning Organization; Volunteer assistance from bike groups; Staff designated by City Manager	2014-2019	Current staff time; consulting services; general funding; Metropolitan Planning Organization funding; volunteer time
	<del>Identify</del> <u>Implement Active Tyler recommendations including the a</u> pedestrian route linking downtown and the medical district for improvements and signage.	Transportation Advisory Board; Staff designated by City Manager	2020-2025	Current staff time; consulting services; general funding	
	<u>Utilize the Active Tyler Plan to guide and support grant applications for pedestrian and bicycle improvements.</u>	<u>Staff designated by the City Manager: Main Street Staff</u>	<u>2020 and ongoing</u>	<u>Current staff time, consulting services, general funding, grants</u>	
	Improve availability and access to parking.	<del>Consider creation and need for a parking management district which will manage all the parking within the district, Implement the new parking meters, creation of a free parking garage and</del> facilitate shared parking arrangements and collect fees towards a parking garage for future development.	Mayor and City Council; Heart of Tyler Main Street; Major stakeholders; Staff designated by City Manager	<del>2014-2019</del> 2018-2020	Current staff time; consulting services; general funding; TIF funding
		To aid in new development, consider a new public-private partnership for building a parking garage as part of a new anchor project.	Mayor and City Council; Major stakeholders; Developers	2008 and ongoing	Current staff time; private partnerships
	Examine creation of a rail-trail.	Study feasibility of ROW acquisition and construction of a multi-use trail.	Metropolitan Planning Organization; Staff designated by City Manager.	2020-2025	Current staff time; consulting services; general funding; Metropolitan Planning Organization funding
		If feasible, acquire ROW and design/construct the trail.	Mayor and City Council; Staff designated by City Manager; Metropolitan Planning Organization; Private sector partners	2026+	Current staff time; consulting services; general funding; Metropolitan Planning Organization funding

**TYLER 1<sup>ST</sup> DOWNTOWN TYLER ACTION PLAN**

Short-Term Actions (2020-2022)
Intermediate Actions (2023-2026)
Long-Term Actions (2027+)
Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
 2020 UPDATE	Promote incremental improvements to existing parking lots, such as ornamental fencing and tree planting.	Include parking lot improvements as eligible projects for the proposed Downtown Small Improvements fund.	Mayor and City Council; Heart of Tyler Main Street; Staff designated by City Manager	2009-2010 and ongoing	General funding; TIF funding; contributions from other agencies and the private sector
	Connect downtown to the medical district.	Create safe pedestrian and bicycle routes between downtown and the medical district through the downtown pedestrian and bike plan, the streetscape plan and express trolley or dedicated bus routes.	Transportation Advisory Board; Major stakeholders; Staff designated by City Manager	<del>2014-2019</del> <u>2018-2021</u>	General funding; TIF funding; contributions from the private sector; current staff time; consulting services
		Make intersection crossing improvements for pedestrians, such as well-marked crossings, countdown lights, etc. at major intersections along Front Street and Beckham Avenue <u>and Erwin Street and Broadway Avenue, Ferguson Street and Broadway Avenue. Conduct Traffic study to reduce number of traffic lights and include four-way stops and pedestrian scrambles.</u>	<del>Staff designated by City Manager</del> <u>Main Street Staff and Engineering Department</u>	<del>2012-2017</del> <u>2017-2022</u>	General funding; Metropolitan Planning Organization funding



Downtown streetscape on the south side of the square



East side of the downtown square



Residential neighborhood southeast of the downtown square



Butler Plaza and Smith County Courthouse

**TYLER 1ST NORTH END ACTION PLAN**

Short-Term Actions (2020-2022)
  Intermediate Actions (2023-2026)
  Long-Term Actions (2027+)
  Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Increase the number of homeowners.</b>	Create a marketing program for all first-time homebuyer programs available in the city.	Establish a central information center on the affordable housing programs in the city.	Staff designated by City Manager	2008 and ongoing	New staff resources and current staff time
		Consolidate information in a brochure, to be distributed widely to organizations and individuals around the city, and posted on the City's website. Update it annually.	Staff designated by City Manager	2008 and ongoing	New staff resources and current staff time; HUD funding
		Provide outreach through presentations to community groups such as church congregations, or first-time homebuyer fairs.	Staff designated by City Manager	2008-2009 and ongoing	New staff resources and current staff time; HUD funding
	Expand credit counseling programs for first-time homebuyers.	Seek funding from foundations, banks or other donors and then issue a request for proposals (RFP) to identify a nonprofit service provider for credit counseling.	Staff designated by City Manager	2008-2009	New staff resources and current staff time
		Approach the city's colleges and university to help provide credit counseling classes.	Staff designated by City Manager	2008-2009 and ongoing	New staff resources and current staff time; partnerships with educational institutions
		Consider contracting with a credit counseling provider who will issue quarterly and annual performance reports and measure outcomes.	Staff designated by City Manager	2009-2011 and ongoing	New staff resources and current staff time; HUD funding; partnerships with other organizations
	Explore community land trust and limited-equity models for below-market ownership housing.	Partner with experienced mortgage lending nonprofits in other places to discuss their experiences and invite PATH or other appropriate local groups to participate.	Staff designated by City Manager; Housing-related non-profits	2008	New staff resources and current staff time; partnerships with non-profits
<b>Add 3,000 more households to North Tyler and downtown to create mixed-income neighborhoods.</b>	Pursue efforts to make it easier to assemble vacant properties for redevelopment, potentially including tax forgiveness or donating lots for appropriate housing projects.	Work with the Smith County Tax Office to gain control of tax title properties as part of the City's Housing Infill Program (HIP).	Staff designated by City Manager; Smith County Tax Office; Tax collection firms; Local taxing jurisdictions	2007 and ongoing	New staff resources and current staff time; partnerships with Tax Office, collection firms and other local taxing jurisdictions

**TYLER 1ST NORTH END ACTION PLAN**

Short-Term Actions (2020-2022)
  Intermediate Actions (2023-2026)
  Long-Term Actions (2027+)
  Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Add 3,000 more households to North Tyler and downtown to create mixed-income neighborhoods.</b>  		Provide assistance in locating and working with absentee owners.	Staff designated by City Manager	2008-2011 and ongoing	New staff resources and current staff time
		Provide incentives for housing development, such as forgiveness of taxes on tax title properties, donation of lots, or forgiveness of mowing and demolition liens.	Mayor and City Council	2008-2011 and ongoing	New staff resources and current staff time; general funding
	Organize revolving loan pools to write down interest rates for scattered site housing rehabilitation and new housing development.	Approach Tyler area banks and foundations about contributing to revolving loan pools, interest rate buy downs, or loan loss reserves.	Staff designated by City Manager	2008-2011 and ongoing	New staff resources and current staff time
	Provide tax incentives for market rate rental and condominium housing development in the North End.	Consider providing tax abatements for new market-rate rental and condominium housing developed in the North End to reduce the risk to for-profit developers entering the North End market.	Mayor and City Council; County Commissioners Court; TJC Board of Regents	2008-2017	New staff resources and current staff time; general funding
	Establish task force to address affordable housing.	Convene stakeholders, including community representatives, bankers, realtors, builders, and housing advocates	Staff designated by City Manager	2008-2009 <u>Needs to be revisited 2020-2021)</u>	Staff time; private sector partners
	Promote construction of single-family attached housing to increase new housing stock with single-family character.	Work with a designer and real estate consultant to provide a design and financial conceptual model to show to developers.	Local builders and realtors; Staff designated by City Manager	2009-2011	Volunteer services; new staff resources and current staff time
	Provide information on landlord-tenant relationships and rights.	Create pamphlets and online information, or obtain it from other sources and distribute widely, including to social services agencies, churches and other community organizations	Staff designated by City Manager	2010	New staff resources and current staff time; CDBG funding
	Locate multifamily housing as part of mixed-use centers, rather than in isolated pods.	Consult the Future Land Use Guide for mixed-use locations for multifamily housing when considering rezoning applications.	Mayor and City Council; Planning & Zoning Commission; Staff designated by City Manager	2008 and ongoing	Current staff time
		Work to create a mixed-use, multifamily and/or single-family project.	Staff designated by City Manager; Private partnerships	2008 and ongoing	New staff resources and current staff time; utility funding; HUD funding

**TYLER 1ST NORTH END ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Add 3,000 more households to North Tyler and downtown to create mixed-income neighborhoods.</b>	Work with for-profit and non-profit developers to ensure that design of new below-market housing is compatible with existing neighborhood character rather than an identifiable, "subsidized" model.	Review designs as a condition of any City incentives or City-facilitated housing development.	Staff designated by City Manager	2008 and ongoing	Current staff time
<b>TYLER 1<sup>ST</sup></b> 2020 UPDATE	<u>Prepare property to be sold by the City for quality and innovative redevelopment.</u>	<u>Work with the City of Tyler Legal, Contract attorneys and Smith County to place the restrictions on property acquired for the HIP program. In addition, to any property acquired by the City for the construction of affordable housing.</u>	<u>Neighborhood Services staff.</u>	<u>2020-2021</u>	<u>Current staff time</u>
<b>TYLER 1<sup>ST</sup></b> 2020 UPDATE		<u>Utilize planned development zoning and/or overlay districts to establish development parameters for desired redevelopment.</u>	<u>Staff assigned by City Manager</u>	<u>2020 and ongoing</u>	<u>Current staff time</u>
<b>Focus commercial development around targeted mixed-use intersections.</b>	Promote mixed-use, higher-density development at key intersections: U.S. 69N and Loop 323, Gentry Parkway from Martin Luther King, Jr. Boulevard to North Glenwood Boulevard, Gentry Parkway and Bergfeld Avenue, Martin Luther King, Jr. Boulevard between Broadway and Palace avenues, Glenwood Boulevard and Vine Avenue, Glenwood Boulevard and Houston Street, and Loop 323 and major intersections.	Consult the Future Land Use Guide on applications for new zoning and establish an overlay district on major streets that provides for appropriate design standards and clustering of commercial development.	Mayor and City Council; Planning & Zoning Commission; Staff designated by City Manager; TxDOT	2014-2019	Current staff time
	Improve the appearance of Loop 323.	Establish an overlay district that promotes better sight design, access management, and appearance.	Mayor and City Council; Planning & Zoning Commission; Staff designated by City Manager; TxDOT	2007-2008	Current staff time; consultant services; general funding

**TYLER 1ST NORTH END ACTION PLAN**

<div style="display: flex; justify-content: space-between; font-size: small;"> <span>Short-Term Actions (2020-2022)</span> <span>Intermediate Actions (2023-2026)</span> <span>Long-Term Actions (2027+)</span> <span>Complete</span> </div>					
GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Focus commercial development around targeted mixed-use intersections.</b>  	Provide for small corner stores in neighborhoods.	Allow neighborhood stores by special permit.	Mayor and City Council; Planning & Zoning Commission; Staff designated by City Manager	2007-2008	Current staff time; consultant services; general funding
	Consider tax-related incentives for commercial redevelopment in the North End.	Develop a policy for potential tax abatements on a limited case-by-case basis for commercial redevelopment in the designated mixed-use centers if the project meets the goals of the revitalization plan.	Mayor and City Council; Staff designated by City Manager; County Commissioners Court; TJC Board of Regents	2014-2019	Current staff time; general funding
		Where appropriate for redevelopment, consider creation of a Tax Increment Financing (TIF) district to capture incremental increases in levies due to increases in value to fund public improvements.	Mayor and City Council; Staff designated by City Manager	2008-2010 and ongoing	New staff resources; current staff time; consultant services; general funding
	Increase the number of transit routes.	Conduct community surveys to locate need for transit routes.	Neighborhood Services, Transit	2014 and ongoing	Federal Funds, consulting services
<b>Create new major open space amenities and upgrade existing parks.</b>	Create Black Fork Creek and Willow Creek Nature Preserves and Greenways with walking and biking trails.	Commission a plan that provides physical alternatives and implementation and financial alternatives including roles for government, for profit, and nonprofit entities.	Mayor and City Council; Major stakeholders; Staff designated by City Manager	2020-2025	Current staff time; consultant services; general funding
	Renovate parks associated with school building projects and housing development focus areas and include a neighborhood participation process.	Include a public participation process associated with the design of these parks to build and strengthen community in these neighborhoods.	Parks & Recreation Board; Major stakeholders; Staff designated by City Manager	2009 and ongoing	New staff resources and current staff time; general funding
	Partner with private interests for the promotion of a new Tyler First Tee program at Woldert Park	The First Tee of Tyler has been formed and land has been donated adjacent to Woldert Park. This land, together with land from the existing Woldert Park, is intended to be the home for this new sports program.	Private/community partners	2007 and ongoing	Private funding

**TYLER 1ST NORTH END ACTION PLAN**

Short-Term Actions (2020-2022)
  Intermediate Actions (2023-2026)
  Long-Term Actions (2027+)
  Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
	Give priority to park renovation where new or renovated housing is developed.	Coordinate park renovations with housing activities.	Parks & Recreation Board; Developers; Staff designated by City Manager	2009 and ongoing	Current staff time; general funding
	Increase the number of trails, pocket parks and green space around new development.	Ask developers to consider adding as part of the project.	Neighborhood Services, Development Services	2014 and ongoing	Developers
<b>Maintain and upgrade neighborhood infrastructure.</b>	Survey streets, drainage and other infrastructure in the North End for improvements such as paving, sidewalks, street trees and street lights.	Evaluate existing assets in the North End for maintenance needs.	Staff designated by City Manager	2008-2009 and ongoing	Current staff time; general funding
		Inventory locations where sidewalks are discontinuous, street lights are lacking, and street trees are needed.	Staff designated by City Manager	2008-2009 and ongoing	New staff resources and current staff time; general funding
	Coordinate improvements with other revitalization activities so that infrastructure investments can contribute to a critical mass of revitalization.	Create a priority list coordinated with downtown revitalization, housing development activity, parks and other improvements.	North End Working Group	2008 and ongoing	New staff resources and current staff time
		Evaluate the North Bois d'Arc-North Broadway area because of its proximity to downtown and the Texas College area, which has diverse existing housing and many new housing opportunities, as the first two priority areas.	North End Working Group	2008-2009	New staff resources and current staff time
	Establish a Safe Routes to School Program.	Create a Safe Routes to School plan.	Staff designated by City Manager; MPO; T.I.S.D.	2009-2011	New staff resources and current staff time; consulting services; general funding

**TYLER 1ST NORTH END ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
		Apply for funds from TxDOT from the federal Safe Routes to School Program for infrastructure projects and activities such as education, enforcement, and promotion.	Staff designated by City Manager; MPO	2012-2015	New staff resources and current staff time; consulting services; general funding
<b>Improve crime prevention and quality of life enforcement.</b>	Continue and enhance community policing initiatives	Add new beats and community policing officers as needed	Police Department	ongoing	New staff resources and current staff time
	Consider creation of a North End Crime Task Force	Work with the proposed neighborhood coalition or groups active in the Texans Against Crime initiative	Representatives of neighborhood associations, social services groups, churches and other community-based groups and the Police Department	2008 and ongoing	New staff resources and current staff time; community-based groups
	Inform residents of their rights to code-compliant housing and their ability to call on the City to improve conditions and promote reporting of code violations.	Create a marketing program and easy reporting mechanism (phone as well as Web), including Spanish language capacity, that reaches North End residents including church congregations, other neighborhood organizations, and social services agencies to raise public awareness.	Staff designated by City Manager	2008 and ongoing	New staff resources and current staff time; solid waste funding
		Commission city employees in various field service departments to report offenses.	Staff designated by City Manager	2008 and ongoing	New staff resources and current staff time; solid waste funding
		Increase manpower and resources to provide more proactive code enforcement.	Mayor and City Council; Staff designated by City Manager	2007	New staff resources and current staff time; solid waste funding
		Work with the North End community and neighborhood groups to enhance code enforcement.	Staff designated by City Manager	2008 and ongoing	New staff resources and current staff time; solid waste funding
	Expand a ticketing system for quality of life infractions such as junk cars.	Provide for an initial warning and educational material followed by fines significant enough to make an impression.	Staff designated by City Manager	2008 and ongoing	New staff resources and current staff time; solid waste funding

