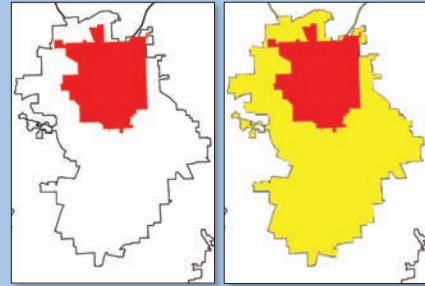


The Tyler 21 Comprehensive Plan: 2007–2030

Why We Developed This Plan

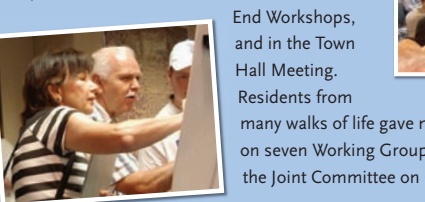


Tyler's population doubled between 1950 and 2006. It will grow at least another 35% by 2030.

The City of Tyler is growing. We doubled our population between 1950 and 2005, increasing our land area dramatically through annexations. Tyler's population topped 101,000 in 2005, a significant milestone, and by 2030, our population will be close to 150,000. Our retail offerings, hospitals and educational institutions make us the center of a region of over 600,000 people. This plan will ensure that as we grow, we will preserve all the things we love about our City and our community, while taking the best advantage of the opportunities that growth can bring.

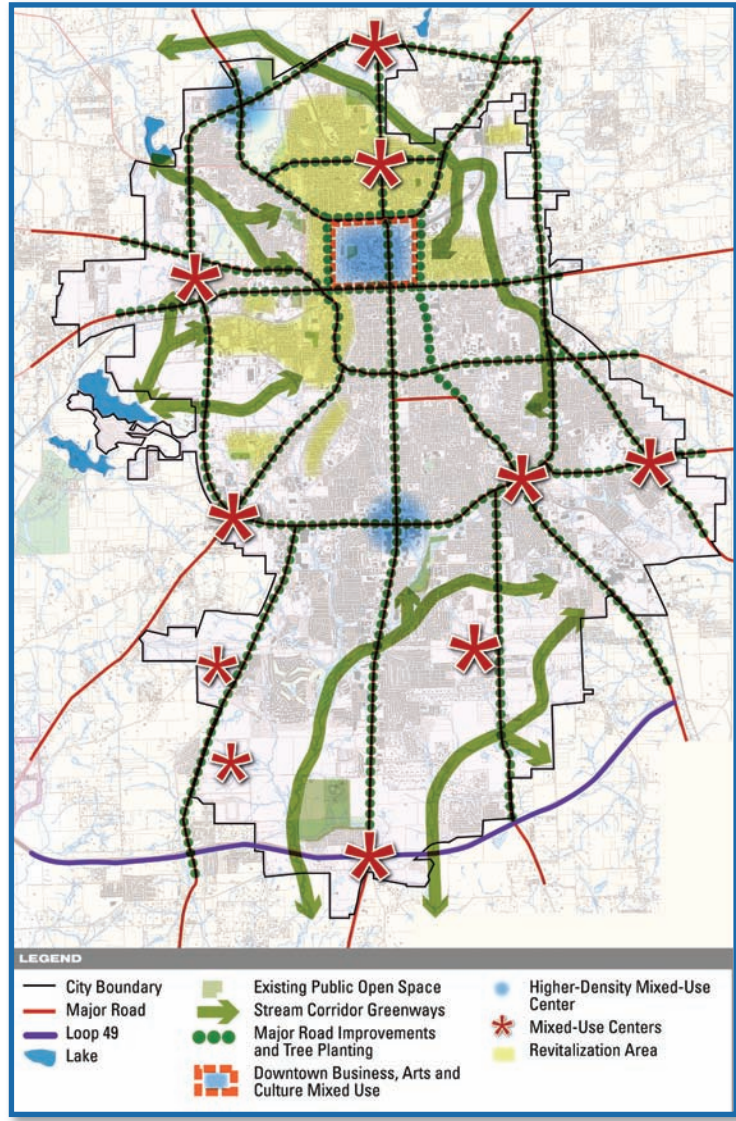
How We Developed This Plan

The Tyler 21 Plan was developed by the people of Tyler. Through an unprecedented process of broad participation by Tylerites, more than a thousand people responded to the public opinion survey that started the planning process, hundreds offered their aspirations for the City's future in the Community Visioning Retreat and Neighborhood Open Houses, in the Downtown and North End Workshops, and in the Town Hall Meeting.



