

DRAFT

# TYLER TOMORROW

**CITY OF TYLER COMPREHENSIVE PLAN**

**DRAFT FEBRUARY 2026**

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# EXECUTIVE SUMMARY

The Tyler Tomorrow Comprehensive Plan serves as a long-term roadmap for the City of Tyler, shaped through nearly two years of extensive public engagement and more than 3,500 community touchpoints. It reflects the ideas, concerns, and aspirations of community members and leaders, all unified around the goal of preserving what makes Tyler unique while preparing for thoughtful and responsible growth. At the heart of this Plan is a commitment to maintaining the City's high quality of life, which residents consistently identified as a core strength due to Tyler's safety, strong schools, healthcare system, and family friendly environment. The community also recognizes Tyler's significance as a regional hub for higher education, healthcare, and economic development in East Texas, reinforcing the importance of planning proactively for the future.

## Plan Framework

Community input showed broad support for managing growth in a way that maintains the City's character while embracing modernization. Residents expressed a strong desire for development to feel intentional, well-designed, and aligned with Tyler's identity. Protecting the City's natural resources emerged as another major priority, with residents emphasizing the importance of the tree canopy, parks and trail system, and water resources as essential components of Tyler's long term health and identity. Transportation improvements were also a dominant theme, as community members highlighted the need for safer streets, more sidewalks, improved bike infrastructure, and stronger transit options. Many residents also stressed the importance of retaining and attracting young talent by expanding housing

choices, enhancing job opportunities, and investing in the arts, culture, retail, and gathering spaces. Together, these shared values form a unifying vision for a city that is resilient, people-centered, and well-prepared for the future.

## Land Use and Development

A key component of the Plan is the introduction of "place types," a more flexible and holistic approach to future land use that is coordinated through the Future Land Use Map (FLUM). Place types define the character and function of different areas by integrating land uses, buildings, mobility networks, and public spaces. This approach allows Tyler to guide development in a way that aligns with infrastructure capacity and long-term fiscal health. Neighborhood place types support primarily residential areas while allowing for housing diversity through options such as duplexes, townhomes, and small multifamily buildings. Mixed use and activity centers encourage walkable, vibrant districts that combine housing, retail, entertainment, and public spaces. Corridor place types focus on major transportation routes that support commercial development, employment uses, and higher-density housing, while employment and commercial areas are designed to strengthen the City's economic base and generate important sales tax revenue.

## Housing and Neighborhoods

Housing plays a central role in the Plan, which addresses existing conditions, housing diversity, affordability, and neighborhood stability. Community members expressed support for additional housing types and higher density development in appropriate locations. Recommendations include updating zoning standards to expand housing options, supporting programs that promote affordable and attainable housing, encouraging historic preservation, and identifying homes that may be vulnerable to natural hazards. These strategies aim to ensure that Tyler can offer a full range of housing choices that meet the needs of residents at all life stages and income levels.

## Infrastructure, Public Facilities, and Services

Infrastructure resilience is another major focus, particularly in relation to water and wastewater systems that must adapt as the city grows. The Plan calls for coordinated infrastructure planning, expanded capacity for critical systems, and diversified funding strategies to reduce reliance on sales tax and user fees. Integrating infrastructure planning with land use decisions is essential for ensuring long term sustainability.

## Transportation and Mobility

Transportation improvements are guided by Master Street Plan recommendations and a Complete Streets approach that supports a multimodal system accommodating drivers, pedestrians, bicyclists, and transit users. Key strategies include improving connectivity, expanding sidewalks and bike infrastructure, updating roadway design standards, and incorporating green infrastructure into street design.

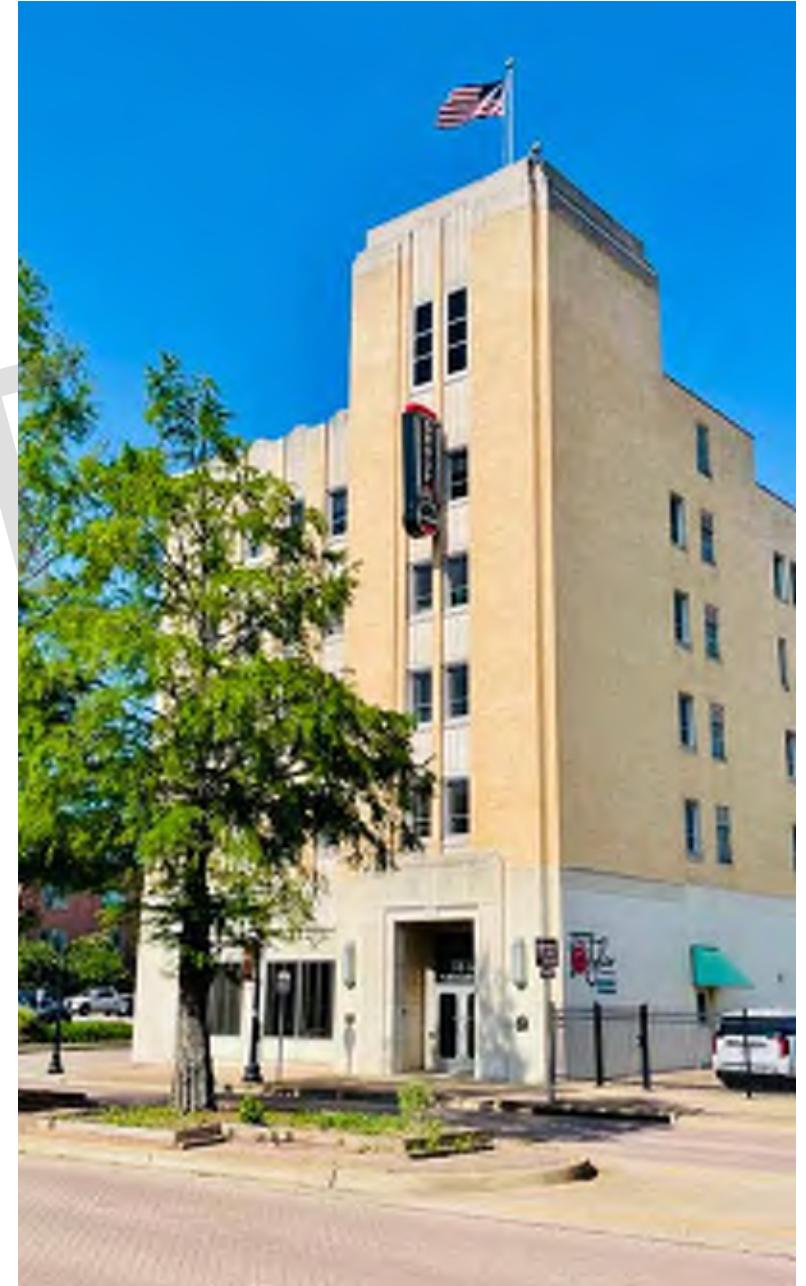
## Economic Development and Fiscal Resilience

Economic development and fiscal health are supported by market and fiscal analyses included in the Plan. While low-density residential development tends to produce lower returns on investment, commercial areas that generate sales tax are vital to maintaining the City's financial resilience. The Plan calls for continued economic diversification to strengthen Tyler's long-term prosperity. Key priorities include updating target industries, enhancing workforce training, promoting infill and place-based development, and implementing clear performance metrics. By emphasizing return on investment, these strategies aim to ensure sustainable growth and financial resilience for the community.

## Implementation

Implementation strategies focus on five core areas: land use, housing, infrastructure, transportation, and economic development. In addition, the Plan includes Area Development Plans for Midtown, UT Tyler, and North End, offering targeted guidance to address the unique needs and opportunities of these districts.

In conclusion, the Tyler Tomorrow Comprehensive Plan presents a shared vision for a city that is growing, evolving, and preparing for the future with intention. It balances preservation with progress, strengthens economic and infrastructure resilience, protects natural resources, and enhances quality of life. By grounding decisions in community values and long term sustainability, the Plan provides a strong foundation for Tyler's future.





## CHAPTER 1

# COMMUNITY SNAPSHOT

## WHAT'S INCLUDED IN THE CHAPTER

This chapter provides an analysis of the existing demographic, socio-economic, and physical conditions in Tyler. It also outlines past, ongoing, and upcoming planning efforts to ensure that the recommendations of this Plan align with the planning processes already in place within the City. A crucial element of this chapter is the Community Vision and Guiding Principles, which were developed using input gathered through public engagement.

# PLAN ORGANIZATION

## 01 COMMUNITY SNAPSHOT

Presents an analysis of existing demographic, socio-economic, and physical conditions in Tyler, providing the foundation for strategies and recommendations.

## 02 LAND USE & DEVELOPMENT

Presents an analysis of existing land use and a discussion of existing development patterns. It presents the Future Land Use Map (FLUM) and categories along with growth projections.

## 03 HOUSING & NEIGHBORHOODS

Presents an analysis of existing housing stock composition, outlines housing needs, and recommends strategies to meet existing and future housing demand.

## 04 INFRASTRUCTURE, PUBLIC FACILITIES & SERVICES

Presents an analysis of existing infrastructure, public facilities, and services. It provides a review existing capacities and recommendations related to enhancing the sustainability and resilience of utility systems.

## 05 TRANSPORTATION & MOBILITY

Presents an analysis of existing transportation infrastructure and plans and provides policy opportunities and investment needs to support the direction of the FLUM.

## 06 ECONOMIC DEVELOPMENT & FISCAL RESILIENCE

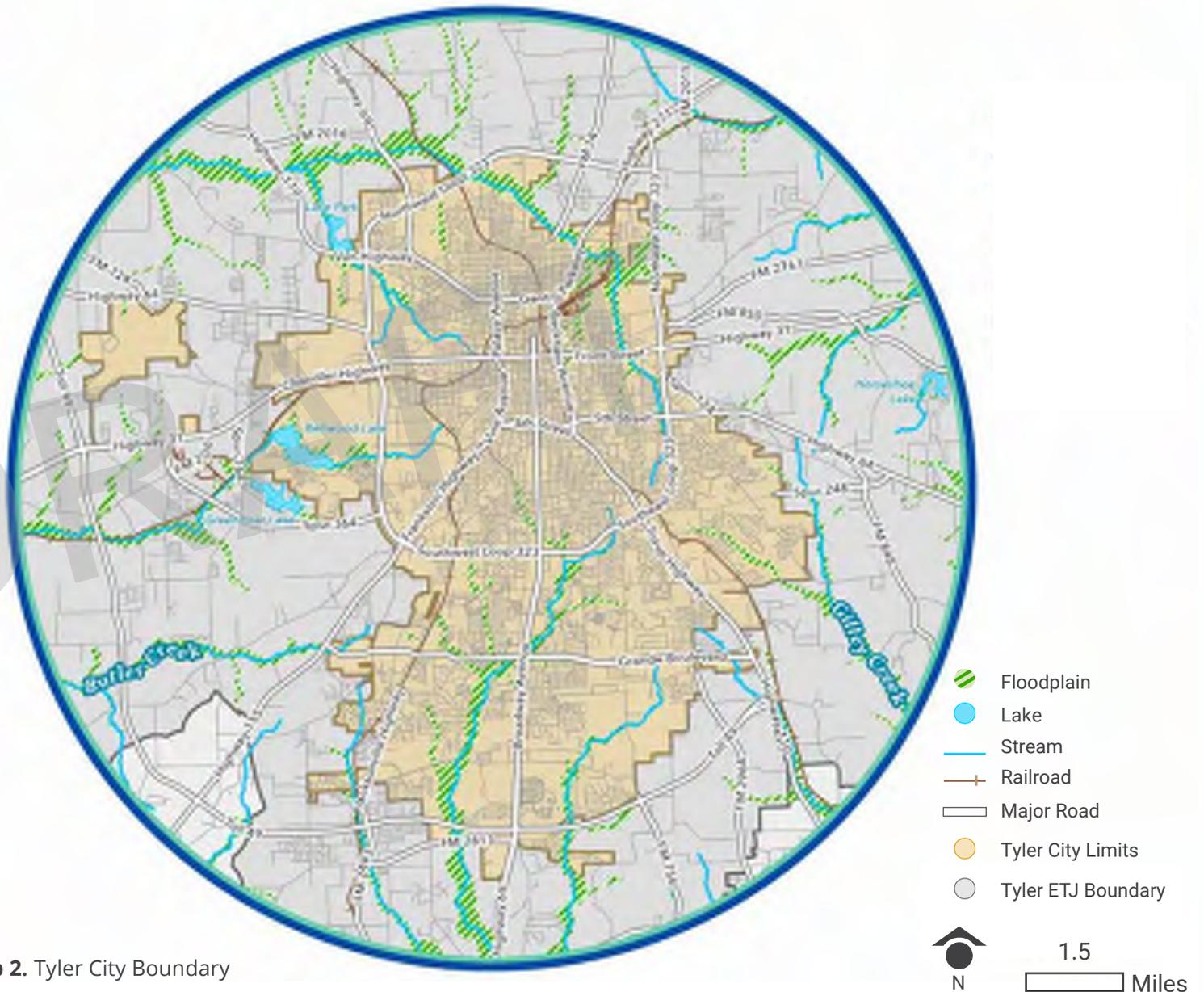
Presents market assessment and fiscal performance baseline for the City. It provides strategies to sustain an economically resilient and diverse community.

## 07 IMPLEMENTATION

Presents an action-oriented implementation plan to realize the recommendations of the Comprehensive Plan.

# INTRODUCTION

The City of Tyler is in Smith County, around 100 miles southeast of Dallas. The City of Tyler is known as the “Rose Capital of America” and offers a vibrant culture, rich history and family-oriented atmosphere. Picturesque landscapes, including the scenic pine woods, surround it. The City provides a balanced lifestyle that combines urban amenities with a welcoming small-town charm. The Community Snapshot chapter of the Tyler Tomorrow Comprehensive Plan provides background information about Tyler and the surrounding area, offering additional context for the Comprehensive Plan.



## Growth History

Smith County was established in 1846 by the first Texas Legislature. During its formation, the area now known as Tyler was chosen as the county seat due to its central location on a hilltop within the county. The town was named in honor of President John Tyler, who championed the annexation of Texas into the United States. The City's official incorporation followed in 1850, solidifying its status as an organized municipality.

In its early years, Tyler thrived as a strong agricultural center, greatly impacting the local and regional economy. Throughout the 19th century, cotton farming served as the primary economic driver. As cotton continued to dominate, the late 19th century welcomed a new emerging economy of fruit orchards. By 1900, peach farming became a cornerstone of the regional economy, with over one million peach trees planted across Smith County. However, the booming fruit orchard business came to a halt after a devastating peach blight wiped out much of the fruit crops. This agricultural setback ultimately paved the way for Tyler's transformation into the "Rose Capital of America," as farmers began cultivating roses, which became a hallmark of the City's identity and economy.

In 1930, the discovery of the East Texas Oil Field dramatically shifted Tyler's economic landscape. Numerous oil companies and field developers established offices in Tyler, leading to the City's growing importance in the oil and gas industry. The influx of workers and investments during the oil boom led to rapid urbanization and population growth. By 1940, Tyler had a population of 28,279.

The oil boom's economic impact extended well beyond the 1930s, laying the foundation for Tyler's role as a regional economic center. Today, Tyler continues to balance its historic rose and oil industries while continuing to grow in diverse sectors such as manufacturing, retail, healthcare, and other emerging markets.

**1846**

Smith County was created by the first Texas Legislature.

**1848**

First Baptist Church was established.

**1850**

The City of Tyler was officially incorporated on January 29, 1850.

**1851**

First newspaper was published.

**1882**

Public school system was established.

**1894**

Texas College was founded by a group of ministers affiliated with the Christian Methodist Episcopal (CME) Church, a predominantly Black denomination, to expand educational opportunities to African-American students who were excluded from the segregated university system of Texas.

**1900**

By 1900, the county had over a million fruit trees, mostly peaches. After a blight, farmers shifted to roses, establishing one of the nation's largest rose industries and earning the title "Rose Capital of America."

**1926**

Tyler Junior College was established – also where one of the state's largest planetariums is located.

**1930**

East Texas Oil Field was discovered and Tyler experienced a huge economic boom.

**1933**

The Texas Rose Festival began and became one of Tyler's major attractions.

**1952**

Tyler Municipal Rose Garden opens to the public.

**1971**

University of Texas at Tyler campus opens.

**2011**

The historic Liberty Hall downtown theater was renovated to serve as a centerpiece for the performing arts in the heart of Tyler's Downtown Business, Arts and Cultural District.

**2018**

UT Health East Texas (UTHET) was founded in February 2018, quickly expanding the City's position as a regional center for medical care and research.



# TYLER TODAY

## Demographics

The demographic profile of Tyler is an essential tool for knowing its population and making appropriate decisions for their needs and lifestyles. By evaluating data on age, race, income, education, and other criteria, the City can identify significant trends and barriers to urban growth. Tyler's demographics influence the demand for services, infrastructure, and community facilities ranging from parks to transportation networks. For example, a growing and diversified population demands accessible recreational and cultural options, yet income or educational differences emphasize regions that require specific assistance. Understanding these factors enables the City to develop inclusive, equitable plans that represent the community's ambitions while improving the quality of life for all people.

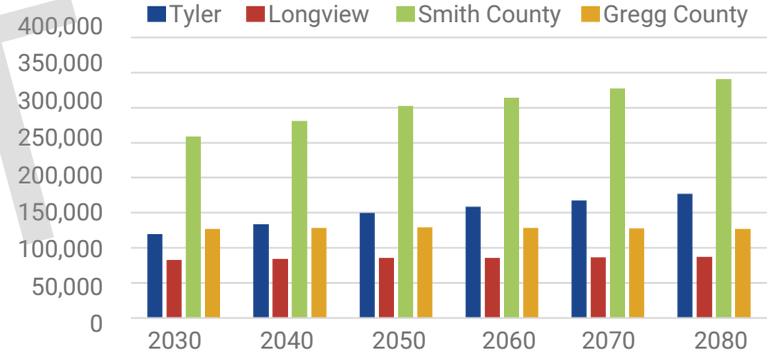
## Population Trends

The population of Tyler has steadily increased throughout time, with roughly a 1% annual growth rate. The population was approximately 75,000 in 1990. It rose to about 84,000 by the year 2000. The population grew during the following 10 years, reaching about 97,000 in 2010. By 2020, roughly 106,000 people were living in Tyler. The City has about 112,000 inhabitants as of 2024.

## Population Projections

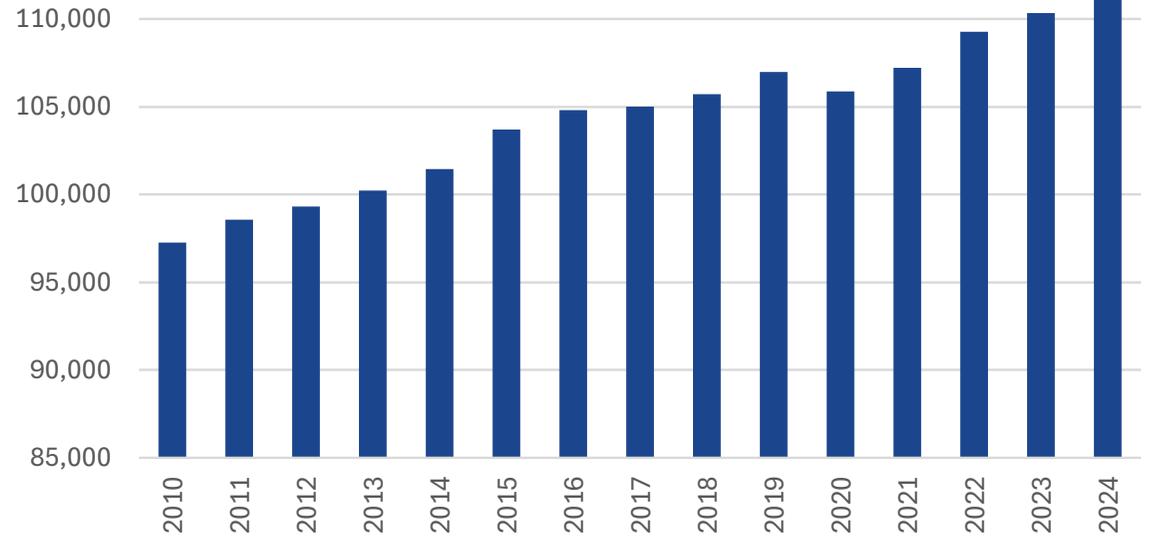
Population projections are used in planning to forecast future trends and effectively distribute resources. By assisting in developing suitable housing, transportation, and infrastructure plans, these projections enable the development of thriving and resilient communities. The population of Tyler is expected to increase from 112,204 in 2024 to 119,540 in 2035, which equates to a 6.5% increase.

**Figure 2.** Population Projections (2030-2080)



Source: Texas Water Development Board

**Figure 3.** Recent Population Trends (2010-2024)

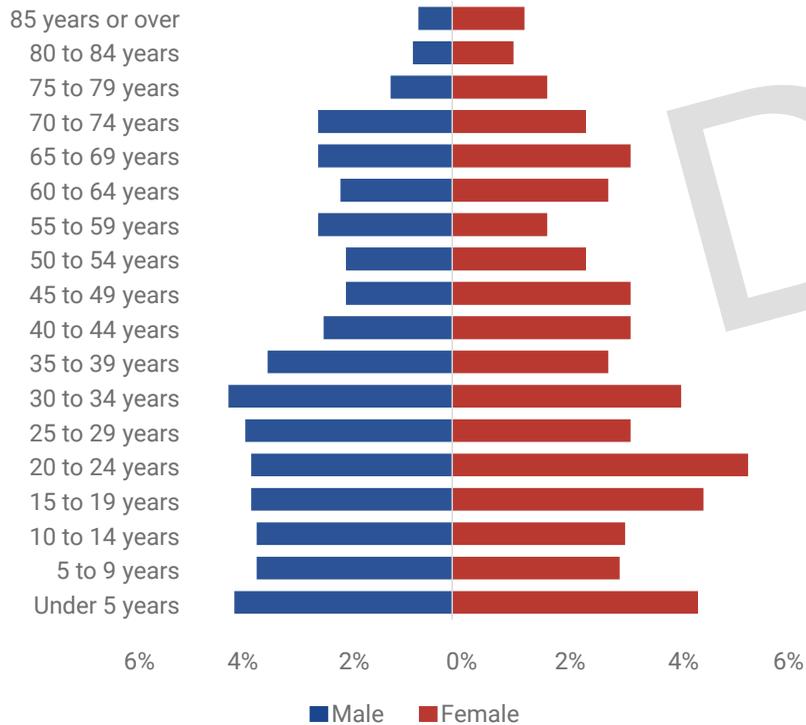


Source: U.S. Census Bureau

## Age

The median age in Tyler is 33.4, reflecting a balanced demographic with a substantial percentage of young adults and older citizens (2024 American Community Survey (ACS)). The proportion of retirees in the City is on the rise, with individuals aged 65 and over now making up 17%, an increase from 13% in 2010. This trend highlights the need for senior-focused housing and healthcare services.

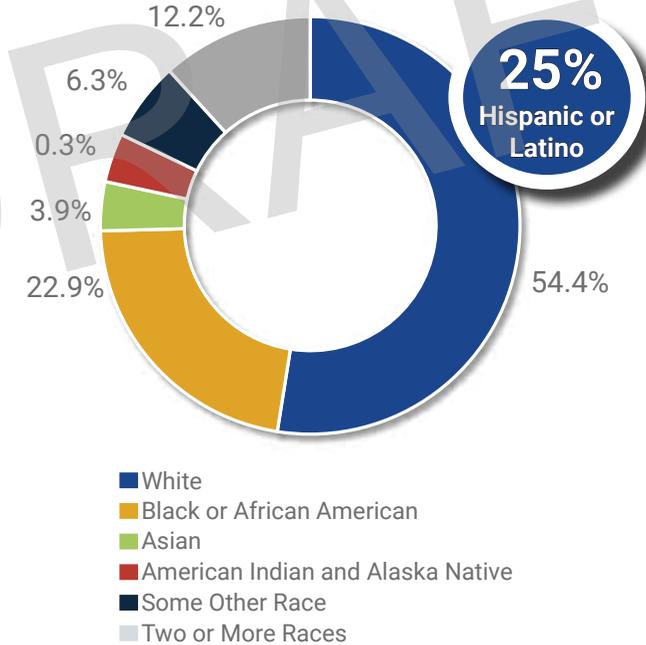
**Figure 4.** Population Pyramid



## Race and Ethnicity Trends

Tyler’s population has grown to be increasingly more diverse over the last decade. According to the 2024 ACS data, approximately 55% of residents identified as White, 23% as African American, and 25% as Hispanic or Latino, with smaller percentages identifying as Asian or two or more races. The City has seen significant growth in its Hispanic population, from 18% in 2010 to 25% in 2024. The Texas Demographic Center projects continued diversification, with Hispanic residents potentially comprising over 30% of the population by 2030.

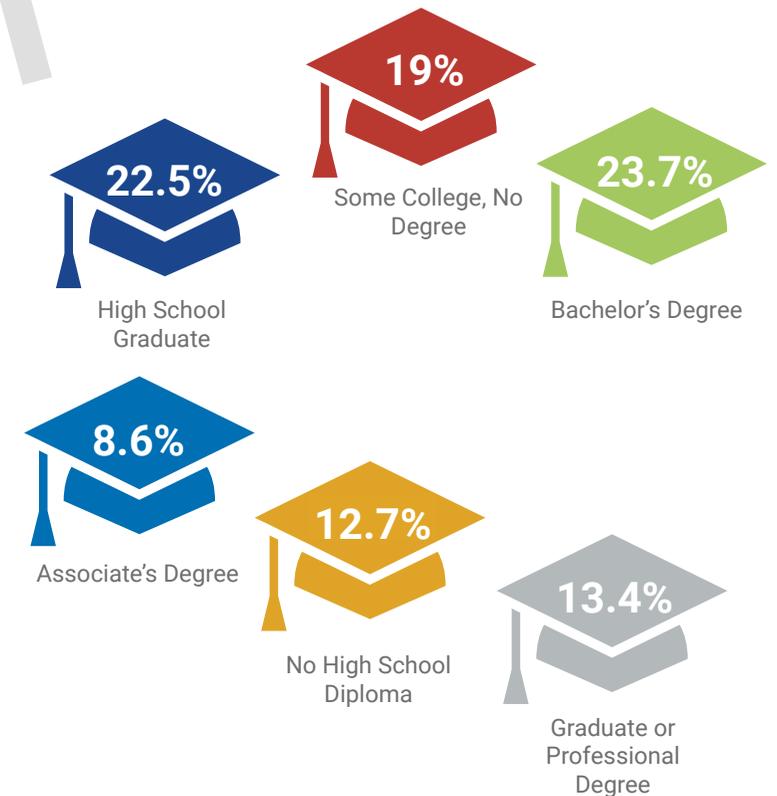
**Figure 5.** Race and Ethnicity



## Education and Poverty

Approximately 87% of adults aged 25 and older have a high school diploma, while 37% hold a bachelor’s degree or higher (2020 ACS). Despite these educational achievements, about 19% of Tyler’s residents live below the poverty line, a rate higher than the state average of 14%. Efforts to address educational disparities and expand access to economic opportunities remain critical for reducing poverty.

**Figure 6.** Education Attainment



## Physical Features

### Place

The City of Tyler is nestled in the pine forests of East Texas, with lush forest landscapes. Known as the "Rose Capital of America," Tyler's character and growth are tied to its surroundings, including fertile soil, mild climate, and abundant natural beauty. The City's vibrant community and thriving horticulture industry attract residents and visitors interested in its amenities and serene surroundings.

### Topography

Tyler's landscape features gently rolling hills and forested areas, typical of the Piney Woods region of East Texas. The City has an average elevation of about 482 feet above sea level, ranging from approximately 299 feet to 666 feet.

### Floodplain

Tyler's floodplain is largely created by a network of streams and rivers, including Mud Creek and West Mud Creek, that eventually empty into the Neches River. The City's 100-year (1%) and 500-year (0.2%) flooding patterns impact land use and development patterns. Proactive flood management and planning, including protecting riparian corridors and wetlands, help reduce hazards and safeguard both property and natural ecosystems.

### Environment

The City experiences a humid subtropical climate, marked by hot, humid summers and mild winters. Seasonal thunderstorms are the most common environmental danger, including excessive rainfall, localized flooding,

and severe weather events like hail and tornadoes. Despite these threats, according to Federal Emergency Management Agency (FEMA) estimates, Tyler has a relatively low overall risk profile. The City is well-known for its natural beauty, with plenty of parks and open areas, and its distinctive rose gardens, which attract people all year. Tyler is home to various animals, including white-tailed deer, fox squirrels, and migrating bird species, making it a favorite location for nature lovers. Conservation and sustainability activities are a priority for the community, as seen by programs such as Keep Tyler Beautiful and cooperation with Texas Parks and Wildlife. These projects seek to protect Tyler's natural resources and promote environmental stewardship, reaffirming the City's deep connection to nature.

### Hazards and Resiliency

Comprehensive plans are robust long-term documents that consider nearly every facet of a community. Every community faces shocks – such as severe storms, wildfires, or earthquakes, and stressors such as extreme heat and drought. It is crucial that a community plans for the short- and long-term impact of these events on infrastructure, human health and wellbeing, and the economy. Understanding and planning for risk will help fortify a community and make it resilient to shocks and stressors. The hazard and resilience analysis serves as a high-level overview of what hazards Tyler is vulnerable to and what considerations that the City should take.

Tyler is at highest risk of exposure to flooding, severe storms, and wildfires. The City has many buildings located

in flood hazard areas and has experienced numerous tornadoes and high-wind events. While the overall risk for wildfires is relatively low, much of the City would be exposed and at risk in the event of a wildfire. Long-term stressors such as extreme heat and drought are placing strain on resources and health in the near term and need to be considered when planning for growth.

### SMITH COUNTY 2018 HAZARD MITIGATION PLAN (HMP)

The Smith County 2018 HMP identifies and addresses the following hazards of concern for the area:

- Dam Failure
- Drought/Extreme Heat
- Earthquake
- Flood
- Hurricane / Tropical Storms
- Severe Storms (Hail, Lightning, and Wind)
- Tornado
- Wildfire
- Winter Storms (including Ice Storms)

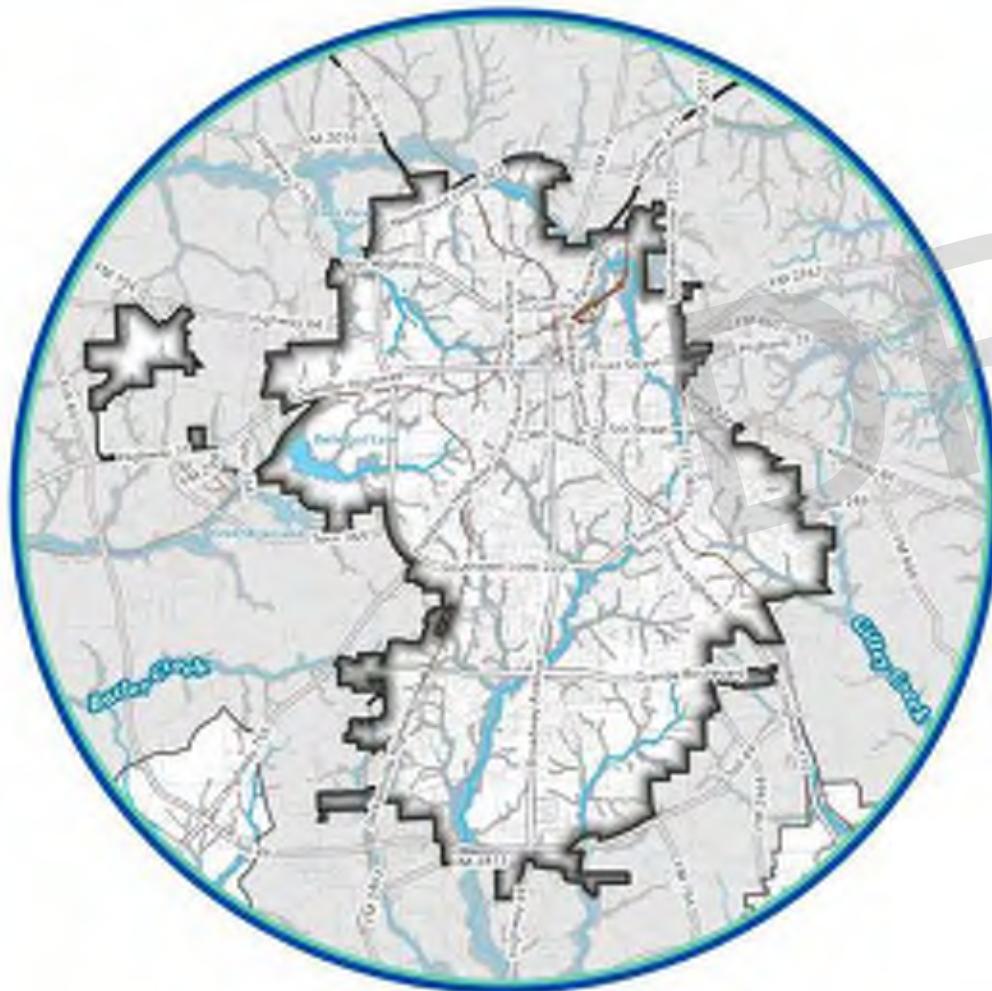
The plan identifies 70 mitigation actions which have been organized in order of priority. These mitigation actions will be taken into consideration while developing the recommendations of this Plan. A detailed look into the hazards that can potentially impact the City of Tyler is presented in later sections of this chapter.

## Flooding

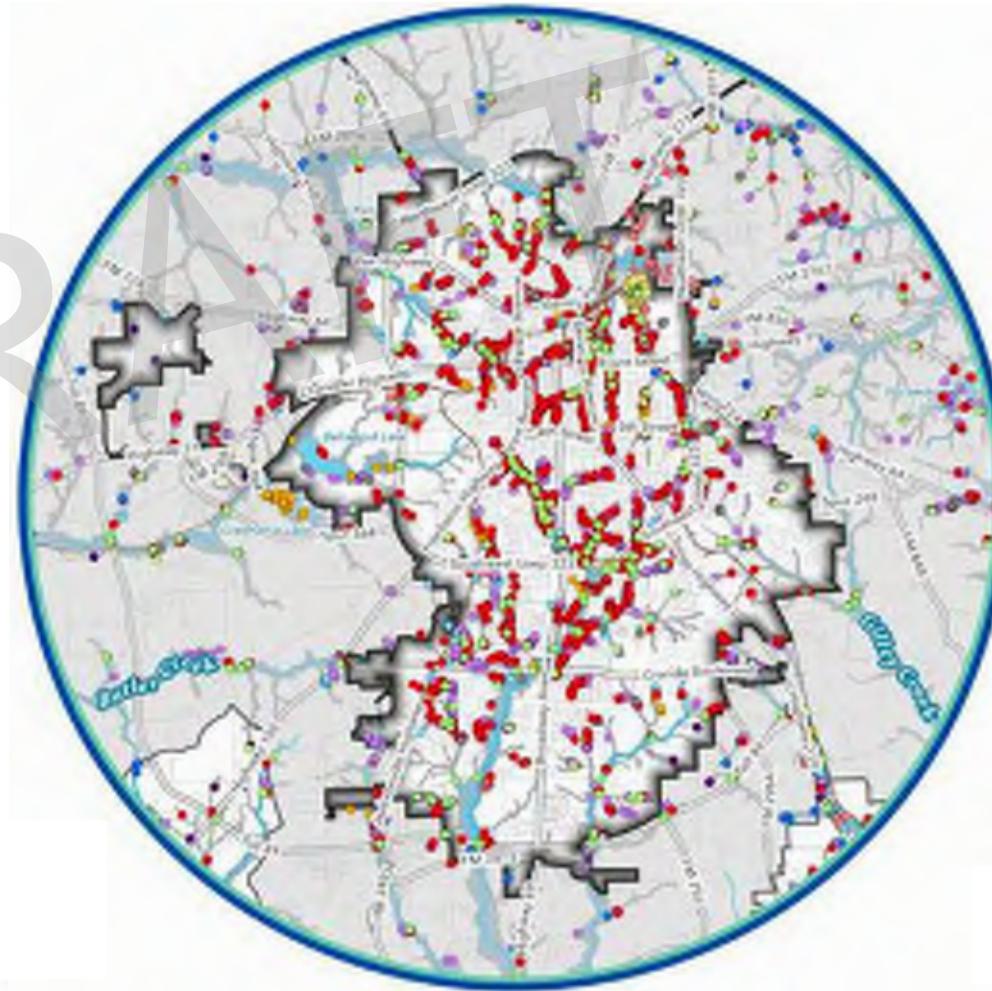
The Texas Water Development Board (TWDB) Texas Flood Quilt data is a comprehensive, statewide dataset that maps flood risk across Texas. The dataset utilizes various sources of flood-related information from both TWDB and FEMA, including historic flood events, hydrologic models, and topographic data, to create a representation of flood

risks that are more detailed and in-depth than only using FEMA regulatory floodplain map data. The availability of each level of data varies geographically. Base Level Engineering is the most comprehensive dataset within the flood quilt and is what was included in the mapping effort. Flood risk mapping is a combination of the likelihood of flood events and what the impact will be if it occurs. This data set is informed by flood quilt data and overlays

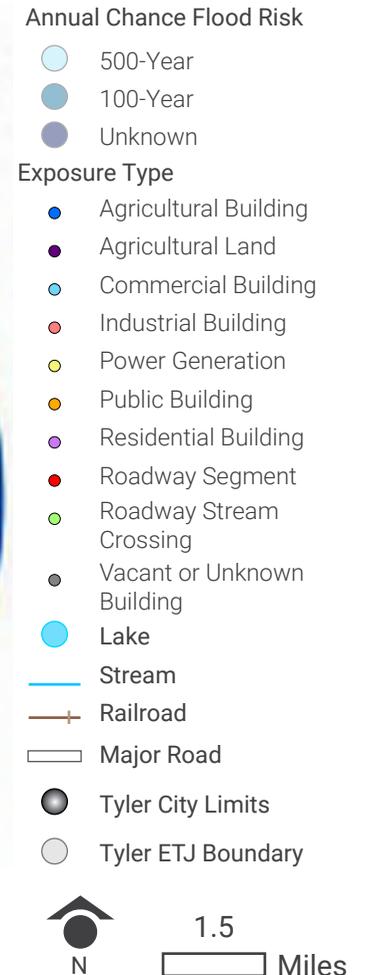
existing conditions and infrastructure such as roadways and critical facilities. In Tyler, at risk infrastructure includes the power generation facility along Black Fork Creek and various residential and industrial buildings near and along the watersheds. There are many structures of all types at risk of flooding within urbanized portions of Tyler. Flood risk mapping can help to determine land development codes and regulations.