**TYLER 1ST NORTH END ACTION PLAN**

Short-Term Actions (2020-2022)
  Intermediate Actions (2023-2026)
  Long-Term Actions (2027+)
  Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
	Expedite the demolition process of unoccupied, substandard, dilapidated houses.	Encourage/utilize Voluntary Demolition program in collaboration with the Neighborhood Revitalization Board.	Neighborhood Services staff	2014 and ongoing	Neighborhood Revitalization Board
<b>Establish a neighborhood coalition with associations in all major districts to lay the groundwork for a community development corporation (CDC).</b>	Coordinate the activities of North End and West Tyler citizen groups, agencies and nonprofits.	Work with existing associations, social services groups, churches and others to convene a North End coalition for revitalization.	Mayor and City Council; Major stakeholders; Staff designated by City Manager	2008 and ongoing	New staff resources and current staff time
		Provide meeting space and staff support for meetings (outreach, calling meetings, creating contact lists, organizing volunteer committees, grant-writing assistance, etc.).	Staff designated by City Manager	2008-2011	New staff resources and current staff time
		<del>Transition organizational and support activities to the coalition after two years with limited municipal contribution from CDBG funds.</del>	North End coalition	2012 and ongoing	Major stakeholders; new staff resources and current staff time; HUD-funding
		Organize activities for North End improvement such as children's activities, clean-up campaigns, distribution of information on credit counseling, etc.	North End coalition	2012 and ongoing	Major stakeholders; new staff resources and current staff time; HUD funding
<b>Recognize historic structures and areas in the North End planning area.</b>	Seek to uncover, restore, and maintain brick streets north of downtown to enhance historic character.	Examine the possibility of creating a defined area of historic neighborhood character by uncovering brick streets where intersections or abutting blocks are covered over with asphalt and maintain Bois d'Arc Avenue brick streets north of Gentry Parkway.	Historical Preservation Board; Major stakeholders; Historic Tyler, Inc.; Staff designated by City Manager	2012-2015	Current staff time; volunteer time; partnership with interested organizations
	Promote creation of a Neighborhood Conservation District around North Bois d'Arc Avenue.	Pass an enabling act to create Neighborhood Conservation Districts.	Mayor and City Council	2007	Current staff time

**TYLER 1ST NORTH END ACTION PLAN**

Short-Term Actions (2020-2022)
  Intermediate Actions (2023-2026)
  Long-Term Actions (2027+)
  Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Recognize historic structures and areas in the North End planning area.</b>		Work with property owners and residents to promote creation of a NCD centered on Bois d'Arc Avenue from Gentry Parkway to Martin Luther King, Jr. Boulevard.	Historical Preservation Board; Major stakeholders; Historic Tyler, Inc.; Staff designated by City Manager	2012-2015	Current staff time; volunteer time; partnership with interested organizations
	Launch a three-year program to promote Tyler Historic Landmark status and installation of historic markers and plaques at North End locations important to city history, including the history of the African-American community.	Encourage the designation of other properties in the North End as Tyler Historic Landmarks and the identification of important sites as candidates for state historic markers.	Historical Preservation Board; Major stakeholders; Historic Tyler, Inc.; Staff designated by City Manager	2009-2011	Current staff time; volunteer time; partnership with interested organizations
<b>Improve the appearance and function of major roads.</b>		Apply for 50/50 matching grant funds from the state to install landscaping on Gentry Parkway.	Staff designated by City Manager; TxDOT	2007-2008	Current staff time; consultant services; general funding
		Install landscaping on Gentry Parkway.	Staff designated by City Manager; TxDOT	2009-2010	Current staff time; State funding; Half Cent Sales Tax funding
	Make Gentry Parkway, Glenwood Boulevard and Martin Luther King, Jr. Boulevard into real parkways or boulevards.	Experiment with temporary barriers to reconfigure lanes —accompanied by public outreach.	Staff designated by City Manager; TxDOT	2009-2011	New staff resources and current staff time; general funding
		Fund a boulevard study.	MPO; Staff designated by City Manager	2014-2019	Current staff time; MPO funding
		Commission a preliminary design plan for priority boulevards.	Staff designated by City Manager; TxDOT	2020-2025	Current staff time; Half Cent Sales Tax funding; State funding
		Construct parkway/boulevard design.	Staff designated by City Manager; TxDOT	2026+	Current staff time; Half Cent Sales Tax funding; State funding
	Promote a program to plant pine trees along the major entrance corridors into Tyler.	Promote a program to plant pine trees along entrance corridors.	Keep Tyler Beautiful Board; Volunteers; Community Stakeholders; Staff designated by City Manager	2014 and ongoing	New staff resources and current staff time; private contributions; general funding

**TYLER 1ST NORTH END ACTION PLAN**

Short-Term Actions (2020-2022)
Intermediate Actions (2023-2026)
Long-Term Actions (2027+)
Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES	
 2020 UPDATE	<u>Increase street lighting along major roads.</u>	<u>Work with Oncor for the installation of additional lights.</u>	<u>Chief Financial Officer</u>	<u>2020 and ongoing</u>	<u>Grants, City budget</u>	
<b>Promote local business development and marketing.</b>	Support expansion of marketing and programs for micro-lending and small business training.	Assist the Metropolitan Black Chamber of Commerce in expanding public awareness of its programs.	Metropolitan Black Chamber of Commerce; Staff designated by City Manager	2008 and ongoing	Current staff time; general funding	
		Offer more accessible and affordable micro-lending through a partnership with a non-profit lender.	Hispanic Business Alliance and its partners	2008 and ongoing	Outside organization funding; general funding	
	Assist in joint marketing efforts for existing businesses.	Use joint marketing efforts to raise awareness about existing local unique businesses that serve the neighborhood and encourage a "Buy Local" campaign with brochures that identify the locally-owned businesses, joint advertising, and special events.	Metropolitan Black Chamber of Commerce; Tyler Area Chamber of Commerce; Staff designated by City Manager	2008 and ongoing	Current staff time; support from local business organizations	
<b>Focus attention on neighborhood improvement, new housing development, and marketing of neighborhoods in the North End planning area</b>	Coordinate neighborhood improvement and redevelopment activities in the North End planning area.	Create an interdepartmental North End Working Group to focus on the needs of the North End on a regular basis in a coordinated way.	Staff designated by City Manager	2008 and ongoing	New staff resources and current staff time	
		Purchase and renovate the old Regions Bank building on Gentry Parkway to house the Neighborhood Services Department as an example for redevelopment and to better serve the North End.	Mayor and City Council; Staff designated by City Manager	2007	Current staff time; consulting services; general funding	
		Create and implement an Area Development Plan for the Texas College area.	Mayor and City Council; Staff designated by City Manager; Texas College; other stakeholders	2010 and ongoing	Current staff time; consulting services; general funding	
			Consider developing an urban village concept in the North End planning area.	Mayor and City Council; Staff designated by City Manager; Texas College; other stakeholders	2014-2019	Current staff time; consulting services; general funding
	 2020 UPDATE		<u>Utilize the Active Tyler Plan to guide and support grant applications to connect neighborhoods to schools, parks and other destinations.</u>	<u>Staff designated by City Manager</u>	<u>2020 and ongoing</u>	<u>Current staff time, consulting services, general funding, grants</u>

**TYLER 1ST NORTH END ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
	Create new development opportunities through annexation.	Pursue annexation strategies to the north and west.	Mayor and City Council; Staff designated by City Manager	2008 and ongoing	Current staff time; consulting services; general funding



Home business on North Bois d'Arc Avenue



New housing near Tatum Park



St. Peter Claver Catholic Church,  
North Tenneha Avenue



Butler College Community Garden

**TYLER 1ST HISTORIC PRESERVATION ACTION PLAN**

Short-Term Actions (2020-2022)
  Intermediate Actions (2023-2026)
  Long-Term Actions (2027+)
  Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Maintain the integrity and character of Tyler’s historic neighborhoods.</b>	Allow for the creation of neighborhood conservation districts to protect neighborhood character in existing historic and other distinctive residential areas.	Draft and adopt an enabling ordinance that includes a 2/3 property owner requirement to request an NCD study and a 75% property-owner assent before creation of an NCD.	Mayor and City Council; Historical Preservation Board; Staff designated by City Manager	2007-2008	Current staff time
		Identify groups of properties within the city that may qualify as neighborhood conservation districts.	Historical Preservation Board; Historic Tyler; Heart of Tyler Main Street; Staff designated by City Manager	2008-2011	Current staff time; possible consulting services; possible general funding; partnerships with other organizations
	Consider reducing the property-owner consent requirement for a local historic district.	Amend the landmarks ordinance to require less than 100% consent.	Mayor and City Council; Historical Preservation Board	2007-2008	Current staff time
	Initiate a local historic district.	Encourage the creation of a local historic district that is smaller than the National Register historic districts and includes properties that have clear and documented historic significance.	Historical Preservation Board; Historic Tyler; Heart of Tyler Main Street; Staff designated by City Manager	2008-2011	Current staff time; partnerships with others organizations
	Give the Historical Preservation Board greater direct responsibility for reviewing proposed changes to historic landmarks and districts.	Amend the historic preservation ordinance to give the Historical Preservation Board the authority to issue <b>Certificates of Appropriateness</b> for local historic landmarks and districts.	Mayor and City Council	2007-2008	Current staff time
		Develop design guidelines–based on the Secretary of the Interior’s Standards–that specifically address property features/qualities that are important to Tyler’s history and character.	Mayor and City Council; Historical Preservation Board; Staff designated by City Manager	2008-2011	Current staff time; possible consulting services; possible general funding; partnerships with other organizations

**TYLER 1ST HISTORIC PRESERVATION ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<p><b>Maintain the integrity and character of Tyler’s historic neighborhoods.</b></p> <p><b>TYLER 1<sup>ST</sup></b> 2020 UPDATE</p> <p><b>TYLER 1<sup>ST</sup></b> 2020 UPDATE</p> <p><b>TYLER 1<sup>ST</sup></b> 2020 UPDATE</p> <p><b>TYLER 1<sup>ST</sup></b> 2020 UPDATE</p>		Amend the landmark ordinance to place a six-month COA time limit for work to proceed before the COA expires and a two-year limit for completion of work.	Mayor and City Council; Historical Preservation Board	2007-2008	Current staff time
	Ensure that the Historical Preservation Board membership meets the requirements of the City’s historic preservation ordinance.	Ensure that the Board includes the spectrum of expertise to qualify to perform design review of historic property and neighborhood features.	Mayor and City Council	2007 and ongoing	Current staff time
	Continue to maintain Tyler’s existing brick streets and create a plan to uncover and repair brick streets that have been paved over <u>and adopt a maintenance plan.</u>	Create <u>and adopt</u> a maintenance plan for brick streets; <u>include a prioritization ranking for the brick streets, funding sources for maintenance crew and sourcing of bricks.</u>	Staff designated by City Manager	2007 and ongoing	Current staff time
	Hire staff with historic preservation training.	Hire a full-time historic <b>preservation officer.</b>	Staff designated by City Manager	2026+	New staff resources; general funding
		<u>Recruit Planning Department staff with coursework and experience in historic preservation.</u>	<u>Planning Director</u>	<u>2020 and ongoing</u>	<u>Current staff time</u>
	Work with Historic Tyler, Inc. to provide guidance publications for property owners.	Jointly create a series of documents that will provide guidance for owners of historic properties.	Historical Preservation Board; Historic Tyler; Heart of Tyler Main Street; Staff designated by City Manager	2011-2015	Current staff time; possible consulting services; possible general funding; partnerships with other organizations
		<u>Prepare design guidelines or design manual for review and education purposes.</u>	<u>Historic Preservation Board; Historic Tyler; Heart of Tyler Main Street; Staff designated by City Manager</u>	<u>2020 and ongoing</u>	<u>Current staff time</u>
	Retain Tyler’s sense of place and identity.	Encourage zone changes and creation of historic overlay districts, which would protect historical significant structures.	Historical Preservation Board, Planning Director and Historic Preservation Officer	2014 and ongoing	Current Staff Time and general funding

**TYLER 1ST HISTORIC PRESERVATION ACTION PLAN**

Short-Term Actions (2020-2022)
  Intermediate Actions (2023-2026)
  Long-Term Actions (2027+)
  Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Identify additional properties and groups of properties important to Tyler's history for designation and protection.</b>	Seek consultant assistance and grants to identify and document residential and commercial properties - and historic infrastructure - throughout the city for potential local landmark designation.	Update the 1995-1999 historic resources survey and rank properties for priority preservation.	Historical Preservation Board; Staff designated by City Manager	2014-2019	Current staff time; consulting services; general funding
	Identify structures less than 50 years old that may be exceptionally significant and encourage them to apply for landmark status.	Use Historic Resource Survey to identify properties and send letters of encouragement.	Historical Preservation Board, Planning Director and Historic Preservation Officer	2015 and ongoing	Current Staff Time and general funding
<b>Ensure that City review of development includes historic preservation review when necessary.</b>	Create an efficient system in which the Historical Preservation Board is notified by the City departments and boards when there are projects affecting properties at least 50 years old so potential impacts to historic properties can be reviewed.	Allow the Historical Preservation Board to comment on projects/actions that will affect properties that are at least 50 years old, even if these properties are not local landmarks or contributing properties in a National Register historic district.	Staff designated by City Manager	2008 and ongoing	Current staff time

**TYLER 1ST HISTORIC PRESERVATION ACTION PLAN**

Short-Term Actions (2020-2022)
Intermediate Actions (2023-2026)
Long-Term Actions (2027+)
Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Enhance the preservation knowledge of all City staff and Historical Preservation Board members.</b>	Provide opportunities for staff and for Historical Preservation Board members to attend preservation workshops and events.	Provide annual funding to send Historical Preservation Board members and their staff support to at least one educational event in Texas.	Staff designated by City Manager	2008 and ongoing	General funding
		Collaborate with Historic Tyler, Inc. to hold an annual local historic preservation conference/workshop in Tyler and seek to host a local historic preservation conference or workshop at one of Tyler's historic buildings.	Historical Preservation Board; Historic Tyler; Staff designated by City Manager	2012 and ongoing	Current staff time; possible consulting services; possible general funding; partnerships with other organizations
	Seek education on preservation of commercial properties and infrastructure.	Work with Tyler's Main Street program, the Heart of Tyler; the Texas Historical Commission; and other sources of preservation information to better understand the cultural and economic value of the preservation of non-residential properties.	Historical Preservation Board; Heart of Tyler Main Street; Staff designated by City Manager	2008 and ongoing	Current staff time; possible consulting services; possible general funding; partnerships with other organizations
	Provide, support and increase the availability of training and education.	Create and host quarterly Historic Preservation educational and training sessions.	Create and host quarterly Historic Preservation educational and training sessions.	2015 and ongoing	Historical Preservation Board, Planning Director and Historic Preservation Officer



Jenkins-Harvey Super Service Station and Garage (1929)



WPA drainage canal (1932)



Victorian-era homes on South Fannin Avenue

**TYLER 1ST HISTORIC PRESERVATION ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Promote and display diverse aspects of Tyler's history to enhance resident and visitor awareness of its importance.</b>  	Collaborate with Historic Tyler, Inc. and other groups to develop thematic heritage trails.	Commission a study of potential historic trails in Tyler.	Historical Preservation Board; Historic Tyler; Heart of Tyler Main Street; Staff designated by City Manager	2020-2025	Current staff time; possible consulting services; possible general funding; partnerships with other organizations
	Collaborate with Historic Tyler, Inc. to organize public events that celebrate Tyler's history and historic neighborhoods.	Work with Historic Tyler, Inc. to offer public events that highlight Tyler's historical role as a regional center and its many historic neighborhoods.	Historical Preservation Board; Historic Tyler; Staff designated by City Manager	2009 and ongoing	Current staff time; possible consulting services; possible general funding; partnerships with other organizations
	Support preservation of properties and sites associated with ethnic groups.	Develop and implement Black History Month Program.	Historical Preservation Board, Planning Director, Communications Department and Historic Preservation Officer	2014 and ongoing	CLG Grant, Current Staff Time and general funding
<b>Enhance public awareness of the economic benefits of historic preservation in Tyler.</b>	Expand the local landmarks program by contacting owners of key historic properties annually with information about the benefits of local landmark designation.	Contact the property owners of "high" and "medium priority" properties on an annual basis to urge them to protect their properties by entering them in the local landmarks program (or even to work together to create a local historic district).	Historical Preservation Board; Historic Tyler; Heart of Tyler Main Street; Staff designated by City Manager	2008 and ongoing	Current staff time; partnerships with other organizations
		Provide materials that outline the local tax benefits that are available to landmarked properties, along with a brief description of the designation process, and information on how the City can help property owners with the designation process.	Staff designated by City Manager	2008 and ongoing	Current staff time
		Post these materials on the Department of Planning and Zoning's webpage for viewing and downloading.	Staff designated by City Manager	2008 and ongoing	Current staff time