How We'll Put the Plan to Work

The purpose of a plan is to prepare for action. The Tyler 21 Comprehensive Plan includes a detailed implementation and action plan setting out the What, How, Who, and When for specific actions that will implement the Plan. The Plan will be used in the creation of annual work plans, in annual budget preparation, in planning for capital improvements, in making land use and zoning decisions, and in preserving historic heritage and the East Texas landscape. Partnerships with Tyler's citizens, community groups, and the for-profit and nonprofit private sector will play a critical role in making Tyler 21 a reality.



Tyler 21 Vision for the Future

In 2030, the City of Tyler will be nationally known for its commitment to community, a robust business environment, and the beauty of its public places. 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 humble sidewalks to entrance corridors, plazas and parks, will provide comfort, safety, utility and delight to all who use them. In this way, Tyler will enhance and extend into the future the precious legacy bestowed by previous generations—Tyler's Rose Garden, its tree-lined brick streets, and its historic districts. Tyler will combine faith-based and small-town values with safe, interconnected neighborhoods; a superb transportation system; a flourishing economy; and a vibrant downtown. With an efficient, forward-thinking, and fiscally-responsible City government and strong public-private and regional partnerships, Tyler will set the highest standards for an outstanding quality of life.

KEY THEMES OF THE PLAN



vibrant city center and bring more amenities to North End neighborhoods.

BRING NEW HOUSING TO REVITALIZATION AREAS—more people need to live Downtown and in the North End to create a



PROTECT TYLER'S HERITAGE—its historic buildings, brick streets, and its landscape.

PRESERVE A BUSINESS-FRIENDLY ENVIRONMENT—promote Tyler's identity as a major retail market center and enhance the diversified economy.

CREATE A "DESTINATION DOWNTOWN"—renew Downtown as a Business, Arts and Culture Mixed-Use District with public investments in the public realm, a new neighborhood around a second square, new anchors, and a strong connection to Tyler's medical district.



anchors, and a strong connection to Tyler's medical district.



IMPROVE TYLER'S "PUBLIC REALM"—by planting trees, creating livable streets, and providing a network of connected parks and open space.

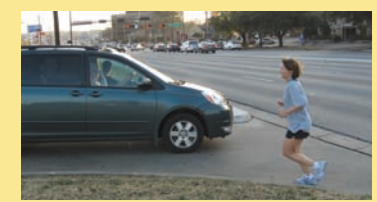
SHAPE FUTURE GROWTH—by creating centers of compact mixed-use development in key locations and improving urban design.



ACHIEVE TYLER 21 GOALS THROUGH PARTNERSHIPS—with citizens, the private and nonprofit sectors, the County and neighboring communities.

BALANCE ACCESS AND MOBILITY IN FUTURE TRANSPORTATION IMPROVEMENTS—with short-term traffic improvements and long-term policy to make Tyler

easy to get around for pedestrians, bicyclists and public transit users, as well as motorists.



DOWNTOWN MASTER PLAN

The Downtown Master Plan aims at making Downtown Tyler a destination downtown for people who live in the nine-county region who already come to Tyler for shopping and services. To make that happen, **more options for downtown housing** are essential. **Public improvements and incentives**—such as streetscape improvements, new public spaces, structured parking, and tax incentives—will attract developers who are interested in building a



Downtown Plan

new, mixed-use Downtown neighborhood. More people living Downtown will create a market for new restaurants, shops and entertainment, creating momentum for even more activity. The Downtown Master Plan includes case studies from similar communities that successfully revitalized their downtowns; a housing and commercial market analysis for Downtown Tyler; a conceptual plan for a new Downtown neighborhood and potential cultural, educational, medical, and government anchors; and design guidelines for new Downtown development. Implementation of the Plan and the guidelines will create a walkable Downtown with tree-shaded streets, new and enhanced public spaces and parks, and new development compatible with the scale and character of Downtown's remaining historic buildings—a new neighborhood and a renewed city center.