Map 3. Existing Flood Risk



Map 4. Existing Flood Risk Hazard Exposure



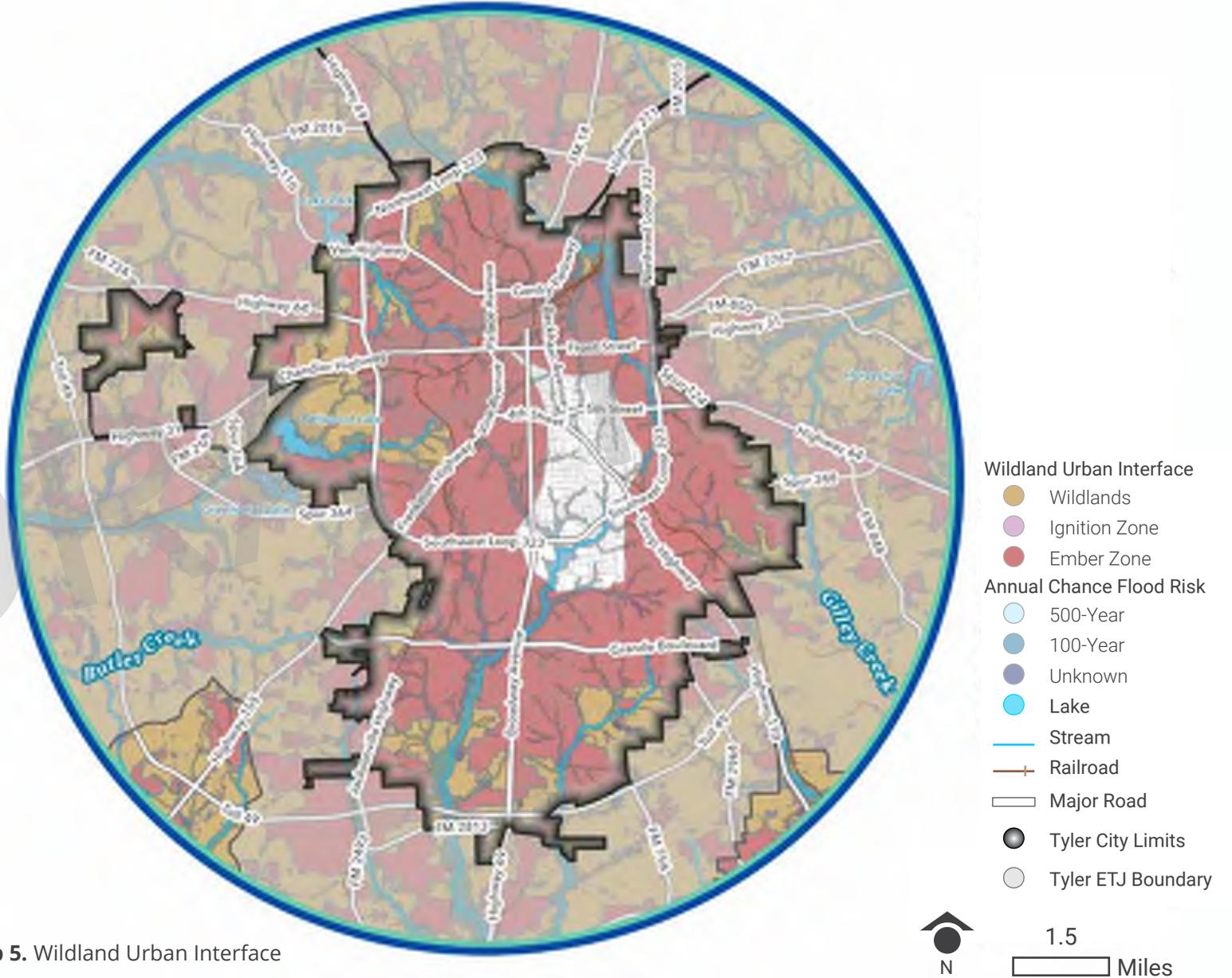
## Wildfire

The Wildland Urban Interface (WUI) Mapping Tool is designed to help communities identify areas where urban development meets wildland vegetation, and therefore at a higher risk of wildfire spread and exposure to urban areas.

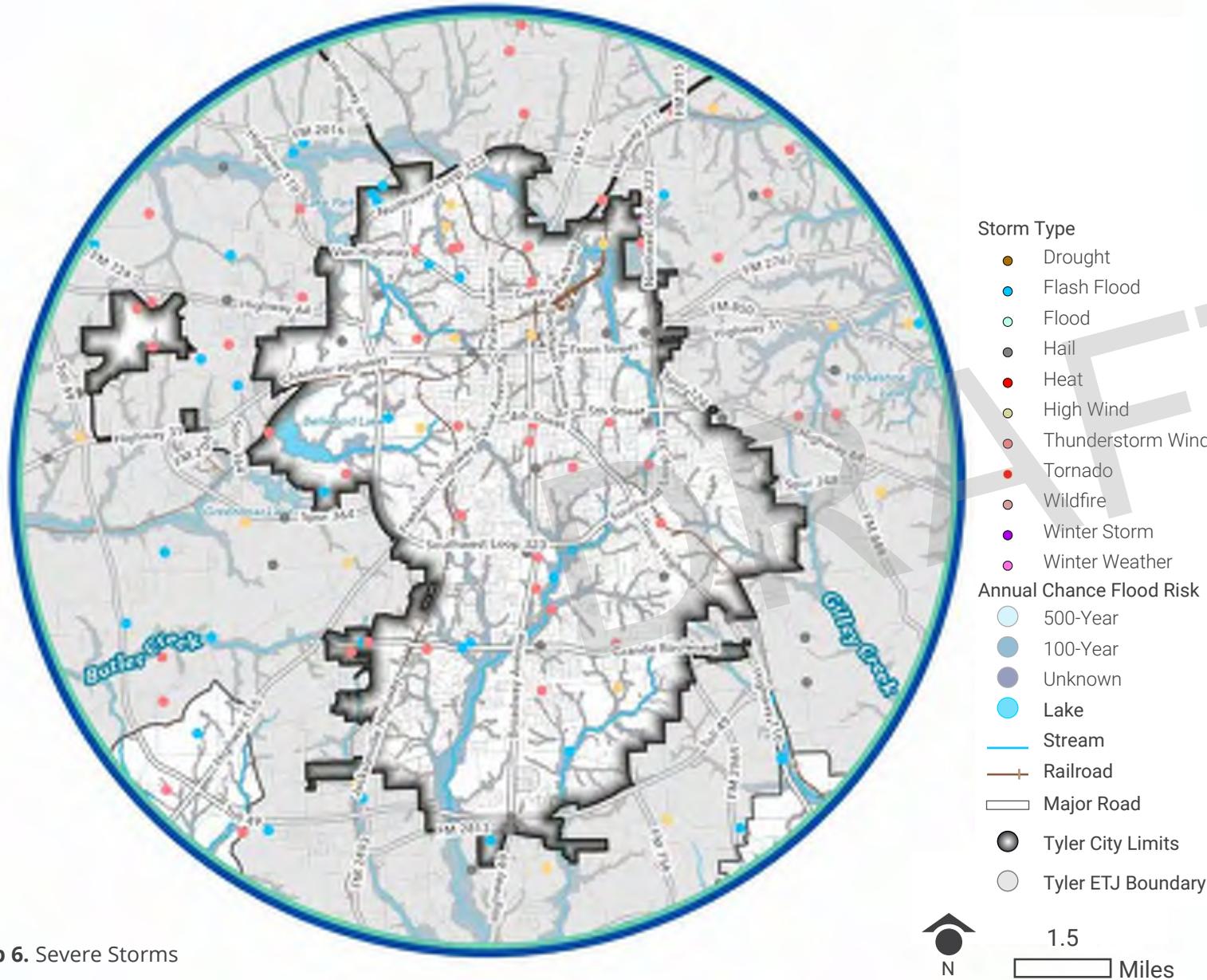
- **Wildlands** refer to areas predominately covered by natural vegetation where wildfires often start or where they may gather fuel.
- The **Ignition Zone** exists just outside of the wildlands and represents areas with less dense vegetation and structures that can be ignited through various means due to proximity.
- The **Ember Zone** represents areas where wind-driven embers can ignite structures or vegetation that are not directly adjacent or in the path of wildfires.

The Ember Zone poses the highest risk to urbanized Tyler – most of the City remains at risk of ignition through windblown embers. The areas outside the loop but within Tyler City Limits predominantly consist of wildlands adjacent to waterbodies, with the exception of the region located just southeast of the loop road. Wildlands inside the loop are relegated to greenways along waterways such as Black Fork Creek and golf courses.

WUI mapping can be used by the City to determine land use and permitting requirements. The wildland-urban interface (the Ignition and Ember Zones) can be further broken up into zones that are determined by proximity to a certain acreage of wildlands. For example, permitting in areas that fall within 50 feet of 40 acres plus of wildland may require fire resistant building materials and fencing.



Map 5. Wildland Urban Interface



Map 6. Severe Storms

## Drought

Drought mapping data provided by FEMA is essential for understanding the extent and severity of drought conditions. This data integrates historical drought patterns, current climatic conditions, and future projections to create a comprehensive picture of drought risk. The drought mapping tool is a dynamic tool that is updated regularly. At present, Tyler and most of northeast Texas are experiencing moderate drought conditions, but this can frequently change throughout the year depending on significant rain events.

Droughts are stresses on systems, ultimately burdening communities with small-scale, chronic, multi-year struggles without any clear timeline for respite. Droughts may require a reduction in public and private water use in the short term and can place significant strains on water with population growth.

## Severe Storms

NOAA's Storm Events Database, spanning from 1950 to 2021, tracks severe storms and other significant weather events across the United States. This comprehensive database details various storm types including tornadoes, hurricanes, hail, and thunderstorms, among others. Tyler most frequently experiences thunderstorms with high winds, tornadoes, flash flooding, lightning, and hail.

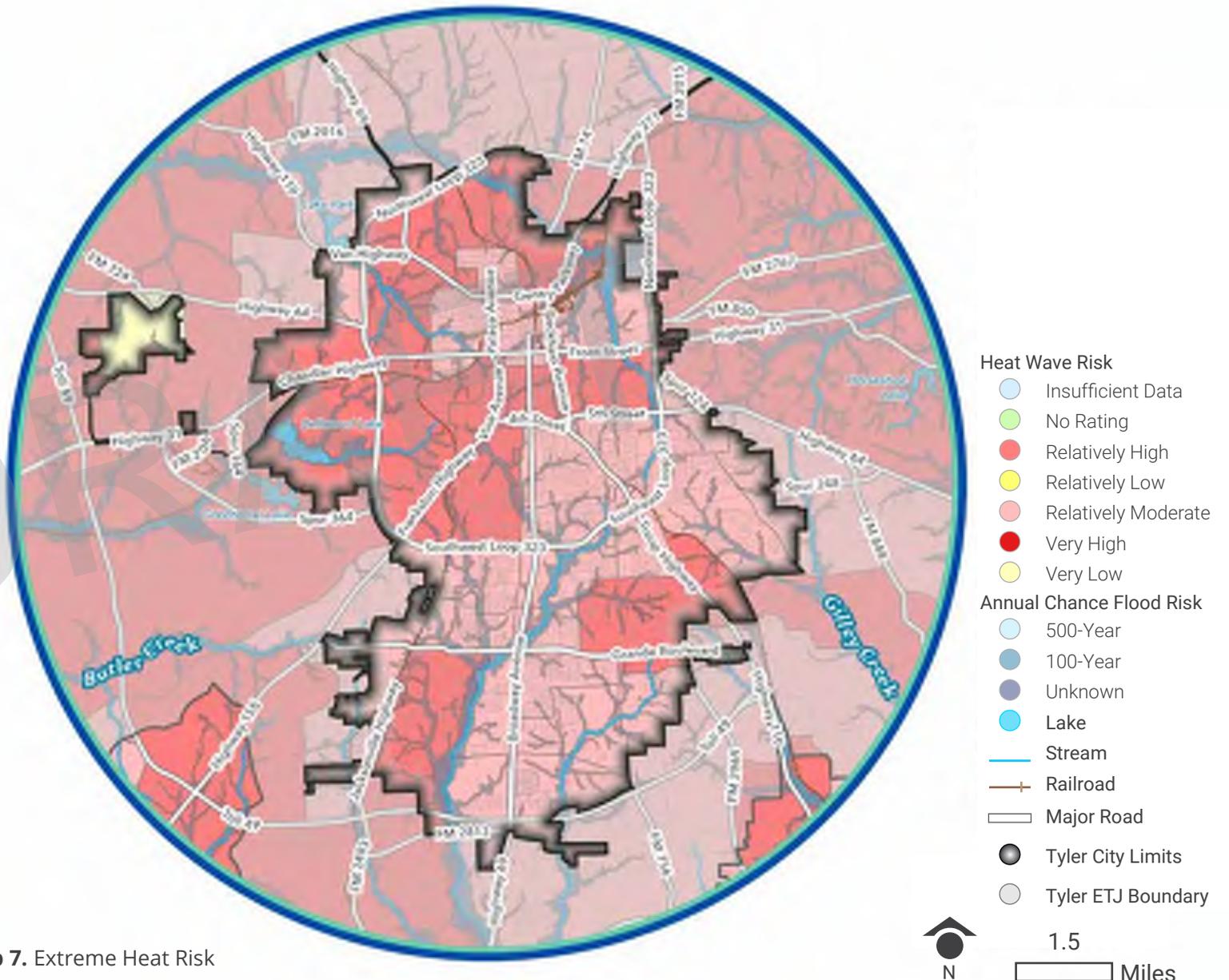
Since 1950, there have been 10 recorded injuries/deaths and \$3,624,101 in recorded property damage from severe storms – with the highest amount coming from tornado damage. It is likely that these numbers are higher – costs and fatalities are not always documented if a FEMA report is not filed. Map 6 depicts the location of reported severe storms, however the damage was likely more widespread.

## Extreme Heat

Extreme heat is a stressor to the human body – especially for those over 65. As people age, heat exerts a greater strain on the cardiovascular system and the ability to sweat becomes less efficient. This also negatively impacts people who work outdoors and those who do not have access to air conditioning. Heat stress also negatively impacts the environment and can impose long-term stress on flora and fauna.

The urban heat island effect dangerously exacerbates extreme heat within cities. Cities can register at an average of 1-7 degrees Fahrenheit warmer than surrounding areas. This effect continues into the night, perpetuating a cycle of trapped heat. Natural surfaces such as vegetation, soil, and water – fixtures that are harder to find with more development – help cool environments by moderating air temperatures. Man-made surfaces, like those of roadway and building materials, tend to absorb and re-emit heat. Creating more green spaces and planting more trees can help reduce these negative impacts.

The National Risk Index (NRI) includes an Annualized Frequency metric for heat waves, a crucial factor in assessing community vulnerability to extreme heat. This metric provides an estimate of how often heat waves occur within a year by analyzing historical temperature data, environmental conditions, and the effects of the urban heat island. Understanding the annualized frequency of heat waves allows communities to recognize their exposure to prolonged periods of extreme temperatures. This information can help local authorities prioritize heat mitigation strategies, improve public health outreach, and ensure that resources are allocated to protect vulnerable populations, such as the elderly and those with pre-existing health conditions. Portions of northern and western Tyler face a moderately high risk for heat waves, while other parts of the city have a relatively moderate risk.



Map 7. Extreme Heat Risk

# Tree Canopy

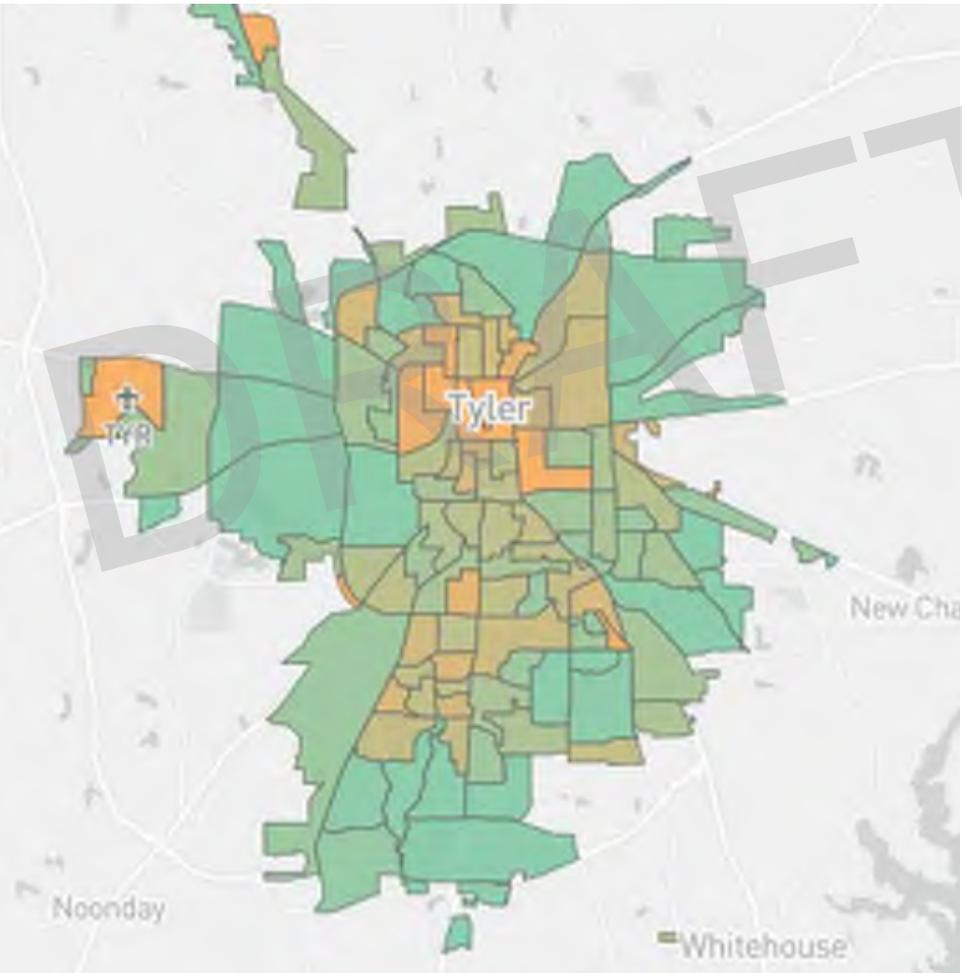
## Benefits of the Urban Forest

Stakeholders throughout the planning process noted their desire for enhanced tree preservation of the distinct East Texas Piney Woods. The ‘urban forest’ provides significant environmental and economic benefits to the community. In addition to providing natural relief in an urban environment and adding aesthetic value, trees can also help improve air quality, remove pollution, and reduce stormwater runoff. The tree canopy can also help combat the urban heat island effect and promote people getting outside and interacting with nature.

### TREE EQUITY SCORE

Trees are critical infrastructure in communities that should be inventoried, maintained, and replaced similar to utilities as they are essential to improving public health and well-being. In recognition of this, the American Forests organization created the ‘Tree Equity Score,’ which is a nationwide dataset that applies a score of 0-100 to Census block groups derived from tree canopy cover, climate, demographic, and socioeconomic data.

The City of Tyler scores very well overall, having a composite ‘Tree Equity Score’ of 86, with approximately 44% of the city limits comprised of tree canopy. However, as shown in the image to the (direction), when the scores are broken down to the Census block group level, there are areas of the city that score lower and would therefore benefit from additional tree canopy coverage. This includes portions of central and northern Tyler, as well as more newly developed areas between Loop 323 and Grande Boulevard.



Source: Tree Equity Score, <https://www.treeequityscore.org/insights/place/tyler-tx>

### How Do Trees Benefit People?

Beyond adding beauty to our communities, trees provide real health and safety benefits to people living in cities and towns every day.

- Build Connections**  
Trees help build connections between people and nature, and between people and people.
- Reduce Stress**  
Spending time in green spaces helps reduce stress and improve mental health.
- Getting Active**  
Trees encourage people to get outside and be more active.
- Support Long-Term Health**  
People who live in areas with trees have lower rates of heart disease, asthma, and other health problems.
- Cool Spaces**  
Trees provide shade and cool the air, making outdoor spaces more comfortable.
- Clear Air**  
Trees help filter out pollutants and improve air quality.
- Safety Buffer**  
Trees can act as a natural barrier between roads and people, making streets safer.

### Moving Towards Tree Equity

Many studies have found that trees are not equitably distributed throughout our cities and towns, with areas of majority Black, Indigenous and other frontline communities experiencing lower tree canopy than other areas. As we work to increase tree canopy to support the health of people and the environment, it is important to create accessible opportunities to collaborate with these communities to address these disparities.

Source: <https://www.nature.org/en-us/about-us/where-we-work/united-states/washington/stories-in-washington/health-benefits-of-trees/>

## Tree Canopy Coverage

While discrete tree canopy coverage data is not available for Tyler at this time, the USDA Forest Service produces a nationwide land cover dataset that represents the percentage of tree canopy coverage of different geographies. The maps on the facing page show the percentage of tree canopy coverage as of 2011 and 2021. As development has continued, there is less canopy coverage in areas such as far southern Tyler. Significant canopy coverage remains near Bellwood Lake and along West Mud and Shackelford Creeks in far southern Tyler. Notably, key destinations within Tyler such as Downtown and Midtown have very minimal tree canopy coverage, indicating a need for priority planting in those well visited areas.

### TREE CANOPY COVERAGE 2011



### TREE CANOPY COVERAGE 2021



#### Annual Chance Flood Risk

- 500-Year
- 100-Year
- Unknown

#### Tree Canopy

- 0-1%
- 1-25%
- 25-50%
- 50-75%
- >75%

- Lake
- Stream
- Railroad
- Major Road
- Tyler City Limits
- Tyler ETJ Boundary



**Map 8.** Tree Canopy Coverage Change 2011-2021

## Why Increasing Tree Canopy Matters

Expanding the tree canopy across our city is a critical investment in long-term sustainability, equity, and climate resilience. Trees disproportionately benefit neighborhoods that currently suffer from higher temperatures, poor air quality, and limited access to green space—often, historically underserved areas.

By preserving existing trees and strategically planting new ones, the city can improve public health, protect infrastructure, and create a more livable, climate-resilient community for future generations.

### STORMWATER MANAGEMENT

Trees play a vital role in reducing stormwater runoff. Their roots absorb rainwater and help water infiltrate into the soil, reducing the burden on city drainage systems and lowering the risk of flooding. Leaves and branches also slow rainfall, which reduces erosion and water pollution.

### URBAN HEAT ISLAND MITIGATION

Urban areas tend to be significantly hotter than surrounding rural areas—a phenomenon known as the "urban heat island effect." Trees help counter this by providing shade and releasing water vapor through a process called transpiration, which cools the air and reduces the need for energy-intensive air conditioning.

### IMPROVED AIR AND SOIL QUALITY

Beyond carbon absorption, trees filter fine particulates and pollutants from the air, improving respiratory health. Their roots stabilize soil, reducing erosion and helping to maintain healthy ecosystems in both urban and natural areas.

### ENHANCED MENTAL AND PHYSICAL HEALTH

Access to green spaces and tree-lined streets has been linked to reduced stress, lower blood pressure, improved concentration, and even faster recovery times in hospitals. Communities with more trees often experience increased physical activity and stronger social connections.

### ENERGY EFFICIENCY AND COST SAVINGS

Strategically planted trees can reduce energy costs by providing natural shade in summer and acting as windbreaks in winter. This contributes to lower utility bills for residents and reduces strain on city infrastructure during extreme weather.

### BIODIVERSITY AND HABITAT CREATION

Urban trees support local wildlife by providing habitat for birds, pollinators, and beneficial insects. A diverse tree canopy helps sustain local ecosystems and enhances overall urban biodiversity.



Canopy Cover



Heat Disparity

Source: Tree Equity Score, <https://www.treeequityscore.org/insights/place/tyler-tx>

## Tree Canopy Change

Tree canopy loss can occur for a variety of reasons, including clear cutting for new development as well as stressors such as drought, severe storms, or winter storms. Additionally, the proliferation of invasive species such as privet can also prevent young saplings from maturing into larger trees by blocking sunlight.

The images (below) represent change in tree canopy cover due to development. While Tyler has an existing tree preservation ordinance, there are improvements that could be made to help ensure that mature, healthy trees are protected and that new trees that are planted can survive into mature trees.



Before: Loop 323 and Earl Campbell Pkwy

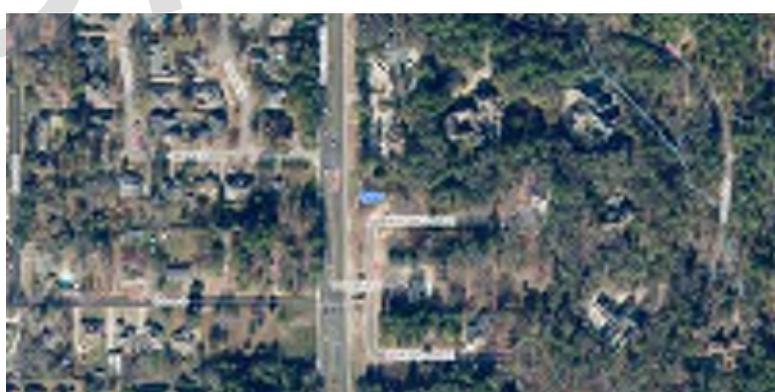


Before: New Copeland



After: Loop 323 and Earl Campbell Pkwy

Source: NearMap



After: New Copeland

# MOVING FORWARD

An urban forest master plan should be considered for Tyler since tree preservation has emerged as a key priority for the community. The benefits of an urban forest master plan include:

Gain an understanding of the composition and health of the existing urban forest in a community

Quantify the economic and environmental health benefits the tree canopy brings to a community

Identify tree canopy management strategies to protect high value replacement trees

Develop recommendations for improving the existing tree preservation ordinance

Identify priority areas that are suitable for planting more trees

# PREVIOUS COMPREHENSIVE PLAN

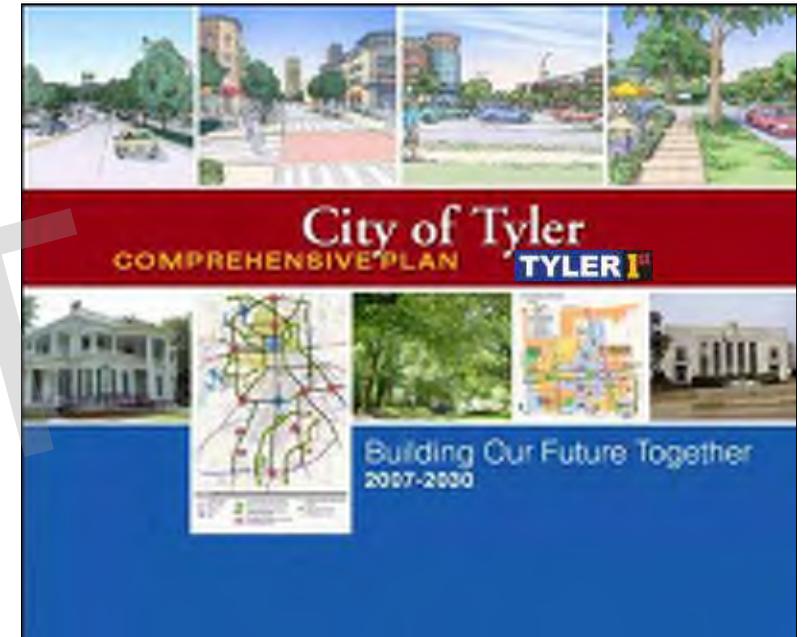
In 2014, the City of Tyler adopted the Tyler 1st Comprehensive Plan, a long-term plan to guide the City's growth and development through 2030. Addressing various community priorities, including land use, housing, transportation, economic development, and parks and recreation, the document reflects Tyler's vision for the future and emphasizes preserving the City's historic character while promoting sustainable development.

The Tyler 1st Comprehensive Plan resulted from a community engagement process that included input from residents, business owners and other stakeholders. The goals and objectives reflect Tyler's commitment to enhancing economic prosperity, improving quality of life and providing quality City services. Highlights include encouraging mixed-use development, enhancing regional connectivity and preserving the City's natural resources.

Significant initiatives and updates occurred across the City after adopting the Tyler 1st Comprehensive Plan. The Parks and Open Space Master Plan was revised in 2018 to align with the vision outlined in the Master Plan, focusing on expanding amenities and ensuring equity across parks. Similarly, the Tyler Area Metropolitan Planning Organization (MPO) developed a long-distance transportation plan that addresses transportation issues and prioritizes intermodal solutions.

One of the accomplishments was downtown Tyler's revitalization plan. Under the plan, the City used public-private partnerships to encourage new development and bring new jobs, housing options, and culture to the City's history. The Rose District Street Plan, completed in 2021, is a prime example of these efforts, creating a pedestrian environment that supports business and community engagement.

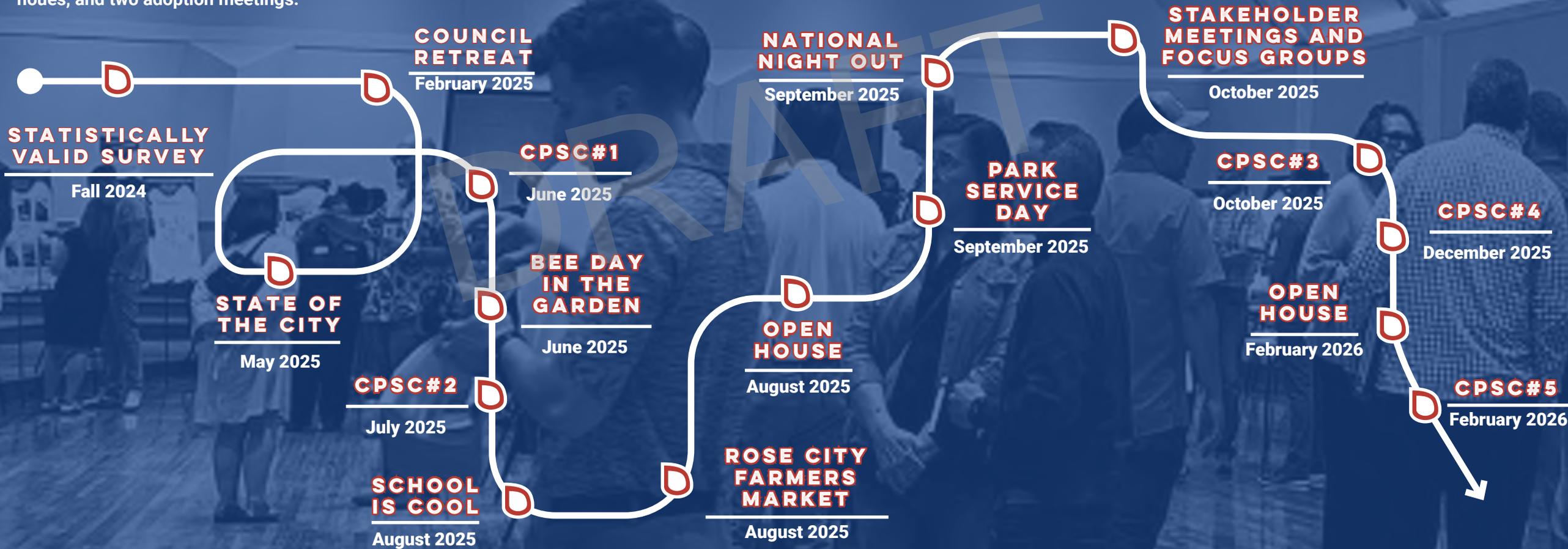
As Tyler looks to the future, the City is preparing to update its comprehensive plan to address emerging trends and challenges. The next iteration will build on the successes of Tyler 1st, incorporating new small-area plans, updated infrastructure strategies, and enhanced tools for community engagement. The plan will continue to serve as a guiding document for City leaders, ensuring a shared vision and cohesive approach to decision-making as Tyler grows and evolves.



# COMMUNITY ENGAGEMENT

Community engagement is a vital part of the planning process. Planners collaborate with residents, stakeholders, and advisory groups like the Comprehensive Plan Steering Committee (CPSC) to ensure that the comprehensive plan aligns with the community's aspirations for the future. Community engagement for the Tyler Comprehensive Plan includes five CPSC meetings, eleven stakeholder meetings, two community open houses, and two adoption meetings.

Stakeholder meetings and focus groups were essential for gathering input on the community's needs and priorities. As part of this process, the project team met with stakeholders from various City departments, non-profit organizations, and the development community – all of whom have a vested interest in the future of the community. The goal of this plan is to compile all the feedback received and develop a shared vision for the future development of Tyler.



## KEY THEMES

### STATE OF THE CITY

- Streets/Traffic Management ranked as the top priority (28), indicating a strong community concern for road conditions, congestion, and overall transportation flow.
- Public Services/Infrastructure (25) and Parks, Trails, and Public Facilities (24) followed closely, highlighting the importance of maintaining essential utilities and enhancing recreational spaces for residents.
- Housing Affordability (9) and Stormwater/Flood Control (8) were the lowest priorities in this exercise, suggesting participants may perceive these issues as less immediate or already adequately addressed.

### BEE DAY IN THE GARDEN

- Residents value sustainability and want to see stronger environmental protection, including tree preservation, flood mitigation, and native landscaping to support long-term resilience.
- Improving walkability and connectivity is a major priority, with strong support for better street infrastructure.
- Residents value Tyler's strong sense of community and want to see it strengthened through more accessible community amenities and events. Respondents emphasized the need for more for parks, community pools, and a wider range of family-friendly activities.

### OPEN HOUSE

- Transportation improvements are a major priority for residents. Community members want to see increased transportation options for elderly residents with different needs. They also envision the City to be more walkable and safer.
- Residents want to see more opportunities for mixed-use developments in different parts of the City.
- Residents value natural resource preservation and want to see stronger environmental protection and more efforts in maintaining water availability.
- Residents value Tyler's strong identity and desire to see more investments in arts and cultural programs.

### STAKEHOLDER MEETINGS AND FOCUS GROUPS

- Tyler's future depends on strong partnerships across city, county, schools, and universities, with a shared vision of building something special together.
- Investments in parks, trails, and neighborhoods are essential for livability.
- Need attainable housing options for first-time buyers.
- Opportunity for making Downtown a destination with things to do for Tyler Junior College and college students outside of campus.
- Protecting and enhancing natural environment remains a top priority.
- Competitive work environment with competitive pay for newly graduated professionals

### STATISTICALLY VALID SURVEY

#### Most Important City Issues

Traffic Congestion	Public Safety	Water/Sewer Availability
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#### Reasons to Live in Tyler

Low Crime Rate	Quality of Healthcare Services	Quality of Housing
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#### Community Vision

Better Traffic Flow on Major City Roads	More Sidewalks/Walking Paths/Trails	More Affordable Housing within the City
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# VISION AND PLANNING PILLARS

The community engagement received throughout the project was used to create a vision statement for the Comprehensive Plan along with feedback from staff and the Steering Committee.