**TYLER 1ST HISTORIC PRESERVATION ACTION PLAN**

Short-Term Actions (2020-2022)
  Intermediate Actions (2023-2026)
  Long-Term Actions (2027+)
  Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Enhance public awareness of the economic benefits of historic preservation in Tyler.</b>  		Provide contact information (phone number and e-mail address) for the staff person who advises the HPB in all materials on the City's website and in phone directories.	Staff designated by City Manager	2007 and ongoing	Current staff time
		Examine the feasibility of creating a Landmark Society in Tyler.	Historic Tyler, Inc.; Smith County Historical Society; the Historical Preservation Board; Staff designated by City Manager	2014-2019	Current staff time
	Continue to offer and publicize historic preservation tax incentives.	Continue the 50% exemption (50% of the property's entire assessed value) to encourage owners to keep their properties in the local landmarks program and maintain them.	Mayor and City Council	2007 and ongoing	Current staff time
		Continue the 100% tax abatement for up to five years for improvements to properties in the local landmarks program.	Mayor and City Council	2007 and ongoing	Current staff time
		Publicize the availability of federal tax incentives and grants from the Texas Historical Commission for historic rehabilitation projects.	Historical Preservation Board; Historic Tyler; Heart of Tyler Main Street; Staff designated by the City Manager	2008 and ongoing	Current staff time; partnerships with other organizations
	Quantify the existing and potential economic benefits of historic preservation.	Create public education materials that include discussions of economic benefits.	Historical Preservation Board; Historic Tyler; Heart of Tyler Main Street; Staff designated by the City Manager	2011	Current staff time; partnerships with other organizations
		Measure the existing and potential economic benefits to the city in terms of tax base, increased tourism, and increased resident and tourist expenditures in the event of new historic designations and preservation activities. This information should be widely distributed through brochures, HPB, Historic Tyler, and Heart of Tyler information materials and online materials.	City of Tyler, Tyler Area Convention and Visitors Bureau	2019 and ongoing	Current staff time; possible consulting services; possible general funding; partnerships with other organizations

**TYLER 1ST HISTORIC PRESERVATION ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Enhance Historic Preservation Involvement</b>               	Facilitate and adopt a Strategic Plan for Historic Preservation.	Develop and implement historic preservation strategic plan.	Historic Tyler, Inc., Smith County Historical Society, the Historical Preservation Board, City of Tyler and the Tyler Area Chamber of Commerce	2014-2015	Certified Local Government (CLG) Grant, Current Staff Time and general funding
	Educate residents of the importance of history, to better understand and appreciate historic preservation.	Create various educational programs for the local schools.	Historic Tyler, Inc., Smith County Historical Society, the Historical Preservation Board, City of Tyler, the Tyler Area Chamber of Commerce and TISD	2015 and ongoing	CLG Grant, Current Staff Time and general funding
		Develop a preservation lecture series.	Historic Tyler, Inc., Smith County Historical Society, the Historical Preservation Board, City of Tyler and the Tyler Area Chamber of Commerce	2015 and ongoing	CLG Grant, Current Staff Time and general funding
		Develop and hold a seminar with educational handouts for contractors on the Secretary of Interior Standards.	Historic Tyler, Inc., Smith County Historical Society, the Historical Preservation Board, City of Tyler and the Tyler Area Chamber of Commerce	2014 and ongoing	CLG Grant, Current Staff Time and general funding
	Develop, support and market historic and cultural places to travelers/tourists.	Expand the number of tour itineraries that reach other districts, neighborhoods and sites.	Historic Tyler, Inc., Smith County Historical Society, the Historical Preservation Board, City of Tyler, the Tyler Area Chamber of Commerce and TISD	2015 and ongoing	CLG Grant, Current Staff Time and general funding
		Develop Tyler historic tour maps with podcasting .	Historic Tyler, Inc., Smith County Historical Society, the Historical Preservation Board, City of Tyler, the Tyler Area Chamber of Commerce and TISD	2014 and ongoing	CLG Grant, Current Staff Time and general funding
		Conduct a Heritage tourism development study.	Historic Tyler, Inc., Smith County Historical Society, the Historical Preservation Board, City of Tyler, the Tyler Area Chamber of Commerce and TISD	2015 and ongoing	CLG Grant, Current Staff Time and general funding
	Recognize the impact of historic preservation on economic development.	Publish an economic impact study.	Historic Tyler, Inc., Smith County Historical Society, the Historical Preservation Board, City of Tyler, the Tyler Area Chamber of Commerce and TISD	2015 and ongoing	CLG Grant, Current Staff Time and general funding

**TYLER 1ST PARKS, RECREATION, OPEN SPACE AND LAKES ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Preserve open space corridors in Tyler for wildlife habitat, nature-based recreation, an attractive public realm, and a healthy environment.</b>     2020 UPDATE	Create nature preserves and greenways in the floodplains of Tyler's major creeks and their tributaries.	Develop a master plan for a regional greenway program and implementation strategy.	Metropolitan Planning Organization (MPO)	2007-2008	MPO funding
		Continue to expand trail extensions.	Staff designated by City Manager	2014 and ongoing	Current staff time
		Explore establishment of a competitive funding program to provide matching funds to developers willing to provide public trail facilities on private or public land that meet the requirements of the greenway plan.	Staff designated by City Manager	2014-2019	Current staff time
		Continue to explore private partnerships and grant opportunities to expand trail systems throughout the City.	Staff designated by City Manager	2007 and ongoing	Current staff time.
		<u>Utilize the Active Tyler Plan to guide and support grant applications to expand the pedestrian and bicycle network.</u>	<u>Staff designated by City Manager</u>	<u>2020 and ongoing</u>	<u>Current staff time; consulting services; grants</u>
	Enhance the "urban forest" by creating green corridors along streets and drainageways throughout the city.	Fund and establish an urban forestry program within city government.	Mayor and City Council; Staff designated by City Manager	2007-2008	New staff resources and current staff time; general funding
		Create a City arborist/urban forester staff position or responsibility.	Mayor and City Council; Staff designated by City Manager	2007	New staff resources and current staff time; general funding
		Create and maintain a City tree planting plan for streets, drainageways, medians, bicycle routes, pedestrian routes and other public places.	Staff designated by City Manager; Trees Committee	2008 and ongoing	Current staff time
		Enroll Tyler in the Tree City USA Program sponsored by the National Arbor Day Foundation.	Mayor and City Council; Staff designated by City Manager	2007 and ongoing	Current staff time; general funding
		Review and edit the list of preferred/acceptable street trees in the landscape ordinance for their suitability in producing shade and in surviving in harsh urban conditions in Tyler's climate.	Staff designated by City Manager; Trees Committee	2008 and ongoing	Current staff time

**TYLER 1ST PARKS, RECREATION, OPEN SPACE AND LAKES ACTION PLAN**

Short-Term Actions (2020-2022)
Intermediate Actions (2023-2026)
Long-Term Actions (2027+)
Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<p><b>Preserve open space corridors in Tyler for wildlife habitat, nature-based recreation, an attractive public realm, and a healthy environment.</b></p> 		Fund and execute the planting of shade trees on major streets every year at an estimated cost of \$25,000.	Mayor and City Council; Staff designated by City Manager; Trees Committee	2007 and ongoing	Current staff time
		Amend the landscape ordinance to require the planting of more street trees, where feasible and depending upon the type of tree, in road rights-of-way in new residential and commercial developments, when feasible.	Mayor and City Council; Planning & Zoning Commission; Joint Committee on Code Review; Staff designated by City Manager	2007-2008	Current staff time; consulting services; general funding
		Amend the landscape ordinance to provide incentives to preserve existing trees, avoid excessive clearing and identify tree save areas, when feasible.	Mayor and City Council; Planning & Zoning Commission; Joint Committee on Code Review; Staff designated by City Manager	2007-2008	Current staff time; consulting services; general funding
		Amend the landscape ordinance to require planting of shade trees in surface parking lots to provide greater shade at maturity, when feasible.	Mayor and City Council; Planning & Zoning Commission; Joint Committee on Code Review; Staff designated by City Manager	2007-2008	Current staff time; consulting services; general funding
		Inventory and evaluate the city's drainageways for potential retrofitting with trees and plantings.	Staff designated by City Manager	2008-2011 and ongoing	Current staff time
		Develop a Green-up the Gateway plan for implementation.	Staff designated by City Manager	2014 and ongoing	Current staff time; \$25,000 in funds allocated in budget.
	Consider establishing a City tree and plant nursery.	Determine the feasibility of establishing a plant nursery to provide trees and other plants for public beautification using a cost-benefit analysis (versus contracting or purchasing for other sources).	Staff designated by City Manager	2010-2011 and ongoing	Current staff time
		Identify City-owned land for a potential nursery and City or contractor operation.	Staff designated by City Manager	2010-2011 and ongoing	Current staff time

**TYLER 1ST PARKS, RECREATION, OPEN SPACE AND LAKES ACTION PLAN**

Short-Term Actions (2020-2022)
  Intermediate Actions (2023-2026)
  Long-Term Actions (2027+)
  Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Preserve open space corridors in Tyler for wildlife habitat, nature-based recreation, an attractive public realm, and a healthy environment.</b>	Continue to host community tree planting events each year to enhance the urban forest.	Work with local volunteers and the TREES Committee to identify locations for tree plantings each year.	Staff designated by City Manager	2014 and ongoing	Current staff time and \$25,000 in funds allocated in budget
	Explore alternative open space conservation strategies, particularly for natural areas.	Seek assistance from state and nonprofit land conservation groups to give presentations and provide materials on strategies such as conservation easements, purchase of development rights and transfer of development rights.	Staff designated by City Manager	2014 and ongoing	Current staff time; assistance from other agencies
		Identify land ownership where regional trails and greenways are proposed and propose voluntary open space conservation strategies.	Staff designated by City Manager	2010-2011 and ongoing	Current staff time
<b>Provide a balanced park and open space system that allows for easy access and enjoyment by all citizens of Tyler.</b>  	Pursue a long-term goal of a park within walking distance of every Tyler residence.	Be alert to opportunities for neighborhood park development in underserved areas and consider acquisition.	Mayor and City Council; Park & Recreation Board; Staff designated by City Manager	2008 and ongoing	Current staff time; general funding; private funding
		Acquire additional parkland in existing neighborhoods.	Mayor and City Council; Park & Recreation Board; Staff designated by City Manager	2008 and ongoing	Current staff time; general funding; private funding
		Develop Stewart Park grounds.	Staff designated by City Manager	2014 and ongoing	Current staff time; general funding; private funding
	Establish planning strategies, practices and ordinances to ensure voluntary provision for parks as new development occurs.	Create an Open Space Trust fund to be capitalized by rollback funds and seek other potential funding sources such as municipal and grant contributions.	Mayor and City Council; Staff designated by City Manager	2008-2011 and ongoing	Current staff time; general funding; private funding
		Request developers/builders to contribute funds annually on a voluntary basis to the Open Space Trust Fund for creation of public open space.	Staff designated by City Manager	2008-2011 and ongoing	Current staff time
		Involve residents at the beginning of the design process, to discuss local recreation and park needs, and at several points during the design process, when feasible.	Staff designated by City Manager	2008 and ongoing	Current staff time

**TYLER 1ST PARKS, RECREATION, OPEN SPACE AND LAKES ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<p><b>Provide a balanced park and open space system that allows for easy access and enjoyment by all citizens of Tyler.</b></p>  	Provide opportunities for both passive and active use of parks and recreation areas.	Design all parks with active uses such as athletic fields or courts as well as provide some passive space.	Mayor and City Council; Park & Recreation Board; Staff designated by City Manager	2008 and ongoing	Current staff time; consulting services; general funding; private funding
		Continue to expand upon Tyler's current trail system, beginning with Phase II of the Rose Rudman Trail.	Mayor and City Council; TxDOT; Staff designated by the City Manager	2014	General funding; TxDOT funding
	Review surplus City-owned land for park and open space use before disposition by sale or other means.	Review disposition properties for location in underserved areas; potential addition to a regional park network; and potential for a needed type of park or recreation facility.	Mayor and City Council; Park & Recreation Board; Staff designated by City Manager	2008 and ongoing	Current staff time; general funding
	Explore the potential to create a horticulture center or botanical garden on the parking lot and fairgrounds site adjacent to the Rose Garden.	Explore potential partnerships with nonprofit or for-profit garden and horticulture groups for creation of a major regional center with botanical gardens, expanded model gardens, and an environmental education center focused on the East Texas environment.	Mayor and City Council; Park and Recreation Board; Rose Festival Association; Staff designated by City Manager; Master Gardeners; Educational and research institutions	2014-2019	Current staff time
		<del>Consider developing a</del> <b>Implement the</b> Rose Garden master plan.	Staff designated by City Manager	2014-2019 <u>and ongoing</u>	Current staff time; consulting services; general funding;
		Develop a site master plan including alternatives for expanded horticulture uses while accommodating parking and circulation for the stadium and athletic fields.	Mayor and City Council; Staff designated by City Manager; T.I.S.D. staff	2020-2025	Current staff time; consulting services; general funding
	Develop LeGrand Gardens as the world's first Earthkind Botanical Garden that will accommodate special activities.	Commission a master plan.	Mayor and City Council; Keep Tyler Beautiful Board; Staff designated by City Manager	2007	Current staff time; consulting services; general funding; private funding
		Achieve Earthkind official designation.	Keep Tyler Beautiful Board; Staff designated by City Manager	2007	Current staff time
		Seek out private sponsorships/donations and host fundraising events to finance garden and facility development.	Staff designated by City Manager	2014 and ongoing	Current staff time; private funding

**TYLER 1ST PARKS, RECREATION, OPEN SPACE AND LAKES ACTION PLAN**

<div style="display: flex; justify-content: space-between; align-items: center; margin-bottom: 5px;"> <span style="background-color: #d9ead3; padding: 2px 5px;">Short-Term Actions (2020-2022)</span> <span style="background-color: #fcf8e3; padding: 2px 5px;">Intermediate Actions (2023-2026)</span> <span style="background-color: #d9ead3; padding: 2px 5px;">Long-Term Actions (2027+)</span> <span style="background-color: #d9ead3; padding: 2px 5px;">Complete</span> </div>						
GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES	
<b>TYLER 1<sup>ST</sup></b>		Begin installation of master plan features and specialty gardens through public-private funding.	Mayor and City Council; Private funding sponsors; Staff designated by City Manager	2015	Current staff time; consulting services; general funding; private funding	
		Develop architectural rendering and pursue private donations.	Mayor and City Council; Staff designated by City Manager	2014	Current staff time; consulting services; general funding; private funding.	
<b>Provide recreation programs and opportunities for children, youth, adults and senior citizens throughout the city.</b>		Continue to monitor and upgrade recreational elements and facilities at existing parks to ensure compliance with current safety standards and current recreational trends.	Mayor and City Council; Park & Recreation Board; Staff designated by City Manager	2007 and ongoing	Current staff time; general funding	
		Ensure full handicap accessibility, including routes to accessible facilities, when installing ADA upgrades.	Mayor and City Council; Park & Recreation Board; Staff designated by City Manager	2007 and ongoing	Current staff time; private partnerships.	
		Explore the potential for full partial/public access to private park and recreation facilities.	Consider arrangements with the managers of private parks and recreational facilities in which the City could allow for complete public access or access for programs in return for sharing maintenance and/or program costs.	Mayor and City Council; Park & Recreation Board; Staff designated by City Manager	Ongoing	Current staff time; general funding
	<b>TYLER 1<sup>ST</sup></b>		Consider renovation/repurposing of Woldert Pool.	Staff designated by City Manager	2014 and ongoing	Current staff time
	<b>TYLER 1<sup>ST</sup></b>		Consider expanding Glass Recreation Center.	Staff designated by City Manager	2014 and ongoing	Current staff time
		Explore the potential for joint park and recreation development, maintenance and programming with Tyler I.S.D. and other school districts, as appropriate.	Continue dialogue with Tyler I.S.D. and other school districts for the provision of recreational opportunities.	Mayor and City Council; Park & Recreation Board; Staff designated by City Manager	2008 and ongoing	Current staff time; general funding