NORTH END REVITALIZATION

Tyler's historic North End has not recently seen as much housing or retail growth as neighborhoods to the south. In parts of the North End, there are many vacant lots and opportunities for new housing. Like Downtown, the North End needs more people living there in more households in order to attract more businesses to serve North End residents. Success in Downtown revitalization will have a positive effect on the North End, but there are other ways that the North End can attract new residents:

- Create new nature preserves and greenways with walking and biking trails in the floodplains of streams like Black Fork Creek. Nearby open space is an attractive amenity for new housing.
- Create a mixed-use area at MLK and Broadway/Bois D'Arc with multifamily housing in a neighborhood center. Clustering higher-density housing at appropriate intersections will create critical mass to support more retail and services.
- Recognize and preserve historic buildings and areas. The distinctive character of historic neighborhoods can attract new residents.
- Increase the number of homeowners with credit counseling and first-time home buyer programs. The goal is to bring at least 3,000 new households to the North End and Downtown.
- Upgrade infrastructure and improve code enforcement. Infrastructure improvements and enforcement of "quality of life" regulations send a good message about neighborhood stability.
- Improve the function and appearance of major streets and intersections. Trees, sidewalks, and medians or boulevard treatments on major streets will make the North End more attractive to new residents.



Potential future MLK, Jr. Boulevard at Bois D'Arc Avenue.

WHAT'S IN THE TYLER 21 COMPREHENSIVE PLAN?

The Tyler 21 Plan covers a broad range of topics in 13 chapters about current trends, the planning process and all aspects of Tyler's community life that affect the way the City will grow and develop in the future.

Planning for the 21st Century. The first section of the Plan sets out the City's vision for the future and guiding principles for growth in the next generation.

- 1 The Tyler 21 Vision
- 2 The Community Speaks—The Public Process
- 3 Population and Land Use Trends

Two District Plans. The second section focuses on two areas of the City that Tylerites agreed need special revitalization attention, Downtown and the North End.

- 4 Downtown Master Plan
- 5 North End Revitalization Plan

Six Citywide Elements. The third section of the Plan contains six elements that cover specific topics and themes on a citywide basis.

- 6 Historic Preservation
- 7 Parks, Open Space, Recreation and Lakes

8 Housing, Neighborhoods and Community Identity

9 Business and Economy

10 Transportation and Circulation

11 Public Facilities and Services

Two Implementation Guidance Chapters. The final section of the Plan includes guidance on future land uses and annexation opportunities, as well as a detailed action plan to guide progress towards the goals of the Plan.

- 12 Future Land Use and Annexation Guide
- 13 Implementation Plan

HISTORIC PRESERVATION

Tyler is fortunate to have more than 1,600 buildings, structures and sites, and six districts that have been recognized by the National Register of Historic Places. However, National Register designation does not protect these properties from historically-inappropriate changes or even demolition. Tyler has no local historic districts, which would require review of proposed changes, but this kind of protection is provided for the 73 individual residential, institutional, and commercial City of Tyler Historic Landmark properties, which also receive tax benefits for accepting designation. Tyler's fifteen miles of brick streets are also a key aspect of the City's historic character.



Continue the landmarks program.

- The Historic Preservation element of the Plan focuses on ways to promote preservation of historic character and expand public awareness of Tyler's historic heritage:
- Create neighborhood conservation districts through a process that allows residents to petition for a conservation district and decide together which kinds of changes to their properties they would be willing to regulate.
 - Seek creation of a pilot local historic district. A small local historic district will demonstrate how the review process works.
 - Continue to maintain and repair brick streets. Uncovering those that have been paved over and recreating brick streets in historic areas will enhance historic character.
 - Continue to offer incentives for participation in the Landmarks program. The Landmarks tax incentive should be more widely publicized to owners of older properties.
 - Develop heritage trails that celebrate different aspects of Tyler history, such as African-American heritage and the oil and gas industry. Walking trails with interpretive signs enhance historic awareness among residents and attract visitors.
 - Partner with Historic Tyler, Inc. on educational materials and events. Historic Tyler continues to be a key partner for raising public awareness about Tyler's heritage.

the City can make sure that parks are located strategically to create a networked system.