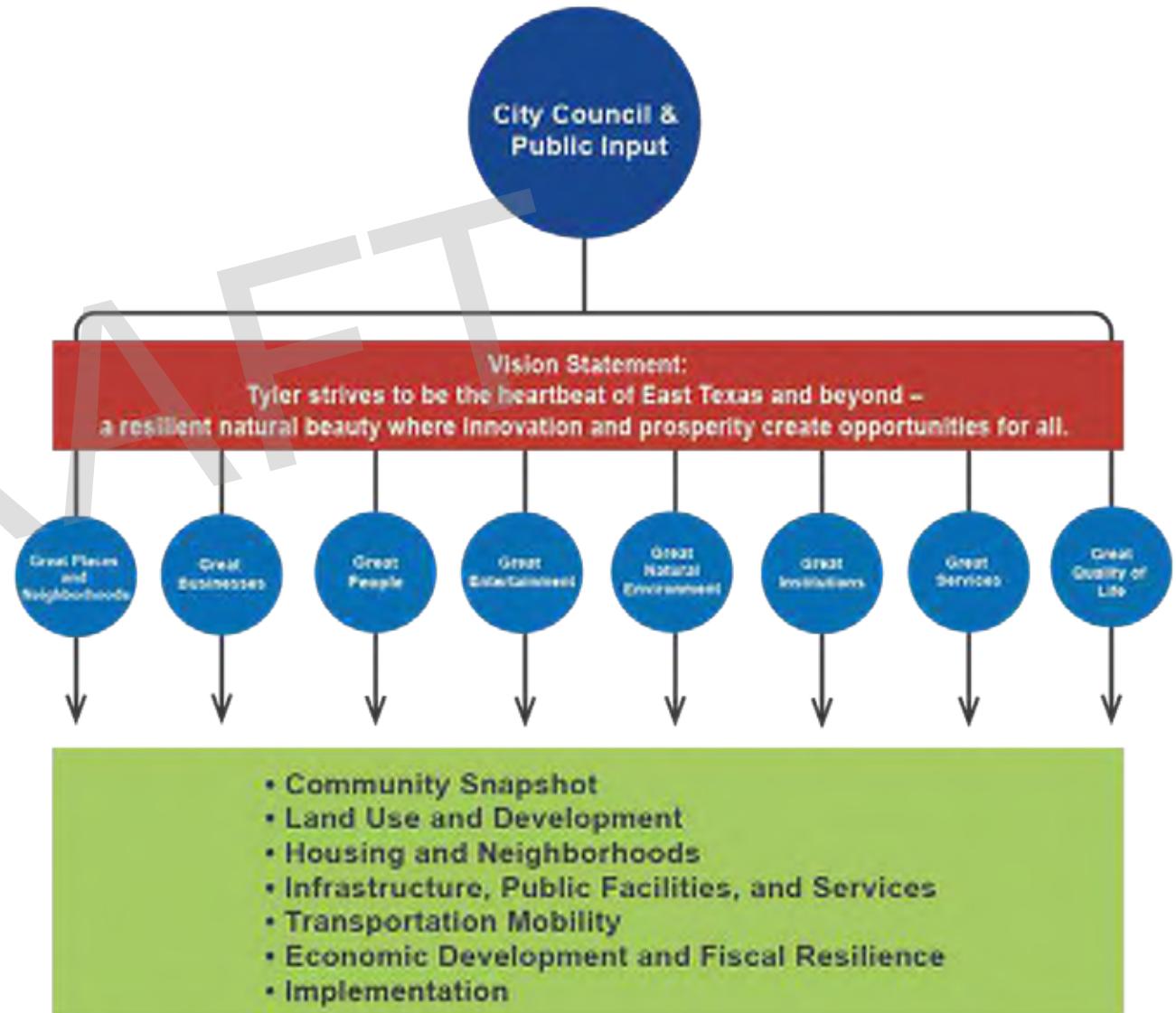
## Vision Statement

The vision statement is a high-level, long-range goal that should succinctly and vividly describe the community as it ideally will exist in the future. Essentially, this statement describes what it looks and feels like in the next 10-20 years and is intended to guide both the comprehensive planning process, as well as the City's future more broadly. The following draft vision statement is based on the feedback received from the public to date and is further supported by the pillars.

## Pillars

Pillars are individual elements that support the overall vision. While the vision statement describes the overarching desire for the future, the pillars represent the priorities for the community and provide further guidance for growth, development, and decision-making. The pillars are influenced by the key themes from the public input. Through this process, the following eight pillars were identified.

- Great Places and Neighborhoods
- Great Businesses
- Great People
- Great Entertainment
- Great Natural Environment
- Great Institutions
- Great Services
- Great Quality of Life







## CHAPTER 2

# LAND USE & DEVELOPMENT

## WHAT'S INCLUDED IN THE CHAPTER

This chapter provides a framework for planning land use and future developments in Tyler. It includes an existing land use analysis that evaluates the opportunities and threats associated with the current land use composition and introduces place types, which will guide the types and locations of future developments in the City. The chapter also conducts an ultimate capacity analysis to project Tyler's population in 2045 and discusses the relationship between land use, hazard mitigation and fiscal impact.

## WHAT WE HEARD

### QUALITY OF NEIGHBORHOODS



of respondents report being "very satisfied" or "satisfied" with the quality of new neighborhood subdivisions



of respondents feel "neutral" about the quality of new neighborhood subdivisions



of respondents feel the condition of their neighborhood is staying the same.

### FUTURE LAND USE PRIORITIES

- Provide more opportunity for mixed use (neighborhood center)
- Preserve more trees and green belts to connect neighborhoods/downtown and more green spaces
- Focus on tree preservation
- Create more opportunities for mixed-use developments in different parts of the City

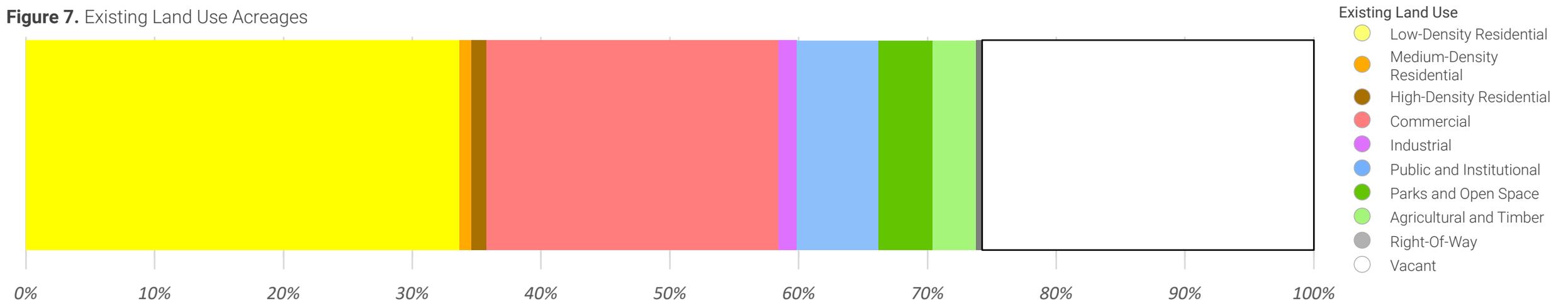


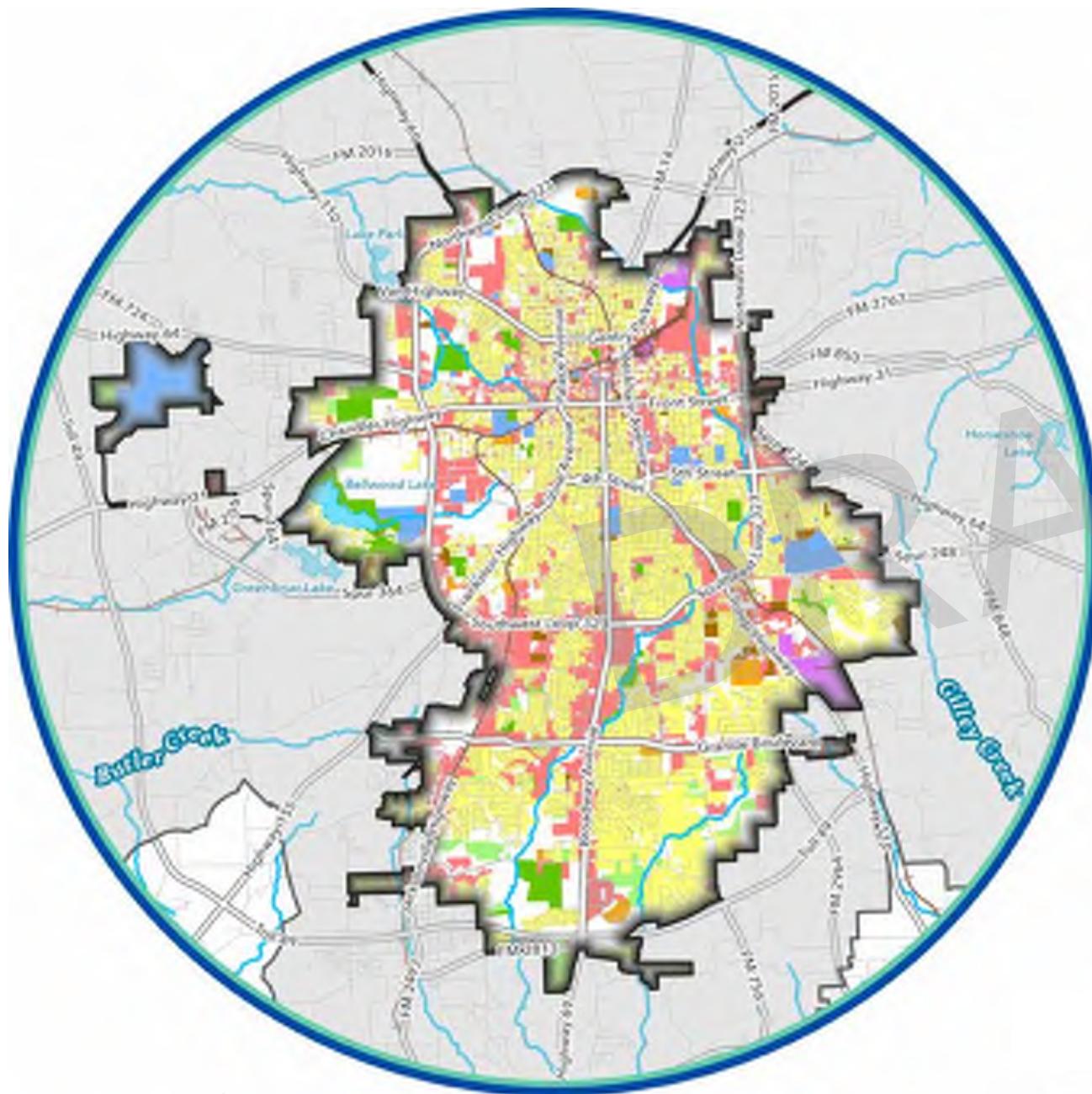
# LAND USE TODAY

## Existing Land Use

The existing land use provides context for identifying key issues and opportunities within the City and serves as the basis for developing the Future Land Use Map (FLUM). Map 9 illustrates the existing land uses in Tyler. Low-density residential accounts for the largest land use in Tyler (33.7%), which is followed by commercial (22.6%) and parks/open space (4.2%). Commercial and high-density residential land uses are generally located along major corridors. 25.7% of land is currently vacant in Tyler, which is generally located west of Loop 323 near Bellwood Lake and South Tyler, with smaller parcels dispersed throughout the City. Existing industrial development occupied a small percentage of the overall land area with most of it located on the East and Northeast side of the City along Troupe Highway and Gentry Parkway.

Figure 7. Existing Land Use Acreages





Existing Land Use

- Low-Density Residential
- Medium-Density Residential
- High-Density Residential
- Commercial
- Industrial
- Public and Institutional
- Parks and Open Space
- Agricultural and Timber
- Right-Of-Way
- Vacant
- Lake
- Stream
- +— Railroad
- Major Road
- Tyler City Limits
- Tyler ETJ Boundary



1.5  
Miles

Map 9. Existing Land Use

# INTEGRATED LAND USE AND INFRASTRUCTURE PLANNING

Integrated land use and infrastructure planning can help prioritize resilient construction in flood-prone areas, the protection of critical utilities, and the creation of buffer zones and recreational spaces that serve both community and environmental functions.

## Strategies for Integrated Land Use and Infrastructure Planning

### Resilient building practices in floodplains

Require flood-resistant construction materials (e.g., concrete, steel, pressure-treated wood, water-resistant insulation), and increased elevation above base flood elevations and above crown of street to minimize damage and extend building life in vulnerable areas.

### Protection of critical utilities

Elevate essential infrastructure such as power, water, and telecommunications to ensure continuity of service during floods or extreme weather events. Relocate such infrastructure where practical, and avoid placing new critical facilities in risk areas.

### Buffer zones and recreational spaces

Prioritize and incentivize the creation of green buffers, parks, and recreational areas that double as flood mitigation zones, absorbing excess water while enhancing community livability and providing for nature-based pollutant reduction in stormwater runoff.

### Partnerships and coordination

Collaborate with regional entities (e.g., water districts, flood control agencies) to align detention basins, reservoirs, and drainage systems with land use planning.

### Transfer of Development Rights (TDR)

Use TDR programs to shift development away from flood-prone or environmentally sensitive areas, while compensating landowners and directing growth to better serviced locations.

### No-net fill and fee-in-lieu programs

Enforce no-net fill policies in floodplains to prevent displacement of floodwaters, while offering fee-in-lieu options that fund regional flood mitigation projects.

### Green infrastructure incentives

Encourage rain gardens, bioswales and other nature-based solutions, permeable pavements, and tree preservation through grants, density bonuses, or reduced permitting fees.

### Stormwater infrastructure integration

Mandate modern stormwater systems that combine engineered solutions (e.g., detention ponds, underground storage) with natural systems to reduce runoff, improve water quality, and enhance resilience.

### Development agreements for infrastructure rightsizing

Make it a policy to work with developers through agreements that support the provision of infrastructure rightsizing/oversizing where necessary through proportional cost-sharing and reimbursement.

### INCENTIVIZING DEVELOPERS TO PAY FOR INFRASTRUCTURE DEVELOPMENT

Cities can encourage private developers to contribute to infrastructure costs by offering tax credits and other financial incentives that offset upfront expenses and provide development bonuses to increase yield and market potential of projects. These strategies not only reduce the fiscal burden on municipalities but also help minimize the long-term impacts of rapid growth on public systems. By aligning private investment with public needs, communities can ensure that new development strengthens infrastructure capacity while promoting sustainable growth.

# WHAT IS A FUTURE LAND USE MAP?

The FLUM is a key component of the Comprehensive Plan and provides a road map for future development in the community. It is developed by considering recent socio-economic and demographic changes, gathering community input on issues and priorities, and making informed predictions about future growth. Moreover, the topography and existing development patterns play a crucial role in determining future land use as the City of Tyler plans for future development.

The FLUM illustrated in this Plan shows the desired growth pattern for the City of Tyler and the ETJ. The FLUM is not regulatory in nature. Instead, it acts as a guiding tool for the City when making decisions about zoning changes and amendments before they are presented to the City Council. Figure 8 provides an overview of the key difference between the FLUM and the zoning map.

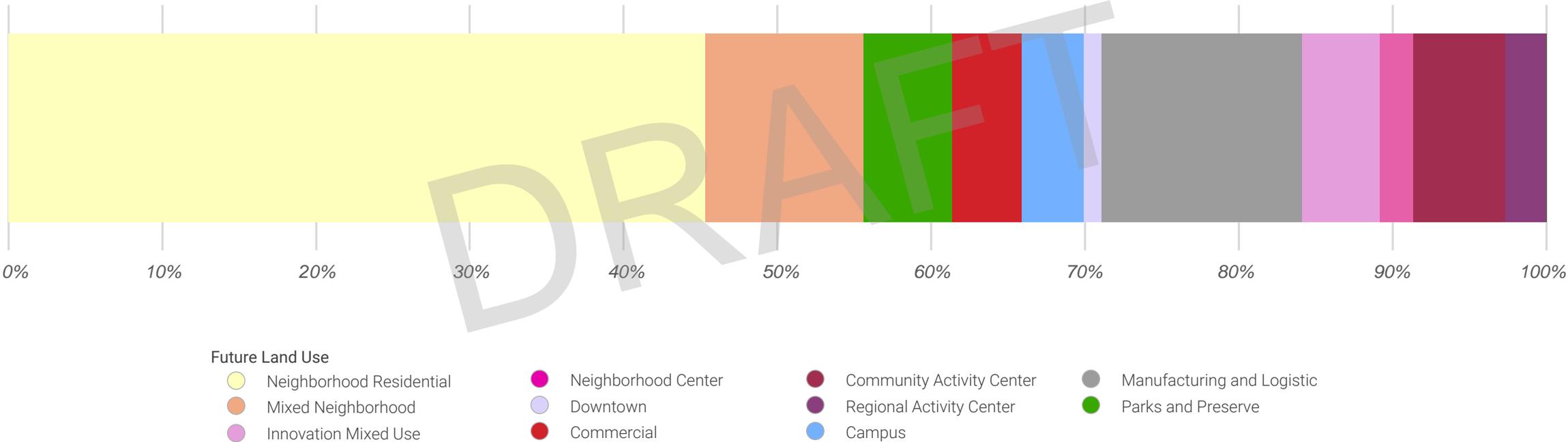
**Figure 8.** Future Land Use Map Versus Zoning Map

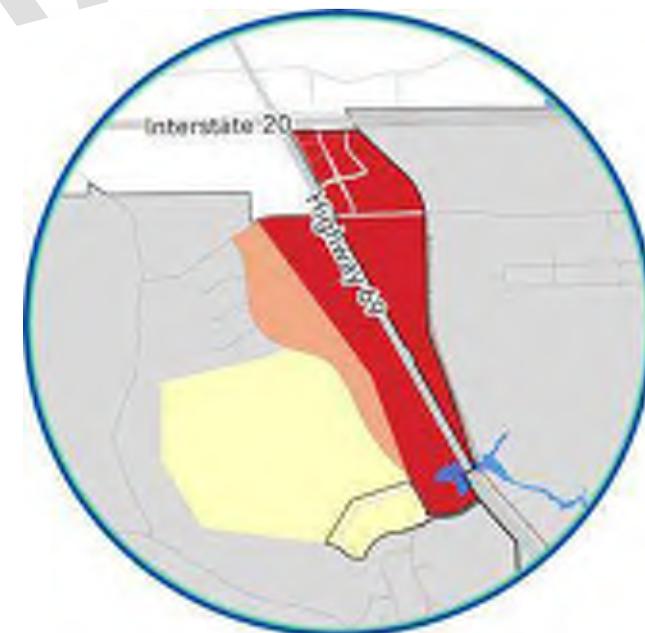
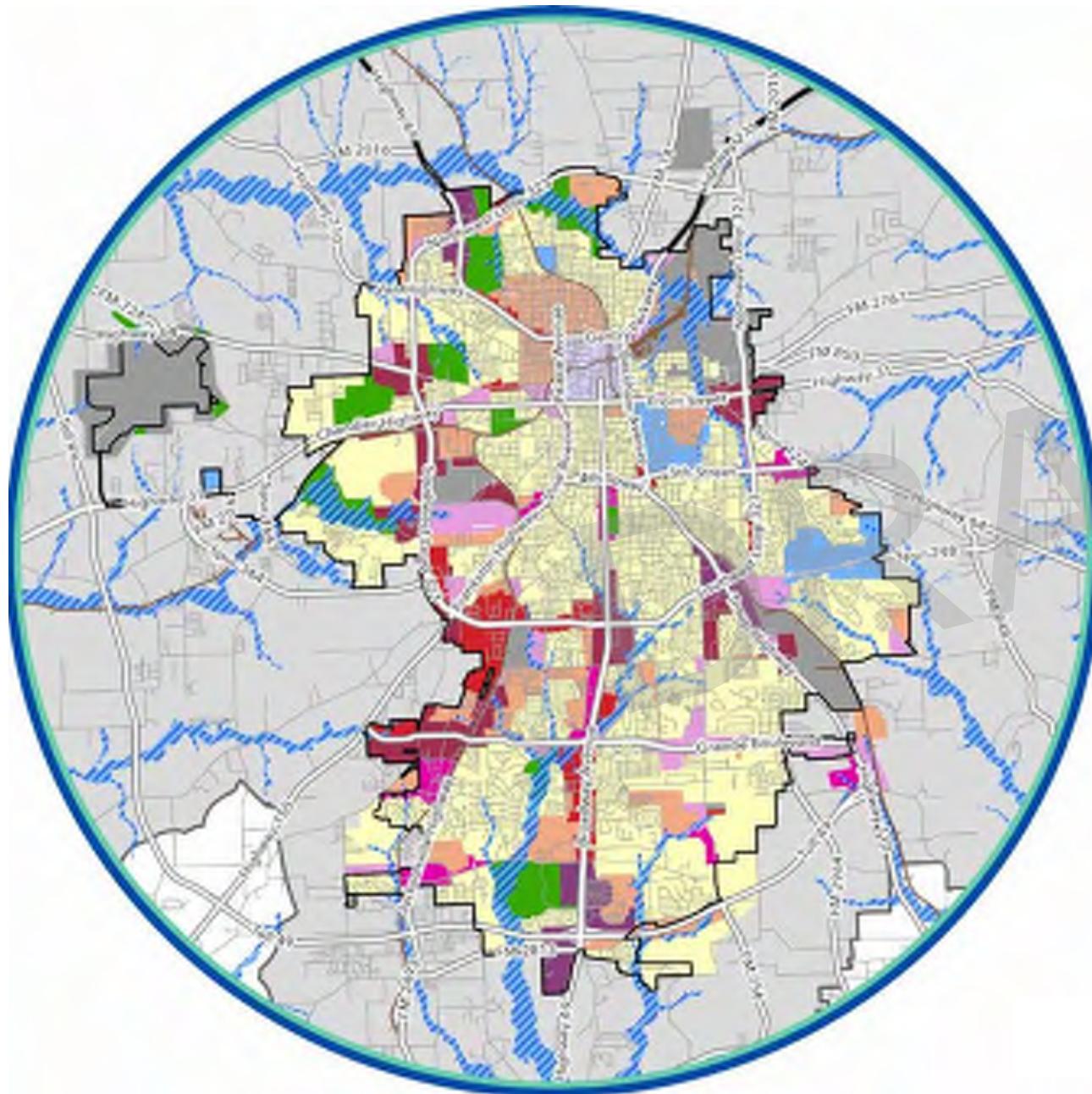
FUTURE LAND USE MAP	ZONING MAP
<b>Purposes</b>	
<ul style="list-style-type: none"> <li>▪ Outlook for the future use of land and the character of development in the community.</li> <li>▪ Macro-level, general development plan.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Basis for applying unique land use regulations and development standards in different areas of the City.</li> <li>▪ Micro-level, site-specific focus.</li> </ul>
<b>Uses</b>	
<ul style="list-style-type: none"> <li>▪ Guidance for City zoning and related decisions (zone change requests, variance applications, etc.).</li> <li>▪ Baseline for monitoring the consistency of actions and decisions with the City’s adopted Comprehensive Plan.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Regulating development as it is proposed, or as sites are proposed for the future (by the owner or the City) with appropriate zoning.</li> </ul>
<b>Inputs and Considerations</b>	
<ul style="list-style-type: none"> <li>▪ Inventory of existing land uses in the City.</li> <li>▪ Developing area character and identity as a core planning focus along with basic land uses.</li> <li>▪ Including a notation required by Texas Local Government Code Section 213.005: “A comprehensive plan shall not constitute zoning regulations or establish zoning district boundaries.”</li> </ul>	<ul style="list-style-type: none"> <li>▪ FLUM is referred to for general guidance.</li> <li>▪ Other community objectives, such as economic development, redevelopment, flood prevention, etc.</li> <li>▪ Zoning decisions should be consistent with the Comprehensive Plan.</li> </ul>

# FUTURE LAND USE MAP

The FLUM for Tyler identifies 11 place type categories ranging from low-intensity rural residential uses to high-intensity industrial uses. The FLUM is shown in Map 10. The percentage of each of the future land use categories is listed below.

**Figure 9.** Future Land Use Acreages





- Future Land Use**
- Neighborhood Residential
  - Mixed Residential
  - Innovation Mixed Use
  - Neighborhood Center
  - Downtown
  - Commercial
  - Community Activity Center
  - Regional Activity Center
  - Campus
  - Manufacturing and Logistic
  - Parks and Preserve
  - Floodplain
  - Railroad
  - Major Road
  - Tyler City Limits
  - Tyler ETJ Boundary
- N 1.5 Miles

Map 10. Future Land Use

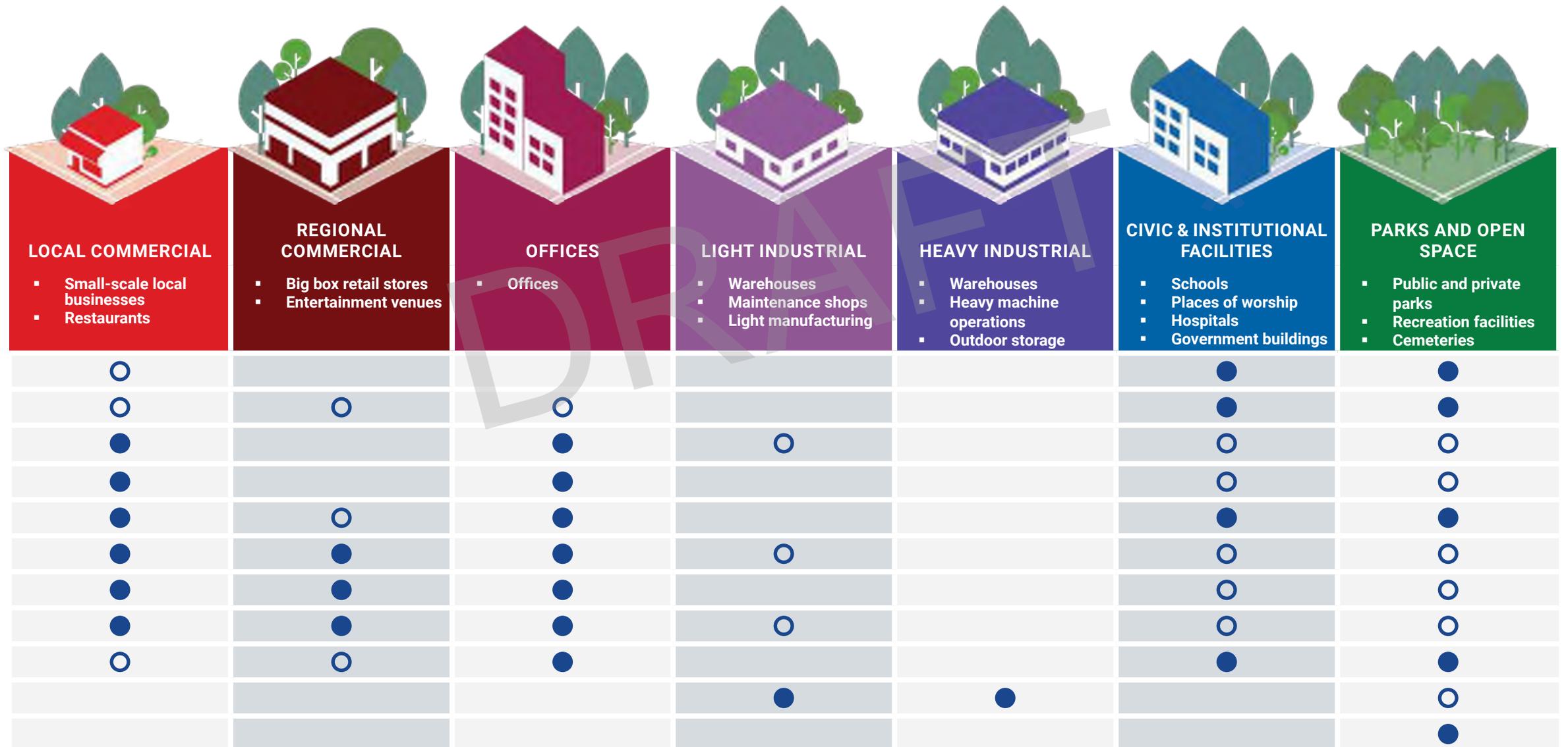
# Place Type/Land Use Matrix

Place types are land use categories that represent the intended mix of uses, development patterns, urban design elements, and densities for different areas of the City. The matrix below illustrates how various place types correspond with potential land uses and development types.

Each land use is classified as either a primary use or secondary use:

- **Primary Use:** A prevalent and defining land use that establishes the character of a place type.
- **Secondary Use:** A less common but supportive land use that complements the primary use and may be subject to specific conditions or considerations.

Proposed Place Type Category	Land Uses					
	 <b>AGRICULTURAL</b> <ul style="list-style-type: none"> <li>▪ Animal production</li> <li>▪ Crop production</li> <li>▪ Agritourism</li> </ul>	 <b>SINGLE-FAMILY DETACHED</b> <ul style="list-style-type: none"> <li>▪ All single-family residential units</li> </ul>	 <b>SINGLE-FAMILY ATTACHED</b> <ul style="list-style-type: none"> <li>▪ Duplexes</li> <li>▪ Townhomes</li> </ul>	 <b>SMALL-SCALE MULTIFAMILY</b> <ul style="list-style-type: none"> <li>▪ Multifamily with 12 or fewer attached dwelling units</li> </ul>	 <b>LARGE-SCALE MULTIFAMILY</b> <ul style="list-style-type: none"> <li>▪ Multifamily with 13 or more attached dwelling units</li> </ul>	 <b>MIXED-USE</b> <ul style="list-style-type: none"> <li>▪ Combination of residential, office, and retail uses</li> </ul>
Neighborhood Residential	●	●	●	○		
Mixed Residential		○	●	●	●	●
Innovation Mixed-Use			○	○	○	●
Neighborhood Center			○	●	●	○
Downtown			○	○	●	●
Commercial						
Community Activity Center				○	●	●
Regional Activity Center				○	●	●
Campus				○	○	●
Manufacturing & Logistics						
Parks and Preserves	●					



# NEIGHBORHOOD RESIDENTIAL

Neighborhood Residential place type encompasses the majority of residential land within Tyler and is primarily made up of single-family detached homes. Small-scale multifamily housing types, such as duplexes and small multiplexes, can also be found throughout many of these areas.

Primary Uses	Secondary Uses
Agricultural	Small-Scale Multifamily
Single-Family Detached	Local Commercial
Single-Family Attached	
Civic and Institutional	
Parks and Open Space	



## Land Use Characteristics

- Neighborhood Residential is characterized by predominantly single-family residential structures along with neighborhood-scale commercial as adaptive reuse and special use where appropriate.
- Townhomes, duplexes, and small-scale multifamily development may be considered appropriate if the structures are similar in form and design to the adjacent single-family detached units.
- Civic and institutional and parks and open space are considered appropriate.

## Building Form and Density

The typical building in this place type is a single-family residential building. Townhome style buildings, typically have 4-6 units. The size of civic and institutional buildings varies based on context and accessibility.

## Resilience Considerations

Focus on preserving existing tree canopy, plan according to natural features, and improve drainage infrastructure.



## Mobility

- A well-connected local street network ensures safe, direct access within neighborhoods and adjacent areas.
- Streets are designed to accommodate walking, cycling, and transit, offering a comfortable environment for reaching transit stops or nearby destinations.
- Buildings, parks, and other facilities are typically accessed from local streets, while arterials provide more limited points of entry.

## Open Space

This place type features private open spaces and common areas within residential developments, complemented by public parks, greenways, and natural areas such as tree preservation sites, which are essential elements to include in neighborhoods.

# MIXED RESIDENTIAL

Mixed Residential place type includes higher-density housing area with a variety of housing types, including multifamily and single-family attached residential buildings. This place type serves as a transition between higher-intensity commercial development or mixed-use centers.

Primary Uses	Secondary Uses
Single-Family Attached	Local Commercial
Small-Scale Multifamily	Regional Commercial
Large-Scale Multifamily	Offices
Mixed-Use	
Civic and Institutional	
Parks and Open Space	



## Land Use Characteristics

- Mixed Residential is characterized by a mix of higher density housing types along with appropriate commercial and mixed use developments.
- More missing-middle types of housing structures such as townhomes, duplexes, small-scale apartments, as well as large-scale apartments are considered appropriate in this place type.
- Commercial uses should support the surrounding neighborhood, creating small hubs of local activity
- Civic and institutional and parks and open space are considered appropriate.

## Building Form and Density

The typical buildings in this place type are single-family attached building and other medium-density housing options. The size of civic and institutional buildings varies based on context and accessibility.

## Resilience Considerations

Focus on preserving existing tree canopy, plan according to natural features, and improve drainage infrastructure.



## Mobility

- Commercial and mixed-use developments should be located conveniently near residential areas, allowing people to walk or bike to them.
- Streets are designed to accommodate walking with increased intersection density to support connectivity, cycling, and transit, offering a comfortable environment for reaching transit stops or nearby destinations.
- Buildings, parks, and other facilities are typically accessed from local streets, while arterials provide more limited points of entry.

## Open Space

This place type includes privately owned common areas serving residential developments, such as playgrounds, recreation spaces, plazas, and courtyards. It also encompasses public parks, greenways, and natural areas like tree preservation sites, which are essential features that should be integrated into neighborhoods to enhance livability and environmental quality.

# INNOVATION MIXED-USE

The Innovation Mixed-Use place type includes mixed-use areas that support office, research and development, and light industrial areas for employment. Supporting uses include retail, personal services, restaurants and entertainment to support the needs of employees and surrounding residents in the area. Developing integrated connections between areas surrounding campuses and employment centers with nearby cultural and commercial destinations will strengthen accessibility, community engagement, and economic vitality.



Primary Uses	Secondary Uses
Mixed-Use	Single-Family Attached
Local Commercial	Small-Scale Multifamily
Offices	Large-Scale Multifamily
	Light Industrial
	Civic and Institutional
	Parks and Open Space



## Land Use Characteristics

- Development is characterized by a balanced mix of office spaces, retail establishments, restaurants, and a variety of types of homes, creating a vibrant setting where people can live, work, and socialize without needing to travel long distances.
- This place type functions as a community hub, fostering economic vitality through diverse employment opportunities, supporting local businesses with steady foot traffic, and enhancing quality of life by offering housing choices near jobs and amenities.
- By concentrating activity in a compact, well-connected area, it promotes sustainability, social interaction, and resilience.

## Building Form and Density

Buildings are typically mid- to high-density, with both horizontal and vertical mix of uses.

## Resilience Considerations

These areas should prioritize resilient infrastructure that ensures long-term functionality and safety. Key measures include effective stormwater and flood management, preserving existing tree canopy, and green infrastructure to mitigate heat island effects.



## Mobility

- Streets are designed with increased intersection density to support connectivity.
- The design emphasizes walkability, transit accessibility, and public spaces, ensuring that daily needs are met within close proximity.
- Streetscapes should incorporate pedestrian-friendly features such as wide sidewalks, street trees, lighting, and plazas, while also accommodating multimodal transportation options.

## Open Space

These areas should be supplemented by parks, landscaping (street trees, planters, etc.) and wayfinding features, and pedestrian-friendly infrastructure.

# NEIGHBORHOOD CENTER

Neighborhood Center areas are characterized by small-scale, walkable mixed-use developments embedded within neighborhoods. Typical uses include retail, entertainment, and personal services for nearby residents.

Primary Uses	Secondary Uses
Small-Scale Multifamily	Single-Family Attached
Large-Scale Multifamily	Civic and Institutional
Mixed-Use	Parks and Open Space
Local Commercial	
Offices	



## Land Use Characteristics

- This place type includes a variety of small-scale retail development at the neighborhood level. This designation is intended to provide a blend of small businesses with housing and cater to the community's everyday needs, offering establishments such as small retail, dining, and personal services.
- These uses generally serve as a buffer between residential and commercial land uses and should be appropriate in scale and intensity with established and planned residences in the area.

## Building Form and Density

Typical buildings within this place type consist of both neighborhood-scale commercial developments, accommodating a range of retail, service, and business functions.

## Resilience Considerations

These areas should prioritize resilient infrastructure that ensures long-term functionality and safety. Key measures include effective stormwater and flood management, preserving existing tree canopy, and green infrastructure to mitigate heat island effects.



## Mobility

- Streets are designed to encourage walking, cycling, and transit, offering a comfortable environment for reaching transit stops or nearby destinations.

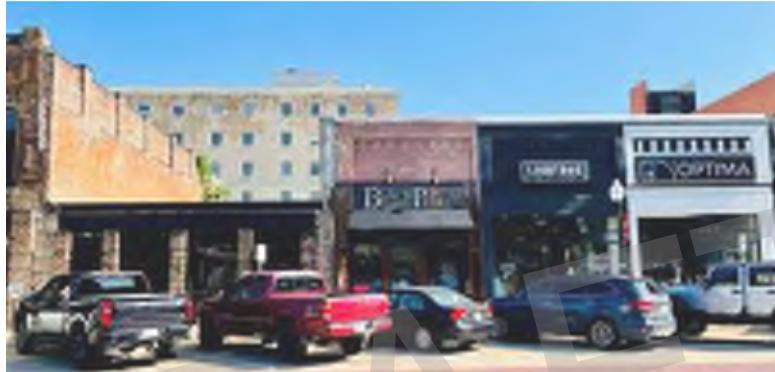
## Open Space

Private open spaces and improved common areas are typical open spaces in this place type. Public open spaces such as small parks and greenways, and natural open spaces such as tree preservation areas, are also an important feature and should be included in neighborhoods.