**TYLER 1ST PARKS, RECREATION, OPEN SPACE AND LAKES ACTION PLAN**

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GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Provide recreation programs and opportunities for children, youth, adults and senior citizens throughout the city.</b>		Work closely with Tyler I.S.D. and other school districts to monitor future expansion plans so the City and the school district can jointly develop future recreational facilities.	Mayor and City Council; Park & Recreation Board; Staff designated by City Manager	2008 and ongoing	Current staff time; general funding
		Develop a joint programming effort to maximize the use and enjoyment of both City and public school facilities.	Mayor and City Council; Park & Recreation Board; Staff designated by City Manager	2009-2011	Current staff time; general funding
	Survey residents regularly to monitor needs, interests, and satisfaction with the park system.	Survey program users after program completion with a common survey instrument for all programs.	Mayor and City Council; Park & Recreation Board; Staff designated by City Manager	Ongoing	Current staff time; consultant services; general funding
	Continue to monitor use of City facilities by private groups and their contribution to upkeep of these facilities.	Allow private groups to use park facilities such as amphitheatres, pavilions, ball fields, etc. provided the use does not conflict with a scheduled City event or completely monopolize facilities, shutting out the public at large.	Staff designated by City Manager	2007 and ongoing	Current staff time
		Evaluate fees on a regular basis to make sure that private groups contribute towards the maintenance and repair of facilities they use regularly.	Staff designated by City Manager	Ongoing	Current staff time
	Partner with private interests for the promotion of a new Tyler First Tee program at Woldert Park	The First Tee of Tyler has been formed and land has been donated adjacent to Woldert Park. This land, together with land from the existing Woldert Park, is intended to be the home for this new sports program.	Private/community partners	2007 and ongoing	Private funding
	Continue annual review and updating of the Parks and Open Space Plan.	Provide survey results and coordinate with other departments on potential park land expansion to inform the Park Board in its annual update.	Staff designated by City Manager	Ongoing	Current staff time

**TYLER 1ST PARKS, RECREATION, OPEN SPACE AND LAKES ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES	
<b>Protect and preserve Lake Tyler, Lake Tyler East and Bellwood Lake.</b>	Continue giving highest priority to water quality protection.	Keep protection of water quality as the highest priority, since the lakes are the city's drinking water supply.	Staff designated by City Manager	2007 and ongoing	Current staff time	
	Continue to review compliance with the existing lease requirements for both residential and commercial leases and take enforcement action in the case of noncompliance.	Enforce lease terms.	Staff designated by City Manager	2008 and ongoing	Current staff time	
<b>Protect and preserve Lake Tyler, Lake Tyler East and Bellwood Lake.</b>	Review and revise maximum parking limits for camping and R.V. facilities.	Ensure that the lease language contains aesthetic controls and requires best practices to control nonpoint source pollution and proper waste disposal.	Staff designated by City Manager	2008 and ongoing	Current staff time	
			Create and implement Lake Tyler master plan.	Mayor and City Council; Staff designated by City Manager	2011 and ongoing	Current staff time; consulting services
		Prohibit further subdivision of lease lots on City-owned property.	Eliminate the designation of "Club Lot" (subdividable lots) so that all lots fall under the same development criteria.	Mayor and City Council; Staff designated by City Manager	2008 and ongoing	Current staff time
		Designate properties which do not currently have leases as Greenbelt Properties.	Preserve the existing public-owned property around the lakes for public purposes, protection of water supply, and public recreation.	Mayor and City Council; Staff designated by City Manager	2008 and ongoing	Current staff time
			Designate remaining City-owned properties as Greenbelt Properties to eliminate the potential for future private development while allowing for low-impact, nature-based recreation with a minimum of support facilities.	Mayor and City Council; Staff designated by City Manager	2008 and ongoing	Current staff time
		Develop a trail system around Lake Tyler.	Fund the design for a nature trail from the marina to Hill Creek Recreation Area on the City-owned greenbelt properties.	Mayor and City Council; Staff designated by City Manager	2014-2019 and ongoing	Current staff time; consulting services; utility funding
			Fund and construct the trail.	Mayor and City Council; Staff designated by City Manager; Volunteers	2020-2025	Current staff time; consulting services; utility funding; volunteer time

**TYLER 1ST PARKS, RECREATION, OPEN SPACE AND LAKES ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
	Continue to improve recreational facilities at existing sites.	Fund and install improvements to facilities to serve more users more effectively while minimizing impacts on the land and the water.	Mayor and City Council; Staff designated by City Manager	2016-2019	Current staff time; utility funding
		Maintain facility standards and expectations held of other City of Tyler recreation sites, including signage.	Staff designated by City Manager	2014 and ongoing	Current staff time; utility funding
<b>Protect and preserve Lake Tyler, Lake Tyler East and Bellwood Lake.</b>	Evaluate the location, performance, and appearance of the existing R.V. facility and the need for such a facility.	Evaluate R.V. facility operation for its contributions to the recreational objectives of the lakes, taking into account the housing needs of the people who live there now.	Staff designated by City Manager	2014-2016	Current staff time; utility funding
	Explore amending the lease agreement language so that the City receives some monetary compensation when the leases are sold.	Evaluate potential strategies such as transfer fees or percentages of every lease sale transaction and raising of lease payments when the lease is transferred to help pay for improvements and access to lake amenities.	Staff designated by City Manager	2010	Current staff time; private funding
	Consider annexing a corridor to the lakes and all of the property around the lakes.	Perform a cost-benefit study for annexing all City-owned property around Lake Tyler into the corporate limits of Tyler.	Staff designated by City Manager	2012-2015	Current staff time; consulting services
	Protect water quality and public access at Lake Tyler East.	Continue to purchase undeveloped land around Lake Tyler East as it becomes available.	Mayor and City Council; Staff designated by City Manager	2008 and ongoing	Current staff time; utility funding
		Establish maximum impervious cover standards around the lake to ensure water quality.	Mayor and City Council; Staff designated by City Manager	2016-2019	Current staff time; consulting services
		<del>Grant access to the lake only to properties which comply with the standards.</del>	<del>Mayor and City Council; Staff designated by City Manager</del>	2012-2015	Current staff time
	Ensure continued protection of the water source and natural environment.	Review and amend any lease agreements or other use agreements.	Mayor and City Council; Staff designated by City Manager	2012 and ongoing	Current staff time
		Continue to monitor motorized use and how it impacts water quality.	Staff designated by City Manager	2007	Current staff time

**TYLER 1ST PARKS, RECREATION, OPEN SPACE AND LAKES ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
	Develop a conceptual site master plan for the City-owned property north of Bellwood Lake.	Ensure that the City has <b>identified access points</b> , protection of natural open space, lake amenities, etc. prior to surrounding properties being developed.	Staff designated by City Manager	2008	Current staff time; consulting services
		Work with property owners north of Bellwood Lake on a cohesive development plan for the entire area.	Staff designated by City Manager	2007-2009	Current staff time
<b>Protect and preserve Lake Tyler, Lake Tyler East and Bellwood Lake.</b>	Consider annexing City-owned property on the north side of Bellwood Lake.	<b>Perform a cost-benefit study</b> to determine the feasibility of annexing this property.	Staff designated by City Manager	2008	Current staff time
	Manage development and recreational activities in and around sensitive areas of the lakes to minimize adverse effects on water quality and valuable ecosystems.	Prohibit the construction of boat houses and piers on Bellwood Lake.	Staff designated by City Manager	2007 and ongoing	Current staff time
		Limit water skiing in order to maintain a healthy lake environment.	Staff designated by City Manager	2007 and ongoing	Current staff time
	Develop public trails on the lake.	Fund and further develop public trails at Bellwood Lake from the Cascades Trail up though the City-owned property on the north side of the lake to connect with a trail on adjoining property, and connect the Cascades Trail with nearby Lindsey Park property.	Mayor and City Council; Parks & Recreation Board; Private stakeholders; Staff designated by City Manager	2012-2017	Current staff time; consulting services; utility funding; private funding

**TYLER 1ST PARKS, RECREATION, OPEN SPACE AND LAKES ACTION PLAN**

Short-Term Actions (2020-2022)
Intermediate Actions (2023-2026)
Long-Term Actions (2027+)
Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES	
<b>Be a good steward of parks and public spaces.</b>    	Maintain all parks and public spaces to the same high standard.	Develop a maintenance checklist for park land and park facilities with easily understood criteria for rating conditions and perform an evaluation of every park on a regular schedule.	Staff designated by City Manager	2007 and ongoing	Current staff time	
		Develop maintenance standards so that employees know what is expected.	Staff designated by City Manager	2007 and ongoing	Current staff time	
		Create a maintenance plan that prioritizes current needs and provides for catching up on maintenance backlogs.	Staff designated by City Manager	2007 and ongoing	Current staff time	
		<u>Create a sustainable funding stream for all maintenance.</u>	<u>Mayor and City Council; Parks and Recreation Board; Private stakeholders; Staff designated by City Manager</u>	<u>2020 and ongoing</u>	<u>Current staff time</u>	
		Continue to expand wildflower program throughout the City.	Identify new road corridors throughout the city each year to plant wildflowers.	Staff designated by City Manager	2014 and ongoing	Private partnerships.
			Evaluate the costs and benefits of contracting out some park maintenance work.	Staff designated by City Manager	2007 and ongoing	Current staff time
			Collaborate with volunteer groups on certain park maintenance tasks.	Staff designated by City Manager	2007 and ongoing	Current staff time; volunteer assistance

**TYLER 1ST HOUSING AND NEIGHBORHOODS ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>HOUSING</b>					
<b>Provide sufficient housing for households at all income levels and all stages of the life cycle.</b>	Expand first-time homebuyer and credit counseling programs.	Seek funding from foundations, banks or other donors and then issue a request for proposals (RFP) to identify a nonprofit service provider for credit counseling.	Staff designated by City Manager	2008-2009	New staff resources and current staff time
	Provide developer/builder incentives for producing housing affordable to households making 80% or below the area median income in areas where housing development is desired other than South Tyler.	Work with the Smith County Tax Office to gain control of tax title properties as part of City's Housing Infill Program (HIP).	Staff designated by City Manager; Smith Co. Tax Office; Tax collection firms; Local taxing jurisdictions	2007 and ongoing	New staff resources and current staff time; partnerships with Tax Office, collection firms and other local taxing jurisdictions
		Approach Tyler area banks and foundations about contributing to revolving loan pools, interest rate buydowns, or loan loss reserves.	Staff designated by City Manager	2020-2025	New staff resources and current staff time
		Facilitate developer access to government funding for affordable housing production and provide assistance with paperwork and requirements.	Staff designated by City Manager	2008-2011 and ongoing	New staff resources and current staff time
		Provide tax incentives on a case-by-case basis where affordable housing production is desired.	Mayor and City Council; Staff designated by City Manager	2008 and ongoing	New staff resources; current staff time; general funding
		Create public-private partnerships in which the City contributes infrastructure and/or permits higher densities in return for desired development types and locations.	Mayor and City Council; Planning & Zoning Commission; Staff designated by City Manager	2008-2011 and ongoing	New staff resources and current staff time
		Waive development fees i.e., building permits, taps, platting zoning, etc., removal of curb & gutter improvement requirement, or escrow for new <a href="#">affordable housing infill housing in the North End.</a>	Staff designated by City Manager	2014 and ongoing	Current staff time



**TYLER 1ST HOUSING AND NEIGHBORHOODS ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Provide sufficient housing for households at all income levels and all stages of the life cycle.</b>	Create a marketing program for all first-time homebuyer programs available in the city.	Establish a central information center on the affordable housing programs in the city.	Staff designated by City Manager	2008-2011 and ongoing	New staff resources and current staff time
		Consolidate information in a brochure, to be distributed widely to organizations and individuals around the city, and posted on the City's website. Update it annually.	Staff designated by City Manager	2008-2011 and ongoing	New staff resources and current staff time; general resources; HUD funding
		Provide outreach through presentations to community groups such as church congregations, or first-time homebuyer fairs.	Staff designated by City Manager	2008-2011 and ongoing	New staff resources and current staff time; general resources; HUD funding
	Make public investments in infrastructure and amenities where housing development is desired.	Coordinate improvements to have maximum impact on areas where development is desired.	Mayor and City Council; Half Cent Sales Tax Board; Staff designated by City Manager	2008 and ongoing	New staff resources and current staff time; HUD funding; utility funding; Half Cent Sales Tax funding
		Where appropriate for redevelopment, consider creation of a Tax Increment Financing (TIF) district to capture incremental increases in levies due to increases in value to fund public improvements.	Mayor and City Council; Staff designated by City Manager	2008-2010	New staff resources; current staff time; consultant services; general funding
		Continue the existing strategy used to choose a target area for expenditure of Community Development Block Grant funds.	Mayor and City Council; Staff designated by City Manager	2008 and ongoing	Current staff time; HUD funding
		Examine the desirability of abandoning unused alleys in neighborhoods.	Mayor and City Council; Planning and Zoning Commission; Neighborhood associations; Staff designated by City Manager	2007 and ongoing	Current staff time
	Make public investments	Periodically examine the most cost-effective pipe materials	Staff designated by City Manager	2008 and ongoing	Current staff time

**TYLER 1ST HOUSING AND NEIGHBORHOODS ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
	Promote partnerships between social service agencies and providers of subsidized housing.	Make educational and social services easily available to residents of subsidized housing.	Staff designated by City Manager	2008-2011 and ongoing	New staff resources and current staff time; general resources; HUD funding; partnerships with other agencies
<b>Sustain and maintain established neighborhoods.</b>	Create a database of existing homeowners' associations and neighborhood associations.	Gather information about neighborhood associations, homeowners' associations (HOAs), and large condominium associations and keep the list updated.	Staff designated by City Manager	2008-2011 and ongoing	New staff resources and current staff time; general resources; partnerships with neighborhood groups
		Research how HOAs and condominium associations affect maintenance of common spaces, private streets and public or semi-public spaces and when, if ever, their responsibilities may lapse.	Staff designated by City Manager	2009-2011 and ongoing	Current staff time
		Identify the City's preferred practices for HOAs and condo associations and amend regulations and policies as needed, based on discussion with affected groups.	Staff designated by City Manager	2009-2011 and ongoing	Current staff time
	Ensure that maintenance endowments are included in Homeowner Association draft documents and required before final plat approval.	Amend subdivision regulations and city policies.	Mayor and City Council; Planning & Zoning Commission; Joint Committee on Code Review; Staff designated by City Manager	2007	Current staff time; consulting services; general funding
		Encourage developers to create playgrounds or other open space amenities on undevelopable tracts, with provision for maintenance.	Staff designated by City Manager	2008 and ongoing	Current staff time
	<b>Sustain and maintain established neighborhoods.</b>	<del>Encourage compatible infill residential development in existing neighborhoods and the creation of neighborhood conservation districts.</del>	<del>Pass enabling legislation for neighborhood conservation districts in existing neighborhoods.</del>	<del>Mayor and City Council; Planning &amp; Zoning Commission; Joint Committee on Code Review; Historical Preservation Board; Staff designated by City Manager</del>	<del>2007</del>