- Create greenway trails in the floodplains of major streams. Tylerites want more trails like the immensely popular Rose Rudman Trail. Major floodplains that exist in all quarters of the City and extend into the ETJ can become new greenways.
- Explore creating a regional botanical garden/horticultural center. By expanding the Rose Garden to the East Texas Fairgrounds and Harvey Convention Center site, the City could create a major regional visitor attraction.
- Retain remaining unoccupied public land around Lake Tyler and Bellwood Lake for public trails and recreation. Current leased properties should remain, but no further lot splits should be permitted and all other City land should be kept for public nature appreciation and recreation.
- Partner with school districts and other organizations to share recreation facilities and programs. City partnerships with other recreation providers can expand resources for all residents and provide mutual benefits in an efficient and cost-effective manner.



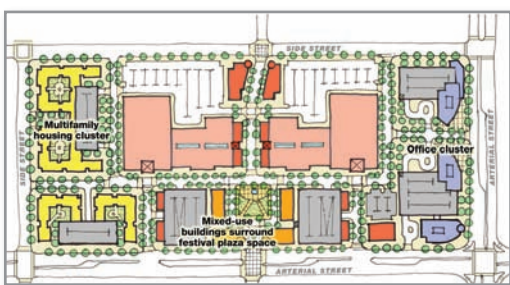
Greenways in natural floodplains

PARKS, OPEN SPACE, RECREATION AND LAKES

Tyler is the "Rose City," but throughout the planning process, Tylerites made it clear that they also want to be the "Tree City." Trees, parks, greenways, open space and enhanced recreation, both in the city and at the lakes, are central to Tyler's identity in green East Texas. The park and open space system should be interconnected, creating a framework for neighborhoods and other developed areas. In Tyler, the major floodplains provide the structure for this framework. Major recommendations include:

- Plant trees along roads and streets, in drainage ways and in other public areas. While many older neighborhoods have tree-lined streets, Tyler's major streets, commercial areas, and newer neighborhoods need the beauty and shade that trees provide.
- If cost-effective, create a City tree nursery on City land or contracted out. A City supply of trees will cut costs to accelerate tree planting and provide replacement trees for the future.
- Work toward a goal of well-maintained and attractive parks within walking distance of every Tyler resident. People use parks most if they can walk to them from home. Providing new parks in underserved areas and upgrading existing parks is central to a high quality of life.
- Create new parks to serve new development through creation of a Parks and Open Space Trust Fund and other strategies. Working with developers,

- environments, attract customers and add value, improve traffic function, and provide a greater sense of place or neighborhood.
- Enhance streets and public spaces by planting trees and improving landscape standards. The barren quality of many of Tyler's major streets belies the City's reputation for beauty. Planting street trees is one of the easiest ways to enhance sense of place.
- Establish design guidelines to shape development and redevelopment. Simple design guidelines that are easy to understand and to administer can make a big difference over time.
- Create district plans to guide development in areas with similar planning issues. Development in Tyler can be redevelopment of existing structures; infill development on relatively small vacant sites surrounded by existing buildings; "greenfield" development, generally on less than 50 acres on vacant land on the City's periphery or on farmland in the ETJ. District plans can focus attention on the needs of specific areas to craft appropriate frameworks for redevelopment and development. The Plan suggests areas suitable for district plans.



Redevelopment opportunity: From mall to mixed-use

BUSINESS AND ECONOMY

Tyler is fortunate to have a diversified economy, including a substantial manufacturing sector. Known as a regional retail destination, it is also a regional medical and educational center. Although most comparative economic development measures are made at the MSA (Metropolitan Statistical Area) level—comprising Smith County in Tyler's case—Tyler is really the center of a nine-county trade area of more than 600,000 people. If this were Tyler's MSA, it would rank among the top 75 markets in the country. Getting the word out on this reality can help attract more businesses and jobs to Tyler. Major recommendations of this element of the Plan include:

- Continue to foster a business-friendly environment. Low property taxes, a streamlined development process, use of the Half Cent Sales Tax to fund capital improvements without debt, and regular consultation with the business community will continue.
- Establish Tyler's identity as a regional market leader for retail, medical services and higher education. This will help establish an East Texas market identity separate from the Metroplex, Houston, and Austin-San Antonio.
- Continue and expand support for tourism. Tyler's meeting space is inadequate for larger conventions. Cultural and heritage tourism attracts visitors who typically spend more money and stay longer than average tourists. Supporting Tyler's historic and cultural attractions can help attract more leisure-oriented lodging options.
- Provide physical and social infrastructure to support economic development. Ensure completion of Loop 49, promote expanded air services, extend infrastructure to serve underutilized and strategic growth corridors, and work toward a next-generation plan for the public school system.
- Continue to lead regional economic development coordination. The City will work with other communities on infrastructure and economic development issues, as well as legislative support.