# DOWNTOWN

The Downtown place type is intended to promote and preserve the City's downtown through encouraging mixed-use development with a variety of densities based on location and context of development.

Primary Uses	Secondary Uses
Mixed-Use	Single-Family Attached
Local Commercial	Small-Scale Multifamily
Offices	Large-Scale Multifamily
Civic and Institutional	
Parks and Open Space	



## Land Use Characteristics

- This place type includes a mix of uses, including residential, commercial, and public/semipublic.
- New development should encourage building to the street at a pedestrian scale, with no parking between the front building facade on the street.
- New development should be in synergy with the character of adjacent existing development to maintain the feel and historic character of Downtown.

## Building Form and Density

Typical buildings within this place type consist of vertical mixed-use with character and lot standards compatible with the Downtown. Local retail and services should be encouraged in this category.

## Resilience Considerations

These areas should prioritize resilient infrastructure that ensures long-term functionality and safety. Key measures include effective stormwater and flood management, preserving existing tree canopy, and green infrastructure to mitigate heat island effects.

## Mobility

- Streets are designed to encourage walking, cycling, and transit, offering a comfortable environment for reaching transit stops or nearby destinations.
- Downtown development should be supplemented by on-street parking and public parking lots.
- Pedestrian enhancements such as wide sidewalks, pedestrian furnishings, and street trees should be emphasized.

## Open Space

- Public open spaces such as small parks and greenways should be encouraged.
- Public gathering spaces such as plazas and squares should be encouraged.



# COMMERCIAL

The Commercial place type represents commercial uses along major streets or near interstates. These places are primarily car-oriented uses such as shopping centers, standalone retail establishments, personal services, restaurants, lodging and service stations.

Primary Uses	Secondary Uses
Local Commercial	Light Industrial
Regional Commercial	Civic and Institutional
Offices	Parks and Open Space



## Land Use Characteristics

- Typical uses include shopping centers, standalone retail establishments, personal service providers, restaurants, lodging facilities, and service stations, all designed to accommodate high volumes of customers arriving by car.
- These areas are characterized by large parcels, surface parking lots, and building designs oriented toward vehicular access rather than pedestrian activity. Design elements supporting pedestrian experience remain important

## Building Form and Density

Typical buildings within this place type consist of both small- and large-scale commercial developments, accommodating a range of retail, service, and business functions.

## Resilience Considerations

These areas should prioritize resilient infrastructure that ensures long-term functionality and safety. Key measures include effective stormwater and flood management, preserving high-value existing tree stands, and green infrastructure to mitigate heat island effects.

## Mobility

- While primarily serving regional and local consumer needs, these areas should incorporate supporting infrastructure such as safe vehicular circulation, clear signage, and access management to reduce congestion.
- Opportunities for enhanced connectivity within this place type—including sidewalks, transit stops, and landscaped buffers—should be integrated to improve accessibility and mitigate the impacts of car-oriented design.

## Open Space

In addition to commercial uses, these centers should integrate public spaces, pedestrian-friendly design, and multimodal connectivity to encourage community interaction.



# COMMUNITY ACTIVITY CENTER

The Community Activity Center place type encompasses medium-sized mixed-use developments major roadways that provide local goods and services for nearby regional residents.

Primary Uses	Secondary Uses
Large-Scale Multifamily	Small-Scale Multifamily
Mixed-Use	Civic and Institutional
Local Commercial	Parks and Open Space
Regional Commercial	
Offices	



## Land Use Characteristics

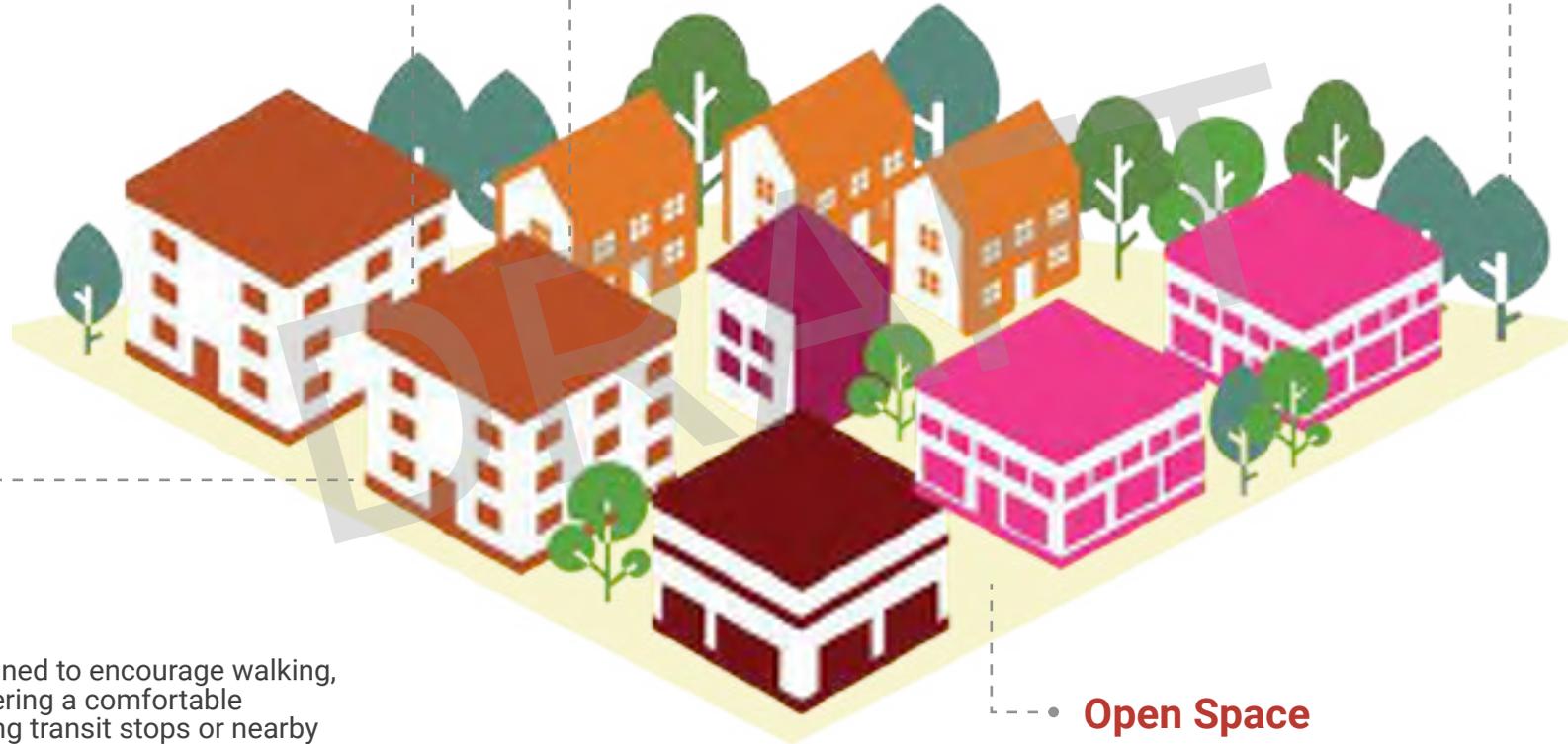
- This place type is intended to be developed in close proximity to residential areas to ensure convenient access to local and everyday commercial services.
- In addition to retail and service uses, these areas may incorporate mixed-use developments and higher-density residential projects, creating walkable, well-connected centers that support both community needs and sustainable growth.

## Building Form and Density

- The typical buildings within this place type are small-scale commercial centers and mixed-use developments designed to provide everyday necessities. These centers serve as destinations for shopping, dining, entertainment, and cultural activities.

## Resilience Considerations

- Community Activity Centers should prioritize resilient infrastructure that ensures long-term functionality and safety. Key measures include effective stormwater and flood management, preserving existing tree canopy, and green infrastructure to mitigate heat island effects.



## Mobility

- Streets should be designed to encourage walking, cycling, and transit, offering a comfortable environment for reaching transit stops or nearby destinations.

## Open Space

- In addition to commercial uses, these centers should integrate public spaces, pedestrian-friendly design, and multimodal connectivity to encourage community interaction.

# REGIONAL ACTIVITY CENTER

The Regional Activity Center place type accommodates a wide range of large commercial, office, multi-family, and mixed-use centers along busy streets and roadways. This place type emphasizes a pedestrian-oriented and transit-friendly environment for residents and visitors.

Primary Uses	Secondary Uses
Large-Scale Multifamily	Small-Scale Multifamily
Mixed-Use	Civic and Institutional
Local Commercial	Parks and Open Space
Regional Commercial	Light Industrial
Offices	



## Land Use Characteristics

- This place type should encourage large-scale commercial uses and support functions that meet the needs of local and broader communities. This includes businesses such as retail, wholesale sales and services, and office uses.

## Building Form and Density

- The typical buildings within this place type are large-scale commercial centers designed to attract visitors from across the city and surrounding region. These centers serve as major destinations for shopping, dining, entertainment, and cultural activities, often incorporating mixed-use developments that combine retail, office, hospitality, and residential components.

## Resilience Considerations

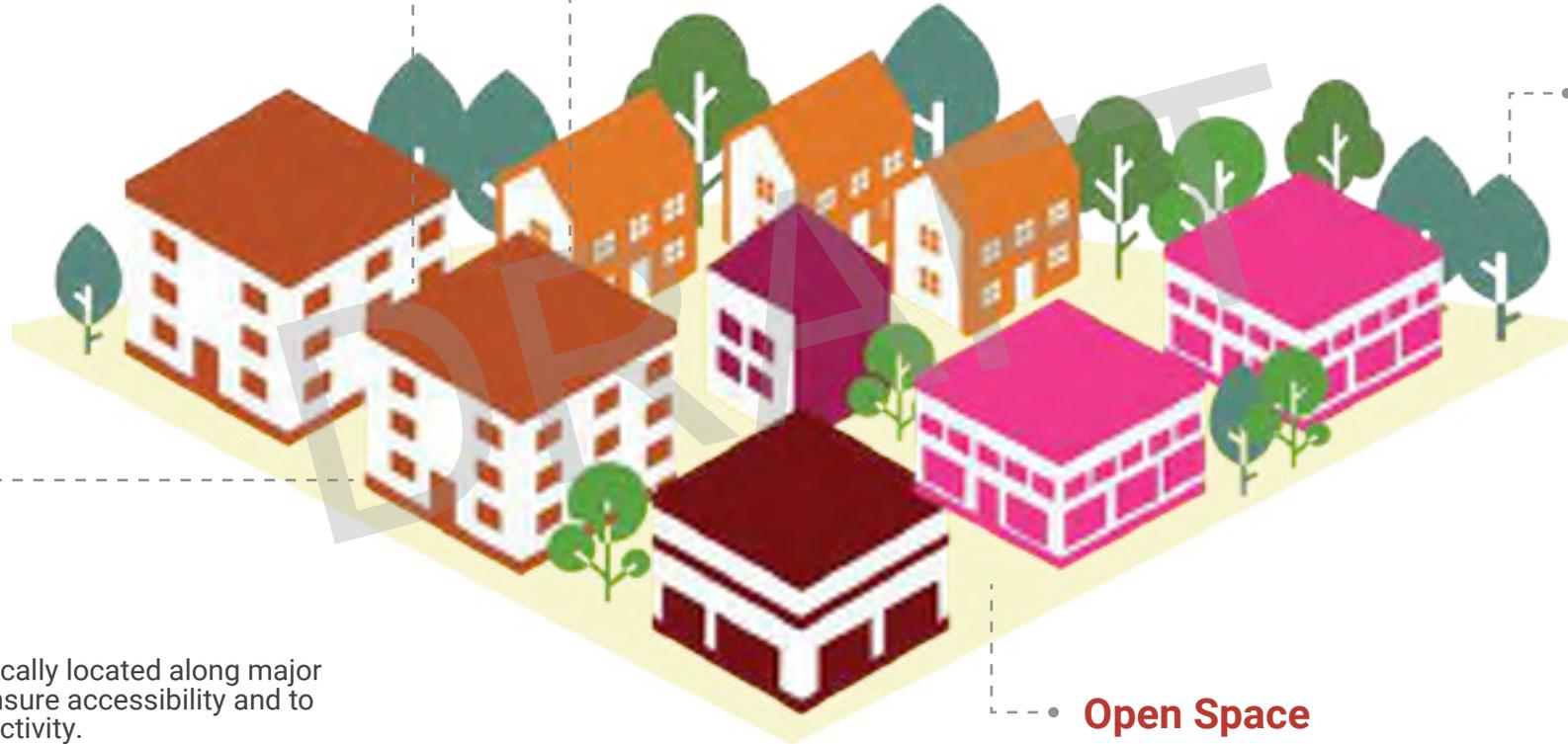
Regional Activity Centers should prioritize resilient infrastructure that ensures long-term functionality and safety. Key measures include effective stormwater and flood management, reliable renewable energy and backup systems, and green infrastructure to mitigate heat island effects.

## Mobility

- These uses are strategically located along major roadway corridors to ensure accessibility and to support high levels of activity.
- Uses within the place type should be connected through pedestrian-friendly infrastructure.
- These areas must be readily accessible by transit services to promote equitable access for the workforce and the visitors.

## Open Space

- In addition to commercial uses, these centers should integrate public spaces, pedestrian-friendly design, and multimodal connectivity to encourage community interaction.



# CAMPUS

The Campus place type comprises cohesive buildings and public spaces serving one institution, such as a university, hospital, or office park. Campus place types include areas such as UT Tyler, Tyler Junior College, Texas College, and major hospitals.

Primary Uses	Secondary Uses
Mixed-Use	Small-Scale Multifamily
Offices	Large-Scale Multifamily
Civic and Institutional	Local Commercial
Parks and Open Space	Regional Commercial



## Land Use Characteristics

- This place type is characterized by a mix of uses, with institutional and office functions serving as the predominant activities, supported by supplemental housing, commercial, and recreational uses.
- University campuses, which integrate multiple uses in close proximity, provide a strong example of this place type.

## Building Form and Density

- Typical buildings within this place type consist of higher-density office and institutional uses, complemented by mixed-use developments and high-density housing projects.

## Resilience Considerations

- Focus on preserving existing tree canopy, plan according to natural features, and improve drainage infrastructure.



## Mobility

- A well-connected local street network ensures safe, direct access within the development and to adjacent areas.
- Streets should be designed to accommodate walking, cycling, and transit, offering a comfortable environment for reaching transit stops or nearby destinations.
- Buildings, parks, and other facilities are typically accessed from local streets, while arterials provide more limited points of entry.

## Open Space

- Institutional open spaces and improved common areas are typical open spaces in this place type. Public open spaces such as small parks and greenways, and natural open spaces such as tree preservation areas, are also an important feature and should be included in this place type.

# MANUFACTURING & LOGISTICS

The Manufacturing and Logistics place type encompasses employment areas with a range of jobs and services in sectors such as production, manufacturing, research, distribution and logistics. These uses are typically large-scale, low-rise manufacturing, distribution, or warehouse buildings.

Primary Uses	Secondary Uses
Light Industrial	Heavy Industrial
	Parks and Open Space



## Land Use Characteristics

- This place type is characterized by light industrial uses, including production, manufacturing, research, distribution, logistics, and similar facilities.
- It is intended to provide employment opportunities, and wherever these areas are designated on the map, they function as employment centers. These centers should be supported by appropriate amenities, complementary uses, and infrastructure to ensure their effectiveness and sustainability.
- These areas may require more intensive screening and buffering from surrounding development.

## Building Form and Density

- Typical buildings within this place type consist of higher-intensity industrial uses. The primary designation, however, is for light industrial activities, meaning that facilities involving special permits are not appropriate and should be excluded from these areas.
- If outdoor storage is required, outdoor storage should be designed in a manner that screens materials and equipment from public rights-of-way. New developments should be designed in a manner that orients loading docks and bays away from the front property line or public rights-of-way.

## Resilience Considerations

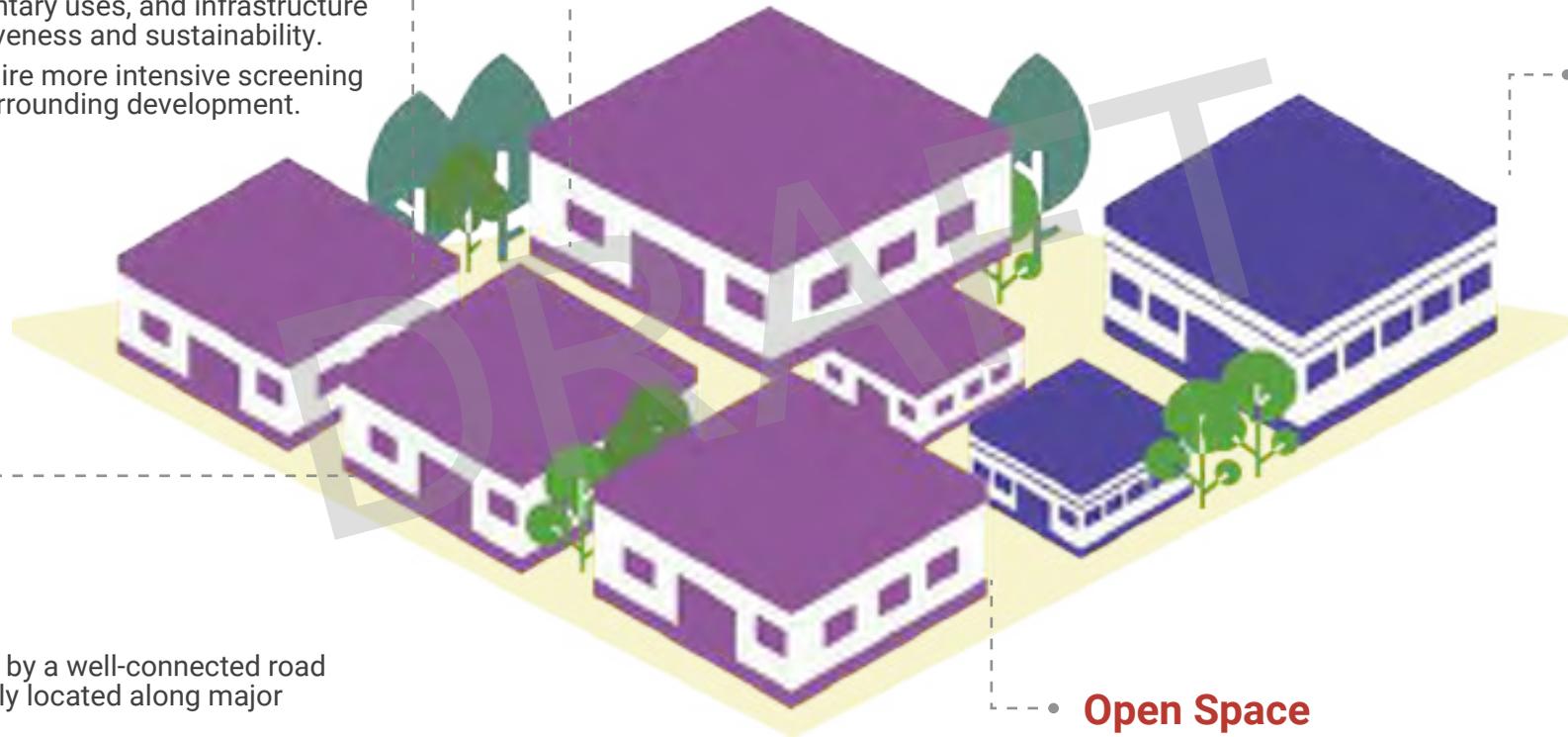
- Light industrial areas should integrate resilient infrastructure that enhances long-term sustainability and operational continuity. Key priorities include stormwater and flood management systems such as bioswales, permeable pavements, and retention ponds; renewable energy and backup power to strengthen energy resilience; and green infrastructure like tree canopy preservation and vegetated buffers to mitigate heat island effects.

## Mobility

- These areas are served by a well-connected road network and are typically located along major roadway corridors.
- As designated employment centers, these areas must be readily accessible by transit services to promote equitable access for the workforce.

## Open Space

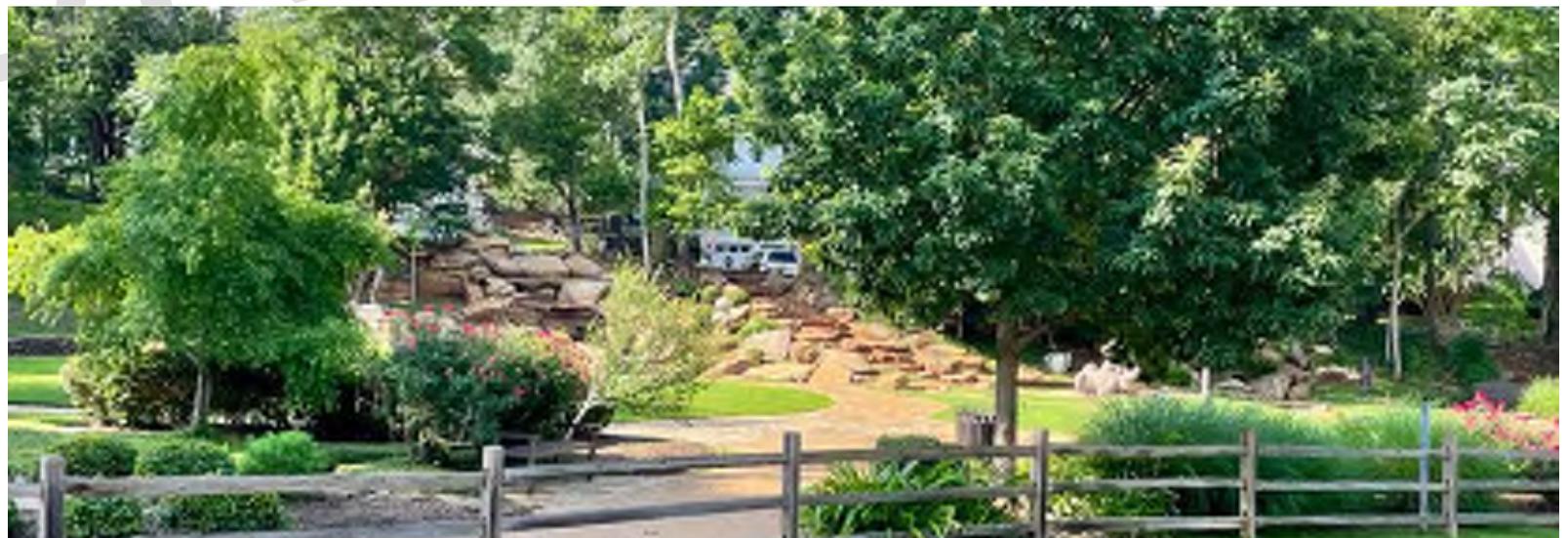
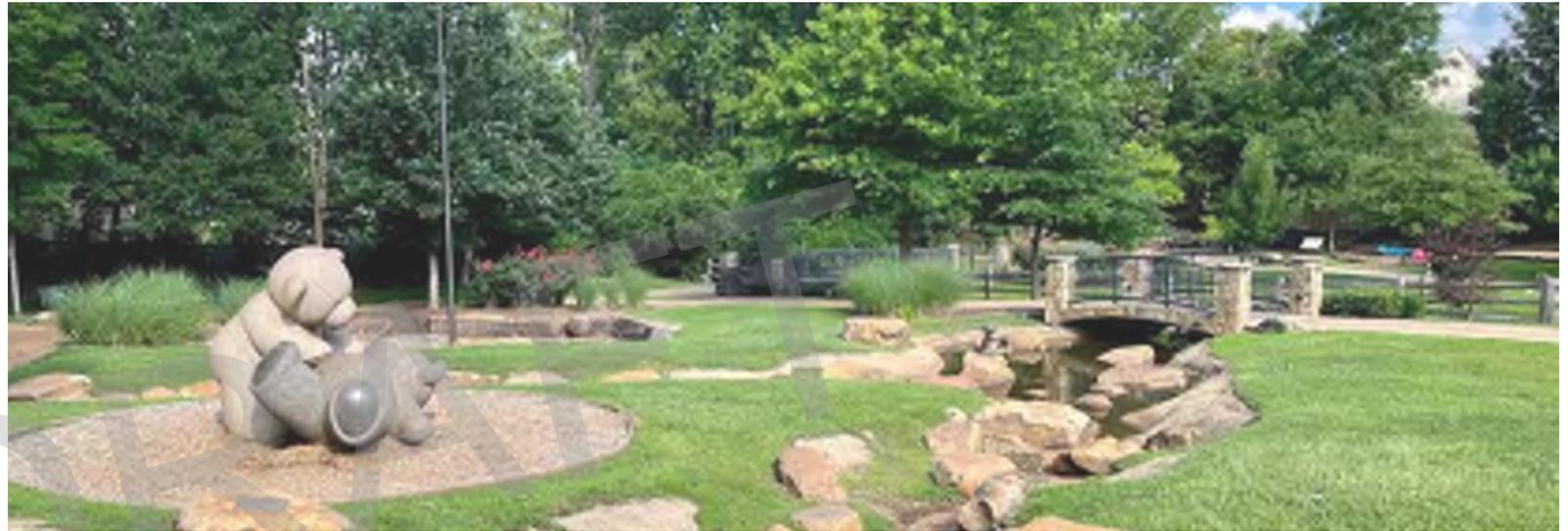
- Parks and open space are generally considered appropriate or compatible within this place type. Landscape buffers should be incorporated to buffer less intensive uses.



# PARKS AND PRESERVES

The Parks and Preserves place type includes parkland owned and maintained by the City, including parks, trails, recreational facilities, and other natural open spaces.

Primary Uses	Secondary Uses
Agricultural	
Parks and Open Space	



## Land Use Characteristics

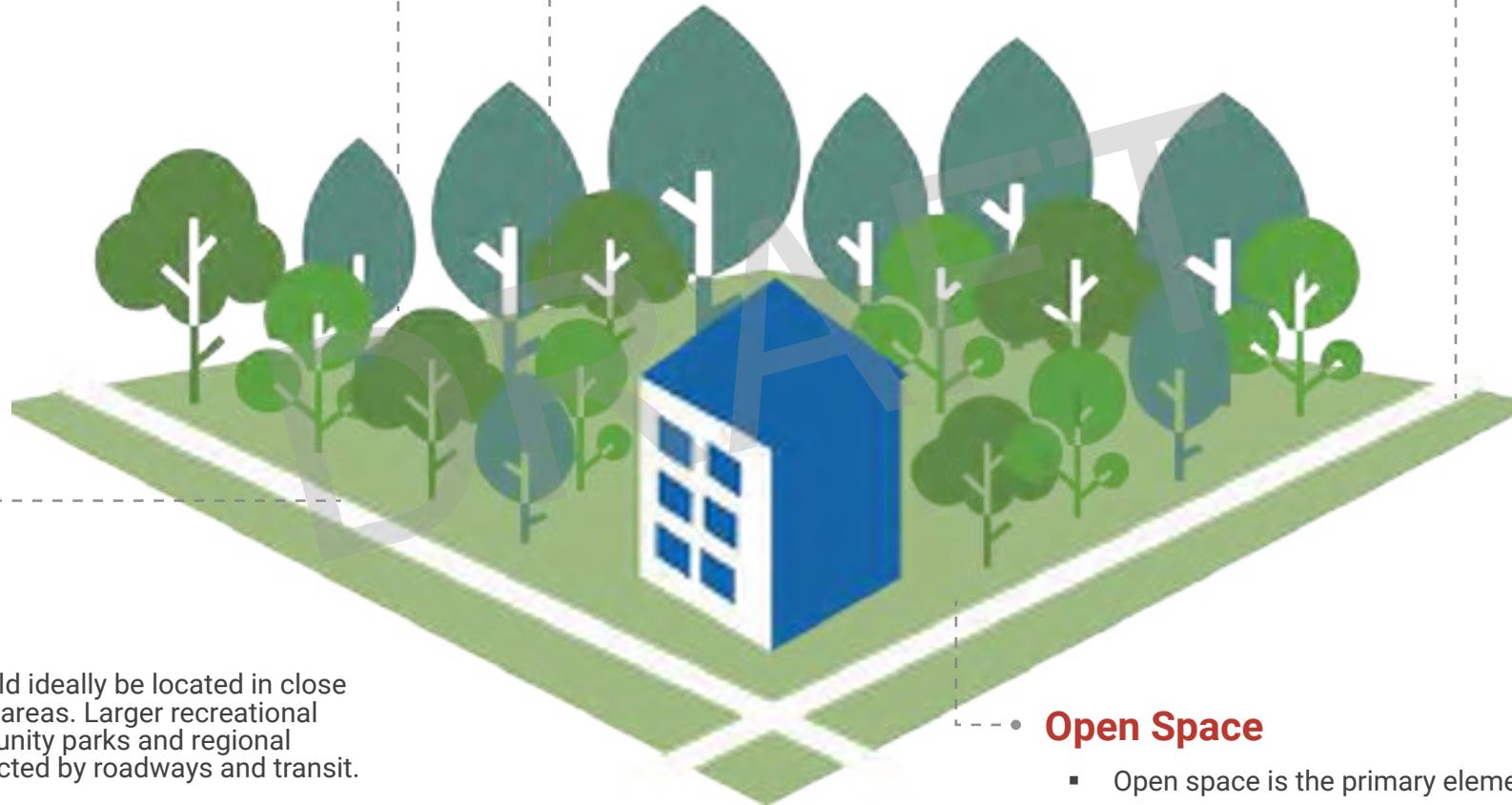
- This place type includes public parks, open spaces, natural preserves, greenways, and recreation facilities.
- Greenways should be incorporated to connect various parks and open spaces.

## Building Form and Density

- This is the lowest-density and lowest-intensity place type. Structures appropriate within this category are limited to shade structures, recreation buildings, picnic shelters, and similar facilities.

## Resilience Considerations

- When determining future locations for parks and preserves, priority should be given to existing floodplains to maximize ecological and community benefits. The preservation of tree canopy and the integration of green infrastructure to enhance drainage and stormwater management must be emphasized as key planning objectives.



## Mobility

- This type of place should ideally be located in close proximity to residential areas. Larger recreational spaces, such as community parks and regional parks, should be connected by roadways and transit.
- To maximize the benefits of these facilities, trails and sidewalks must provide strong connectivity both within the parks and to surrounding areas. As the City continues to develop, the goal is for all public parks and recreational facilities to be fully interconnected through a robust active transportation network and reliable transit.

## Open Space

- Open space is the primary element of this place type.

# POPULATION PROJECTIONS

## Ultimate Capacity

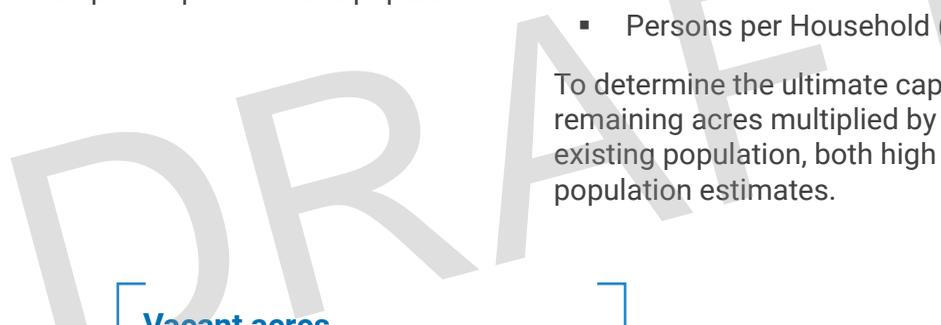
Each land use category depicted on the FLUM is assigned a density expressed in dwelling units per acre (DUA) that can be used to calculate the anticipated population of Tyler, or the ultimate capacity, in a scenario where all vacant acres develop under the prescribed densities. Due to the external factors that influence development, such as market feasibility and political realities, it is important to note that properties may not develop consistently with their assigned place type. The high and low DUAs are intended to serve as benchmarks as the City continues to monitor its development patterns and population growth.

## Methodology

Ultimate capacity is calculated per place type using the following metrics:

- Vacant acres adjusted for residential mix from the land use module dashboards
- Right-of-way (ROW) assumptions based on traditional land use patterns
- DUA from the land use category dashboards
- Occupancy Rates (OR) for owned and rented dwelling units from the U.S. Census Bureau
- Persons per Household (PPH) from the U.S. Census Bureau

To determine the ultimate capacity, ROW must be deducted from the vacant acres, then the remaining acres multiplied by the high and low DUAs, ORs, and PPHs. Once added to the existing population, both high and low capacities will inform the City regarding potential population estimates.


$$\text{Ultimate Capacity} = \left[ \text{Vacant acres adjusted for non-residential development} - \text{Typical right-of-way (ROW) dedication} \right] \times \text{Dwelling Units Per Acre (DUA)} \times \text{Occupancy Rate (OR)} \times \text{Persons per Household (PPH)}$$

## Ultimate Capacity Estimates

Figure 10. Ultimate Capacity (City Limit and ETJ)

Future Land Use Category with Residential Component	Vacant Acres*	ROW	DUA Range		OR**	PPH**	Housing Units [(AC-ROW) X DUA]		Households (Units X OR)		Population (Households X PPH)	
			Low	High			Low	High	Low	High	Low	High
Neighborhood Residential	3,862.8	10%	3	10	89.40%	2.6	10,430	34,765	9,324	31,080	24,242	80,808
Mixed Residential	1,156.8	10%	12	24	89.40%	2.6	12,493	24,986	11,169	22,338	29,039	58,078
Commercial	54.2	30%	8	40	89.40%	2.6	303	1,517	271	1,356	705	3,527
Campus	30.3	30%	10	15	89.40%	2.6	212	318	189	284	493	739
Downtown	33.1	30%	12	36	89.40%	2.6	278	834	249	746	647	1,940
Innovation Mixed Use	302.5	30%	12	36	89.40%	2.6	2,541	7,624	2,272	6,816	5,907	17,721
Neighborhood Center	141.3	30%	12	36	89.40%	2.6	1,187	3,561	1,061	3,184	2,759	8,278
Community Activity Center	339.3	30%	20	40	89.40%	2.6	4,750	9,501	4,247	8,494	11,042	22,084
Regional Activity Center	110.1	30%	24	50	89.40%	2.6	1,850	3,854	1,654	3,445	4,299	8,957
<b>Future Population</b>							<b>34,045</b>	<b>86,960</b>	<b>30,436</b>	<b>77,743</b>	<b>79,133</b>	<b>202,131</b>
<b>2023 Demographics in the City Limits***</b>											<b>110,327</b>	<b>110,327</b>
<b>Ultimate Capacity</b>											<b>189,460</b>	<b>312,458</b>

Notes:

\* Vacant acres adjusted to show the anticipated residential percentage for each category only

\*\*ACS (2024) 1-Year Estimates; PPH based on 2.6 owner-occupied

\*\*\* Source: ACS (2024) 5-Year Estimates

OR - Occupancy Rate

PPH - Persons Per Household

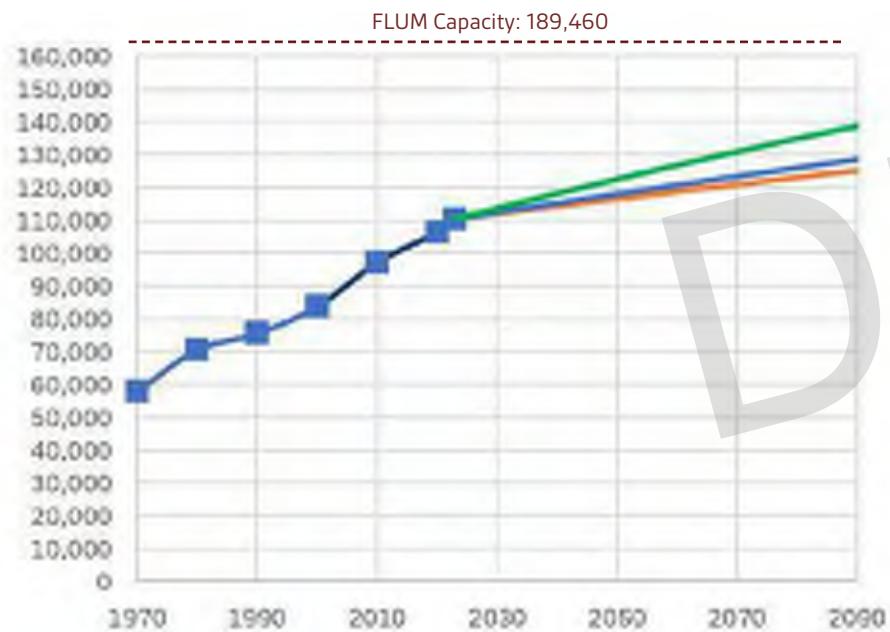
DUA - Dwelling Units Per Acre

## Growth Projection and Rates

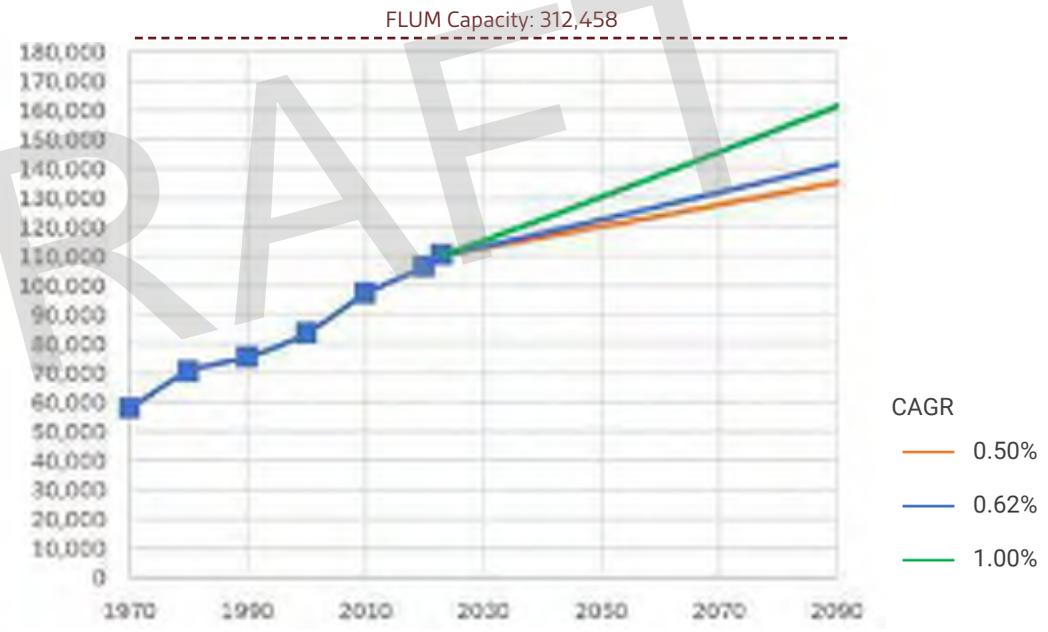
The City's ability to accommodate future growth can be determined by projecting Tyler's historical growth rates into the year 2050 against the ultimate capacity assessment in Figure 10. The City's compound annual growth rate (CAGR) is determined using the past five years of population growth as recorded by the American Community Survey (ACS) estimates. Within the previous five years, Tyler has experienced a CAGR of 0.62%.