**TYLER 1ST HOUSING AND NEIGHBORHOODS ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<p><b>Sustain and maintain established neighborhoods.</b></p>  	Rehabilitate existing housing stock.	Approach Tyler area banks and foundations about contributing to revolving loan pools, interest rate buydowns, or loan loss reserves to promote housing rehabilitation by low-income homeowners and to investor-owners who agree to rent to low-income tenants.	Staff designated by City Manager	2008-2011 and ongoing	New staff resources and current staff time
	Enhance code enforcement.	Create a marketing program and easy reporting mechanism (phone as well as Web), including Spanish language capacity, that reaches residents including church congregations, other neighborhood organizations, and social services agencies to raise public awareness.	Staff designated by City Manager	2008 and ongoing	New staff resources and current staff time; solid waste funding
		Commission City employees in various field service departments to report offenses.	Staff designated by City Manager	2008 and ongoing	New staff resources and current staff time; solid waste funding
		Increase manpower and resources to provide more proactive code enforcement.	Mayor and City Council; Staff designated by City Manager	2007	New staff resources and current staff time; solid waste funding
		Work with community and neighborhood groups to enhance code enforcement.	Staff designated by City Manager	2008 and ongoing	New staff resources and current staff time; solid waste funding
	Expand a ticketing system for quality of life infractions such as junk cars.	Provide for an initial warning and educational material followed by fines significant enough to make an impression.	Staff designated by City Manager	2008 and ongoing	New staff resources and current staff time; solid waste funding
		<u>Evaluate current standards and enforcement prior to the adoption of new standards.</u>	Staff designated by City Manager	2020 and ongoing	Current staff resources and time
	<u>Protect investments and property values within neighborhoods.</u>	<u>Consider the adoption of a property maintenance code.</u>	Staff designated by City Manager	2020-2022	Code Enforcement Manager and Building Official

**TYLER 1ST HOUSING AND NEIGHBORHOODS ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Sustain and maintain established neighborhoods.</b>	Expand a ticketing system for quality of life infractions such as junk cars.	Provide for an initial warning and educational material followed by fines significant enough to make an impression.	Staff designated by City Manager	2008 and ongoing	New staff resources and current staff time; solid waste funding

**BUSINESS, RETAIL AND MIXED USE AREAS**

<b>Concentrate commercial development in compact, mixed-use districts interspersed with lower-density uses and open space along corridors rather than commercial strips.</b>	Establish mixed-use districts at major arterial intersections and other appropriate locations.	Consult the Future Land Use Guide on applications for new zoning and establish an overlay district on major streets that provides for appropriate design standards and clustering of commercial development.	Mayor and City Council; Planning & Zoning Commission; Staff designated by City Manager	2007-2008 and ongoing	Current staff time
		Establish transition zones from higher to lower heights, densities and impacts and design guidelines and standards in mixed-use districts.	Mayor and City Council; Planning & Zoning Commission; Joint Committee on Code Review; Historical Preservation Board; Staff designated by City Manager	2007-2008	Current staff time; consulting services; general funding
<b>Improve the function and design of commercial areas.</b>	Establish zoning overlay districts with improved design standards as properties redevelop on arterial roads.	Encourage design standards for improved access management, build-to lines and parking to the side and rear, pedestrian amenities, and similar improvements.	Mayor and City Council; Planning & Zoning Commission; Joint Committee on Code Review; Historical Preservation Board; Staff designated by City Manager	2007-2008	Current staff time; consulting services; general funding
<b>Use public investments to promote compact mixed-use districts.</b>	Locate public buildings to anchor mixed-use districts and invest in the public realm to encourage development and redevelopment by property owners.	Target public investment to areas where the City wants to see mixed-use development and redevelopment, rather than isolated, low-density sites.	Mayor and City Council; Planning & Zoning Commission; Staff designated by City Manager	2014 and ongoing	Current staff time

**COMMUNITY IDENTITY AND SENSE OF PLACE**

**TYLER 1ST HOUSING AND NEIGHBORHOODS ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Enhance Tyler’s public realm with trees, attractive streetscapes, adequate lighting, and public gathering places.</b>	Reflect the regional landscape of trees in Tyler’s public places.	Fund and establish an urban forestry program within city government.	Mayor and City Council; Staff designated by City Manager	2007-2008	New staff resources and current staff time; general funding
		Create a City arborist/urban forester staff position or responsibility.	Mayor and City Council; Staff designated by City Manager	2007	New staff resources and current staff time; general funding
		Create and maintain a city tree planting plan for streets, drainageways, medians, bicycle routes, pedestrian routes and other public places.	Staff designated by City Manager; Trees Committee	2008 and ongoing	Current staff time
		Enroll Tyler in the Tree City USA Program sponsored by the National Arbor Day Foundation.	Mayor and City Council; Staff designated by City Manager	2007 and ongoing	Current staff time; general funding
		Review and edit the list of preferred/acceptable street trees in the landscape ordinance for their suitability in producing shade and in surviving in harsh urban conditions in Tyler’s climate.	Staff designated by City Manager; Trees Committee	2008 and ongoing	Current staff time
		Fund and execute the planting of shade trees on major streets every year at an estimated cost of \$25,000.	Mayor and City Council; Staff designated by City Manager; Trees Committee	2007 and ongoing	Current staff time
		Amend the landscape ordinance to encourage the planting of more trees, where feasible. For single family residential, require at least one tree per lot. Encourage planting trees in existing commercial developments and right-of-way when feasible.	Mayor and City Council; Planning & Zoning Commission; Joint Committee on Code Review; Staff designated by City Manager	2007-2008	Current staff time; consulting services; general funding
		Amend the landscape ordinance to provide incentives to preserve existing trees and avoid excessive clearing and identify tree save areas.	Mayor and City Council; Planning & Zoning Commission; Joint Committee on Code Review; Staff designated by City Manager	2007-2008	Current staff time; consulting services; general funding

**TYLER 1<sup>ST</sup>**  
2020 UPDATE

**TYLER 1ST HOUSING AND NEIGHBORHOODS ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES	
<p><b>Enhance Tyler’s public realm with trees, attractive streetscapes, and public gathering places.</b></p> <p><b>TYLER 1<sup>ST</sup></b> 2020 UPDATE</p> <p><b>TYLER 1<sup>ST</sup></b> 2020 UPDATE</p> <p><b>TYLER 1<sup>ST</sup></b> 2020 UPDATE</p>		Amend the landscape ordinance to require planting of shade trees in surface parking lots to provide greater shade at maturity, when feasible.	Mayor and City Council; Planning & Zoning Commission; Joint Committee on Code Review; Staff designated by City Manager	2007-2008	Current staff time; consulting services; general funding	
		Inventory and evaluate the city’s drainageways for potential retrofitting with trees and plantings.	Staff designated by City Manager	2008-2011 and ongoing	Current staff time	
		Consider a program for residents to request trees to be planted by the City for a set fee, or to have commemorative trees planted to honor a person or event.	Staff designated by City Manager	2008-2011 and ongoing	Current staff time	
		<u>Coordinate with developers at the land clearing and grading phase to identify possible tree preservation areas to receive landscaping credits.</u>	<u>Staff designated by City Manager</u>	<u>2020 and ongoing</u>	<u>Current Staff time</u>	
		Establish a flexible context-sensitive design standard for streetscapes as part of the area and district plans and, working with TxDOT, on improvements for urban arterials that are state roads.	Amend subdivision regulations and city policies.	Mayor and City Council; Planning & Zoning Commission; Joint Committee on Code Review; Staff designated by City Manager	2007-2008	Current staff time; consulting services; general funding
		<u>Consider requiring overhead powerlines to be buried with new development.</u>	<u>Mayor and City Council; Planning &amp; Zoning Commission; Joint Committee on Code Review; Staff designated by City Manager</u>	<u>2023-2026</u>	<u>Current staff time; consulting services; general funding</u>	
		<u>Evaluate neighborhood lighting needs and develop a plan to address any deficiencies.</u>	<u>Mayor and City Council; Planning &amp; Zoning Commission; Joint Committee on Code Review; Staff designated by City Manager</u>	<u>2020-2022</u>	<u>Current staff time; consulting services; general funding</u>	
		Establish a program for public art.	Consider a mechanism in partnership with the community for funding public art competitions and projects.	Staff designated by City Manager; Private/ community partners	2009-2011	New staff resources and current staff time; general resources; private/community contributions

**TYLER 1ST HOUSING AND NEIGHBORHOODS ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Promote building, street and residential subdivision that is focused on people rather than vehicles.</b>	Encourage voluntary use of guidelines for nonresidential development downtown and on major arterials.	Incorporate improved design guidelines for nonresidential development into the zoning code.	Mayor and City Council; Planning & Zoning Commission; Joint Committee on Code Review; Staff designated by City Manager	2007-2008	Current staff time; consulting services; general funding
		Incorporate improved design guidelines and alternative design guidelines linked to public amenities in subdivision regulations.	Mayor and City Council; Planning & Zoning Commission; Joint Committee on Code Review; Staff designated by City Manager	2007-2008	Current staff time; consulting services; general funding
	Ensure sensitive transitions from nonresidential to residential areas.	Incorporate design guidelines for transitions in impacts from nonresidential to residential zoning districts, including guidelines for parking areas, loading and service areas, height and shadows, lighting, and similar elements.	Mayor and City Council; Planning & Zoning Commission; Joint Committee on Code Review; Staff designated by City Manager	2007-2008	Current staff time; consulting services; general funding
	Ensure that signs are compatible with the desired surrounding context and kept in good repair.	Amend the sign ordinance.	Mayor and City Council; Planning & Zoning Commission; Joint Committee on Code Review; Staff designated by City Manager	2007-2008	Current staff time; consulting services; general funding
	Preserve and enhance the walkable character of older neighborhoods.	Direct public improvements to locations where upgrades will enhance the safety of routes to important neighborhood destinations.	Mayor and City Council; Half Cent Sales Tax Board; Staff designated by City Manager	2008 and ongoing	New staff resources and current staff time; HUD funding; utility funding; Half Cent Sales Tax funding
<b>Promote creation of new neighborhoods rather than isolated subdivisions and/or apartment complexes.</b>	Divide the city and the ETJ into planning districts.	Create district plans with sufficient detail appropriate to the area.	Mayor and City Council; Planning & Zoning Commission; Staff designated by City Manager	2012 and ongoing	Current staff time; consulting services; general funding

**TYLER 1ST HOUSING AND NEIGHBORHOODS ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Promote creation of new neighborhoods rather than isolated subdivisions and/or apartment complexes.</b>	Ensure that apartment complexes are connected to surrounding areas.	Amend zoning to require connection while mitigating impacts through improved design standards.	Mayor and City Council; Planning & Zoning Commission; Joint Committee on Code Review; Staff designated by City Manager	2007-2008	Current staff time; consulting services; general funding
	<b>TYLER 1<sup>ST</sup></b>	Examine the feasibility of developing urban village conceptuals.	Staff designated by City Manager	2014-2019	Current staff time
	Ensure subdivision designs will effectively connect to surrounding areas and that they will provide for public spaces such as neighborhood squares and district parks.	Amend subdivision regulations and city policies to provide for connectivity and alternative subdivision designs.	Mayor and City Council; Planning & Zoning Commission; Joint Committee on Code Review; Staff designated by City Manager	2007-2008	Current staff time; consulting services; general funding
	Through establishing district plans, identify preferred development areas for the ETJ to coordinate with the Comprehensive Plan, infrastructure and transportation plans, and open space preservation strategies.	Review subdivisions for connectivity, relationship to the Future Land Use Guide, the Master Street Plan, regional trails plan, park and greenway opportunities, village commercial district preferred locations, and other Tyler 1 <sup>st</sup> Comprehensive Plan policies.	Staff designated by City Manager	2008 and ongoing	Current staff time



New South Tyler neighborhood



Stone house in North Tyler

**TYLER 1ST TRANSPORTATION ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES	
<b>Promote appropriate location and design of housing and commercial development in the ETJ.</b>	Identify preferred development areas for the ETJ to coordinate with the Comprehensive Plan, infrastructure and transportation plans, and open space preservation strategies.	Review subdivisions for connectivity, relationship to the Future Land Use Guide, the Master Street Plan, regional trails plan, park and greenway opportunities, village commercial district preferred locations, and other Tyler 1st Comprehensive Plan policies.	Staff designated by City Manager	2008 and ongoing	Current staff time	
<b>Improve travel connectivity in Tyler with new road extensions and new roads, as needed.</b>	Implement the Master Street Plan to create new connections.	Develop a set of criteria to set priorities for implementation of the Master Street Plan.	Staff designated by City Manager	2008 and ongoing	Current staff time	
		Rank proposed new roads and road connections according to established criteria.	Mayor and City Council; Half Cent Sales Tax Board; MPO	2008 and ongoing	Current staff time	
		Consider the construction of additional east/west connections.	Mayor and City Council; Half Cent Sales Tax Board; MPO	2014 and ongoing	Current staff time	
	Establish policies and procedures for regular review and updating of the Master Street Plan.	Establish a set of policies and procedures to make city regulations and procedures consistent with the plan.	Mayor and City Council; Planning & Zoning Commission; Staff designated by City Manager	2008	Current staff time	
	Ensure coordination with TxDOT and neighboring communities on the Master Street Plan.	Work with TxDOT in the MPO process, informally, and in comments on any state projects to make sure that Master Street Plan connections are maximized and impacts are taken into account in all TxDOT projects.	Planning Department; Traffic Engineer; MPO	2007 and ongoing	Current staff time	
		Review and reevaluate the Master Street Plan approximately every five years within the context of a Tyler 1st Comprehensive Plan review.	Mayor and City Council; Planning & Zoning Commission; Staff designated by City Manager	2010 and every five years	Current staff time; consultant services; general funding	
	 2020 UPDATE	<u>Ensure local street connectivity among subdivisions.</u>	<u>Continue to review subdivisions for existing or planned connections to other subdivisions or preliminary plats.</u>	<u>Planning Department; Engineering Department</u>	<u>2020 and ongoing</u>	<u>Current staff time; consultant services; general funding</u>

**TYLER 1ST TRANSPORTATION ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
 2020 UPDATE   2020 UPDATE   2020 UPDATE		<a href="#">Consider amending the UDC to adopt a street connectivity index for new subdivisions</a>	<a href="#">Planning Department: Engineering Department</a>	<a href="#">2020-2022</a>	<a href="#">Current staff time; consultant services; general funding</a>
	<a href="#">Consider park and ride options locally and regionally</a>	<a href="#">Work with current property owners south and north of town to create bus stop for direct bussing to medical district and City transfer station.</a>	<a href="#">Transit</a>	<a href="#">2020-2021</a>	<a href="#">Current staff time; consultant services; grant funding</a>
		<a href="#">Implement recommendations of Transit Route Study</a>	<a href="#">Transit</a>	<a href="#">2020-2022</a>	<a href="#">Current staff time; consultant services; grant funding</a>
<b>Continue to improve traffic safety.</b>	Continue to identify and monitor locations with high crash rates and develop potential enforcement actions or other improvements to reduce crashes.	Collect data on crashes and develop a list of high-priority traffic safety improvement locations.	Staff designated by City Manager	2007 and ongoing	Current staff time
		Monitor these locations to understand the reasons for high crash rates.	Staff designated by City Manager	2007 and ongoing	Current staff time
	Continue to improve traffic incident (crash) management.	Reduce detection and response times to crashes and clear crashes from the roadway quickly and reopen lanes to traffic.	Staff designated by City Manager	2007 and ongoing	Current staff time
<b>Improve traffic flow on South Broadway and other highly-traveled streets throughout the Tyler area.</b>	Implement South Broadway improvements recommended in the congestion mitigation plan developed as part of the Tyler 1st project and evaluate their suitability to other highly-traveled streets.	Implement Dallas phasing, adaptive control signal systems, and geometric changes at selected intersections.	Staff designated by City Manager	2007 - 2008	General funding; Half Cent Sales Tax funding
		Implement access management improvements through internal circulation improvements in abutting properties, a corridor zoning overlay district for improved redevelopment site design standards, and elimination of superfluous curb cutouts.	Mayor and City Council; Planning & Zoning Commission; Staff designated by City Manager	2007 and ongoing	Current staff time; consultant services; general funding

