

Choices

INTRODUCTION & VISION

1

CHAPTER

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

Purpose of the Comprehensive Plan

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

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

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

Planning Area

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

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

“Planning” is ...

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

Local Government Planning

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

Comprehensive Plans Cannot Do it All

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

*Senior Planner,
City of Temple*

Use of the Plan

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

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

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

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

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

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

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

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

Planning Authority

State Support for Community Planning

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

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

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

*Section 21, Definitions,
 Temple Zoning Ordinance*

*Section 33-3, Definitions
 Temple Subdivision Regulations*

Planning Charge

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

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

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

Basis for Comprehensive Planning in Temple

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

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

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

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

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

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

Section 3, Zoning Districts Established, Temple Zoning Ordinance

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

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

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

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

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

Why Plan?

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

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

CHOICES & PRIORITIES

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

Getting to Action

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

Historical Timeline

Below are key dates in Temple's history:

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

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

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

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

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

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

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

1896: King's Daughter's Hospital established.

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

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

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

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

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

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

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

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

Plan Development

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

The resulting plan contains the following chapters:

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

1907: Temple Chamber of Commerce created.

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

1926: Temple Junior College opens.

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

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

1942: Camp Hood (later Fort Hood) established.

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

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

1945: City adopts first zoning ordinance.

1950s: Temple Industrial Park established.

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

1960s: Loop 363 completed around city.

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

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

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

Community Involvement

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

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

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

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

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

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

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

Community Vision

Our VISION is that ...

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