It is important to note that the City's ability to grow is inherently limited by its resources (e.g., land, utilities, infrastructure). It is anticipated that the City will experience an "S-curve" trend (Figure 11 and Figure 12), where population growth levels out as the City approaches its carrying capacity, or maximum limit of growth based on available resources.

**Figure 11.** Logistic Population Growth, Low Scenario



**Figure 12.** Logistic Population Growth, High Scenario



# AREA DEVELOPMENT PLANS EXECUTIVE SUMMARY

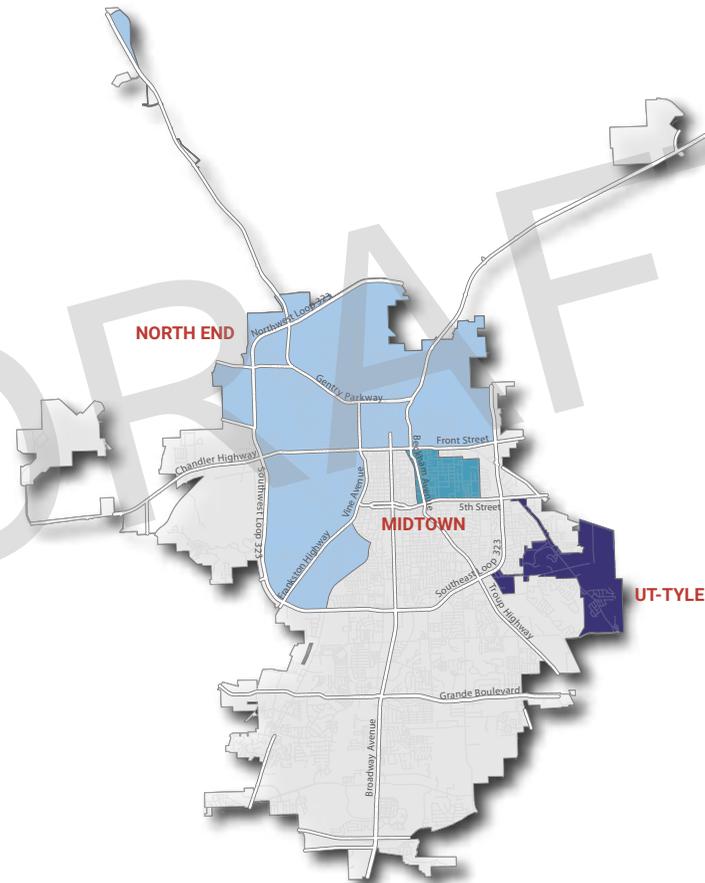
## Overview

In conjunction with the update to the Comprehensive Plan, the City initiated updates to previously adopted area development plans for Midtown and UT Tyler study areas. Additionally, the North End Revitalization Chapter from the Tyler 1st Comprehensive Plan was updated as a new Area Development Plan. These plans serve as stand-alone documents to guide specific development and redevelopment outcomes while aligning with the broader vision, planning pillars, and strategies established in this Comprehensive Plan.

The area development plans themselves are stand-alone planning documents that should guide incremental development through location-specific policies and strategies. Each plan is guided by an overarching vision or goals to create the plan framework. These plans evaluate current and future needs within their defined area resulting in actionable strategies and policies to help the City achieve its long-term goals for these areas of the City. Once adopted, City staff and decision-makers will be able to utilize the Comprehensive Plan and the individual area plans together to guide community development and redevelopment.

The area development plans are intended to be used by a variety of entities to guide future City investments, update policy and regulatory documents, inform future budgets and capital improvement programs, and communicate to developers, property owners, and businesses the vision for the areas moving forward. Figure 13 depicts the location of the three study areas within Tyler.

Figure 13. Area Development Plan Locations



## AREA DEVELOPMENT PLAN ENGAGEMENT

A variety of engagement strategies were employed for the three area development plans throughout 2025/2026.

**Midtown Plan Steering Committee (MPSC).** Advisory group of key stakeholders that met three times during the plan development process to review findings and guide recommendations.

**Stakeholder Interviews.** Early in the plan process, a series of stakeholder interviews were held for the Midtown and UT Tyler study areas.

**Tyler Tomorrow Comprehensive Plan Engagement.** Residents were given the opportunity to provide input on the area development plans during the two public open houses and the statistically-valid survey.



## Midtown

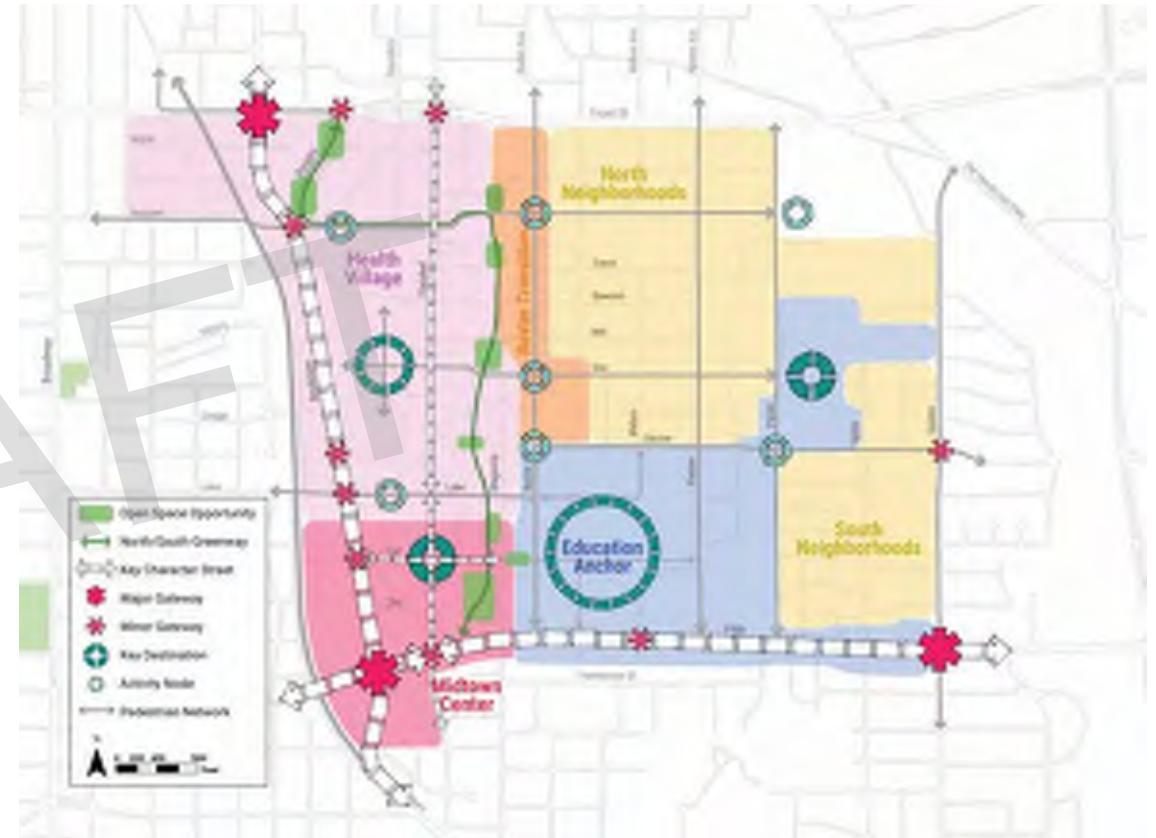
The Midtown Area Development Plan (ADP) is an update to the previous Midtown Area Development Plan adopted in 2012. Critical to the vision of Midtown is balancing the planning and growth activities of major institutions including Tyler Junior College, UT Health Tyler Hospital, Christus Mother Frances Hospital, and UT Tyler School of Medicine along with those for the district as a whole. This plan is a roadmap that considers land use, economic development, relationships between major institutions and the surrounding community, mobility, and public spaces within Midtown.

One of the principle outcomes of the plan is the creation of an Urban Design Concept, which includes high-level placemaking and mobility concepts for Midtown. The Urban Design Concept (Figure 14) identifies the following:

- Create Enhanced Community Corridors on 5th and Beckham
- Reimagine Fleishel as a North-South “Main Street”
- Connect Destinations and Activity Nodes
- Connect Neighborhoods
- Create a Sense of Arrival from North, South and East
- Support Context-Sensitive Investment in Sub Areas

Implementation of a plan like this is intended to occur incrementally through deliberate coordination between the City, institutional partners, developers, and business and property owners. To achieve the vision plan, an implementation program was developed to provide an actionable plan for implementing strategies over time. The implementation program for the Midtown ADP is organized into four topics of focus: Development and Redevelopment, Mobility, Placemaking, and Partnerships and Collaboration.

Figure 14. Midtown Area Development Plan Concept



The concept plan for Midtown depicts the land use, mobility, and placemaking framework elements discussed in greater detail in the Midtown Area Development Plan.

### MIDTOWN AREA DEVELOPMENT PLAN VISION

Midtown is a hub for **healthcare and education** for the greater East Texas region with major institutions that coordinate towards a common vision. The area serves as a vibrant community destination with varied experiences for **Tyler residents to live, work, visit, and learn**. Health and learning are cornerstones of the district, expressed both programmatically through the district's anchor institutions and as embodied in the physical environment, cultural offerings, and diverse neighborhood living options.

## UT Tyler

The purpose of ADP update is to recognize accomplishments, review recommendations, and update the existing plan to support informed decisions for growth and development in the area surrounding the UT Tyler campus.

UT Tyler is a significant landholder in the area and recently adopted a campus master plan for long-term projects. The strategic goals for the campus include implementing landmarks, improving accessibility, and reconfiguring and expanding to accommodate future growth. Additionally, as the campus transitions from a primarily commuter campus to providing a more traditional four-year experience, the university-community interface will also face its own shift in character and built environment. As a result, the city and university must continue to collaborate and look for ways to support coordinated growth as community needs change.

Recommendations for the UT Tyler study area are summarized in an implementation program where relevant recommendations from the previous plan have been carried forward and new strategies have been created to reflect current conditions and findings. All recommended strategies are categorized into one of three topics – land use and zoning, mobility, and placemaking.

The UT Tyler ADP identifies six key themes to reflect the study area vision and guide growth and development. The following key themes were informed by the issues and opportunities identified through analysis of existing conditions and recent city-led and institutional planning initiatives.

**Campus Transformation.** Create a dynamic environment that promotes growth and development alongside UT Tyler's efforts to create a more traditional campus culture.

**Campus-Community Interface.** Support UT Tyler by fostering relationships and pursuing opportunities to support development that enhances vibrancy and community connections.

**Multimodal Connectivity.** Continue efforts to enhance multimodal connectivity and foster a safe, robust system of connectivity for all users.

**Retail and Entertainment.** Promote the development of vibrant retail and entertainment destinations that cater to the diverse needs of UT Tyler students, local families, and visitors from across the region.

**Support Existing Neighborhoods.** Preserve surrounding neighborhood affordability and livability.

**Vision for Large Tracts.** Encourage forward-thinking site plans for large vacant tracts that maximize value per acre, incorporate retail and mixed housing opportunities, and have consistent character with the University Woods vision.

## North End

The previous comprehensive plan provided goals and policies for the 'North End' of Tyler focused on revitalization. The study area includes major landmarks such as Texas College, Caldwell Zoo, and the Tyler Rose Complex, as well as major corridors and residential neighborhoods. This ADP evaluates progress towards the previously identified goals and policies and includes updated recommendations where applicable.

The previously identified goals for the North End were reviewed and refined; these goals provide a framework for recommendations that will guide revitalization of the study area over time. For each goal, the plan addresses key issues, accomplishments, and policies and strategies to guide decision makers moving forward.

- Expand Housing Types and Homeownership
- Support Commercial Development
- Enhance Parks and Open Space
- Upgrade Neighborhood Infrastructure
- Improve Public Safety
- Encourage Historic Preservation
- Enhance Area Roadways
- Support Local Businesses
- Revitalize Texas College District

The actions identified for the nine stated goals represent key policies and strategies that can help revitalize the North End planning area over time. Key partners that can play a role in implementing the strategies and potential funding resources to explore are also identified as part of the implementation considerations for the North End.



## CHAPTER 3

# HOUSING & NEIGHBORHOODS

## WHAT'S INCLUDED IN THE CHAPTER

This chapter provides an overview of the current housing stock in the City of Tyler. It includes a qualitative assessment, examining factors such as the age of existing structures and evaluating the overall completeness of neighborhoods. Drawing on this analysis, the chapter recommends strategies to address both present and future housing needs, and highlights state and local programs that the City, property owners, and developers can utilize to help meet housing demand.

## WHAT WE HEARD

### QUALITY OF NEIGHBORHOODS



of respondents report being "very satisfied" or "satisfied" with the quality of new neighborhood subdivisions



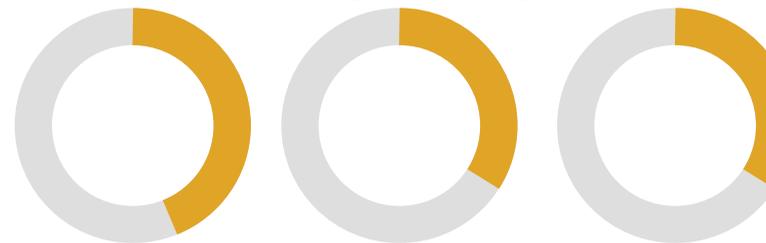
of respondents feel "neutral" about the quality of new neighborhood subdivisions



of respondents feel the condition of their neighborhood is staying the same.

### QUALITY OF LIFE

When asked how respondents feel about the change in quality of life in Tyler



39%

feel there has been no change

31%

think it is getting better

30%

think it is getting worse

Source: Statistically Valid Survey

### REASONS TO LIVE IN TYLER

Respondents thought the most important reasons (rated "very important" or "extremely important") were



87%

low crime rate

86%

quality of health care

81%

quality of housing

Source: Statistically Valid Survey

### OTHER

- Housing availability and quality of life identified as strengths of the community, while lack of adequate housing identified as a weakness
- Need to ensure that there are enough retail and entertainment options as we plan to add additional housing stock to the City
- Need multifamily and mixed use development near UT Tyler area
- Plan for historically-sensitive areas by identifying appropriate infill standards
- Provide appropriate transition between lower-density residential areas and higher-density and intensity uses



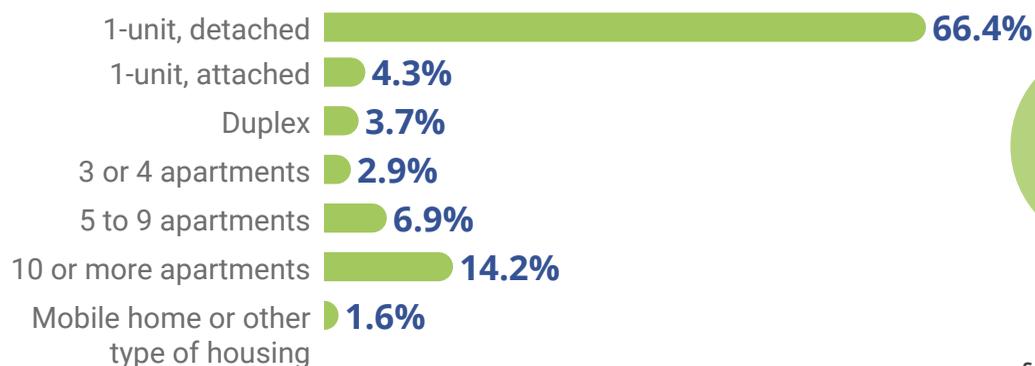
# HOUSING TODAY

Tyler offers high-quality, affordable housing options and community amenities that help maintain a strong quality of life throughout the City. With a diverse population—including retirees, students, and working professionals—there is a clear need for a variety of housing choices to meet different lifestyles and income levels. As the City continues to grow and expand residential development, it is essential to implement policies and programs that support the development of amenities and services tailored to the needs of these new communities.

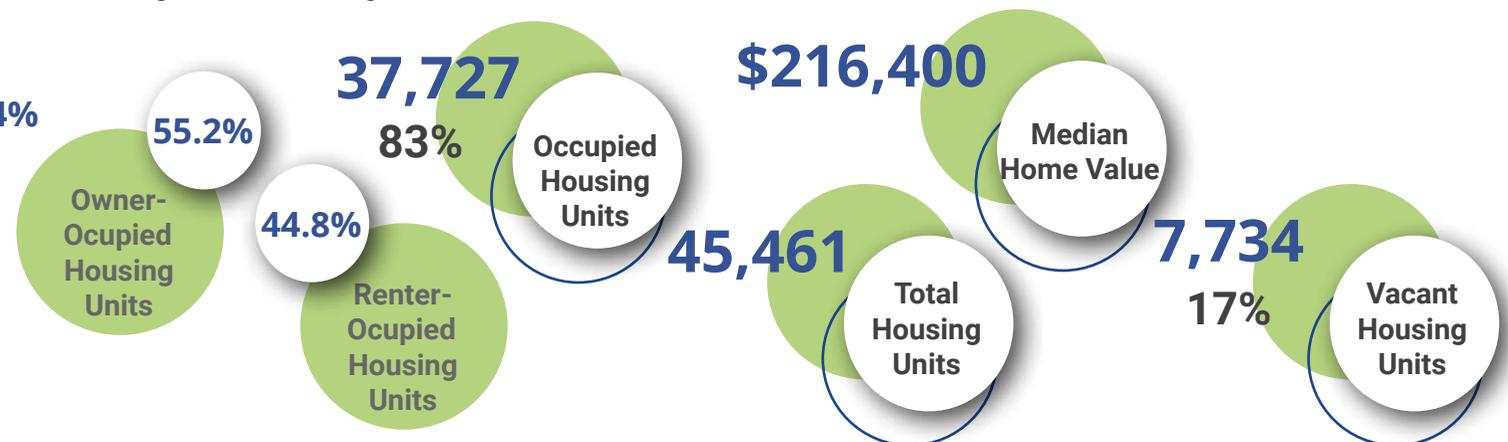
The existing housing stock in Tyler predominantly consists of detached single-family homes (66.4%), followed by apartments (27.7%). The City has a low percentage of attached single-family homes and duplexes, which highlights the need for more transitional residential types to provide housing at different price points. The median home value in Tyler has increased by 39% between 2018 and 2023, which is less than the 44% increase in Smith County as a whole.

**Figure 16.** Housing Characteristics

**Figure 15.** Housing Types



Source: 2023 ACS 5-Year Estimates



Source: 2023 ACS 5-Year Estimates

## Housing Cost-Burden

Households are considered cost-burdened when they spend more than 30% of their income on rent, mortgage payments, and other housing costs, according to the U.S. Department of Housing and Urban Development (HUD). This includes payments for mortgages and rent; real estate taxes; fire, hazard, and flood insurance on the property; as well as utilities (electricity, gas, and water and sewer). Notably, it does not cover costs related to the maintenance and upkeep of a home, nor does it account for transportation costs to get to work.

Figure 17. Housing Cost-Burden and Rent

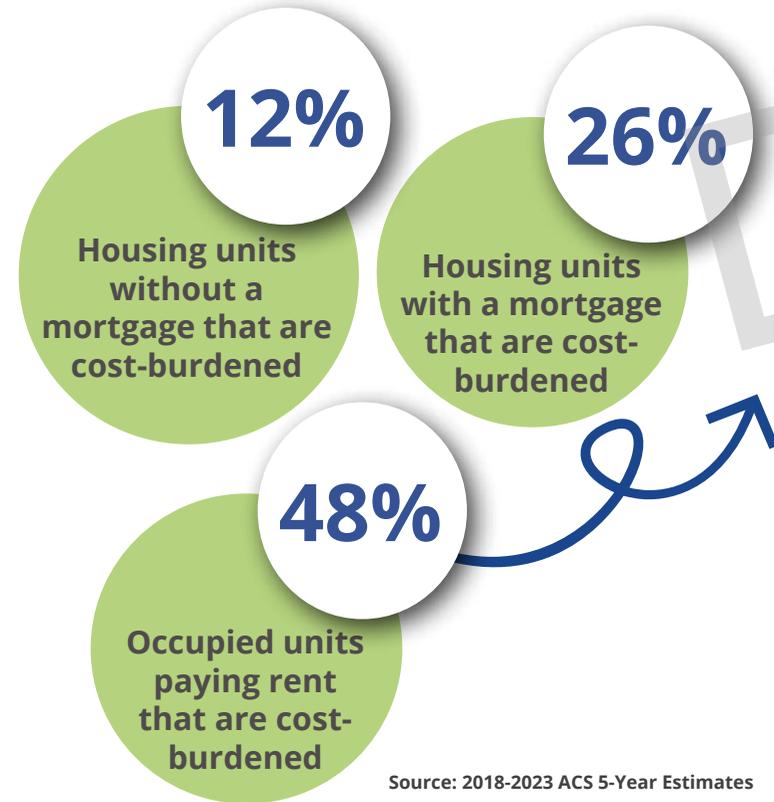
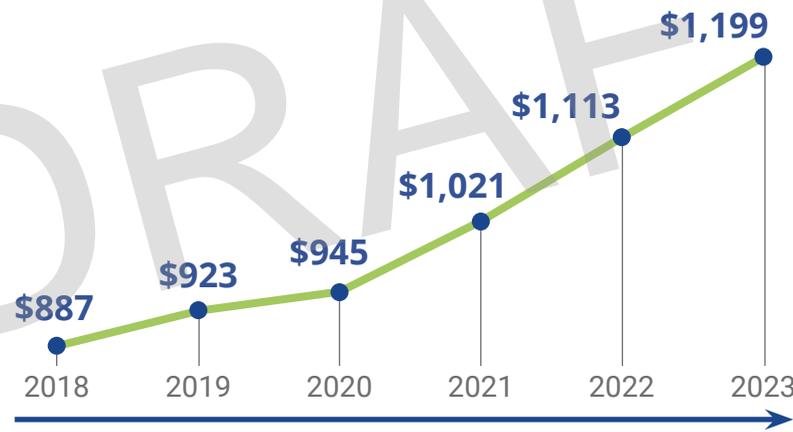


Figure 19 shows how the percentage of cost-burdened households has changed between 2018 and 2023. The percentage of owner-occupied housing units (both with and without mortgage) has remained relatively stable over the years with a slight decrease in cost-burdened households between the comparison years. This is true for renter-occupied units as well.

Renters remain significantly more cost-burdened than homeowners, with nearly half spending more than 30% of their income on rent. This could be attributed in part to rising rental prices, outpacing income growth in many cases. The increase in 2022 and 2023 suggests rising rents or stagnant wages, pushing more renters into cost-burdened status again. Renters may need more targeted affordability interventions, especially as cost burdens are rising again post-pandemic.

Figure 18. Median Rent



As seen in Figure 18, the median rent has increased by 35% from \$887 in 2018 to \$1,199 in 2023. From 2020 to 2023, rent increased by \$254 (27%). This suggests a sharper rise in rent post-pandemic, possibly due to inflation, housing shortages, or increased demand.

### ENTITLEMENT COMMUNITY

Tyler, Texas is an entitlement community under the Community Development Block Grant (CDBG) program. That means it receives CDBG funds directly from the U.S. Department of Housing and Urban Development (HUD) to support housing and community development projects that primarily benefit low- and moderate-income residents.

Figure 19. Cost-Burden

	2018	2019	2020	2021	2022	2023
Percentage of housing units with a mortgage that are cost-burdened	28%	27%	25%	26%	27%	26%
Percentage of housing units without a mortgage that are cost-burdened	13%	12%	11%	12%	12%	12%
Percentage of occupied units paying rent that are cost-burdened	49%	49%	46%	44%	45%	48%

## Diversifying Housing

While housing availability was recognized as a strength during the steering committee process—reflecting the city’s active real estate market—the lack of appropriate housing types and pricing diversity emerged as a critical weakness. Addressing this mismatch through inclusive planning and strategic investment in “missing middle” housing will be key to meeting Tyler’s evolving needs and maintaining its unique sense of place.

As Tyler continues to grow, diversifying housing stock becomes an important tool in supporting long-term affordability and livability. While single-family detached homes make up the majority of existing housing—and multifamily apartment units account for roughly 30%—the limited availability of transitional, medium-density options leaves a significant gap in the market. These “missing middle” housing types, which include duplexes, fourplexes, townhomes, and small multiplexes, serve as essential alternatives for renters, first-time buyers, multigenerational households, and aging residents wishing to remain in their neighborhoods.

This need for more intermediate housing solutions was consistently echoed throughout stakeholder discussions, where many voiced concerns about cost-burdened renters and limited pathways for aging in place. Expanding access to these housing types can help bridge the affordability divide and support broader life-stage transitions, such as downsizing or accommodating extended family under one roof.

## FUTURE LAND USE MAP & IMPLEMENTATION STRATEGIES

The Future Land Use Map identifies targeted areas for increased residential diversity. These designated zones promote medium-density developments that blend seamlessly into established communities. To activate this vision, a multi-pronged housing strategy will be needed, including:

- Zoning reforms to permit missing middle housing by-right.
- Incentives for infill development and adaptive reuse.
- Design standards that preserve neighborhood character while promoting density.
- Partnerships with nonprofit and private developers to deliver affordable units.

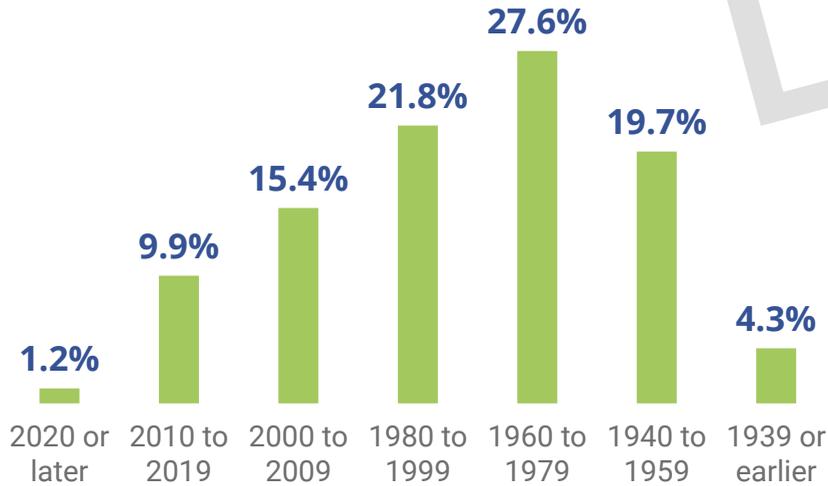


## Age of Housing

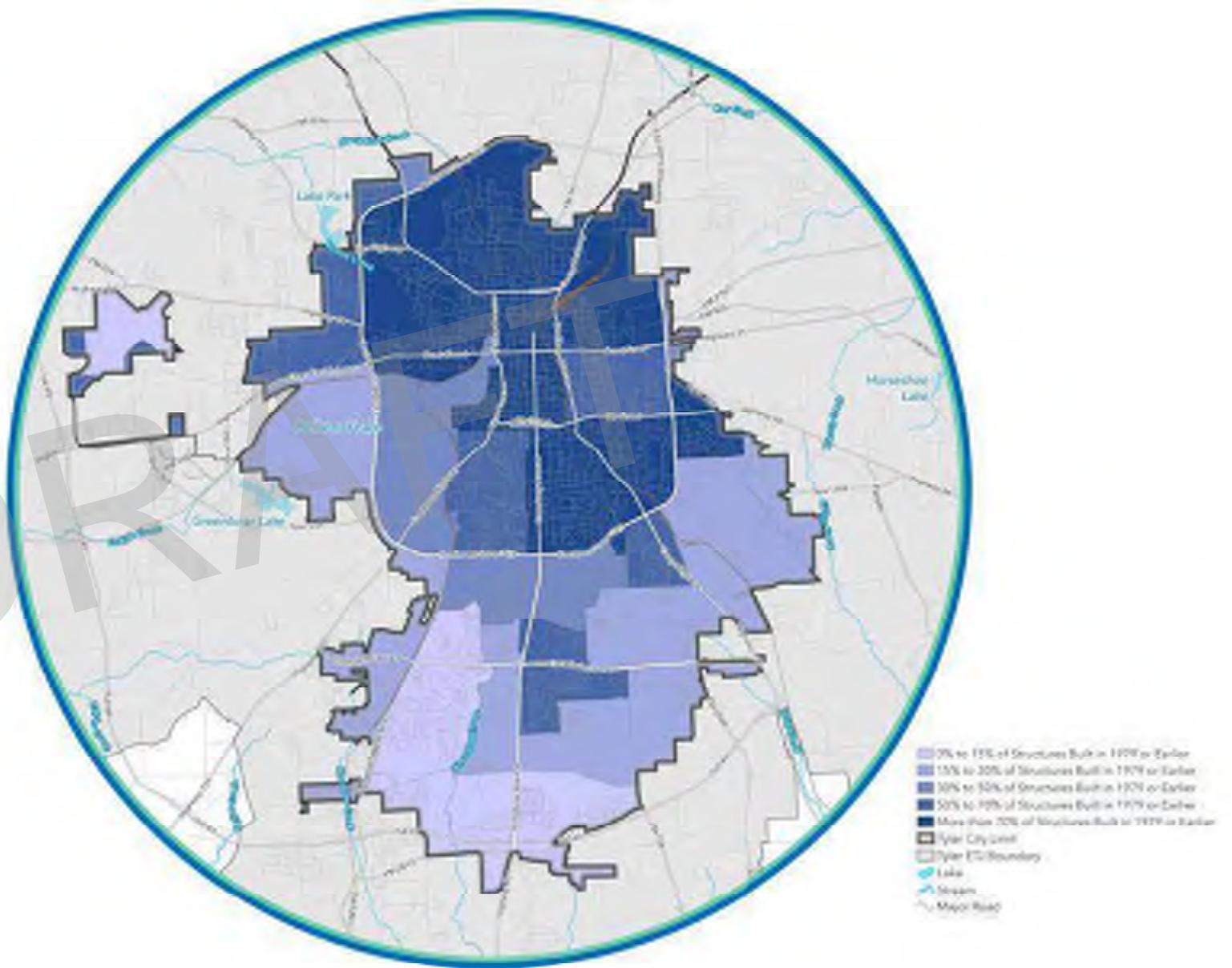
About 52% of the occupied housing units in the City are roughly more than 50 years old, built in 1979 or earlier. On one hand, older residential structures add to the charm and uniqueness of the City and on the other hand, these structures naturally require more maintenance and upkeep in order to make sure that they are safe and habitable.

As expected, most of the older housing structures are located in downtown (Azalea Historic District), Midtown, and the northern part of the City. The following section provides a comprehensive list of strategies that the City can implement to support housing needs while ensuring historic preservation and maintenance of older properties in the community. Achieving this will require partnerships with property owners, local organizations, and other key stakeholders.

**Figure 20. Year Housing Structure Built**



Source: 2023 ACS 5-Year Estimates



**Map 11. Year Housing Structure Built**

## Community Character and Historic Preservation

As structures age, they need maintenance and repairs. The historic housing structures in Tyler add to the community character and need to be preserved. Historic structures are particularly vulnerable to natural hazards which underscores the importance of aligning historic preservation strategies with hazard mitigation strategies to balance protecting cultural heritage with reducing disaster risks.

The City can implement the following strategies for historic preservation.

- Conduct a comprehensive survey and an associated evaluation process of historic buildings and other eligible resources
- Protect historic districts (e.g., downtown) and buildings through historic landmark designation
- Update and revise codes and policies for adaptive reuse
  - Encourage adaptive reuse of older commercial properties to provide more housing options, especially in Downtown
  - Allowing the conversion of historic single-family dwellings to multifamily dwellings where appropriate
  - Compatible infill construction of missing middle housing on vacant parcels in historic districts
- Adopt a historic downtown overlay district
- Provide fiscal and technical assistance such as financial incentives, grants, and tax breaks to encourage investment in historic properties
- Leverage state-level incentives for historic preservation
- Allow and encourage infill development opportunities that provide affordable housing in historic districts
  - Provide density bonuses or reduced development standards for certain locations or zoning districts to encourage redevelopment and infill, particularly with medium- and high-density projects
- Encourage private-sector investment in historic preservation initiatives
- Integrate cultural resources into risk assessments to ensure that they are considered in mitigation planning
- Assess the feasibility of reinforcing historic structures with disaster-resistant materials and using nature-based solutions to protect cultural sites

## ADAPTIVE REUSE FOR OLD RESIDENTIAL PROPERTIES

The City can utilize several tools to preserve and rehabilitate historic residential buildings in downtown and other historic neighborhoods. One effective tool is adaptive reuse, which involves repurposing buildings that have exceeded their original function to accommodate new uses. Adaptive reuse not only revitalizes these structures but also stimulates reinvestment in neighboring properties that may have long been vacant.

While adaptive reuse is a powerful tool, it may not be appropriate for every historic structure. Collaboration with local officials and property owners is essential to identifying regulatory and market challenges and determining the suitability of adaptive reuse on a case-by-case basis.

Local regulations can present hurdles to changing the use of existing properties. Zoning regulations, for instance, might prohibit certain new uses if they do not align with the property's current zoning designation. Alternatively, zoning requirements could demand additional features such as parking spaces or open areas that may not be feasible on the property. Moreover, modern building codes often pose compatibility issues with older structures. To support adaptive reuse more effectively, a thorough review of regulatory barriers is recommended. Some potential updates could include:

- Creating a separate adaptive reuse overlay district to encourage planned reuse of structures in historic neighborhoods.
- Treating adaptive reuse projects as a distinct land-use or development type to facilitate reuse without requiring rezoning.
- Revising the building code standards to protect public health and safety without requiring cost-prohibitive structural modifications or building material replacements.

Source: American Planning Association | PAS QuickNotes No. 80

## Meeting Existing and Projected Housing Demand

### Encouraging Housing Diversity

#### Small-Lot Detached Housing

Allowing small-lot detached housing options can help promote infill development, especially in the older areas of Tyler, and provide more housing options. Additionally, allowing small-lot detached homes will provide more attainable options for young families and professionals. Updating the zoning regulations, as needed, could enable detached housing on smaller lots while maintaining balance with larger or estate-sized lots, particularly in regions outside the core areas, where utility access is challenging.

#### Missing Middle Housing

Another way to meet Tyler's housing needs while reducing reliance on greenfield development for new growth can include allowing appropriate Missing Middle Housing types. "Missing Middle Housing" is a term that describes a range of housing types, including small single-family residential, duplexes, and small-scale multi-unit buildings that complement single-family neighborhoods. These housing types help provide more affordable housing options for people in different phases of the housing cycle, including young families, young professionals, empty-nesters, and the elderly. Each of these housing types can vary in price point and model. There can be a mixture of affordable and premium price points for each housing type, which can be available either for rent or for sale.