**TYLER 1ST TRANSPORTATION ACTION PLAN**

<div style="display: flex; justify-content: space-between; align-items: center;"> <span style="background-color: #d9ead3; padding: 2px;">Short-Term Actions (2020-2022)</span> <span style="background-color: #fff2cc; padding: 2px;">Intermediate Actions (2023-2026)</span> <span style="background-color: #d9ead3; padding: 2px;">Long-Term Actions (2027+)</span> <span style="background-color: #f2f2f2; padding: 2px;">Complete</span> </div>					
GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
		Initiate a study of longer-term design solutions to South Broadway as part of a city-wide Boulevard and Parkway Plan.	Staff designated by City Manager	2020-2025	Consultant services; general funding
	Work with T.I.S.D., colleges, and major employers to improve traffic flow at peak hours.	Meet with institutions and others to coordinate congestion mitigation activities, such as flexible scheduling, traffic direction at schools, and so on.	Staff designated by City Manager	2007 and ongoing	Current staff time
	Improve traffic signal operations along arterials throughout the city.	Monitor and update signal timing at least once every three years.	Staff designated by City Manager	2007 and ongoing	Current staff time
		<u>Implement recommendations of the Traffic Signalization Study.</u>	<u>Staff designated by City Manager</u>	<u>2020 and ongoing</u>	<u>Consultant services; general funding; grant funding</u>
	Implement access management strategies on existing arterials.	Work with property and business owners to manage access through improved internal circulation where feasible.	Staff designated by City Manager	2007 and ongoing	Current staff time
		Establish corridor zoning overlay districts on major arterials such as Loop 323 and Gentry Parkway, as well as South Broadway, with access management development and redevelopment standards that emphasize shared access, cross-site access, and pedestrian-friendly design elements.	Mayor and City Council; Planning & Zoning Commission; Joint Committee on Code Review; Staff designated by City Manager	2007	Current staff time
	Explore a long-term Boulevard and Parkway Plan for major and minor arterials.	Develop a plan that evaluates roads such as Loop 323, Gentry, Martin Luther King, Jr. Boulevard, Glenwood, South Broadway, and Beckham/ Troup, for boulevard and parkway options consistent with expected vehicle traffic and potential for alternative travel modes.	Staff designated by City Manager	2020-2025	Current staff time; consultant services; general funding

**TYLER 1ST TRANSPORTATION ACTION PLAN**

Short-Term Actions (2020-2022)
Intermediate Actions (2023-2026)
Long-Term Actions (2027+)
Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
		In exploring the potential for changing road configurations, use temporary barriers or striping, accompanied by public information campaigns, to test the impacts of alternatives.	Staff designated by City Manager	2009-2011	Current staff time; consultant services; general funding
		Consider restriping of Rice Road and Shiloh Road.	Staff designated by City Manager	2014-2019	General funding; Half Cent Sales Tax funding
		Include the roads suitable for boulevard or parkway treatment in the Long-Range Transportation Plan and the TIP.	Metropolitan Planning Organization (MPO)	2010 and ongoing	Current staff time; Half Cent Sales Tax funding
		Obtain funding and begin construction.	City Council; Half Cent Sales Tax Board; MPO	2026+	Half Cent Sales Tax funding; MPO funding
<b>Encourage efficient travel alternatives to transportation by car, and creation of livable streets.</b>	Include pedestrian and bicycle modes in planning for all road improvement or construction projects, as appropriate to road classification and surrounding existing and future land uses.	Include study of pedestrian and bicycle existing conditions, potential demand, and potential facilities in all road improvement studies and, as feasible, designs.	MPO/TxDOT; Staff designated by City Manager	2008 and ongoing	Current staff time; consultant services; MPO funding
		Include pedestrians and bicyclists in traffic counts and analysis.	MPO; Staff designated by City Manager	2008 and ongoing	Current staff time; consultant services; MPO funding
		Provide space for bike lanes and sidewalks within existing rights of way, as feasible.	MPO/TxDOT; Staff designated by City Manager	2008 and ongoing	Current staff time; consultant services; Half Cent Sales Tax funding; General funding; MPO funding
		Review policies/State laws to implement shared lanes for bicycles.	MPO/TxDOT; Staff designated by City Manager	2014 and ongoing	Current staff time

**TYLER 1ST TRANSPORTATION ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<p><b>Encourage efficient travel alternatives to transportation by car, and creation of livable streets.</b></p>  	Create a pedestrian plan for Tyler.	Analyze existing conditions for pedestrians and provide plans for standards and guidelines for different areas in the city and for interactions between pedestrians and vehicles; priorities for completion of discontinuous sidewalks and building new sidewalks; addition of pedestrian facilities at signalized intersections; and priority pedestrian routes linking neighborhoods and city destinations.	MPO; Staff designated by City Manager	2012-2015	Current staff time; consultant services; MPO funding
	Identify routes with excess capacity and evaluate if unneeded travel lanes for use as bike or transit lanes.	Evaluate locations with more lanes than necessary for existing traffic volumes for the potential to create designated bicycle or transit lanes or road narrowing.	MPO; Staff designated by City Manager	2012-2015	Current staff time; consultant services; MPO funding
		<a href="#"><u>Coordinate with Union Pacific Railroad to identify bike route crossing locations.</u></a>	<a href="#"><u>Staff designated by City Manager; MPO</u></a>	<a href="#"><u>2020-2022</u></a>	<a href="#"><u>Current staff time; consultant services; MPO funding</u></a>
		<a href="#"><u>Perform a route lighting analysis to identify infrastructure needs to accommodate Active Tyler routes.</u></a>	<a href="#"><u>Staff designated by City Manager; MPO</u></a>	<a href="#"><u>2020-2022</u></a>	<a href="#"><u>Current staff time; consultant services; MPO funding</u></a>
	Explore the use of traffic calming techniques to reduce speeds while improving traffic flow in appropriate locations.	Analyze the traffic complaint log once a year to see if there are any locational patterns or trends that emerge.	Staff designated by City Manager	2008 and ongoing	Current staff time
		Use traffic calming designs and interventions to protect neighborhoods from speeding.	Staff designated by City Manager	2012 and ongoing	Current staff time; consultant services; general funding.
	Convert Bus Fleet to CNG	Spec Heavy Duty CNG buses; Work with VES on fast fill station; Implement 10 year vehicle replacement program to buy two CNG buses per year for five years, then one per year to have a total fleet of 15 CNG heavy duty buses	MPO, Transit, Vehical Services (VES)	2015 and ongoing	Fuel and maintenance savings
	Implement pedestrian plan with continued sidewalk construction	Work through the priority listing developed in CIP.	Engineering	2014-2019	Grants, CIP funding, General Funds

**TYLER 1ST TRANSPORTATION ACTION PLAN**

<span style="background-color: #d9ead3; padding: 2px;">Short-Term Actions (2020-2022)</span> <span style="background-color: #fcf8e3; padding: 2px; margin-left: 10px;">Intermediate Actions (2023-2026)</span> <span style="background-color: #d9ead3; padding: 2px; margin-left: 10px;">Long-Term Actions (2027+)</span> <span style="background-color: #d9ead3; padding: 2px; margin-left: 10px;">Complete</span>					
GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
	Promote bicycle riding	Establish a pilot bicycle ride-share program.	MPO	2015-2019	TxDOT
		Consider developing a bicycle plan.	MPO/TxDOT; Staff designated by City Manager	2014-2019	Current staff time, TxDOT, consultant
	Support transportation-efficient land use practices.	Review and evaluate the need and ROW for bus turnouts on major roadways.	MPO/TxDOT; Staff designated by City Manager	2014 and ongoing	TxDOT, Current staff time
		Implement way-finding signage system.	Traffic, Planning, Heart of Tyler	2014 and ongoing	Current staff time, TxDOT, consultant
		Provide bus route from hotel/motel rich areas directly to airport.	Transit, Airport	2026+	Current staff time
	Support higher speed rail initiative between Dallas and Shreveport/Bossier City	Work with TxDOT, LADOT and member cities for buy in.	TL Rail Coalition, MPO	2014 and ongoing	Current staff time
<b>Improve public transportation.</b>	Implement transit improvement items, as appropriate, to Tyler Transit, that are listed in the regional transit plan and evaluate other potential improvements.	Ensure that all transit stops and approaching sidewalks comply with requirements of the Americans with Disabilities Act.	Staff designated by City Manager	2007 and ongoing	Current staff time; consultant services; transit funding
		Study creating a transit transfer center in the Medical District in Tyler to provide amenities for regional travelers who need to transfer between city and regional routes.	Staff designated by City Manager	2009 and ongoing	Current staff time; consultant services; medical industry partnerships; transit funding
		Establish a vehicle sharing system with public and private fleet owners.	Staff designated by City Manager; Private fleet owners	2012 and ongoing	Current staff time; private fleet owner partnerships
		Conduct targeted education and outreach to promote transit use and transit routes.	Staff designated by City Manager; MPO	2009 and ongoing	Current staff time; MPO funding; transit funding
		Provide business-sponsored shopping day and special event transit service.	Staff designated by City Manager; Private business owners	2010 and ongoing	Current staff time; private business partnerships
		Increase frequency of bus service to limit wait times for transit riders.	Staff designated by City Manager	2008 and ongoing	Current staff time

**TYLER 1ST TRANSPORTATION ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
		Review the transit plan to identify high-traffic destinations as well as opportunities for park and ride or public/private shuttle partnerships.	Staff designated by City Manager; MPO	2012 and ongoing	Current staff time; consultant services; MPO funding; transit funding
		Evaluate possible uses of smaller buses that run more frequently.	Staff designated by City Manager	2007 and ongoing	Current staff time; MPO funding; transit funding
		Install additional bus shelters.	Staff designated by City Manager	2008 and ongoing	Current staff time; transit funding
		Consider strategies to improve condition of bus fleet.	Staff designated by City Manager; Transit	2014 and ongoing	Current staff time; MPO funding; transit funding
		Continue to evaluate current bus routes for possible expansion.	Staff designated by City Manager; MPO	2014 and ongoing	Current staff time; MPO funding; transit funding
		Post the route map at major stops.	Staff designated by City Manager	2008 and ongoing	Current staff time; transit funding
		Evaluate the potential for Bus Rapid Transit (BRT) and the threshold densities and system organization needed to make it realistic.	Staff designated by City Manager; MPO	2026+	Current staff time; consultant services; MPO funding
		Promote transit-ready densities in key locations to prepare for future transit investment.	Staff designated by City Manager	2008 and ongoing	Current staff time
<b>Preserve rights of way for future transportation routes and services.</b>  	Identify and protect rights of way (ROW) for future roads, multi-use paths and greenways, and locations with potential for logistics (freight and distribution centers).	Refer to the Master Street Plan when reviewing development proposals to make sure that potential ROW is not compromised for other uses.	Staff designated by City Manager	2007 and ongoing	Current staff time
		Where possible, acquire abandoned ROW not used for rail traffic or reserved by the NETRMA for multi-use trails.	NETRMA and MPO	2014 and ongoing	MPO funding
	Require bus bay turnouts for new major public and private developments.	Incorporate reviewing transit needs into the site plan and building permit process	Planning, Development Services	2014 and ongoing	Current staff time

**TYLER 1ST TRANSPORTATION ACTION PLAN**

<div style="display: flex; justify-content: space-between; align-items: center; font-size: small;"> <span> Short-Term Actions (2020-2022)</span> <span> Intermediate Actions (2023-2026)</span> <span> Long-Term Actions (2027+)</span> <span> Complete</span> </div>					
GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Evaluate and mitigate the traffic impacts of large development projects.</b>	Design and implement a Traffic Impact Analysis requirement for development projects meeting threshold sizes.	Amend zoning code to require TIA at certain thresholds for residential and nonresidential development.	Mayor and City Council; Planning & Zoning Commission; Joint Committee on Code Review	2007	Current staff time; consultant services; general funding
		Develop city criteria and TIA program to work with developers.	Staff designated by City Manager	2009	Current staff time; consultant services
<b>Enhance the existing asset management system for transportation facilities as well as other municipal infrastructure assets.</b>	“Fix It First” - if it can be fixed - create a priority system for a work program to maintain existing roads and transportation facilities.	Use asset management systems, including pavement management, to ensure continuing maintenance of high-traffic roads.	Staff designated by City Manager	2009	Current staff time; consultant services; general funding.
		Develop a priority system for catch-up on deferred maintenance or development of capital improvements on neighborhood streets and roads.	Staff designated by City Manager	2007	Current staff time
		Consider the sale of Fair Foundation Building.	Staff designated by City Manager	2014-2019	Current staff time
<b>Explore strategies to manage the impacts of truck traffic.</b>	Review compliance with truck routes by truckers and make improvements as needed.	Monitor truck traffic.	Staff designated by City Manager	2007	Current staff time
		Review truck routes, signage and enforcement.	Staff designated by City Manager	2008	Current staff time
		Contact large shippers in the Tyler area about trucking routes.	Staff designated by City Manager	2008	Current staff time
	Study the potential for efficient freight handling through the creation of a “logistics center” or “freight village.”	Develop a center that advances freight efficiencies for the city and region.	Staff designated by City Manager; RMA; MPO	2026+	Current staff time; consultant services; RMA funding; MPO funding



**TYLER 1ST BUSINESS AND ECONOMY ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Continue to foster a business-friendly environment.</b>	Use the Half Cent Tax to maintain low taxes, eliminate tax-supported debt, and fund capital projects on a pay-as-you-go basis.	Continue current policies.	Mayor and City Council; Half Cent Sales Tax board; City Manager	2007 and ongoing	Half Cent Sales Tax funding
	Collaborate with the County and other regional partners.	Meet at least annually with city and county representatives in the larger region to discuss how collaborative efforts might foster economic development.	Mayor and City Council; City Manager	2008 and ongoing	Current staff time
<b>Continue to promote a diversified economy.</b>	Aggressively pursue industry recruitment and expansion efforts.	Continue to provide and consider incentives for industry expansion and job creation.	Mayor and City Council; TEDC	2007 and ongoing	General funding; utility funding; TEDC
		Continue to contract with the Tyler Economic Development Council (TEDC) for economic development efforts.	Mayor and City Council	2007 and ongoing	Utility funding
		Enhance communication with existing major businesses to increase awareness about expansion needs.	TEDC; Chamber of Commerce, Texas Workforce Commission	2007 and ongoing	TEDC Board and staff time; Chamber
		Market Tyler to industries with profiles similar to existing industries.	TEDC; Chamber of Commerce	2014 and ongoing	TEDC staff time and funding; Chamber
		Market Tyler's quality of life and friendly business environment on a broader scale through national media.	TEDC; Chamber of Commerce; Convention and Visitor's Bureau	2008 and ongoing	TEDC staff time and funding; Chamber; CYB staff time
	Improve communications and coordination related to contracted services for economic development.	Enhance communications at both the policy and administration levels with TEDC by including both the Mayor and City Manager as members of the TEDC Executive Committee.	TEDC Board	2007 and ongoing	TEDC Board and staff time
		Coordinate and communicate more closely among TEDC and City staff at initial contact stages with prospects in order to provide more thorough consideration of potential incentives.	TEDC President (or his designated staff); City Manager (or his designated staff)	2007 and ongoing	New staff resources; current staff time; TEDC staff time