TRANSPORTATION AND CIRCULATION

Tylerites have been experiencing more traffic congestion and one of the first results of this planning process was a traffic plan to ease congestion on South Broadway and parts of Loop 323 South through new signal phasing, intersection improvements and access management improvements. Efficient transportation is becoming more important. This means paying more attention to land use policies that support efficient transportation: mixing uses in a relatively small land area; compact, higher-density residential and employment development; connected transportation facilities for pedestrians and bicyclists as well as motorists; and management of parking supplies and use. Until very recently, Tyler's transportation planning focused exclusively on vehicles. Providing more options for walking, biking and public transportation can help ease increasing traffic congestion by providing alternatives to the car. Major recommendations of this Plan element include:

- Create new travel connections by implementing the Master Street Plan and preserving rights of way for future transportation routes and services. Tyler's

hub-and-spoke road system lacks adequate east-west connections. Rights of way for future roads, multi-use paths and other transportation facilities should be identified and preserved.

- Explore a long-term Boulevard and Parkway Plan for major and minor arterial streets. Redesigning many of Tyler's wide streets with planted edges and medians would improve traffic flow for through-traffic and quality of life for local traffic and adjacent land uses.



Boulevard and Parkway Plan

- Create a Pedestrian Plan and incorporate consideration of pedestrians and bicyclists into all transportation plans. Tylerites said they want more walking and biking options. More transportation choice requires more facilities that accommodate multiple transportation modes.
- Improve public transportation. Implement the items relevant to Tyler Transit in the Regional Transit Plan plus evaluate opportunities to increase the number of bus shelters, bus pull-out lanes and similar improvements.
- Evaluate the traffic impacts of large development projects. Traffic impact analysis for projects that meet threshold sizes will identify what mitigation measures are needed.
- Coordinate transportation planning with land use policies. Higher density, mixed-use centers, and walkable neighborhoods will lay the groundwork for potential new transportation opportunities such as bus rapid transit.

PUBLIC FACILITIES AND SERVICES

The Tyler 21 public opinion survey found that Tylerites are generally satisfied with City services. Since 1997, the "Blueprint," a plan for City government that emphasizes responsiveness, accountability and efficiency, has guided government actions. Through competitive processes, the City identifies the best service delivery options, and its success in streamlining and cost-cutting has made it possible to cut the property tax rate by 63% over the last ten years. In addition to support for continuation and refinement of this service model, the Tyler 21 Plan focuses on future infrastructure expansion to support and shape growth; enhancement of best practices and resource efficiency in City government; and planning for future capital improvements. Recommendations include:

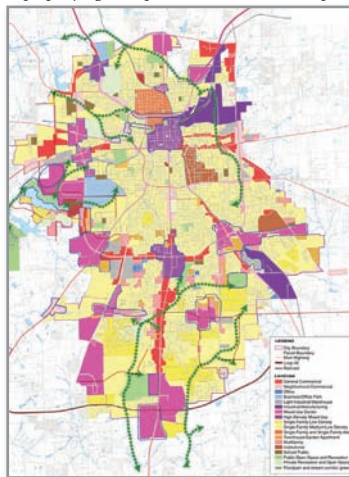
- Continue improvements and extension of public safety facilities and services to keep pace with growth. New fire stations and police stations are needed in growth areas. By locating these public buildings in mixed-use centers as community anchors, the City will shape future development.
- Become and continue to be the regional drinking water, sewer/wastewater, and landfill provider. The availability of infrastructure, particularly sewer, shapes growth in Smith County. Expansion of Tyler utilities (and continuation of the already existing regional landfill owned by the City) will allow for more orderly growth.
- Minimize flooding, erosion and water-quality degradation by improvements in existing drainage infrastructure and application of best management practices in growth areas. Where practical, best practices that preserve natural drainage, use bioengineered (planted) channels rather than concrete-lined channels, and encourage natural infiltration of stormwater are preferable.
- Keep streets well maintained and enhance code enforcement. Everyday services to support a high quality of life should continue to be a City focus.
- Develop the Library into an innovative source of information services and culture. To meet future needs, the Library needs its own Master Plan for facilities and services.
- Strengthen the tourism value of the Rose Center, Harvey Convention Center, and the East Texas Fairgrounds. These City-owned properties have tremendous untapped potential if they are reconfigured and enhanced to attract visitors and enhance local quality of life.
- Make City facilities and operations a model of resource efficiency. Municipalities around the country are emerging as leaders in resource-efficient