The FLUM (Map 10 on page 27) identifies several locations for mixed use residential development and medium-density residential development where missing-middle housing types might be appropriate.

#### Aging in Place

Encouraging housing diversity can help the community's older residents age in place. Missing middle housing, such as duplexes, triplexes, and townhomes, offers more affordable options compared to single-family homes. This can be crucial for seniors on fixed incomes.

Aging in place can be supported through City-led or community organization-led initiatives that include housing retrofits or other modifications that allow residents to stay in their houses for a longer period of time. Property owners and developers can make various modifications to existing homes, such as installing grab bars, ramps, and wider doorways to accommodate aging-in-place needs. Additionally, they can include aging-in place friendly elements in new housing developments, such as single-level living spaces, non-slip flooring, and smart home technologies that enhance safety and accessibility for elderly residents.

#### Student Housing

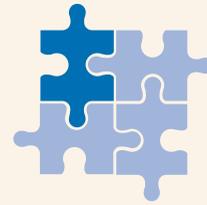
When students graduate, many choose to move away in search of job opportunities that are not available in Tyler, affordable housing, and vibrant social environments. To retain young professionals and recent graduates, the City should prioritize the development of housing options tailored to first-time homebuyers and younger residents. Affordable, accessible homes—such as townhouses, condos, and starter homes—can help bridge the gap between renting and long-term homeownership. In addition, investing in entertainment and lifestyle amenities, such as cafes, music venues, parks, and recreational facilities, can create a more dynamic and appealing environment that encourages young people to stay and build their lives locally.

## Strategies to Provide Appropriate Housing Development

- Continue housing rehabilitation and preservation of the existing housing stock
- Update the Unified Development Code to remove barriers to affordable housing production and preservation
  - Simplify and consolidate the number of zoning districts and allow greater diversity of housing types
  - Evaluate and establish new or existing zoning districts that allow a wide variety of residential use types
- Work with non-profits to establish a cooperative network of providers and supportive services that can work together to provide housing assistance
- Pursue grants and funding opportunities to build new affordable housing
- Document at-risk areas for hazards and conduct a City-wide housing systems analysis
- Install utility and street infrastructure in specific locations (for master planned communities) to encourage development
- Continue to offer affordable housing programs that support low- to moderate-income residents through down payment assistance, home repairs, rental assistance, and housing construction

# COMPONENTS OF GOOD DESIGN

In addition to context-specific design guidelines, the following elements should be considered for new housing development.



### Resilience and Durability

Building homes that can withstand natural disasters and wear and tear over time. This includes robust construction techniques and materials, as well as disaster-preparedness features. Durable construction also helps reduce energy costs and lowers long-term maintenance expenses.

### Efficient Land Use

Maximizing the use of available land through thoughtful site planning and, where appropriate, higher-density development. This approach supports the creation of private spaces while reducing urban sprawl and its associated long-term infrastructure costs. Infill development leverages existing infrastructure and services, offering a more fiscally sustainable alternative to outward expansion. Conversely, sprawl often imposes significant future maintenance liabilities and strains municipal budgets. Therefore, zoning should align with the proposed FLUM, ensuring growth patterns that strengthen community resilience and financial health.



### Transportation and Connectivity

Providing easy access to public transportation, bike lanes, and connected sidewalks and greenways to reduce dependency on cars and promote alternate forms of mobility.

### Community Spaces

Incorporating community spaces in new housing developments can significantly enhance residents' quality of life. Include shared spaces such as gardens, parks, playgrounds, and community centers to foster a sense of community and encourage social interaction. This can be achieved by promoting mixed-use development, updating zoning regulations, and encouraging flexible design where appropriate.



# COMPLETENESS

## Access to Amenities

Access to amenities is critical for maintaining a high quality of life within a community. These amenities may include essential services such as healthcare, access to fresh food, walkable environments, parks, and recreational facilities, among others. Ensuring access to these amenities not only benefits the physical and mental health of community members but also provides economic advantages, such as maintaining or increasing property values.

In addition, amenities should be well-distributed from an equity standpoint so that all residents and workers in the community can enjoy their benefits. They also foster a sense of place and belonging, contributing to community cohesion.

During stakeholder engagement, housing availability, quality of life, and public safety were identified as community strengths. However, the need for more activities and amenities, improved healthcare access, and expanded housing opportunities were highlighted as areas for growth that could help retain residents. Additionally, there is a need for community gathering spaces—especially for younger populations—and more entertainment options for the entire community.

Although the City has earned recognition for its exceptional quality of life, it is essential to continue proactive efforts to enhance access to amenities. Sustained investment in amenities such as healthcare, parks, recreational facilities, walkable infrastructure, and community spaces is vital not only to preserve current standards but also to elevate the overall well-being of residents. By identifying and addressing gaps in amenity access, the City can ensure that all community members—regardless of age, income, or location—benefit equitably. This ongoing commitment will reinforce the City’s reputation while fostering a more inclusive, vibrant, and resilient community.

### TYLER RANKED #2 IN BEST PLACES TO LIVE

According to World Atlas Report 2025, Tyler was ranked as the #2 best place to live in Texas due to its excellent healthcare options, exceptional school district, and low cost of living.

“Tyler is a great place for young families, retirees, and healthcare workers due to its low cost of living and access to healthcare for work or in retirement age,” World Atlas said. “It is a welcoming community that has all the amenities of a city but the feel of a small town.”



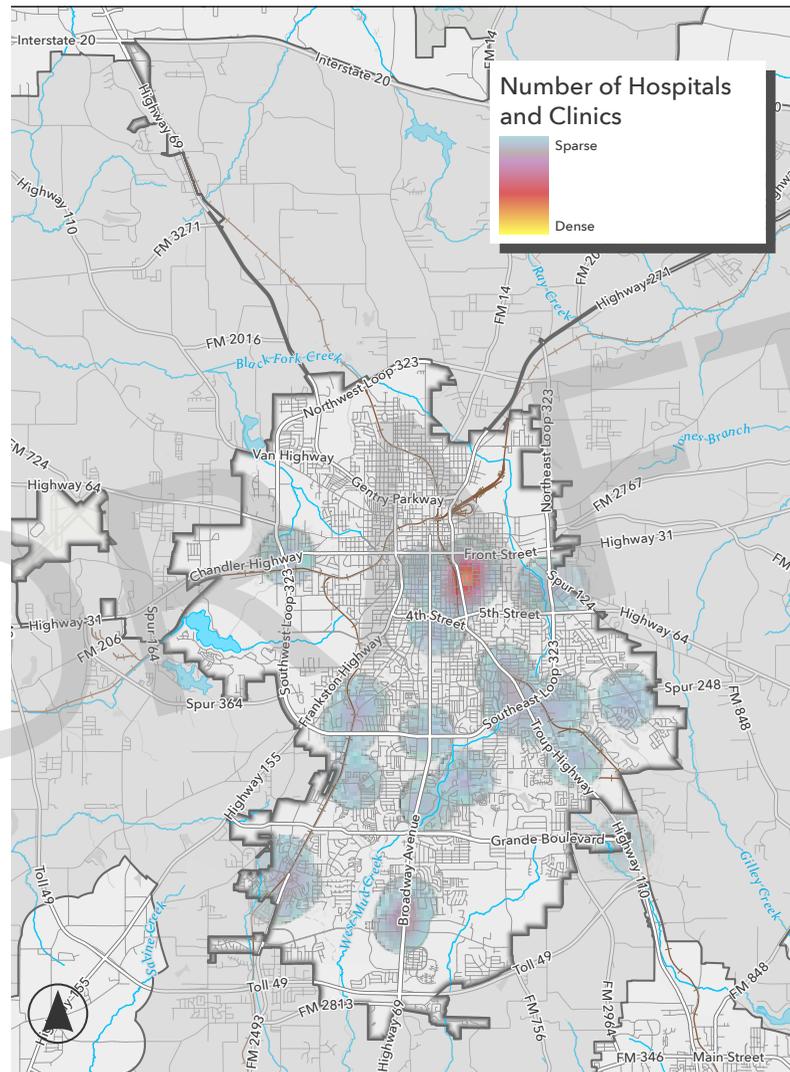
## Medical Facilities

Tyler is home to major hospitals and medical centers including CHRISTUS Mother Frances Hospital, UT Health East Texas, and Baylor Scott & White Spine & Joint Hospital. In addition, there are several home-based community care centers and clinics spread throughout the City limits. As seen on Map 12, healthcare facilities are densely clustered around major roadways and central areas, particularly near South Beckham Avenue, 5th Street, Loop 323, US 64, and US 155. Peripheral and rural areas show sparser coverage, indicating potential gaps in access that could be addressed through mobile clinics, telehealth, or new facility development.

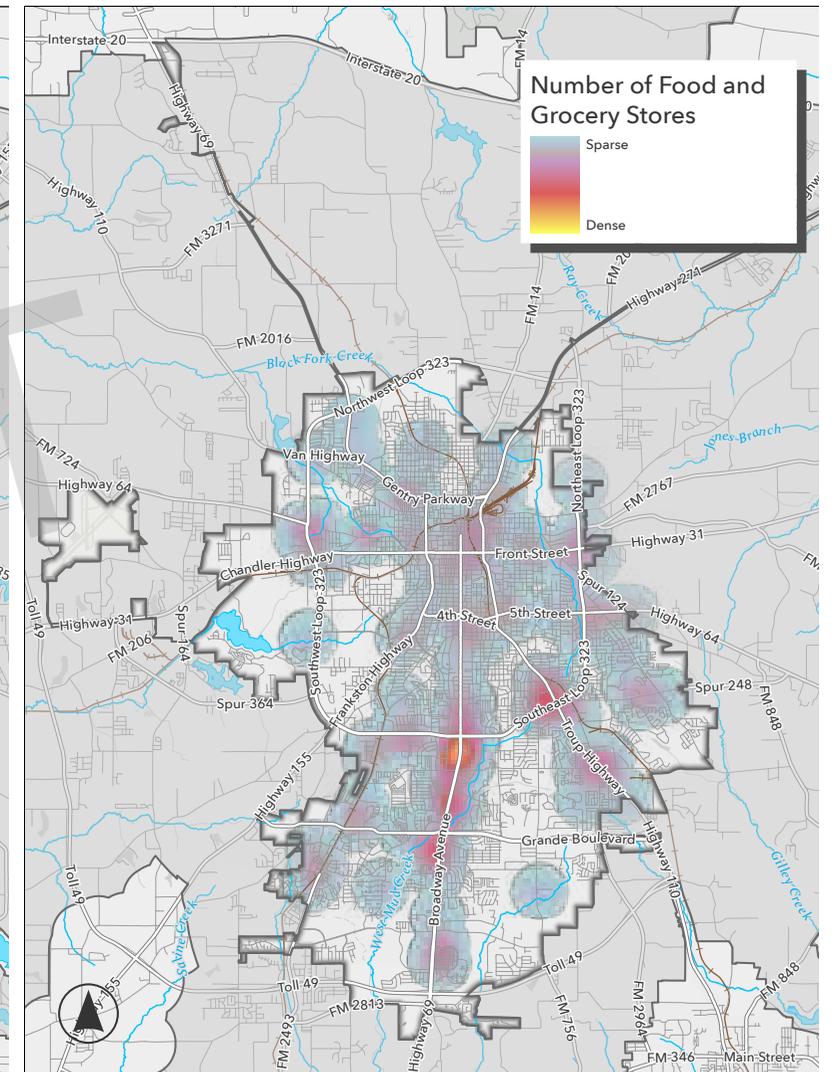
Areas with limited healthcare facility density may benefit from targeted investments in healthcare infrastructure to improve access and equity. Transportation corridors with low concentrations of healthcare services should be prioritized for interventions such as mobile clinics or enhanced transit connectivity to existing medical centers. These strategies can help bridge service gaps and ensure that all residents—regardless of location—have reasonable access to essential health services.

## Fresh Produce and Groceries

Fresh produce and grocery stores such as Brookshire's, ALDI, and Walmart Supercenter are distributed throughout the City, providing convenient access to fresh food for residential neighborhoods. As shown on Map 13, certain areas along Southwest Loop 323, East Grande Boulevard, and north of Downtown exhibit a lower concentration of grocery stores. While these areas are currently served by stores within a reasonable driving distance and are accessible via Tyler Transit services, the addition of grocery stores in these neighborhoods would enhance access to fresh food.



Map 12. Access to Hospitals and Clinics



Map 13. Access to Grocery Stores

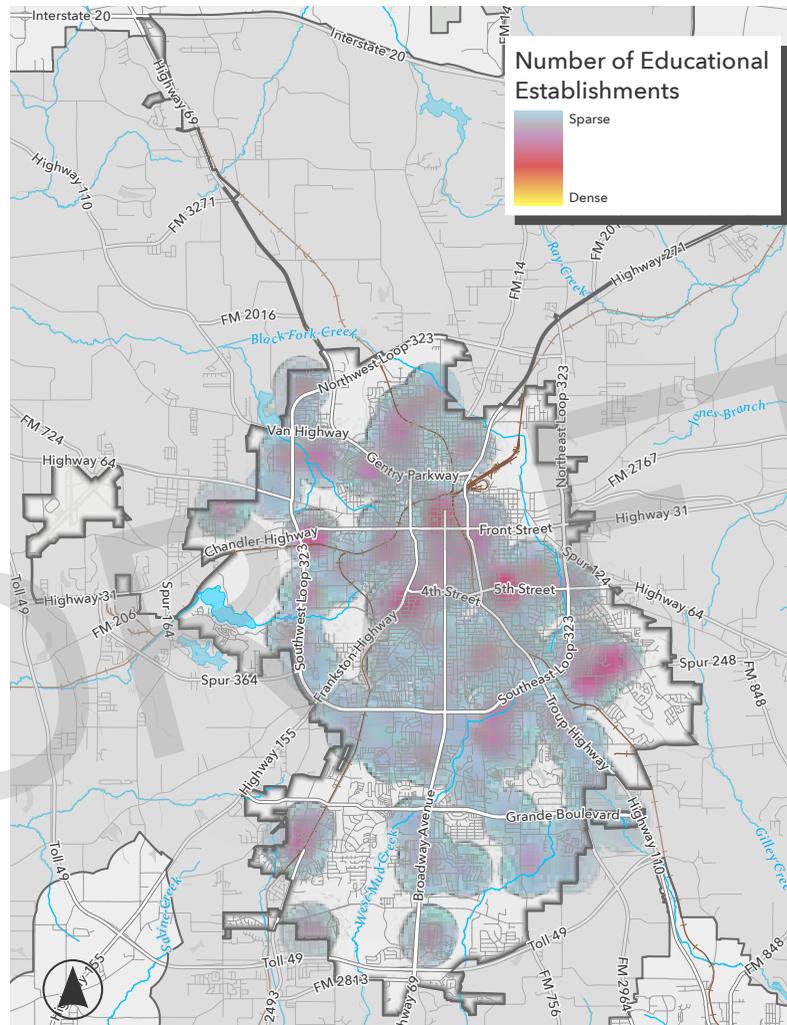
## Educational Establishments

The City of Tyler is proud to offer a high-quality, comprehensive education system that serves residents of all ages. Tyler Independent School District (TISD), Whitehouse Independent School District, Chapel Hill Independent School District, and Winona Independent School District operate a wide range of elementary, middle, and high schools, including specialized magnet and innovation campuses that support diverse learning needs and academic excellence.

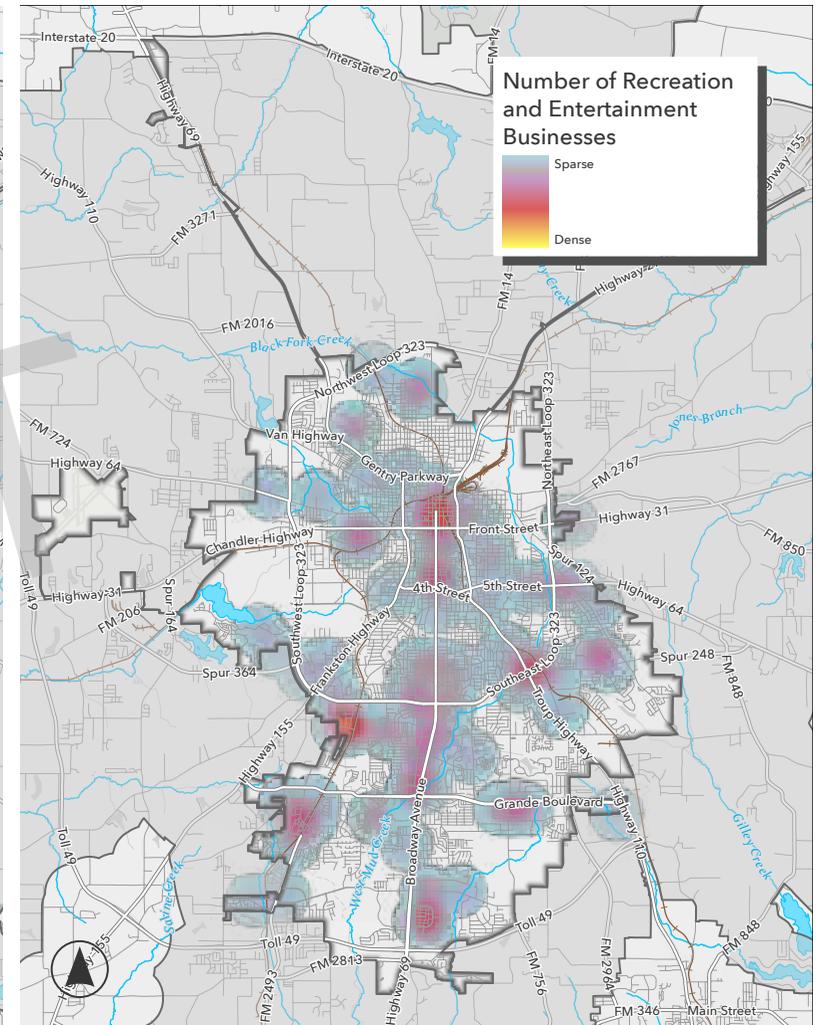
At the higher education level, the University of Texas at Tyler (UT Tyler), Texas College, and Tyler Junior College play a transformative role in the region. As a major academic and research institution, UT Tyler significantly contributes to the social, economic, educational, and healthcare development of Tyler and East Texas. It is home to the UT Health East Texas system and the UT Tyler Health Science Center, which together serve as the university medical center for the region. Beyond healthcare, UT Tyler drives economic growth through workforce development, entrepreneurship initiatives, and sustainability programs. The university also fosters strong community ties through partnerships, volunteerism, internships, and service-learning opportunities that connect students with local needs and priorities.

## Recreation and Entertainment

Map 15 illustrates the concentration of recreation and entertainment opportunities across Tyler. These include parks, open spaces, and entertainment businesses. Throughout the public engagement process, residents consistently expressed a desire for more entertainment options. To address this need, the City can collaborate with community members and local organizations to determine the types of businesses that would best serve various age groups. Guided by the FLUM, the City should actively pursue strategies to attract and appropriately site these businesses.



Map 14. Access to Educational Establishments



Map 15. Access to Recreation and Entertainment Businesses

# HOUSING PROGRAMS

## Existing Programs

The City of Tyler offers a variety of housing and neighborhood programs designed to maintain and enhance the community's quality of life while addressing its housing needs. Some of these programs are listed below.

### Community Development Block Grant (CDBG) Programs

CDBG funds are awarded to City departments, other public agencies, public and private nonprofit entities and for-profit entities to carry out eligible housing and community development projects within the boundaries of the City of Tyler.

#### Rehab and Minor Repairs

##### Urgent/Minor Rehabilitation Program

Urgent Repair Assistance may be provided to homeowners residing in structures judged by City staff to be detrimental to the health and safety of the homeowner-occupant(s) and requiring immediate attention. The sole intent of the funds is to eliminate hazardous situations.

##### Handicap Accessibility Program

Funds may be utilized to conduct improvements designed to remove material and architectural barriers that restrict the mobility and accessibility of elderly or disabled persons in owner-occupied residential dwellings. The intent of these funds is to provide essential home modifications that increase accessibility, safety, and security as needed to maintain independence.

### Homeowner Rehabilitation and Reconstruction Program

Funds are available to assist eligible low-income homeowners with bringing existing substandard housing units into compliance with local housing and building codes. The main goal of the program is to fix code violations and improve homes that are structurally sound, so they remain safe and livable over time. It's not meant to support homes that would still be substandard even after receiving funding.

### HOME Investment Partnership Program

Each year, the City of Tyler receives federal funds from HOME Investment Partnerships (HOME) programs of the U.S. Department of Housing and Urban Development (HUD). Eligible uses of funds can include tenant-based rental assistance; housing rehabilitation; assistance to homebuyers; and new construction of housing. HOME funding may also be used for site acquisition, site improvements, demolition, relocation, and other necessary and reasonable activities related to the development of non-luxury housing.

HOME funded projects in Tyler include Oakwood Cul-de-Sac Neighborhood, Paul Street Neighborhood, Hidden Palace Neighborhood, and North Grand and South Confederate Avenue Neighborhood.

### First Time Homebuyers Program

The First Time Homebuyers Program, created with grants from the U.S. Department of Housing and Urban Development, helps low to moderate-income families and individuals with funding required at the time of closing. The program is administered by the Neighborhood Services Department of the City of Tyler.

### Housing Choice Voucher

The Housing Choice Voucher (HCV) Program, formerly known as Section 8, provides housing assistance for very low-income families, the elderly and the disabled, allowing them to live in decent, safe and sanitary housing for eligible participants. Since housing assistance is provided on behalf of the family, participants are able to find their own housing. Housing choices include single-family homes, townhouses or apartments.

## Recommended Programs

In addition to the existing programs, the City can plan to leverage some of the recommended programs to meet future housing needs.

### Small-Scale Developer Program

The City can establish a support program designed to cultivate and train small-scale housing developers, improving their skills and effectiveness. This initiative could be particularly advantageous in fostering fair investment opportunities in underrepresented communities (e.g., Austin Small Developer Training Program).

### Faith-Based Partnerships

The City could collaborate with local civic and faith-based organizations to offer more substantial support to residents in the community. Involving a City building official and a builder would ensure technical expertise and coordination. While the City might seek some financial contributions for repairs, it is expected that most of the materials, labor, and effort will be donated and volunteered (e.g., Christmas in Action of Johnson County).

### Community Land Trust (CLT)

CLTs are non-profit organizations managed by a board that includes CLT residents, local community members, and public officials. They offer sustainable shared equity homeownership opportunities for families and communities. In this model, the CLT retains ownership of the land, while the homeowner purchases only the house, often at a more affordable price. While the homeowner gains equity over time, it is generally capped at a certain rate to maintain affordability when the owner sells the home.

### Housing Tax Credit Program

The Texas Department of Housing and Community Affairs Housing Tax Credit (HTC) Program is a key tool for channeling private investment into the creation and maintenance of affordable rental housing for low-income families. Eligible participants receive tax credits to reduce their federal tax burden in return for developing or preserving affordable rental units.

### Deed-Restricted Housing Program

Deed-restricted homeownership is a strategy for maintaining the long-term affordability of housing units. This is achieved through government or philanthropic subsidies, inclusionary zoning, or affordability incentives that lower the purchase price below market rates.

### Tax Increment Financing (TIF)

The City can leverage TIF to capture increased property tax revenues resulting from enhanced property values in a designated area to reinvest in needed housing development projects.

### Public Improvement District (PID)

A PID is a special district created by a city or county to fund improvements and services that benefit a specific area. These improvements can include landscaping, street lighting, sidewalks, parks, and other infrastructure projects. Property owners within the PID pay assessments to fund these enhancements, which are designed to improve the quality of life and property values in the area.

### Tax Incentive Reinvestment Zone (TIRZ)

A TIRZ is a special district created by a city or county to encourage economic development and redevelopment in specific areas. Taxes generated from the increased property values within the zone (the “tax increment”) are reinvested into public improvements like infrastructure, parks, and affordable housing.



## CHAPTER 4

# INFRASTRUCTURE, PUBLIC FACILITIES, & SERVICES

## WHAT'S INCLUDED IN THE CHAPTER

This chapter provides an overview of the existing water and wastewater infrastructure, as well as City facilities, services, activities, and programs. It outlines the current capacity, planned improvements, and Capital Improvement Program (CIP) projects. Additionally, the chapter presents strategies to support the sustainable and resilient growth of infrastructure as the City continues to expand.

## WHAT WE HEARD

### SATISFACTION WITH MAJOR CITY SERVICES



of respondents report being "very satisfied" or "satisfied" with the quality of public safety services



of respondents report being "very satisfied" or "satisfied" with the quality of overall garbage collections services



of respondents report being "very satisfied" or "satisfied" with the quality of overall quality of parks and recreation programs/facilities

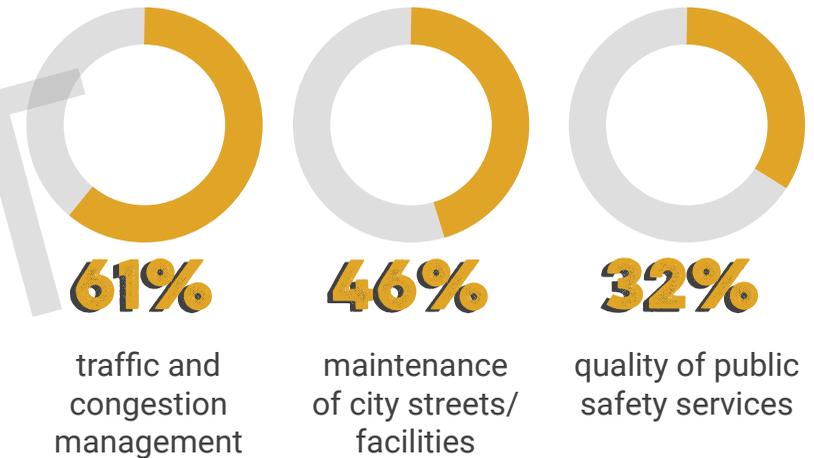
Source: Statistically Valid Survey

### OTHER

- Need adequate staffing to operate City utilities
- Need to plan for and improve existing evacuation routes
- Need better coordination between infrastructure plans and the Comprehensive Plan

### CITY SERVICES PRIORITIES

The services respondents most often think should receive the most emphasis over the next five years include



Source: Statistically Valid Survey

- Need more community spaces around the City
- Need to analyze flood risks and impact of erosion in vulnerable areas
- Provide interconnected walking trails



# INFRASTRUCTURE TODAY

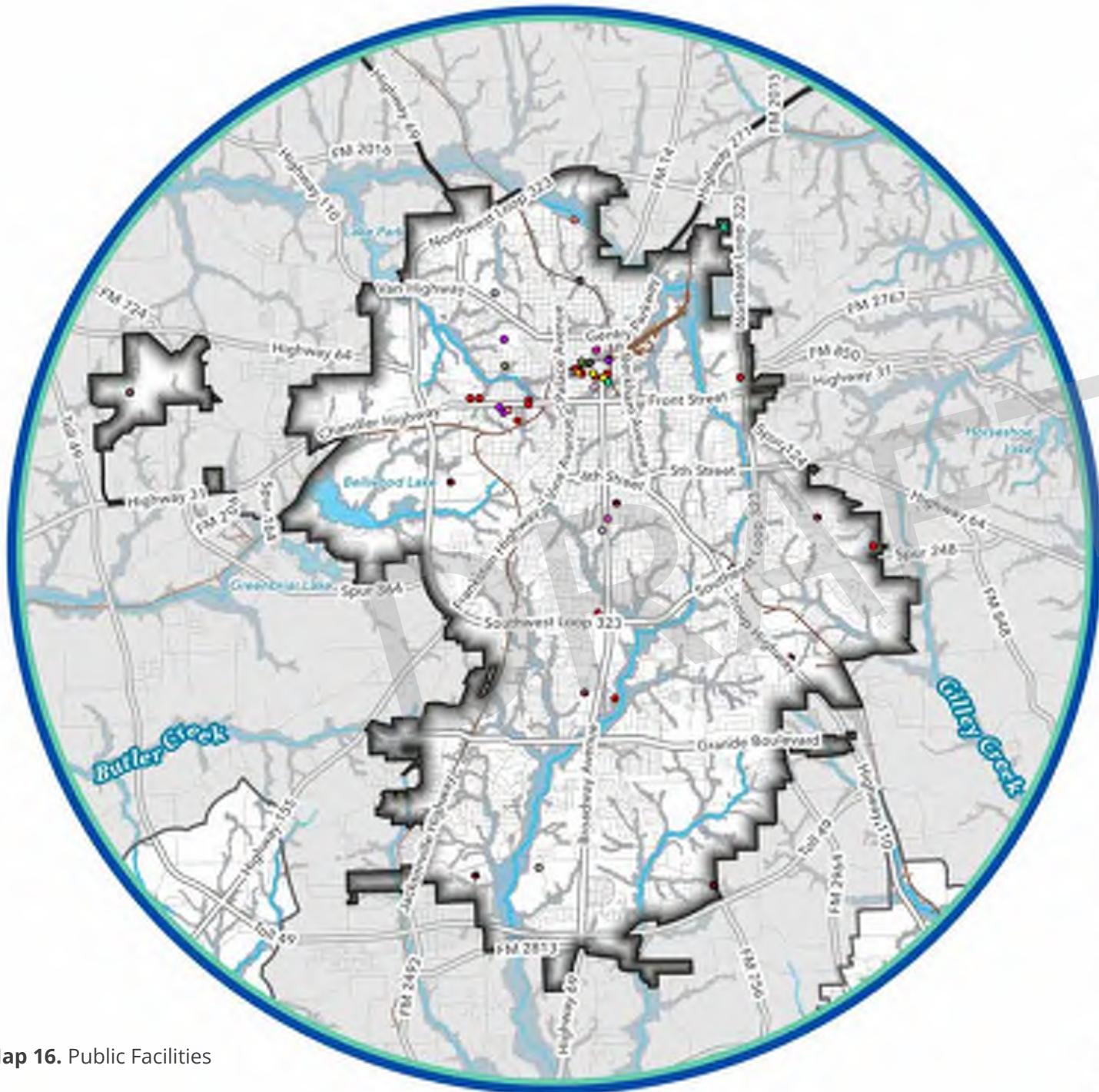
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The City of Tyler is committed to delivering high-quality public facilities and services that support the well-being and daily needs of its residents. This includes the development, maintenance, and modernization of essential infrastructure such as water and wastewater systems, transportation networks, public safety facilities, parks and recreational spaces, and community centers.

As the City continues to expand, particularly in the southern region, ensuring adequate water capacity has become a pressing concern. This area is experiencing rapid residential and commercial development, which places increased demand on existing water resources and utility systems. Addressing these capacity challenges is essential to maintaining reliable service and supporting future growth. One ongoing challenge is maintaining sufficient staffing levels to operate utilities efficiently year-round. Utility operations require

skilled personnel to manage water treatment, distribution, and wastewater systems 24 hours a day, 365 days a year. Staffing shortages can strain the City's ability to deliver consistent service and respond to emergencies.

Additionally, as the City considers expanding its water supply sources, Lake Palestine presents both opportunities and challenges. While it is a resource for meeting future demand, there are seasonally variable taste and odor concerns associated with the lake's water quality. While the taste and odor concerns aren't health related, they can affect the aesthetic quality of the drinking water. These issues would need to be carefully evaluated and mitigated before any expansion plans could proceed. Overall, Tyler's infrastructure strategy must balance growth, operational capacity, and water quality to ensure a resilient and responsive utility system for years to come. Map 16 shows the location of public facilities in the City of Tyler.



**Public Facilities**

- Administration
- Airport Terminal
- Bus Station
- City Hall
- Community Center
- Court House
- Fire Station
- Jail
- Library
- Maintenance
- Police
- Police Station
- Post Office
- Public Attraction
- Recreation Center
- Service Center

**Annual Chance Flood Risk**

- 500-Year
- 100-Year
- Unknown

- Lake
- Stream
- Railroad
- Major Road

- Tyler City Limits
- Tyler ETJ Boundary



Map 16. Public Facilities

# PLANNING FOR RESILIENCE

Planning for resilience is a critical component of any long-term strategy—like this Comprehensive Plan—to ensure that its policies and recommendations are thoughtfully crafted to withstand future challenges and adapt to changing conditions. Tyler is vulnerable to several hazards outlined in Chapter 1.

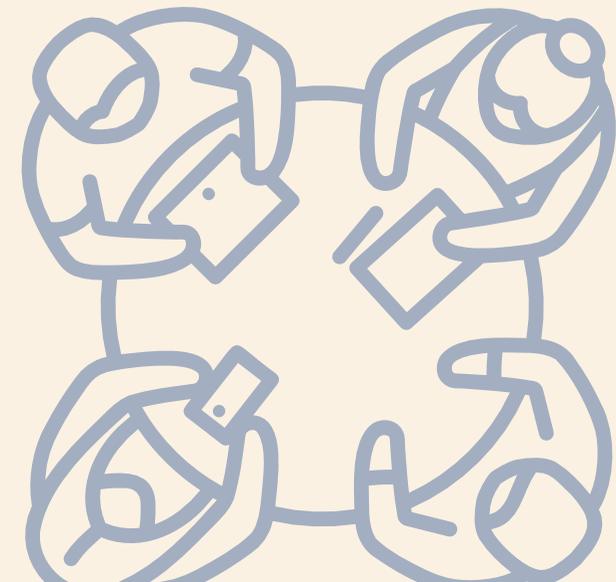
Often, comprehensive planning and the infrastructure implementation process occur independently of each other. Interdepartmental coordination will be crucial in ensuring infrastructure and utility resiliency and that the City continues to grow as per the guidance of the Future Land Use Map (FLUM).



## *B*uilding a shared roadmap through interdepartmental cooperation

Feedback from stakeholder and technical staff interviews indicates that many departments currently do not incorporate the Comprehensive Plan into their public utilities and infrastructure planning processes. This disconnect must be addressed to ensure cohesive and forward-thinking development. To begin bridging this gap, the project team engaged technical staff from across departments to collaboratively identify long-term infrastructure needs and explore how these align with key components of the Comprehensive Plan—including future land use, housing, economic development, and the implementation of its action items.

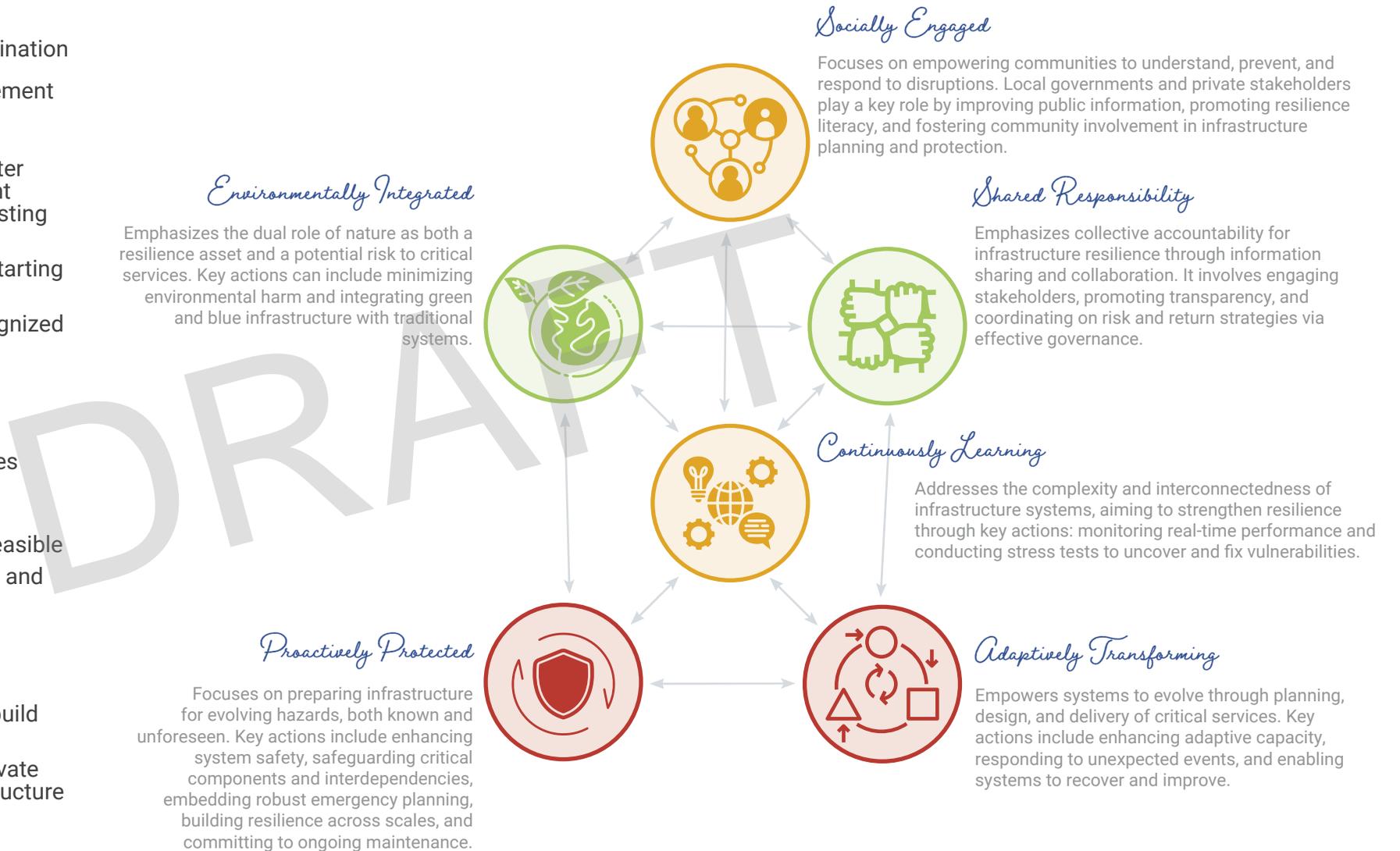
The next critical step in realizing a unified vision is the effective and efficient implementation of this Comprehensive Plan. While the Plan itself lays the foundation—outlining goals, strategies, and priorities—its true impact depends on how well it is translated into action. Implementation requires coordinated efforts across departments, clear timelines, dedicated resources, and ongoing accountability. It involves aligning capital improvement programs, policy updates, and departmental work plans with the objectives of the Comprehensive Plan. Success also hinges on robust monitoring systems to track progress, adapt to changing conditions, and ensure transparency. By fostering collaboration, securing funding (funding mechanisms are listed on Page 22), and maintaining a focus on resiliency and equity, cities can move from vision to reality—building a future that is both sustainable and responsive to community needs.