**TYLER 1ST BUSINESS AND ECONOMY ACTION PLAN**

<div style="display: flex; justify-content: space-between; align-items: center;"> <div style="background-color: #d9ead3; padding: 2px;">Short-Term Actions (2020-2022)</div> <div style="background-color: #fcf8e3; padding: 2px;">Intermediate Actions (2023-2026)</div> <div style="background-color: #d9ead3; padding: 2px;">Long-Term Actions (2027+)</div> <div style="background-color: #d9ead3; padding: 2px;">Complete</div> </div>					
GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<p><b>Continue to promote a diversified economy.</b></p> 		Develop written guidelines for potential City-related incentives for business retention, expansion, and attraction.	Mayor and City Council; Staff designated by City Manager; TEDC	2007	Current staff time; TEDC staff time
	Work with TJC, UT-Tyler, and UTHCT on workforce development.	Continue and expand current programs, with attention to providing up-to-date technical training.	TEDC; TJC; UT-Tyler; UTHCT; Texas Workforce Commission	2007 and ongoing	Participation from partnering organizations
	Expand support for tourism.	Build on existing attractions, such as the Rose Garden, Caldwell Zoo, the Azalea Trail and the Rose Festival.	Staff designated by City Manager; Chamber of Commerce and Convention and Visitors' Bureau; Historic Tyler, Inc.; East Texas State Fair	2007 and ongoing	Current staff time; participation from partnering organizations
		Work to attract a full-service hotel with meeting space and conference center to Tyler.	Staff designated by City Manager; TEDC	2014-2016	Current staff time; TEDC staff time
		Create and publicize new tourist attractions such as a regional bike trail system, cultural heritage trails, <a href="#">sporting events</a> and <a href="#">venues</a> and East Texas State Fair events center.	Staff designated by City Manager; partner organizations	2014 and ongoing	Current staff time; participation from partnership organizations
		Update the design and content of tourism publicity materials, such as websites and brochures.	Tyler Convention and Visitors' Bureau	2008-2010	Tyler Convention and Visitors' Bureau
<p><b>Establish Tyler's identity as a national and regional market leader for retail, medical services, and higher education.</b></p>	Establish Tyler's identity as one of the top 75 regional markets for retail and medical services.	Establish a Retail Task Force to examine how to better market and brand Tyler's identity as a regional market.	Chamber of Commerce; Staff designated by City Manager	2007	Current staff time; Chamber staff time
		Create a data set on the greater Northeast Texas retail/medical region and market the region to national retailers and industries.	Chamber of Commerce; TEDC	2008 and ongoing	Consulting services; UT Tyler or other research assistance; private or nonprofit funding; TEDC staff time
<p><b>Encourage international partnerships for future economic development.</b></p>	Build on existing relationships.	Continue cultivating relationships with Japan, South Korea, and other potential international collaborations.	Mayor; TEDC; Sister Cities	2007 and ongoing	General resources; TEDC staff time; Sister Cities

**TYLER 1ST BUSINESS AND ECONOMY ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Provide physical and social infrastructure to support economic development <u>and balanced growth.</u></b>    	Ensure completion of Loop 49.	Support NETRMA work to complete Loop 49.	Mayor and City Council; MPO; TEDC; Chamber; TxDOT	2007 and ongoing	Current staff time; TEDC staff time; Chamber; TxDOT
	Extend utility services and facilities to serve underutilized and strategic growth corridors.	Issue infrastructure revenue bonds to extend facilities.	Mayor and City Council; Staff designated by City Manager	2007 and ongoing	Utility funding
		Construct utility infrastructure.	Staff designated by City Manager.	2008 and ongoing	Utility funding
		Purchase private utility systems and examine joint efforts with neighboring cities to provide utility services.	Mayor and City Council; Staff designated by City Manager	2014 and ongoing	Utility funding
	Work towards a next generation plan for the public school system.	Support responsible efforts for new public school facilities, enhanced staff/teacher performance and technology investments.	Mayor and City Council; TEDC; Chamber	2014 and ongoing	Assistance with school locations, etc.; funding from public school systems in Tyler
		Consider Hispanic resources center.	Hispanic Business Alliance; Chamber of Commerce; Staff designated by City Manager	2014-2019	Current staff time; donation
<b>Protect and enhance Tyler's road, air and rail networks, facilities and services.</b>   2020 UPDATE	Work to increase the number of commercial flights to and from Tyler.	Provide incentives to the airline carriers to provide more flights.	Mayor and City Council; Staff designated by City Manager	2014 and ongoing	Aviation funding
	Protect the potential for airport expansion.	Continue land purchases, if needed, to protect airport expansion.	Mayor and City Council; Staff designated by City Manager	2007 and ongoing	Aviation funding; utility funding; general funding
		Consider annexation strategies to allow zoning for appropriate land uses around the airport on land owned by others.	Mayor and City Council; Staff designated by City Manager	2007 and ongoing	Aviation funding; utility funding; general funding
	Retain rail service and look ahead for long-range connectivity – high speed or commuter rail.	Communicate regularly with the rail companies and NETRMA to stay up to date on rail service issues.	Mayor and City Council; MPO; NETRMA; Staff designated by City Manager; TxDOT	2008 and ongoing	Current staff time; TxDOT; NETRMA
	<u>Support new and diverse forms of access to regional and national markets.</u>	<u>Advocate for new and diverse forms of intrastate and interstate travel for commerce, freight and tourism that connect Tyler with other markets.</u>	<u>Mayor and City Council; MPO; TEDC; Chamber; TxDOT; Staff designated by City Manager</u>	<u>2020 and ongoing</u>	<u>Current staff time</u>

**TYLER 1ST BUSINESS AND ECONOMY ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES	
<p><b>Continue to lead regional coordination for legislative support.</b></p> <p><b>TYLER 1<sup>ST</sup></b></p>	Continue to collaborate with other East Texas cities and counties for greater state legislative strength.	Organize meetings of regional elected and business leadership on a regular basis to create a common agenda for discussion with all of the East Texas state legislative delegation.	Mayor; Chamber of Commerce; TEDC	2007 and ongoing	Current staff time; Chamber staff time; TEDC staff time	
<p><b>Continue to support and expand the implementation of the Industry Growth Initiative</b></p> <p><b>TYLER 1<sup>ST</sup></b></p>	Expand graduate school programs and enrollment in Tyler Universities.	Conduct an inventory of graduate school programs at Tyler Universities to determine opportunities for expansion.	Universities	2013	Current staff time	
	Expand opportunities for economic impact of graduate school education in Tyler.	Explore opportunities for research park to support spinoff companies.	Tyler Economic Development Council (TEDC)	2014	Current staff time	
	Expand opportunities for economic growth associated with 21st Century Energy.	Continue to expand CNG program, both public and private.	City of Tyler; private sector	2014	Current staff time; Grant Funds; and private investment	
		Research and pursue grant opportunities for expansion of CNG programs.	City of Tyler	2014	Current staff time	
		Continue to partner with landfill to capture methane gas.	City of Tyler	2013 and ongoing	Current staff time	
		Continue to foster an Oil and Gas friendly environment to enhance regional expansion of production and service companies - including hosting an annual energy summit.	City of Tyler, TEDC, Chamber of Commerce	2013 and ongoing	Current staff time	
		Support Luminant and electric generation industry by supporting responsible legislation and regulations that allow for reasonable use of coal and natural gas.	City of Tyler, TEDC, Chamber of Commerce	2013 and ongoing	Current staff time	
		Promote Oil and Gas and electric generation formal training and educational opportunities through new Energy Center.	College and Universities, City of Tyler, TEDC, Chamber of Commerce	2013 and ongoing	Current staff time	
		Expand opportunities for economic growth through tourism.	Work to consolidate marketing of Tyler attractions through packaging and marketing.	Convention and Visitors Bureau (CVB)	2014	Current staff time; CVB funding
		Increase sports tourism by exploring opportunities to add venues for swimming, basketball, softball and soccer fields.	City of Tyler, School District, County	2015 and ongoing	Current staff time	

**TYLER 1ST BUSINESS AND ECONOMY ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>TYLER 1<sup>ST</sup></b>		Pursue implementation of Bellwood Lake Master Plan for recreation facilities that would make this area a tourism destination.	City of Tyler	2020-2025	Half Cent funding; user fees; Utilities fund
<b>TYLER 1<sup>ST</sup></b>		Explore opportunities to reuse Harvey Convention Center.	City of Tyler	2020-2025	Half Cent funding
<b>TYLER 1<sup>ST</sup></b>	Create opportunities for economic growth through the attraction of retirees to the community.	Continue implementation of Midtown plan to further accessibility of medical services.	City of Tyler	2013 and ongoing	Half Cent funding Capital Improvement Fund
<b>TYLER 1<sup>ST</sup></b>		Continue attraction and growth of medical specialties to the Community.	Hospitals	2013 ongoing	Private funding
<b>TYLER 1<sup>ST</sup></b>		Foster a multi-modal transportation system to allow for non-drivers to get around Tyler.	City of Tyler MPO	2020-2025	Grant Funds Half Cent Funds General Fund Transit Funds
<b>TYLER 1<sup>ST</sup></b>		Continue to foster cultural opportunities in the community.	City of Tyler Non Profit Community Universities Chamber of Commerce	2013 and ongoing	Tourism Funding
<b>TYLER 1<sup>ST</sup></b>		Develop centralized marketing and communication about recreational activities.	Convention and Visitors Bureau and Chamber of Commerce	2013 and ongoing	Tourism Funding
<b>TYLER 1<sup>ST</sup></b>		Explore the possibility of expanded senior facilities.	City of Tyler Senior Residence Owners	2020-2025	Half Cent Funding Private Funding
<b>TYLER 1<sup>ST</sup></b>		Create clearinghouse for community volunteerism.	City of Tyler and United Way	2014-2019	Current staff time
<b>TYLER 1<sup>ST</sup></b>	Create opportunities for economic growth through the expansion of the Healthcare and Biomedical sector.	Support the creation of a new pharmacy college at UT.	City of Tyler UT Chamber of Commerce	2013 and ongoing	Private funding
<b>TYLER 1<sup>ST</sup></b>		Work with key stakeholders to grow residency programs and clinical rotations.	Universities and Hospitals	2015 to 2018	Federal Funding Private Funding
<b>TYLER 1<sup>ST</sup></b>		Continue support of the Fit City Program to encourage a healthier community.	City of Tyler Chamber of Commerce Universities Public Health District	2013 and ongoing	Donations
<b>TYLER 1<sup>ST</sup></b>		Nurture continued research collaboration between UT and UT Health NE.	Universities City of Tyler Chamber of Commerce	2013 and ongoing	Private Funding Grants State Funding

## TYLER 1ST BUSINESS AND ECONOMY ACTION PLAN

Short-Term Actions (2020-2022)
Intermediate Actions (2023-2026)
Long-Term Actions (2027+)
Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES	
<b>TYLER 1<sup>ST</sup></b>		Explore the potential of developing a biomedical tech incubator.	Universities TEDC	2020-2025	Private Funding	
		Evaluate Center for Healthy Living as a replicable model.	Public Health District	2015-2019	Grant Funds	
		Create opportunities for economic growth through the attraction and support of veterans in the community.	Consider creation of a veterans resource center.	City of Tyler; Chamber of Commerce; stakeholder groups	2015-2019	Current staff time; general funding; donations
		Examine strategies for Veterans Community certification.	City of Tyler; Chamber of Commerce; Public Health District	2014-2019	Current staff time	
		Create opportunities for economic growth through development of arts and entertainment assets.	Implement recommendations put forth by Arts Center Task Force for the Lindsey Building.	City of Tyler Universities; non-profits; private sector	2014-2019	Private Funding
		Explore development of entertainment assets in downtown.	City of Tyler	2010 and ongoing	Private Investment Half Cent Funding	
		Continue fostering investment of cultural events in the downtown.	CVB, Chamber of Commerce and City of Tyler	2013 and ongoing	Private Funding Tourism Funding	
		Explore opportunities to expand marketing of arts and entertainment opportunities.	CVB and City of Tyler	2014 and ongoing	Tourism Funding Coop Funding	
		Enhance connectivity and way finding in downtown areas and recreational assets.	City of Tyler	2015-2019	General Fund	



Retail and restaurants on Loop 323



Locally-owned business on Gentry Parkway

**TYLER 1ST PUBLIC FACILITIES AND SERVICES ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Continue improvements and extension of public safety facilities and services to keep pace with growth.</b>	Plan for future public safety facilities.	Continue five-year planning cycles for facilities and services in coordination with the Capital Improvement Program.	Staff designated by City Manager	2007 and ongoing	Current staff time
	Recruit a diverse workforce that reflects Tyler's citizenry to the police force and fire departments.	Make affirmative efforts to recruit and hire Hispanic and African-American public safety staff.	Staff designated by City Manager	2007 and ongoing	Current staff time
		Fund and recruit additional public safety officers as entry-level training positions for noncertified personnel.	Mayor and City Council; Staff designated by City Manager	2007 and ongoing	General funding; current staff time
		Fund and implement the fire department reorganization plan.	Mayor and City Council; Staff designated by City Manager	2007 and ongoing	General funding; current staff time
		Fund and implement pay plan adjustments for sworn personnel in the police department by adding additional steps for Sergeants and Lieutenants.	Mayor and City Council; Staff designated by City Manager	2007 and ongoing	General funding; current staff time
	Build new facilities for service and training.	Construct and staff two replacement fire stations (5 & 7) and a new tenth fire station.	Mayor and City Council; Half Cent Sales Tax Board; Staff designated by City Manager	2007-2008	Current staff time; Half Cent Sales Tax funding; general funding
		Locate and acquire property for an eleventh fire station and a third police substation in South Tyler.	Mayor and City Council; Half Cent Sales Tax Board; Staff designated by City Manager	2013	Current staff time; Half Cent Sales Tax funding; general funding
		Build the proposed eleventh fire station and a third police substation in South Tyler.	Mayor and City Council; Half Cent Sales Tax Board; Staff designated by City Manager	2013-2019	Current staff time; Half Cent Sales Tax funding; general funding
		Consider combining station 1 & 4 and to include administrative offices.	Mayor and City Council; Half Cent Sales Tax Board; Staff designated by City Manager	2014-2019	Current staff time; Half Cent Sales Tax funding; general funding



TYLER 1ST PUBLIC FACILITIES AND SERVICES ACTION PLAN					
	Short-Term Actions (2020-2022)	Intermediate Actions (2023-2026)	Long-Term Actions (2027+)	Complete	
GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Continue improvements and extension of public safety facilities and services to keep pace with growth.</b>     2020 UPDATE		Where practical, locate stations at recommended village commercial centers in growth areas in order to use public facilities to promote clustered growth.	Mayor and City Council; Half Cent Sales Tax Board; Staff designated by City Manager	2008 and ongoing	Current staff time; Half Cent Sales Tax funding; general funding
		Identify a location and funding for a new fire and police training field.	Staff designated by City Manager	2020-2025	Current staff time; Half Cent Sales Tax funding; general funding
		Create wireless hotspots in downtown and along major corridors to permit police officers to transmit information and data efficiently.	Staff designated by City Manager; Private service provider	2007 and ongoing	Current staff time; grant funding; general funding; partnerships with private service providers
		Consider expanding City University.	Staff designated by City Manager	2014 and ongoing	Current staff time; Half Cent Sales Tax funding; general funding
		<u>Coordinate safety between public institutions.</u>	<u>Consider creating a comprehensive plan between public institutions for safety analysis.</u>	<u>Staff designated by City Manager; Other public institutions</u>	<u>2023-2026</u>
<b>Become the regional water provider for Smith County.</b>  	Actively examine acquisition of investor-owned water utilities.	Identify, rank and negotiate for acquisition when possible.	Staff designated by City Manager	2007 and ongoing	Current staff time
		Examine the feasibility of purchasing Tall Timbers utilities.	Mayor and City Council; Staff designated by City Manager	2015 and ongoing	Current staff time
	Expand infrastructure as an incentive for urban growth.	Issue infrastructure revenue bonds to extend facilities.	Mayor and City Council; Staff designated by City Manager	2007 and ongoing	Utility funding
		Construct utility infrastructure.	Staff designated by City Manager	2008 and ongoing	Utility funding
		Consider additional long-term water sources.	Staff designated by City Manager	2014 and ongoing	Current staff time