- and sustainable operations, management, and capital improvements. Because municipalities own and operate physical assets over a long time, planning for the full life-cycle of these assets makes sense.
- Establish a consolidated multiyear capital improvement program (CIP). A consolidated CIP, including Half Cent Sales Tax projects and enterprise funds, will provide decision makers with a clearer understanding of how all of the proposed City investments can contribute to achieving the vision for the future.

FUTURE LAND USE AND ANNEXATION GUIDE

Every comprehensive plan includes a map to guide future land use. The purpose of this map is to guide decision makers in directing the pattern, distribution and intensity of land uses to approximate the preferences expressed in the Comprehensive Plan and to provide sufficient land to meet demand for various uses in the future. The Future Land Use Guide is not a set of rules and does not replace the City's zoning and development regulations. It does not impinge on the property rights of private owners. It has two parts:

- A guide for future land use within the city limits, where City government currently has the legal authority to regulate land uses through zoning and subdivision regulations.
- A more general and conceptual guide to future land use in the City's Extrajurisdictional (ETJ), where the City does not have the authority to impose zoning and its ability to shape development is limited to subdivision regulations.



Future Land Use Guide

Neither the Future Land Use Guide nor the Annexation Guide is a mandate for private developers and landowners and should be viewed only as a tool to help the community understand how Tyler can shape development in the future.

IMPLEMENTATION PLAN

The Tyler 21 Comprehensive Plan includes a detailed action plan of steps for City government and others to take in order to make the plan a reality. The Plan shows what is to be done, how it is to be done, and who should do it, along with a target timeline and potential resources. The Implementation chapter includes recommendations on how to keep the Plan alive and relevant to Tyler in the future:

- Review progress on implementing the Plan in an annual City Council meeting.
- Use the Plan annually in preparing and approving department work plans, the City's budget and its capital improvements program.
- Schedule a public process to review progress and the Plan's vision, goals, and principles at least every five years.
- Update the Comprehensive Plan thoroughly at least every twenty years.

THE TYLER 21 TEAM

MAYOR AND CITY COUNCIL
• Mayor Joy Seebler
• Steve Smith, District 1
• Donald Sanders, District 2 (current)
• Joyce Scurry, District 2 (former)
• Ralph Caraway, District 3 (current)
• Derrick Choice, District 3 (former)
• Chris Simons, District 4
• Nathaniel Moran, District 5
• Dr. Charles Alworth, District 6

MAYOR AND CITY COUNCIL
• Hampton • Gaylord Hughley
• Nancy Lamar • Robert Peltier
• Felicity Reedy • Sandy Shepard • Lonny Uzzell
• Walter Wilhelm
• Bob Turner, City Manager
• Mark McDaniel, Deputy City Manager, Project Manager
• Barbara Holly, Director of the Department of Planning and Zoning
• Heather Nick, Senior Planner

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• Mary Means + Associates
• ZHA
• Planning Concepts
• Duncan Associates
• ETC Institute
• Neighborhood America

TYLER 21 STEERING COMMITTEE
• Dan Arguijo • Joan Brooks
• Mike Butler • Nelson Clyde IV
• Senator Kevin Etlife • Bob Garrett • Reginald Garrett
• Randy Grooms • Hector Guaveva • Charles Halstead
• Commissioner JoAnn

TYLER 21 WORKING GROUPS
• Downtown Master Plan • Historic Preservation • Housing, Neighborhoods and Community Identity • North End Revitalization • Parks, Open Space, Recreation and Lakes •

Mayor Joy Seebler