## Best Practices for Coordinated and Resilient Infrastructure Planning

- Plan Integration and Interdepartmental Coordination
  - Integrates plans with the Capital Improvement Program (CIP) process
  - Work to integrate climate vulnerability assessments into the CIP process to better understand long-term impacts of frequent and severe flooding on proposed and existing infrastructure
  - Assess infrastructure vulnerability as a starting point for future planning
  - Align planning efforts with federally recognized processes
- Access and Equity
  - Improve access to critical services
  - Ensure equitable access to public facilities
- Green and Resilient Infrastructure
  - Incorporate green infrastructure where feasible
  - Prioritize green infrastructure in planning and development
  - Use preventive measures to reduce risks
- Private Sector Engagement
  - Encourage private sector investment to build resilient infrastructure
  - Develop guidelines and incentives for private developments to include resilient infrastructure

## PRINCIPLES OF RESILIENT INFRASTRUCTURE



Source: UN Office for Disaster Risk Reduction

## Funding Resilient Infrastructure

Cities often face challenges in securing sufficient funding to address the infrastructure demands of their communities. Investing in resilient infrastructure—whether through upgrades or new systems—can involve higher upfront costs. However, there are multiple strategies available to help municipalities meet these financial requirements. A selection of these approaches is outlined in Table 1.

In addition, the City can leverage several private sector funding mechanisms. These can include:

### Innovative Financing Tools (Green Bonds, Catastrophe Bonds, Resilience Bonds)

- A suite of private sector mechanisms that provides capital for climate-resilient projects. These instruments finance environmentally beneficial initiatives, transfer disaster risk to capital markets, reward preventive resilience measures, and align investor returns with measurable environmental outcomes. Collectively, they enable cities to access sustainable investment streams for renewable energy, flood control, stormwater management, and ecosystem restoration while appealing to investors seeking both financial and social impact.

### Grants from Private Companies & Foundations

- Offered through corporate social responsibility (CSR) programs (e.g., Pepsico, Google, and others), these grants can support community resilience, water conservation, and climate innovation projects.

### Rain Fund

- Community-based financing tool designed for stormwater management. Helps neighborhoods invest in rain-ready infrastructure.



**Table 1.** State and Federal Grants and Loans

Name	Sponsor	Grant/Loan	Cost Share	Eligible Funding Activities
Flood Infrastructure Fund	TWDB	Mixed Loan (0% interest) and Grant	Varies	Flood mitigation projects, flood management strategies
Community Development Block Grant - Mitigation	GLO/ HUD	Grant	None (100% Grant), additional scoring points for 1% local share	Activities that increase resilience to disasters and reduce or eliminate the long-term risk of loss of life, injury, damage to and loss of property, and suffering and hardship, by lessening the impact of future disasters.
Clean Water State Revolving Fund Drinking Water State Revolving Fund (DWSRF)	TWDB	Loan, Loan Forgiveness	Long-term fixed rate loans at subsidized interest rates (up to 40% reduction from market rates) with a maximum repayment period of 30 years  Additional subsidies (grants) available for disadvantaged communities, green projects, and emerging contaminants such as PFAS	Planning, design and construction of wastewater infrastructure, including treatment and reuse facilities  Stormwater management and Nonpoint Source (NPS) pollution control
Flood Mitigation Assistance	TWDB/ FEMA	Grant	Varies from 0% to 25% local; remainder federal	Minor, localized flood reduction projects HMAP (flood hazard only) development or update  Provides federal funding to help states and communities pay for cost effective ways to reduce or eliminate the long-term risk of flood damage to structures that are insured under the National Flood Insurance Program (NFIP).
Hazard Mitigation Grant Program	TDEM/ FEMA	Grants	25% local, 75% federal	Provides a funding mechanism after a disaster to mitigate against future disasters and help communities become more resilient
Building Resilient Infrastructure and Communities	TDEM/ FEMA	Grants	25% local, 75% federal	Aims to categorically shift the federal focus away from reactive disaster spending and toward research-supported, proactive investment in community resilience

TWDB - Texas Water Development Board, GLO - General Land Office, HUD - Department of Housing and Urban Development, FEMA - Federal Emergency Management Agency, TDEM - Texas Division of Emergency Management, HMAP - Hazard Mitigation Action Plan

# CITY SERVICES AND UTILITIES

The City of Tyler is focused on taking a proactive approach to planning for water and wastewater infrastructure. In order to implement current and future plans for city services, additional funds will be required. In addition to current funding mechanisms (annual city budget allocations, sales tax program, bond funds), the City should utilize additional funding options (identified on page 79) to implement the plans.

## Water Supply and Distribution

The Tyler Water Utilities (TWU) Department supplies water to residential, commercial, industrial, and institutional establishments in the City’s water utility service area. The majority of the utility’s finished water distribution system is located within the City limits and is divided into five pressure planes. This distribution system includes two water treatment plants (WTPs), five elevated storage tanks (ESTs), one standpipe (SP), four booster pump stations (BPSs), and 707 miles of water mains.

The City of Tyler adopted the Water Distribution System (WDS) Master Plan in 2023. The WDS Master Plan documents an overview of the existing WDS, development of the Tyler WDS hydraulic model, and provides an inventory and basis for the 25-year WDS Capital Improvement Plan (CIP).

The Plan identifies population growth areas where future water lines may need to be extended. The Plan assumes that the majority of new development will occur in the ETJ while the development within the City limits would mostly consist of infill and redevelopment. These growth areas are

**Table 2.** Existing and Projected WDS System Demand

Existing Tyler WDS System Demand				
ADD (GPM)	ADD TO MDD FACTOR	MDD (GPM)	PEAK HOUR FACTOR	MD PEAK HOUR DEMAND (GPM)
14,110 gpm [20.3 MGD]	2.50	35,208 gpm [50.7 MGD]	1.73	60,910 gpm [87.7 MGD]
2047 Tyler WDS System Demand				
ADD (GPM)	ADD TO MDD FACTOR	MDD (GPM)	PEAK HOUR FACTOR	MD PEAK HOUR DEMAND (GPM)
22,255 gpm [32.0 MGD]	2.10	46,733 gpm [67.3 MGD]	1.73	80,853 gpm [116.4 MGD]

ADD - Average Day Demand, MDD - Maximum Day Demand, GPM - Gallons Per Capita Per Day  
Source: 2023 WDS Master Plan

## CITY WORKING WITH EPA

On November 9, 2016, the City of Tyler approved a draft agreement with the U.S. Environmental Protection Agency (EPA) to upgrade the wastewater collection system and enhance the City’s existing programs for inspections, maintenance, and cleaning of the wastewater system. The agreement, known as a Consent Decree, became effective as of April 10, 2017, and is planned to be in effect until 2027.

Tyler Water Utilities has developed a Capacity, Management, Operation and Maintenance (CMOM) Program and is on schedule with construction projects, inspections, and studies required by the Consent Decree. This program provides a framework for TWU to perform a comprehensive review of the wastewater collection system and enhance the current operation and maintenance practices so that the City can:

- Better manage, operate, and maintain its wastewater collection system
- Better identify areas in the collection system with potential capacity constraints
- Better respond to unauthorized discharges

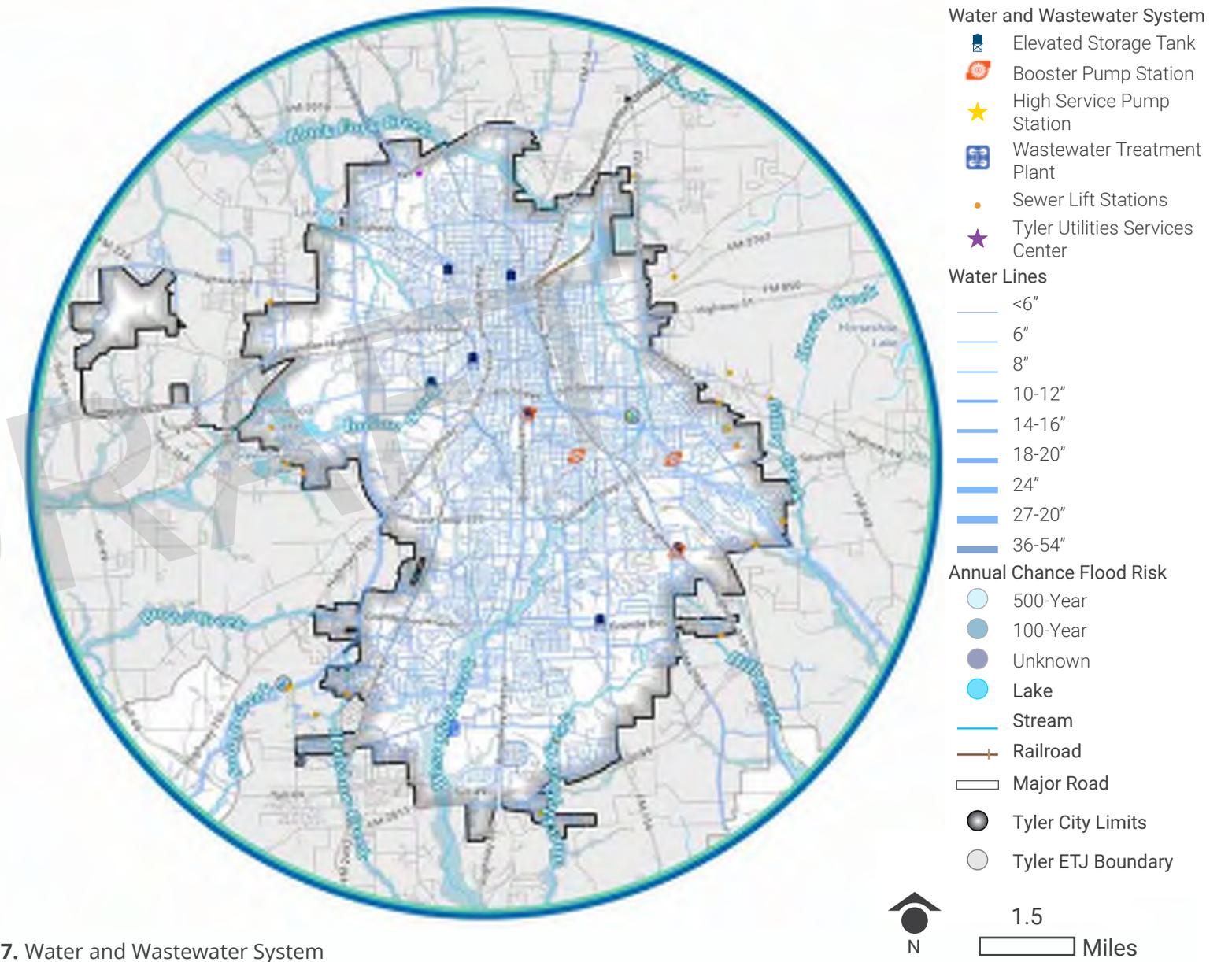
considered while developing the FLUM presented in this Comprehensive Plan. As the City continues to grow and develop, the projected water demand should be updated as per the recommendations of the FLUM.

## Wastewater System

The City of Tyler adopted the Wastewater Treatment Plants (WWTP) Master Plan in 2023 to identify the near-term needs of its two WWTPs—Westside and Southside—and to plan for the facilities’ requirements over the next 30 years.

The Master Plan recommends increasing the capacity of the WWTPs to accommodate the City’s growing population. It also proposes improvements to both facilities. In addition, the WWTP Master Plan identifies projected growth areas, similar to the Water Distribution System (WDS) Master Plan. However, most of these growth areas are located within the City limits.

The City should plan updates to both the Water and Wastewater Master Plans contingent upon the availability of funding. These updates should incorporate the population projections from the Comprehensive Plan to address future needs as the City develops according to the FLUM.



Map 17. Water and Wastewater System

## Stormwater Management

Stormwater management in the City of Tyler presents a growing challenge, particularly in South Tyler, where rapid development has outpaced the capacity of existing drainage infrastructure. As new residential and commercial projects continue to emerge in this part of the City, the strain on stormwater systems has become increasingly evident. The lack of adequate planning and enforcement has exacerbated the issue, leading to frequent flooding and erosion problems that threaten both public safety and property.

One of the most pressing concerns is riverine flooding, which is intensified by undersized culverts and streets constructed within floodplains. These design shortcomings prevent efficient water flow during heavy rain events, causing water to back up and overflow into neighborhoods and roadways. Additionally, stream stability has become a major issue, with erosion degrading the banks of creeks and waterways. This not only damages natural ecosystems but also undermines nearby infrastructure and increases sedimentation downstream.

The City Council has recognized the need for more proactive measures, including the dedication of drainage easements to the City. Such easements would allow for better access and maintenance of stormwater channels, helping to mitigate flooding and erosion risks. However, enforcement of drainage regulations remains inconsistent, and without stronger oversight, new developments may continue to contribute to the problem.

Compounding these challenges is the lack of sidewalks and pedestrian infrastructure in many areas, which limits safe mobility and contributes to poor surface water management. University Avenue, a major corridor in Tyler, is under the jurisdiction of the Texas Department of Transportation (TxDOT), which restricts the City's ability to implement drainage improvements or redesign the roadway to better handle stormwater. As Tyler continues to grow, especially in its southern sector, a comprehensive and enforceable stormwater strategy will be essential to protect residents, preserve natural resources, and ensure sustainable development.

## STORMWATER MANAGEMENT PROGRAM

The City of Tyler's Stormwater Management Program (SWMP), revised for the 2025–2029 permit cycle under the Texas Pollutant Discharge Elimination System (TPDES) General Permit, aims to reduce pollutant discharges from its Municipal Separate Storm Sewer System (MS4) to the maximum extent practicable.

The plan addresses impaired water bodies such as Black Fork Creek and West Mud Creek, which are listed for bacterial contamination, by implementing targeted Best Management Practices (BMPs) focused on sanitary sewer maintenance, illicit discharge enforcement, pet waste management, and public education.

The SWMP outlines measurable goals and responsibilities for each BMP across municipal departments, supported by GIS mapping, annual inspections, and public reporting mechanisms. Key initiatives include utility bill messaging, social media outreach, storm drain marking, stream cleanup events, and training programs for City staff and contractors. Construction site runoff control and post-construction management rely on ordinances, plan reviews, and inspections, while municipal operations emphasize good housekeeping practices such as roadway sweeping, vehicle maintenance, and facility-specific SOPs. Industrial stormwater sources and high-priority facilities will undergo annual assessments and BMP implementation. The program also mandates recordkeeping, annual reporting to TCEQ, and public access to SWMP documents, ensuring transparency and compliance with Clean Water Act standards.

# PLANNED IMPROVEMENTS

The City of Tyler utilizes its Water Utilities CIP to fund water and wastewater infrastructure. The CIP helps the City to plan for financing major infrastructure projects across multiple fiscal years. Tyler's 2025-2026 budget outlines planned capital improvements for the fiscal year.

The City is dedicated to improving Tyler's water utilities through various CIP projects, totaling more than \$14 million in funding. These projects aim to enhance the capacity of existing water and wastewater infrastructure, as well as support facilities at Lake Tyler. Water utility investments are integral to support Tyler's growth by maintaining adequate service levels for current residents while accommodating the needs of new developments. Key projects include the Westside Wastewater Treatment Plant, water service line improvements and replacements, and the Lake Palestine Water Treatment Plant.

Tyler is also spending more than \$760,000 to improve the City's stormwater infrastructure. These projects include culvert and erosion repairs, drainage improvements, flooding engineering, and emergency repairs. Investing in the City's stormwater infrastructure is crucial in mitigating flooding and erosion risks and enhancing Tyler's resilience.

The following highlight the key projects of each CIP category:

## Water Distribution

- Meter and meter boxes
- Service line improvements and replacements
- Extensions along various roadways

## Water Treatment

- Lake Palestine Water Treatment Plant
- On-going improvements at Golden Road WTP

## Wastewater Collection

- Extensions along various roadways

## Wastewater Treatment

- Southside Wastewater Treatment Plant
- Westside Wastewater Treatment Plant

## Lake Tyler

- Initial year of boathouse inspections
- Lake Tyler Raw Water Pump Station Improvements

## Stormwater

- Culvert and erosion repair
- Headwall and wingwall repair
- Drainage improvements
- Structure fold engineering
- Emergency repair





## CHAPTER 5

# TRANSPORTATION & MOBILITY

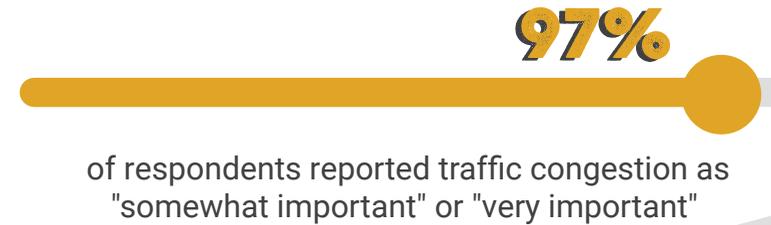
## WHAT'S INCLUDED IN THE CHAPTER

This chapter provides an overview of the current transportation infrastructure in the City of Tyler. The chapter focuses on enhancing transportation and mobility planning by building upon existing adopted mobility and master streets plans rather than replacing them.

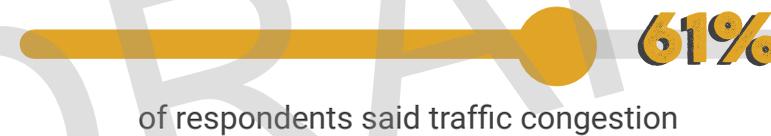
The chapter includes a qualitative review of the existing mobility system to identify policy opportunities and investment needs that support the Comprehensive Plan and future land use vision. It also recommends updates to the 2023 Master Street Plan, and evaluates design standards across street types.

## WHAT WE HEARD

### MOST IMPORTANT CITY ISSUES



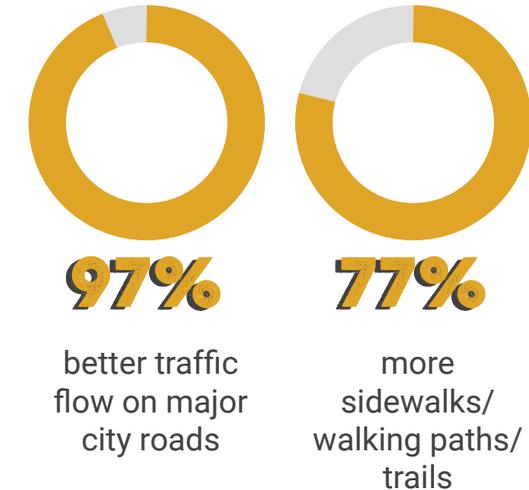
When asked to select the top three items that should receive the most emphasis over the next five years



Source: Statistically Valid Survey

### COMMUNITY VISION

When asked to rate their level of agreement with 22 potential improvements to the community. Respondents most agreed (rating "agree" or "strongly agree") with



Source: Statistically Valid Survey

### OTHER

- Need more Pedestrian scale infrastructure
  - Bike lanes or paths
  - Clean up the sidewalks
  - Commuter train/trams or light rail
- Need additional traffic capacity
- Need more public transportation services
- Focus on traffic safety



# TRANSPORTATION TODAY

## Demographic Trends

Demographic factors like car ownership, commute time, limited English proficiency, and disability status significantly influence transportation planning. Understanding car ownership trends helps planners anticipate future infrastructure needs and prioritize investments in regional transit, biking and pedestrian infrastructure. Figure 21 shows that most households (77.6%) have at least two vehicles available. Only 2% of households in Tyler have no vehicles available. This high ownership rate could indicate dependence on personal vehicles, which in turn increases traffic congestion and parking demand. It highlights the need for safe, dependable, and convenient alternative transportation options such as walking, biking, or transit.

Commute times impact quality of life; long commutes highlight areas needing improved mobility and accessibility through expanded transit or ridesharing. Tyler's local population benefits from short commutes to key destinations. The average commute in Tyler is 20.3 minutes, compared to 26.7 minutes in Texas as a whole. Over three-quarters (78.0%) of workers in Tyler travel less than 30 minutes to work (Figure 22). As the City expands, strategic planning should focus on preserving and improving travel efficiency.

Figure 21. Number of Vehicles Available per Household in Tyler

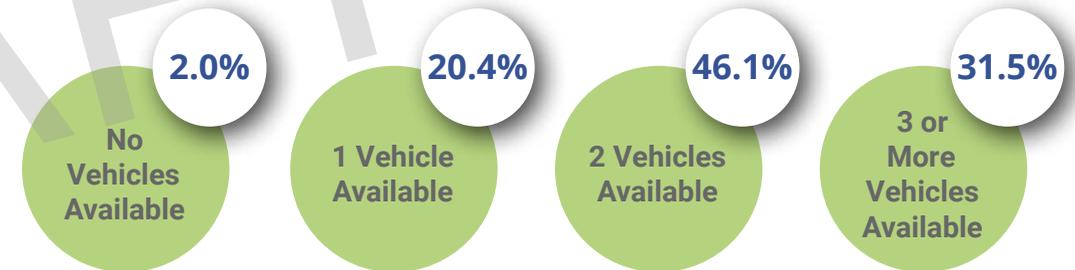
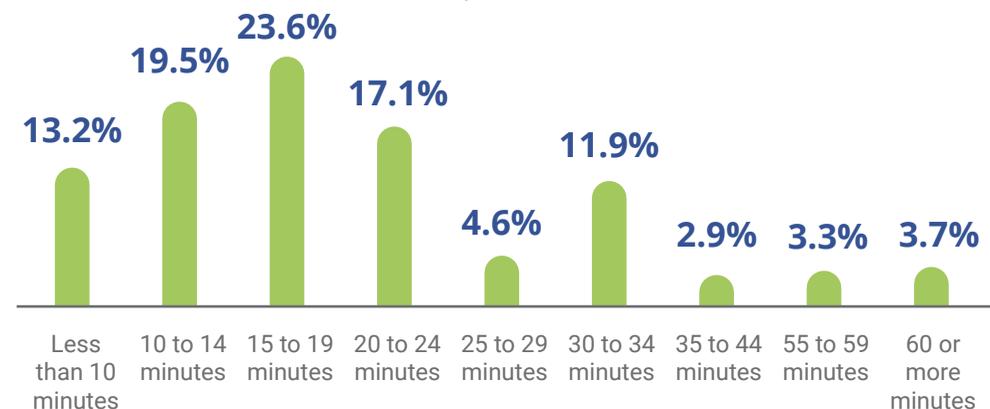


Figure 22. Commute Times of Workers in Tyler



Source: 2023 5-Year ACS Estimates

## Commuting Patterns

Commuting data provides insights into where people, both within and outside the community, are going each day. By analyzing commuting data, city planners can identify the most heavily traveled routes and corridors, which is essential for prioritizing road maintenance, expansions, and new construction projects. Understanding these patterns helps verify that the City's road network can efficiently accommodate the commuting needs of residents.

### Inflow of Commuters

According to the U.S. Census Bureau's Origin-Destination Employment Statistics (LODES) dataset, almost 56,000 people commute into Tyler from outside the City for work. This suggests that Tyler serves as a regional employment center, attracting workers from smaller neighboring towns and other large regional hubs. The most common home cities of those who work in Tyler, besides Tyler itself, are Whitehouse (1,657 workers), Longview (1,334 workers), and Dallas (1,015 workers). Other home cities make up  $\leq 1\%$  of the workers in Tyler. The wide distribution of locations from which people travel to Tyler reflects its position as a connected, central employment center.

### Resident Workers

The segment of 22,882 individuals living and working in Tyler is integral to the health of the City's economy as it contributes to its productivity, tax base, and community investment. Understanding the distribution of industries and occupations within this group can provide insights into the City's economic structure and its capacity to retain talent locally.

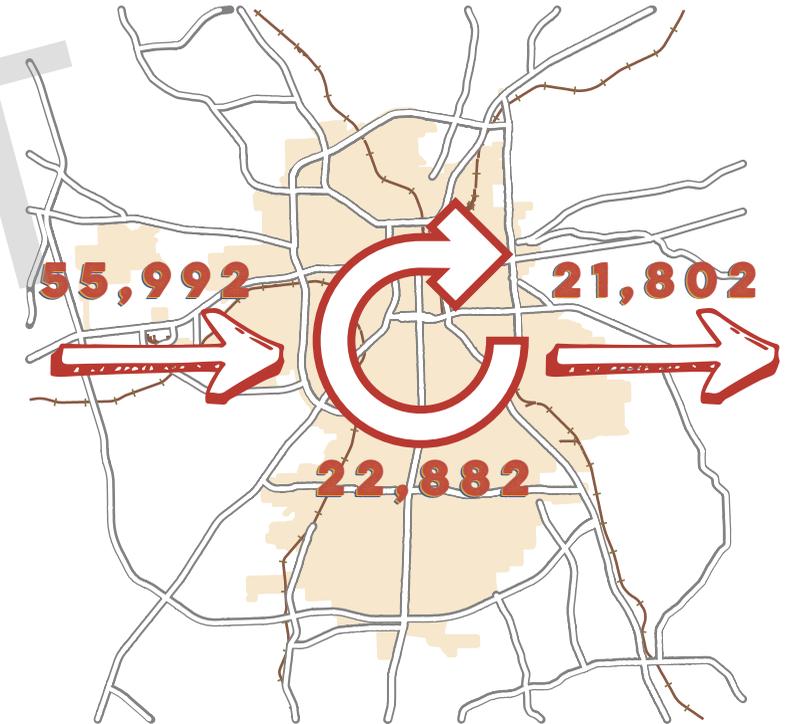
### Outflow of Residents

21,802 residents of Tyler commute outside the City for work. The top destinations of workers who live in Tyler are Dallas (1,461 workers), Longview (1,175), and Houston (982 workers). This highlights the need for regional connectivity on a large scale to accommodate these daily trips into and out of the City.

### Overall Commuting Patterns

The net difference between inbound and outbound commuters (55,992 inbound – 21,802 outbound = 34,190) indicates a commuter surplus, meaning more workers commute into Tyler than out of the City for work. This indicates that Tyler has more employment opportunities than its surrounding cities. However, this commuter traffic contributes heavily to congestion, especially during weekday peak hours, and increases wear and tear on roads in Tyler.

Figure 23. Tyler Commuter Inflow and Outflow



Source: U.S. Census Bureau, OnTheMap Application, <https://onthemap.ces.census.gov>

## FUNDING CHALLENGES DUE TO COMMUTING PATTERNS

The Tyler Area Metropolitan Planning Organization (MPO) receives and distributes federal funds based on population in the MPO planning area. Therefore, a significant portion of the workers who commute into Tyler every day are not included in this population. Because of this, there is often insufficient funding to address the additional wear and tear on the transportation system by this commuting pattern, putting the region at a disadvantage.

## Safety

Mapping fatal injuries, serious injuries, and minor injury crash locations is crucial for transportation planning and safety improvement efforts. By understanding where these incidents occur most frequently, resources can be directed toward implementing targeted safety measures to reduce the likelihood of future crashes.

Understanding the spatial distribution and severity of crashes may help prioritize future safety improvements or evaluate the effectiveness of existing safety measures. Areas with a high number of fatal or serious injuries may require immediate attention, such as the installation of traffic signals, pedestrian crossings, or improved lighting.

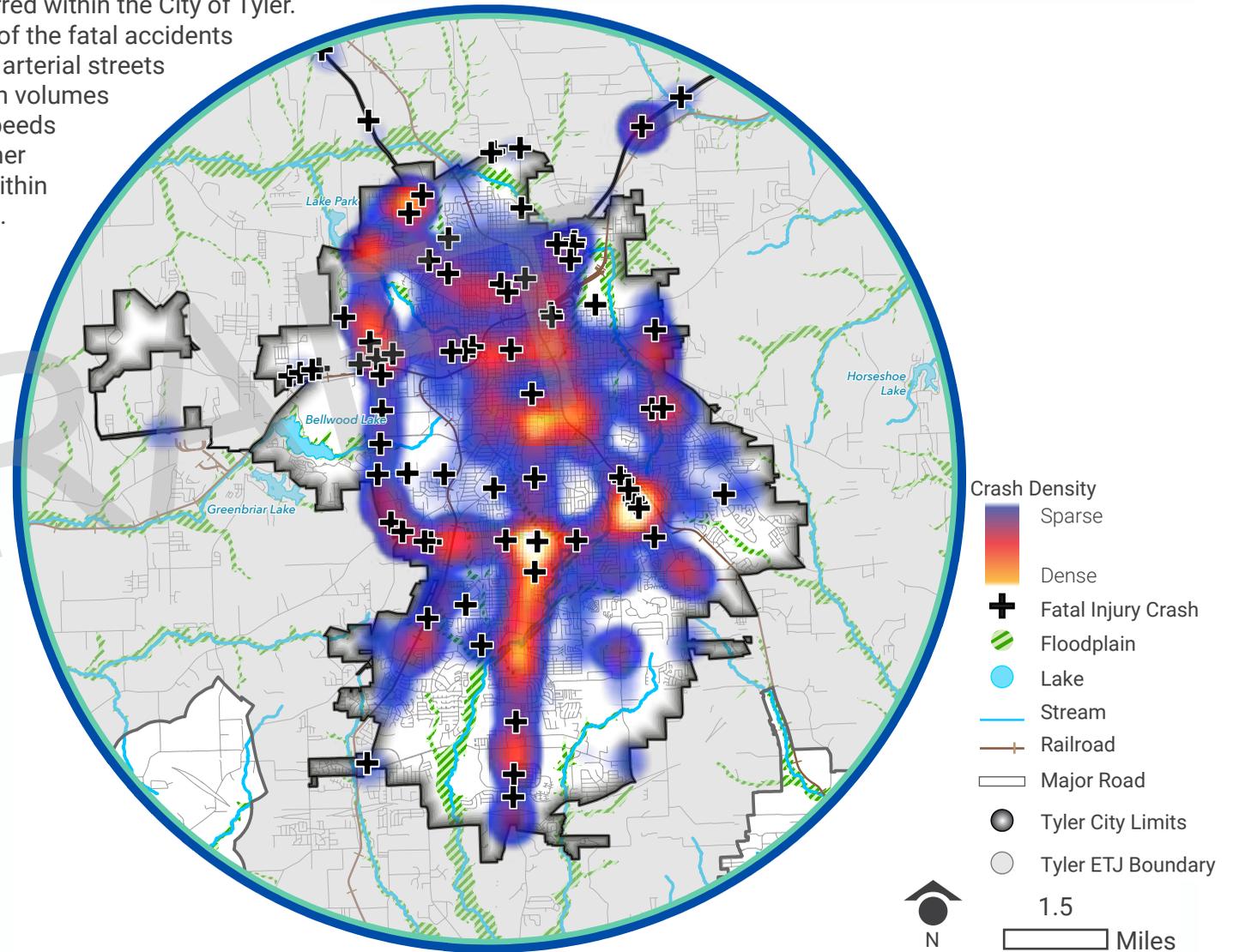
From 2020 through 2024, there have been 74 fatal accident events which are shown on Map 18. In the same period, 2,186 incidents that caused potentially serious or minor injuries occurred within the City of Tyler.

The majority of the fatal accidents happened on arterial streets that have high volumes and higher speeds relative to other local roads within the city limits.

**Figure 24.** Type of Injury from Traffic Crashes (2020-2024)



Source: 2020-2024 TxDOT Crash Records Information System (CRIS)



**Map 18.** 2020-2024 Fatal Crashes and Crash Severity in Tyler

Source: 2020-2024 TxDOT Crash Records Information System (CRIS)

## Existing Street Network

The existing street network in Tyler is broken down into six categories: interstate/freeway, principal arterial, minor arterial, major collector, minor collector, and local road.

The functional classification system categorizes streets based on their role in the transportation network, balancing access and mobility. As the functional classification tier increases, mobility increases, but land access often decreases. Conversely, as the classification tier decreases toward local streets, land access becomes easier, but mobility decreases. The functional classifications are defined in Figure 25.

Interstate and state highways are typically the principal arterials in a city. In Tyler, this includes Loop 49 and I-20.

Minor and principal arterials are the highest functional classification in a community. These routes are designed to move large volumes of traffic quickly and efficiently across longer distances and offer little to no access to adjacent properties. Examples in Tyler include US 271, Broadway Avenue and Grande Boulevard.

Major and minor collectors are roads that collect traffic from local roads and channel it to arterials. Collector roads are in the middle of the classification hierarchy and may provide limited access to adjacent properties, and will often have less residential properties fronting them. Notable examples of collectors in Tyler include Old Bullard Road, Houston Street and Hollytree Drive.

Figure 25. Description of Functional Classification System in Tyler



Local roads provide the highest level of access to adjacent land of any classification. They are primarily smaller residential streets that provide access to individual properties and connect to higher-order streets. Tyler has a moderately dense grid network of local streets near the core of the City, with the local roads becoming less dense and more curvilinear as they near the edge of the City. Local streets often mitigate traffic congestion by distributing trips across many different routes.

While the functional classification system provides a framework for transportation planning, it is not without limitations. One key limitation is that it may not adequately account for the diversity of street typologies and contexts within a city. Streets often serve multiple functions and may require a more nuanced classification system that considers factors such as land use, context, and community priorities.

In Tyler, roadway classification is taken a step further by accounting for local context. For each road on the 2021 Master Street Plan, a functional classification and street context type is assigned. These two elements come together to aid in the decision-making process on the appropriate design elements to include on a new or retrofitted street. Typical cross sections are provided for each functional classification and street context type. While the 2021 Master Street Plan identifies a Rural Town Street Context Type, there are no roads designated as Rural Town in the City of Tyler. The development of a full Mobility Master Plan for the City of Tyler would allow for more tailored, complete recommendations for roadway and multimodal transportation planning in Tyler.

**Figure 26.** Example Photos of Street Context Types



**Urban Core**  
Ferguson Street (Collector)



**Urban**  
Beckham Avenue (Arterial)



**Suburban**  
Shiloh Road (Arterial)



**Rural**  
Highway 69 North (Arterial)



**Rural Town**  
Hubbard Street in Lindale (Arterial)

# PREVIOUS TRANSPORTATION PLANNING EFFORTS

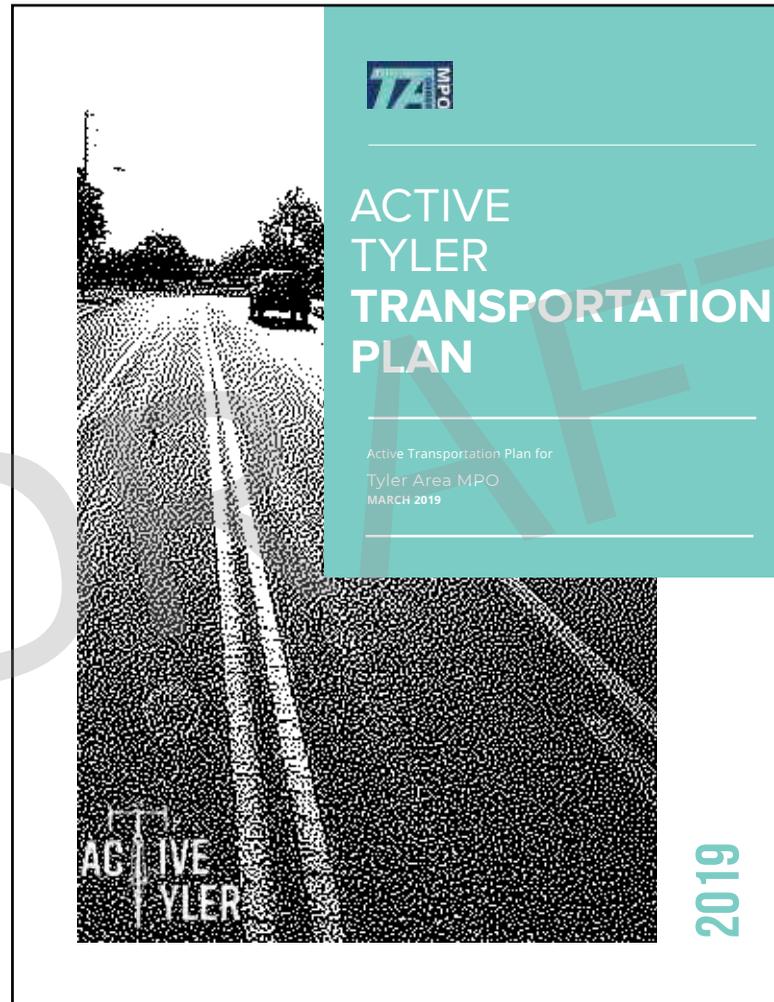
## Active Tyler (2019)

The Active Tyler Plan was adopted in 2019 and serves as a tool to help guide investment for transportation projects in the Tyler region and encourage active transportation in the greater Tyler area. The plan provides recommendations for the City of Tyler and the Tyler MPO. Public engagement for the plan, including workshops, an online survey and pop-up events, revealed that people in the greater Tyler area care about bicycling and walking and that people want to bicycle and walk more. Concerns about unsafe roadways and intersections were commonly stated.