**TYLER 1ST PUBLIC FACILITIES AND SERVICES ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Protect the quality and quantity of Tyler’s drinking water supply.</b>	Preserve public land for nature-based recreation at Lake Tyler and promote long-term watershed planning.	Seek local or regional nonprofit partners for raising public awareness about long-term watershed planning.	Staff designated by City Manager; Regional nonprofit partners	2008 and ongoing	Utility funding
		Ensure monitoring of septic systems near lakes to avoid failure and excess nutrients in the lakes.	Staff designated by City Manager	2007 and ongoing	Utility funding
<b>Protect the quality and quantity of Tyler’s drinking water supply.</b>		Continue to implement water conservation by raising public awareness.	Staff designated by City Manager	2007 and ongoing	Utility funding
	Implement water conservation measures in all public facilities.	Create a water conservation plan for public facilities.	Staff designated by City Manager	2012	Current staff time; consulting services; utility funding
	Make improvements to existing water system infrastructure	Add booster pump stations where needed throughout City to improve water pressure.	Staff designated by City Manager	2008 and ongoing	Utility funding
		Loop water lines where needed throughout City to improve water quality.	Staff designated by City Manager	2014 and ongoing	Utility funding
		Rehabilitate existing sewer lines and sewer lift stations where needed throughout City to reduce potential for sanitary sewer overflows.	Staff designated by City Manager	2008 and ongoing	Utility funding
<b>Become the regional sewer/wastewater treatment utility for Smith County.</b>	Plan for expansion and to fund acquisition of existing utilities and construction of new facilities.	Issue infrastructure revenue bonds to extend facilities.	Mayor and City Council; Staff designated by City Manager	2007 and ongoing	Utility funding
		Acquire a location in the southern part of the county for a new wastewater treatment plant and land for additional plants as needed.	Mayor and City Council; Staff designated by City Manager	2007 and ongoing	Utility funding
		Extend or improve infrastructure within the city limits (existing or through future annexation) and acquire investor-owned utilities.	Mayor and City Council; Staff designated by City Manager	2008 and ongoing	Utility funding
		Expand infrastructure in areas proposed for urban growth.	Mayor and City Council; Staff designated by City Manager	2008 and ongoing	Utility funding

**TYLER 1ST PUBLIC FACILITIES AND SERVICES ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Maintain the City's role as the regional landfill provider.</b>	Continue and expand services to enhance programs and capacity.	Continue permitted phased landfill expansion.	Staff designated by City Manager	2008 and ongoing	Solid waste funding
		Evaluate the feasibility of transfer stations outside the city limits that are distinct from the existing landfill.	Staff designated by City Manager	2012 and ongoing	Solid waste funding
<b>Maintain the City's role as the regional landfill provider.</b>		Continue reasonable pricing to discourage dumping.	Mayor and City Council; Staff designated by City Manager; Landfill operator	2008 and ongoing	Solid waste funding
		Continue customized premium curbside services for residential customers on a subscription basis.	Staff designated by City Manager	2007 and ongoing	Solid waste funding
		Continue annual household hazardous waste events.	Keep Tyler Beautiful Board; Staff designated by City Manager	2007 and ongoing	Solid waste funding; ETCOG funding; County funding
	Work towards programs for community mulch and curbside recycling.	Continue and enhance program for subscription curbside recycling.	Keep Tyler Beautiful Board; Staff designated by City Manager	2008 and ongoing	Solid waste funding
		Further promote workplace and commercial recycling.	Keep Tyler Beautiful Board; Staff designated by City Manager	2008 and ongoing	Solid waste funding
		Study and develop plans for a community mulch program through collection and processing of yard waste for reuse.	Keep Tyler Beautiful Board; Staff designated by City Manager	2008-2011	Solid waste funding; ETCOG funding
		Implement plans for a community mulch program.	Keep Tyler Beautiful Board; Staff designated by City Manager	2012 and ongoing	Solid waste funding; ETCOG funding

**TYLER 1ST PUBLIC FACILITIES AND SERVICES ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Minimize flooding, erosion and water quality degradation.</b>	Make improvements to existing infrastructure and implement best management practices in growth areas.	Establish a priority ranking system to resolve existing drainage problems.	Staff designated by City Manager	2008	Current staff time; consulting services; utility funding
		Review drainage plans and regulations and make changes as needed to promote preservation of natural drainage and use of natural channel design rather than hard-armored channels, when possible.	Mayor and City Council; Planning & Zoning Commission; Joint Committee on Code Review; Staff designated by City Manager	2007 and ongoing	Current staff time; consulting services; general funding
		Encourage protection and integration of natural drainage features into the community through park systems and planned land use.	Mayor and City Council; Planning & Zoning Commission; Staff designated by City Manager	2007 and ongoing	Current staff time
<b>Minimize flooding, erosion and water quality degradation.</b>		Amend subdivision regulations to allow strategies that encourage infiltration of stormwater, such as pervious surfaces and directing rooftop runoff, where feasible.	Mayor and City Council; Planning & Zoning Commission; Joint Committee on Code Review; Staff designated by City Manager	2007 and ongoing	Current staff time; consulting services; general funding
		Seek local or regional nonprofit partners for raising public awareness about watershed planning.	Staff designated by City Manager	2009 and ongoing	Current staff time; regional nonprofit resources
<b>Keep existing streets and public places well-maintained.</b>	Develop a pavement management program.	Evaluate and purchase a pavement management program connected to GIS with criteria for priority ranking and clarity of criteria for greater public understanding.	Staff designated by City Manager	2009	General funding; current staff time
		Continue to maintain brick streets.	Staff designated by City Manager	2007 and ongoing	General funding; current staff time
	Create a Sidewalk Improvement and Continuity Plan.	Work with the pedestrian plan recommended in the Transportation Element to inventory and rank sidewalks for improvements.	Staff designated by City Manager	2012-2015	Current staff time; consultant services; MPO funding

**TYLER 1ST PUBLIC FACILITIES AND SERVICES ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Enhance code enforcement.</b>	Increase the amount of resources dedicated to a more proactive code enforcement effort.	Commission City employees in various field service departments to report offenses.	Staff designated by City Manager	2008 and ongoing	New staff resources and current staff time; solid waste funding
		Provide more proactive code enforcement through additional manpower and funding.	Mayor and City Council; Staff designated by City Manager	2007	New staff resources and current staff time; solid waste funding
		Enhance the use of technology in the monitoring and execution of code enforcement efforts.	Mayor and City Council; Staff designated by City Manager	2007	Current staff time; solid waste funding
	 Provide a simple way for citizens and City employees to report code infractions.	Advertise the reporting options to the public and provide a mechanism to learn what action was taken by the City.	Staff designated by City Manager	2008 and ongoing	Current staff time
<b>Continue and enhance efforts to assure compliance with accessibility standards in both public and private facilities.</b>	Provide guidance to the private sector for ADA/TX Accessibility Standards compliance.	Make brochures and other materials available to developers and builders as they make applications for projects.	Staff designated by City Manager	2008 and ongoing	Current staff time; general funding
<b>Develop Tyler's library system and resources as an innovative source of information services and culture.</b>	Develop a Master Plan for library services and the library buildings.	Write an RFP and hire a consultant.	Mayor and City Council; Library Board; Staff designated by City Manager	2010	Current staff time; consulting services; general funding
		Complete renovation of library.	Staff designated by City Manager; Major stakeholders	2014-2019	Current staff time; consulting services; general funding
	Make the library a key asset in the downtown Arts, Culture and Business District.	Consult with Library Board and library staff in downtown planning.	Staff designated by City Manager; Major stakeholders; Heart of Tyler Main Street	2014 and ongoing	Current staff time

**TYLER 1ST PUBLIC FACILITIES AND SERVICES ACTION PLAN**

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GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Strengthen the tourism value of the Rose Center, Harvey Convention Center and current East Texas Fairgrounds site.</b>  	Study the potential to create a horticulture center/ botanical garden and environmental education center on the parking lot and fairgrounds site adjacent to the Rose Garden.	Explore potential partnerships with nonprofit or for-profit garden and horticulture groups.	Mayor and City Council; Park and Recreation Board; Rose Festival Association; Staff designated by City Manager; Master Gardeners; Educational and research institutions	2014-2019	Current staff time
		Commission and develop a site master plan including alternatives for expanded horticulture uses while accommodating parking and circulation for the stadium and athletic fields.	Mayor and City Council; Staff designated by City Manager; T.I.S.D. staff	2020-2025	Current staff time; consulting services; general funding
		Fund short to medium-term interior improvements to Harvey Center while other options are under review.	Mayor and City Council; Park and Recreation Board; Staff designated by City Manager	2008 and ongoing	Current staff time; general funding; Heart of Tyler funding
		Examine additional functions and repurposing of Harvey Center.	Mayor and City Council; Park and Recreation Board; Staff designated by City Manager	2014-2019	Current staff time; consulting services; general funding

**TYLER 1ST PUBLIC FACILITIES AND SERVICES ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Continue partnerships with nonprofit organizations in social services, arts and culture.</b>    	Continue HUD (CDBG and HOME) pass-through funding, as feasible.	Consider implementation of a competitive process for a portion of available funding to promote innovation in qualified areas.	Mayor and City Council; Staff designated by City Manager	2009 and ongoing	Current staff time; HUD funding
		Facilitate accountability and avoid duplication of services.	Staff designated by City Manager; Nonprofit and for-profit partners	2007 and ongoing	Current staff time; outside organization staff time
		Coordinate funding to support key City objectives, such as revitalization of downtown.	Staff designated by City Manager	2007 and ongoing	Current staff time; HUD funding
	Continue to maintain a close relationship with animal welfare organizations.	Establish an Animal Care Advisory Board.	Mayor and City Council	2013	Current staff time
		Construct and staff a City-owned and operated animal care facility.	Mayor and City Council; Animal Care Advisory Board; stakeholder groups; Staff designated by City Manager	2014-2019	New staff resources and current staff time; Half Cent Sales Tax; general funding
<b>Provide services and opportunities for senior citizens.</b>	Develop a comprehensive plan with nonprofit partners for senior services.	Survey retirees and senior citizens about needs.	Staff designated by City Manager; Tyler Area Chamber of Commerce; Educational institutions	2012	Current staff time; Chamber staff and volunteer time; consulting services; general funding
	Promote Tyler as a retirement destination.	Assist with efforts of educational and medical institutions and the Senior Resource Committee of the Chamber of Commerce.	Staff designated by City Manager; Tyler Area Chamber of Commerce; Major stakeholders	2008 and ongoing	Current staff time; Chamber staff and volunteer time; partnerships with major stakeholders
<b>Reconstruct entry corridors to downtown, major roadways</b>  	<u>Promote program to beautify designated districts.</u>	<u>Implement wayfinding flags and pillars introducing drivers to district. Create and adopt a pole or district program.</u>	<u>Community partnerships with colleges/universities/business owners and private citizens</u>	<u>Current staff time; Chamber staff and volunteer time; partnerships with major stakeholders</u>	<u>2020-2021</u>

2020 UPDATE

New Chapter **TYLER 1<sup>ST</sup>**

**TYLER 1ST EDUCATION ACTION PLAN**

Short-Term Actions (2020-2022)		Intermediate Actions (2023-2026)		Long-Term Actions (2027+)		Complete
GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES	
<b>Develop Tyler as an educational destination</b>  2020 UPDATE	Ensure that <u>Pre-K-16</u> education is a priority in the community and that this is evident through demonstrated actions.	Include education as a goal in Tyler 1st.	City of Tyler	2014	No Cost	
		Introduce early college programs.	Smith County school districts; Tyler Junior College	2014-2019	No Cost	
	Support the Industry Growth Initiative plans directed toward education.	Encourage IGI Implementation committees to incorporate these goals into their Action Plans and work toward achievement.	City of Tyler; Business Education Council; Chamber of Commerce	2010 and ongoing	No Cost	
<b>Champion, support and partner with K-12 public schools, colleges and universities for excellence in academic achievement.</b>	Actively support the implementation of the <u>ƒISD</u> strategic plans.	Participate on ƒISD implementation committees and incorporate applicable action plans into Tyler 1st.	City of Tyler; Business Education Council; Chamber of Commerce; ƒISD <sub>s</sub>	2014 and ongoing	Current staff time  2020 UPDATE	
	Support programs to attract and retain talented teachers to the community.	Develop detailed action plan in cooperation with public and private school districts within Tyler.	City of Tyler; Smith County school districts; private schools; Business Education Council; Chamber of Commerce	2014 and ongoing	Donations	
<b>Encourage an environment of education and life-long learning in families.</b>	Collaborate to develop programs to support strong parenting skills and involvement in education.	Complete assessment of community needs and develop action plans to address them.	City of Tyler; Business Education Council; Smith County school districts; private schools;	2014	Donations	
	Ensure that fundamental family needs are met.	Conduct an assessment of programming in Tyler that is available to families.	City of Tyler; Business Education Council; Smith County school districts; private schools;	2015	Donations	
		Identify or develop programs to address gaps in services.	City of Tyler; Business Education Council; Smith County school districts; private schools;	2017	In Kind	

**TYLER 1ST EDUCATION ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Collaborate with business entities to enhance educational efforts.</b>	Collaborate with the Business Education Council to support educational outcomes and programs in the community.	Implement strategies developed by the Business Education Strategic Plan.	Business Education Council	2014 and ongoing	Donations
	Encourage businesses to grow involvement and investment in the education of Tyler's youth as their future labor force.	Evaluate community business internship programs for implementation.	Business Education Council; Chamber of Commerce	2014-2015	Donations
	Encourage businesses to grow involvement and investment in the education of Tyler's youth as their future labor force.	Evaluate community business mentoring programs for implementation.	Business Education Council; Chamber of Commerce	2014-2019	Donations
<b>Recognize that education directly impacts economic development and quality of life.</b>	Foster a culture of community support for education.	Evaluate opportunities for investment in community-wide educational events, such as a back to school fair, rallies for education achievement, recognition for students, family nights, community reading events and investment in the local library.	City of Tyler; Smith County school districts; private schools; Business Education Council	2014 and ongoing	Sponsorships
		Support efforts of the Tyler Area Partners for Literacy (TAP for Literacy) initiative.	City of Tyler; Smith County school districts; private schools; Chamber of Commerce; TEDC	2014 and ongoing	Sponsorships
		Explore potential community mentoring programs.	City of Tyler; Smith County school districts; private schools; Business Education Council; Chamber of Commerce	2014 and ongoing	Donations
		Solicit businesses to work with schools on career exploration activities, life skills programs, case studies, etc. to further strengthen this connection.	Smith County school districts; private schools; Business Education Council	2017	Donations
		Evaluate educational data to determine five core outcomes to improve.	Business Education Council	2014	Donations

**TYLER 1ST EDUCATION ACTION PLAN**

Short-Term Actions (2020-2022)

Intermediate Actions (2023-2026)

Long-Term Actions (2027+)

Complete

GOAL	WHAT	HOW	WHO	TARGET TIMELINE	POTENTIAL RESOURCES
<b>Recognize that education directly impacts economic development and quality of life.</b>		Form committees to further assess data and determine what interventions are working best in specific populations in the community and then develop and implement strategies to improve these outcomes.	Business Education Council	2015-2016	Donations
		Support construction of new Career Tech Center.	City of Tyler; TISD; Business Education Council	2014 and ongoing	No cost
	Encourage peer support of educational attainment.	Develop PSA campaign where successful young people share their successes and how they overcame challenges. This campaign could be supported by local media.	City of Tyler; Business Education Council;	2014 and ongoing	City Communications Funding and In Kind Donations
		Enhance peer support by holding celebrations at local schools that focus on academic achievement.	Smith County school districts; private schools;	2014 and ongoing	TISD Foundation Funding
		Research and evaluate job shadowing programs that will help students tie their academic endeavors to future careers and provide students with a tangible goal.	Business Education Council; Chamber of Commerce; Smith County school districts; private schools;	2017	In Kind Donations
		Utilize the latest technology for educational purposes to better connect to the new generation of learners.	Smith County school districts; private schools;	2014 and ongoing	School Funding
		Evaluate programs for implementation that engage students in community problem solving to help create a sense of purpose and community connection.	City of Tyler	2016-2019	Donations