The plan's goals include:

- Encourage active transportation as a mode choice
- Educate people about the benefits of bicycling and walking
- Create a vision for a network of bicycling and walking facilities
- Identify a path for success

Active Tyler included a network of recommended active transportation facilities, separated into Regional Connection (long-distance route), Local Connection (short-distance connection within a municipality), Sidewalk (pedestrian facility) and Equestrian Trail (natural surface regional equestrian trail).



## Intelligent Transportation Systems Master Plan (2020)

The City of Tyler's Intelligent Transportation Systems (ITS) Master Plan identifies ways to leverage technology to update and modernize Tyler's transportation system. Capital Improvement Program projects, cost projections, and an implementation plan were developed. One key finding is that the City should evaluate alternative platforms for its Advanced Transportation Management System and that there is a need to modernize traffic control cabinets to Advanced Traffic Controller Cabinets to aid in maintenance and operations. Several other technological upgrades were recommended across the City, including:

- Remote monitoring for easy updating of the school zone flashing beacon system
- Pre-emption system to provide a green light to emergency vehicles at intersections
- Phased upgrades to the communication network, first to cellular technology at all intersections then to a hybrid fiber/high-bandwidth secure wireless radio network



## Tyler Area MPO 2050 Metropolitan Transportation Plan (2024)

Adopted in December 2024, the Tyler Area MPO's 2050 Metropolitan Transportation Plan (MTP) is an update to its 2045 MTP and has a planning horizon from 2025 to 2050. The 2050 MTP is a comprehensive blueprint for the future of transportation in the Tyler region.

The plan lists the following goals, in order of local preference as identified through public input, which contribute to the project prioritization process:

- Safety: Promote and improve safety and security for users of all modes of transportation
- Mobility: Enhance multimodal connectivity to improve accessibility, especially for active transportation and transit options
- Operations: Optimize performance of the transportation system
- Maintenance: Preserve infrastructure assets and maintain a state of good repair
- Sustainability: Protect the natural environment
- Resilience: Increase the resilience of the transportation system from natural hazards
- Economic: Foster economic development opportunities for freight and for the region
- Regional coordination: Coordinate transportation investments with housing strategies and regional development trends

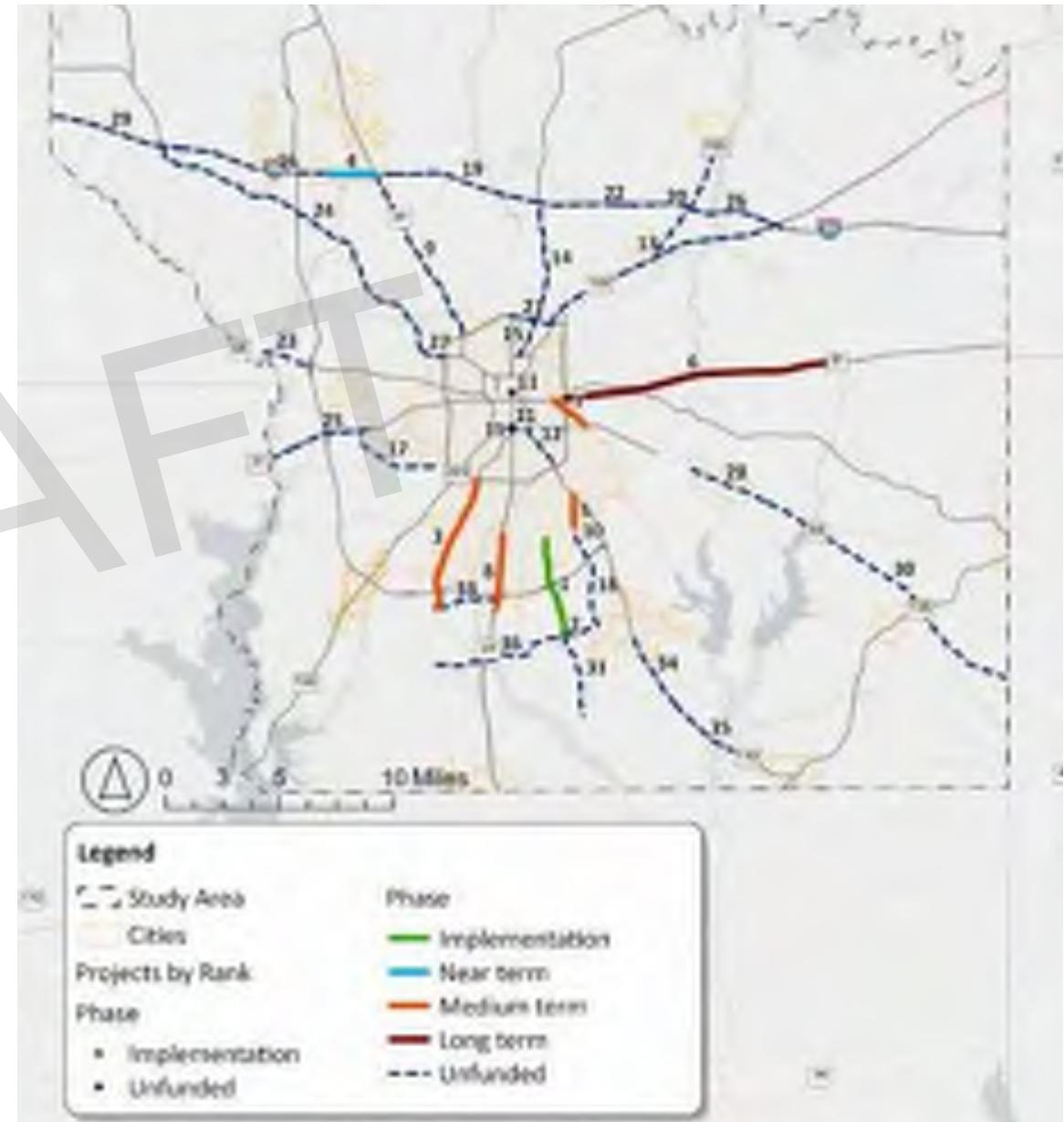
The projects in the 2050 MTP are shown in Figure 28.

In addition to roadway project recommendations, the 2050 MTP recommends strategies for meeting mobility goals in the region aside from increasing roadway capacity. These include Transportation Demand Management (TDM), encouraging alternative modes of transportation, and land use strategies like smart growth and parking management.

### 2050 MTP VISION

*"The vision for the 2050 MTP is to develop a safe, efficient, and economically feasible multimodal transportation system that will accommodate the mobility needs of all people and goods traveling within and through the Tyler Area over the next 25 years."*

Figure 28. Tyler Area MPO 2050 MTP Projects





# ISSUES AND NEEDS

Public and stakeholder input, existing transportation conditions, and previous planning efforts were evaluated to identify issues and needs for transportation within Tyler. For each identified issue or need, recommendations were made to support the implementation of solutions to these issues.

## Connectivity

Community members in Tyler expressed a strong desire to feel more connected to destinations both within the City and in surrounding areas. A connected transportation network allows for convenient travel via multiple modes of transportation, including private vehicles, walking, biking and transit. A lack of adequate connections in a street network can force traffic onto nearby arterial roads and exacerbate congestion. A city's active transportation network must be well-connected to make walking and biking a convenient and safe option.

Traffic congestion is especially prevalent in the southern part of Tyler, notably creating traffic build up on roads like S Broadway Avenue, W Grande Boulevard, and Cumberland Road. The 2025 South Tyler Mobility Study, discussed on page 94, took a closer look at this area, resulting in recommended improvements to the street system. Several key connections would improve the traffic flow in this area. The physical layout of a street system has ripple effects on the character, functionality, and livability of a community. In Tyler, the streets near the City's center are mostly laid out in a grid system, with the streets becoming more curvilinear as they near the edge of the City.

By decreasing route redundancy and forcing large amounts of vehicular traffic onto a small number of streets, residential developments that lean on a curvilinear street network without connections to the larger arterial system increase congestion and decrease mobility. A more connected, gridded street network can be encouraged through updates to Tyler's Unified Development Code. One simple tool to objectively measure connectivity within a transportation system is the Connectivity Index. This is the ratio of roadway segments to nodes (intersections), where a higher ratio is better. A Connectivity Index of 1.4 is the standard minimum for a community to be considered walkable. The Connectivity Index can also be applied to nonmotorized travel.

## GRIDDED AND CURVILINEAR STREET SYSTEMS

Gridded streets, characterized by rectangular layouts and short block lengths, offer several advantages:

- Navigation is straightforward and intuitive.
- The system distributes traffic along a variety of alternative routes, reducing congestion and providing redundancy.
- They promote walking and cycling by creating interconnected streets, making it easier to travel without needing to access high-volume, high-speed roads.
- Regular block sizes and street patterns support a diverse mix of land uses and are more easily redeveloped as community needs change.

Curvilinear street systems, with their meandering layouts, offer a different set of characteristics:

- They are often associated with a more aesthetically pleasing and tranquil environment.
- They provide more privacy and less through traffic in neighborhoods.
- They funnel traffic onto a few high-volume roads, leading to congestion and fewer alternatives to circumnavigate blockages.
- They make a less efficient use of land and often require higher lengths of utility infrastructure.

Figure 30. Gridded and Curvilinear Street Examples in Tyler



## Connectivity and Land Use

Land use significantly impacts the connectivity of a city's transportation system. Higher-density, mixed-use development supports connectivity by providing key destinations near each other, requiring less travel and placing less demand on the network. This also makes active transportation a more viable and convenient option, as people can walk or bike to most destinations.

A mix of residential, commercial, and recreational land uses in close proximity can reduce the need for long trips and encourage walking, cycling, and the use of public transit. This enhances connectivity by making it easier for people to access various services and destinations. Additionally, the location of key services and employment centers relative to residential areas affects how easily people can access these places. Good regional accessibility ensures that major destinations are well-connected by various modes of transportation. Well-placed transit hubs can serve as key nodes in the transportation network.

Different land use contexts require different roadway designs and classifications to serve them appropriately. For example, an arterial roadway with a typical design standard of four to six divided lanes may be suitable for suburban or regional corridors, but less suitable for an urban downtown area. In a downtown environment, the same functional connection might instead be provided by a two-lane street with on-street parking and pedestrian-oriented features to support the surrounding mixed land uses.

Key destinations in Tyler have been identified on which efforts to increase connections should be focused. Primarily, easier mobility for pedestrians and cyclists between the downtown area and midtown area is needed. Although geographically close, these two areas feel disconnected due to the auto-oriented street design in the area. Easier flow between downtown and midtown, including the medical facilities and Tyler Junior College, would boost visitors to downtown. Additionally, increased active transportation facilities in the area would allow the patrons of the midtown area to travel to businesses, services and recreational activities without a vehicle. The ongoing Midtown Small Area Plan will provide insight

## Action Items

into specific recommendations for transportation in this area.

- *Implement priority projects in the updated Master Street Plan which will create key missing connections (see page 103).*
- *Establish standards for a Connectivity Index and use it as a way to measure connectivity in proposed developments.*
- *Update UDC to encourage street and pedestrian connections within and between developments.*
- *Consider recommendations in the Midtown Small Area Plan.*

CONNECTIVITY



## Multimodal Transportation

A multimodal transportation system accounts for all types of transportation, including automobiles, transit, and active transportation like walking and biking.

A truly multimodal transportation network provides options for those who live and work in the City of Tyler, allowing people to choose the mode that best suits their lifestyle and budget. Decreased reliance on automobiles leads to a healthier population, a safer transportation system and a more resilient city. Public and stakeholder engagement continuously identified increasing access to alternative modes of transportation options as a priority for the City of Tyler.

There are several strategies to increase mode choice:

- Install safe, convenient, connected bicycle and pedestrian infrastructure
- Expand and upgrade transit services
- Design streets so that the right-of-way is available for all modes of transportation, not just cars

**Figure 32.** Active Tyler Plan Engagement Event



## Active Transportation

Active transportation refers to any mode of transportation that involves physical activity as the primary means of travel. Walking, cycling, rollerblading, and skateboarding are all examples of active transportation.

In the last few years, several planning efforts have focused on increasing options for transportation in Tyler. The Tyler Area MPO's 2019 Active Tyler Transportation Plan detailed the need for increased bicycle and pedestrian facilities within Tyler. The plan identified more than 300 miles of recommended bicycle facilities across the region. The Tyler Bike Stripes Project outlined 11 priority bicycle routes radiating from a centralized hub near downtown, linking three college campuses and surrounding neighborhoods. The work includes installing pavement striping and signage along existing streets to provide

**Figure 31.** Active Transportation Infrastructure Example in Tyler



continuous, recognizable facilities. Pedestrian signals have recently been constructed at two locations: at 5th Street and Beckham Avenue and at FM 2493 and Sunnybrook Drive.

Implementation of active transportation projects should be prioritized along corridors already slated for roadway improvements or other capital projects. Coordinating bicycle and pedestrian enhancements with planned roadway, utility, or maintenance work increases cost efficiency, minimizes construction disruption, and significantly improves the likelihood that these improvements will be delivered. This approach treats active transportation infrastructure not as standalone projects competing for limited funding, but as integral components of broader infrastructure investments.

Figure 33. Shared Micromobility in Corpus Christi, TX



## Micromobility

Micromobility is defined by the Federal Highway Administration as:

*Any small, low-speed, human or electric-powered transportation device, including bicycles, scooters, electric-assist bicycles, electric scooters, and other small, lightweight, wheeled conveyances.*

Micromobility is one part of a complete active transportation system. Shared micromobility is often provided by a publicly owned and operated bike or scooter-share system, like MetroBike in Austin, or a private company, like Bird or Lime. This allows the user to forgo the costs associated with owning, maintaining, and storing a micromobility vehicle and pay only for operating the vehicle.

One benefit of micromobility is providing first- and last-mile connections to transit services, allowing for transit to become a viable transportation option for people. Additionally, micromobility vehicles such as e-scooters and e-bikes are a lightweight, low-cost, convenient option when

one does not want to or cannot afford to travel by personal vehicle. However, if it is not properly managed, shared micromobility can pose safety concerns and increase tension between roadway users by encroaching on the public right-of-way. Geofencing, pilot programs, a permit program for potential shared micromobility providers, and robust guidelines for micromobility users and providers are ways to mitigate these issues.

Tyler can consider introducing shared micromobility in the City if the demand exists. As transit services expand, the focused introduction of e-scooters and/or e-bikes in near key destinations and transit corridors can provide helpful first- and last-mile connections. A robust permitting program and clear guidelines for both users and providers of shared micromobility should first be in place.

## Transit

Tyler Transit currently provides microtransit and paratransit services to the City of Tyler. The City's on-demand microtransit program replaced the previous fixed-route

### MICROMOBILITY SUITABILITY

Micromobility is most suitable for communities that:

- Have the administrative capabilities to continually monitor shared micromobility companies, including data analysis
- Are able to make necessary infrastructure changes including establishing/expanding bike lanes, widening sidewalks, or introducing traffic-calming measures
- Have had community engagement efforts which revealed the desire for expanded transportation options or decreased congestion
- Want to increase the connectivity of their active transportation system
- Have a generally young, educated population

system and has been well-received by residents. The system utilizes the bus stops from the previous fixed-route service, which reduces the cost of operation but limits the service's reach.

There is a desire to expand the microtransit service to become door-to-door if the funding becomes available. In the interim, analyzing the comprehensive data that accompanies the microtransit system could help to increase efficiency within the system and create opportunity for improvements. Identifying the most common destinations would be helpful for several reasons. Firstly, there is opportunity for Tyler Transit to coordinate with local businesses that are common destinations, such as Walmart, to add stops at their locations. This would streamline pick-ups and drop-offs and create a more comfortable experience for people waiting at these locations. Additionally, investments in active transportation infrastructure should be prioritized in these areas; gaps in the sidewalk or bicycle network in these high-traffic locations should be identified and addressed to allow for first- and last-mile connections.

Stakeholder input reflects growing interest in transit alternatives, particularly in light of congestion challenges in South Tyler and the City's role as a regional employment hub. More than 55,000 workers commute into Tyler daily, creating significant pressure on the roadway system. Expanded transit options could provide congestion relief and broaden access to jobs, education, and services. The Tyler Area MPO is currently exploring a potential passenger rail connection between midtown and downtown. This illustrates the City's long-term vision for multimodal transportation, though implementation remains conceptual and dependent on coordination with Union Pacific, which owns the existing rail corridors.

In the near term, there is opportunity for incremental expansion of the City's microtransit service, paired with strategic planning for regional mobility. Efforts should focus on shaping land use patterns to support higher-density, mixed-use nodes that are conducive to transit.

## Aviation

Aviation is an additional mode of transportation available in Tyler. The Tyler Pounds Regional Airport serves over 150,000 passengers each year and fulfills an essential community purpose. Increasing flight options would greatly expand accessibility to Tyler and could be a tool to attract young people and business professionals. The Tyler Pounds Regional Airport Master Plan identifies several recommended improvements to the airport which should be implemented to fully utilize this important resource.

Figure 34. Tyler Transit Bus



## MULTIMODAL TRANSPORTATION

## Action Items

- *Adopt a Complete Streets Policy.*
- *Consider the introduction of shared micromobility to assist in first- and last-mile connections to transit services.*
- *Align the future land use plan with multimodal improvements.*
- *Coordinate with stakeholders such as TxDOT, Tyler Area MPO, UT Tyler, and TJC to align goals and prioritize active transportation infrastructure.*
- *Implement the recommendations in the Tyler Pounds Regional Airport Master Plan.*

## Roadway Design Standards

The process of constructing a new road or reconstructing an existing road involves adhering to a set of approved design standards for the roadway's functional classification. These can dictate the amount of right-of-way needed, number of lanes, inclusion or exclusion of bike/ pedestrian facilities, spacing of driveways, and more. The typical cross sections provided in the 2021 Master Street Plan illustrate the standard components of each functional classification and street context type. The UDC also contains design standards in *Table 10-156 Minimum Paving Widths*.

Roadway design in Tyler depends heavily on minimum TxDOT standards. While these standards provide consistency, they often produce wide corridors with multiple driveways and fast-moving traffic that create conflicts for pedestrians and cyclists. This also leaves the City with less ability to shape the design of the street network. The design standard elements which need to be addressed include driveway spacing, acceleration/deceleration lanes, access management, driveway consolidation and more. These standards would be addressed in updates to the City's UDC.

Another challenge lies in access management. Corridors such as Broadway Avenue are lined with numerous driveways and curb cuts, leading to frequent conflict points and operational inefficiencies. Without clear local design standards for driveway spacing, cross access between adjacent properties, and turn lanes, future growth will only compound congestion and safety risks. Updating the UDC to establish predictable and enforceable design standards would give Tyler more control over how streets function.

Street design is also closely tied to resilience. Tyler experiences recurring drainage issues that impact both

mobility and infrastructure performance. Streets that double as drainage channels are often damaged during severe rain events, leading to higher maintenance costs and unreliable connectivity. By integrating green infrastructure elements, such as bioswales, permeable pavement, and stormwater retrofits, into street design, Tyler can manage runoff, extend pavement life, and improve the pedestrian environment.

Additionally, Tyler has an opportunity to embrace a Complete Streets approach to guide all future roadway projects. Complete Streets policies emphasize designing for all users, including drivers, pedestrians, cyclists, and transit riders, rather than prioritizing one mode over others. For Tyler, this means ensuring that, where appropriate, new and reconstructed corridors include sidewalks, safer crossings, bicycle facilities, transit accommodations, and green infrastructure. The first step in this approach is adopting a formal Complete Streets Policy which outlines the City's vision and commitment to this approach.

Re-designing existing streets can be a lower-cost way to make gradual improvements to known issue areas. Roadway rightsizing re-allocates the right-of-way to ensure all users can safely travel on a certain road, often through restriping. Good candidates for rightsizing have high crash rates, high speeds, relatively low traffic volumes, and are near pedestrian-oriented land uses like schools, transit stops, civic centers, or retail. There are two completed rightsizing projects within Tyler: Garden Valley Road and Martin Luther King Jr. Boulevard. Gentry Parkway is a candidate for future rightsizing. As it is operated and maintained by TxDOT, any changes to Gentry Parkway would not be under the jurisdiction of the City of Tyler.

## ROADWAY DESIGN STANDARDS

## Action Items

- *Update UDC and Engineering and Construction Standards requirements for driveway spacing, cross access, and right-turn deceleration lanes.*
- *Adopt updated design standards.*
- *Adopt a Complete Streets Policy.*
- *Consider candidates for roadway rightsizing, reallocating space for sidewalks, bike lanes, and landscaping.*
- *Integrate green infrastructure into street design.*
- *Develop a roadway maintenance plan which considers partnerships with EDC to utilize resources from PIDs and TIRZs.*

## Funding

Rising construction costs and limited local revenue pose a major challenge for Tyler. The City relies heavily on the Half Cent Sales Tax for transportation projects, which limits the ability to take on multiple large-scale projects simultaneously. As costs rise, delaying projects becomes increasingly expensive, making timely execution critical. Therefore, the proper prioritization of projects is crucial. The City should focus on high-impact projects that align with regional goals so that funding, momentum, and support can be leveraged.

To help with prioritization, the City of Tyler can consider using temporary demonstration projects to prove efficacy before fully implementing a project. One example that has already been done is the traffic lights in downtown. The City was interested in transitioning from full traffic lights to all-way stops. As a pilot program, the traffic lights were all programmed to be flashing red lights to simulate stop signs. The changes were deemed successful, and this low-cost solution saved the City thousands in infrastructure costs. This also helps to build support from the public by showing tactile examples of potential improvements and the trade-offs required to implement them. While this may not be plausible on all streets in Tyler due to environmental and jurisdictional conditions, temporary demonstration projects can be a low-cost, high-yield exercise when utilized.

Implementation costs can also be reduced by integrating transportation improvements into projects that are already planned or funded for other purposes. By "stacking" efforts, such as adding bicycle striping during routine asphalt resurfacing, the City can take advantage of existing

capital or maintenance programs to deliver roadway enhancements more cost-effectively.

Additionally, as discussed on page 87, funding at the MPO level is limited based on the population living in the metropolitan area, so the high volume of workers commuting into Tyler every day creates additional demand on the transportation system that cannot be addressed using this funding source. The Tyler Area MPO offers educational resources to cities in the region to aid in applying for grant funding to plan and implement large projects.

Stakeholders expressed concerns about whether Tyler can continue to deliver large projects without additional funding sources. The City can address these challenges by developing a long-term financial plan that also leverages State and federal funding programs, many of which prioritize multimodal and safety-focused projects. Some examples are listed in Table 3 on the following page.

## FUNDING

## Action Items

- *Pursue state and federal funding opportunities, such as Transportation Alternatives and Safe Streets for All (SS4A) grants.*
- *Expand demonstration projects to pilot improvements before full investment.*
- *Develop a long-term financial plan to diversify revenue sources and reduce reliance on the Half Cent program.*
- *Utilize the Tyler Area MPO as a resource for funding opportunities and best practices.*

**Table 3.** State and Federal Transportation Funding Sources

#	Program Name	Administering Agency	Eligible Projects	Local Match	How to Apply
1	Highway Safety Improvement Program (HSIP)	TxDOT	Safety upgrades: intersections, signals, lighting, pedestrian crossings, guardrails	10%	Submit projects to TxDOT
2	RAISE (Rebuilding American Infrastructure with Sustainability & Equity)	U.S. DOT	Multimodal projects, complete streets, freight, resilience	20% typical (may vary)	Apply directly to U.S. DOT
3	Safe Streets and Roads for All (SS4A)	U.S. DOT (FHWA)	Vision Zero plans, safety planning, safety infrastructure projects	20% (10% for planning)	Apply directly to U.S. DOT
4	FTA Section 5307 (Urbanized Area Formula Grants)	Federal Transit Administration	Transit operations, rolling stock, capital projects	20% capital; 50% operating	Apply through FTA / local transit agency
5	FTA Section 5310 (Enhanced Mobility of Seniors & Individuals with Disabilities)	Federal Transit Administration	Accessible vehicles, paratransit, mobility services	20% capital; 50% operating	Apply through FTA / local transit agency
6	FTA Section 5339 (Bus & Bus Facilities)	Federal Transit Administration	Buses, shelters, transit facilities	20%	Apply through FTA / local transit agency
7	PROTECT (Resilience Program)	U.S. DOT (FHWA)	Flood-proofing, drainage retrofits, green infrastructure, resilience projects	20% typical, up to 40%	Apply directly to U.S. DOT (coordination with TxDOT if state routes involved)
8	INFRA / Mega Grants	U.S. DOT	Large-scale freight, highway, and multimodal projects	20% typical	Apply directly to U.S. DOT
9	TxDOT Category 2, 7, and 9 Funds	TxDOT & MPOs	Cat. 2: regional mobility; Cat. 7: STBG-MPO flexible; Cat. 9: bike/ped	20%	Apply through MPO/TxDOT allocation
10	Texas Infrastructure Resiliency Fund (TIRF)	State of Texas	Flood control and drainage tied to transportation	Varies (20–25%)	Apply directly to State of Texas
11	State Infrastructure Bank (SIB)	TxDOT	Roadway projects (on or off-system) eligible for funding under United States Code, Title 23 or Title 49	Loan	Apply through TxDOT

# 2026 MASTER STREET PLAN

The Master Street Plan identifies the locations of existing and future thoroughfares along with their functional classifications. The functional classification system defines the design standards and performance expectations for each roadway type to ensure they operate efficiently and support the community's transportation objectives.

A full, comprehensive update to the 2023 Master Street Plan (Map 19 on page 92) is recommended. This update should identify issues and needs based on public and stakeholder engagement efforts, observed and projected traffic volumes, crash data, and traveler demographics. An updated Master Street Plan map, updated street design standards and typical cross sections, priority projects, funding opportunities for implementation, and policy recommendations should be included. This update to the Master Street Plan can be a part of a larger Mobility Master Plan which considers all modes of transportation, including walking, biking, and transit.

When the Master Street Plan is updated, the following recommendations should be considered based on previous planning efforts and ongoing projects:

- Recommendations from the South Tyler Mobility Study:
  - Waljim Street extended and realigned
  - Future Minor Arterial from Jeff Davis Drive to Paluxy Drive realigned, added connection to Cumberland Road
  - Market Square Boulevard extensions added and realigned
- Rhones Quarter Road at Shiloh Road realigned based on TxDOT project alignment

The following changes were made to *Table 10-156 Minimum Paving Widths* from Tyler's UDC to create recommended design standards shown in Table 4:

- Commercial Street: Active Mobility Element changed from 4' sidewalk both sides @ 5.5' back of curb to 10' shared-use path both sides. ROW increased to 65' from 60' and face-to-face (F2F) reduced to 36' from 40'
- Minor Arterial: Urban ROW reduced to 100' from 110'. Urban Core ROW reduced to 90' from 110'
- Principal Arterial: Urban ROW reduced to 110' from 130'. Urban Core ROW reduced to 100' from 130'

**Figure 35.** Open House Participants Discuss Transportation Issues in Tyler



## Recommended Design Standards

**Table 4.** Recommended Design Standards

Type	Functional Classification	ROW Width (ft)	Face to Face (ft)	Travel Lanes	Median Width (ft)	Left-Turn Lane Width	Residential Lot Capacity	Active Mobility Element (where recommended in the Active Tyler Plan)
	Cul-De-Sac	55'	28'	2			≤60	4' sidewalk both sides @ 5.5' back of curb [6]
	Local Street	55'	28' [1]	2			≤60	4' sidewalk both sides @ 5.5' back of curb [6]
E - Minor Collector	Rural	60'	24' [4]	2			≥61	
	Suburban	60'	32'	2			≥61	10' shared-use path both sides @ 3.5' back of curb
	Urban	60'	40'	2			≥61	6' sidewalk both sides @ 2.5' back of curb plus a 5' bike lane both sides buffered 2' from travel lane
	Urban Core	60'	28'	2			≥61	6' sidewalk both sides buffered 2' from cycle track both sides @ 2.5' back of curb
D	Commercial Street	<b>65'</b>	<b>36'</b>	2				<b>10' shared use path both sides @ 4' back of curb</b>
C - Major Collector	Rural	70'	24' [2][4]	2			≥61	
	Suburban	70'	40' [2]	2	1 @ 13'		≥61	10' shared-use path both sides @ 4.5' back of curb
	Urban	70'	52'	2	1 @ 12'		≥61	6' sidewalk both sides @ 2.5' back of curb plus 5' bike lane both sides buffered 2' from travel lane
	Urban Core	70'	40' [2]	2	1 @ 13'		≥61	6' sidewalk both sides buffered 2' from 5' bike lane both sides @ 2.5' back of curb
B - Minor Arterial	Rural	110'	24' each direction [4]	4	20'	1 @ 13' [5]		12' shared-use path one side or alternative at least 12' back of shoulder
	Suburban	110'	28' each direction	4	20'	1 @ 13' [5]		10' shared-use path both sides @ 6' back of curb
	Urban	<b>100'</b>	28' each direction	4	40'	1 @ 13' [5]		6' sidewalk both sides buffered 2' from 5' bike lane both sides @ 3' back of curb
	Urban Core	<b>90'</b>	36'	2		1 @ 12' [5]		14' sidewalk both sides buffered 2' from 5' bike lane both sides @ 4' back of curb
A - Principal Arterial	Rural	130'	24' each direction [4]	4	16'	1 @ 13' [5]		10' shared-use path both sides at least 20' back of shoulder
	Suburban	130'	40' each direction	6	16'	1 @ 13' [5]		10' shared-use path both sides @ 6' back of curb
	Urban	<b>110'</b>	40' each direction	6	16'	1 @ 13' [5]		6' sidewalk both sides buffered 2' from 5' bike lane both sides @ 3' back of curb
	Urban Core	<b>100'</b>	48' [2]	4				9' sidewalk both sides buffered 2' from 5' bike lane both sides @ 4' back of curb

*Bold text indicates that the standard has been updated from the previously-adopted standards.*





## CHAPTER 6

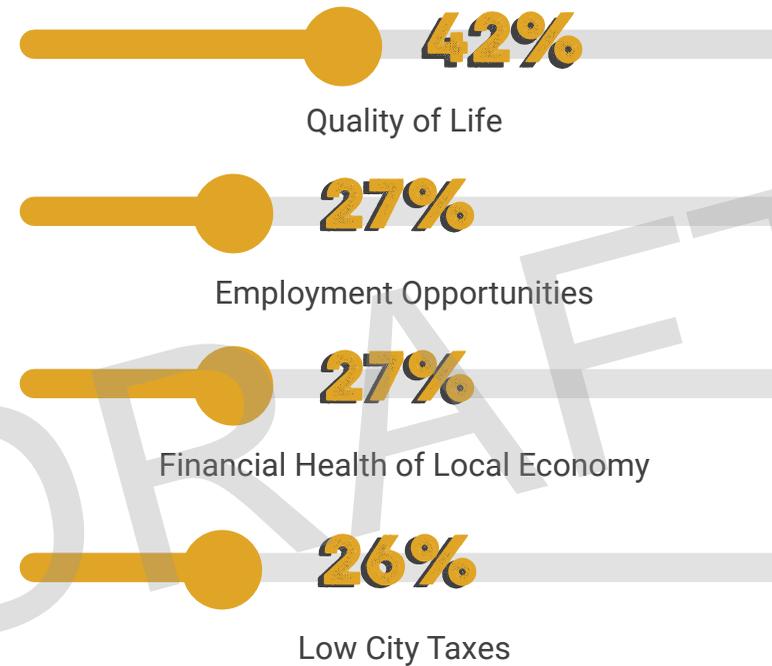
# ECONOMIC DEVELOPMENT & FISCAL RESILIENCE

## WHAT'S INCLUDED IN THE CHAPTER

This chapter provides an overview of the economic trends in the City of Tyler. The chapter presents the results of the fiscal analysis conducted based on the FLUM acreages. It also provides strategies for economic development in the City.

## WHAT WE HEARD

### FOUR ASSETS MOST IMPORTANT TO RESPONDENTS



Source: Statistically Valid Survey

### OTHER

- Invest in creating more economic opportunities for residents particularly in areas beyond south Tyler.
- Lower property taxes and better job opportunities.
- Add employers to the tax base to financially support the future plans.

# TYLER TODAY

As Tyler seeks to broaden its economy and build a more dynamic employment base, it finds itself in a favorable position. Demographics trends that include a growing regional population and a new Downtown Square create opportunities for businesses recruitment and retention. The Socioeconomic Analysis evaluates demographic and economic trends emerging in Tyler and Smith County. The results of the analysis can help the City of Tyler build long-term economic resilience.

## Population

The City of Tyler is one of the largest cities in East Texas. Since 2010, Tyler's population has increased by 15.4 percent, adding more than 14,000 new residents. The 2024 population estimate for Tyler is 112,204 residents. Tyler has consistently represented about half of Smith County's overall population. As a point of reference, Smith County's population expanded by 18.3 percent over this period. Tyler's population growth is above the city of Longview, but well behind the much faster State of Texas. Over the next 20 years, the Texas Water Development Board projects the Tyler area will add 20,000 residents. In the short term, Tyler should continue to grow at a compound annual growth rate of 1.0 percent per year. This will create demand for local goods and services, but might not create enough excess labor supply to recruit a large employer.

Figure 36. Regional Population (2024)

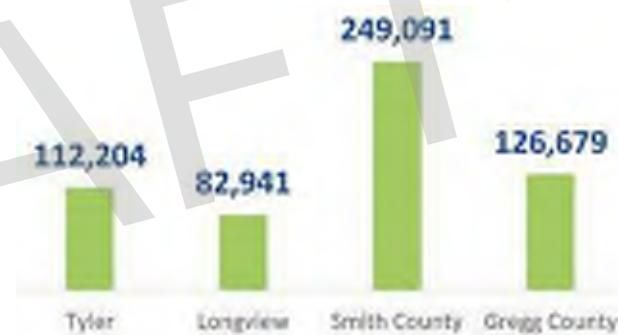
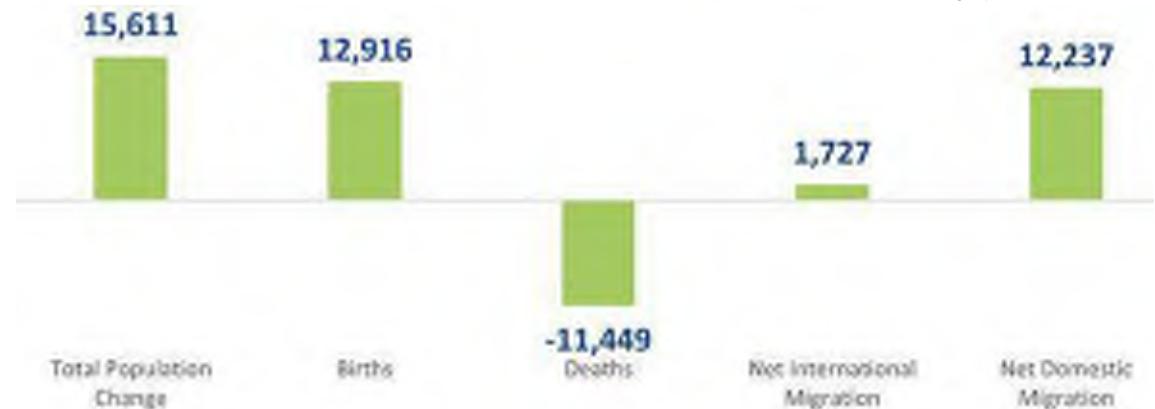


Figure 37. Population Growth Rates (2010 to 2024)



Figure 38. Components of Resident Population Change for Smith County (2020 to 2024)

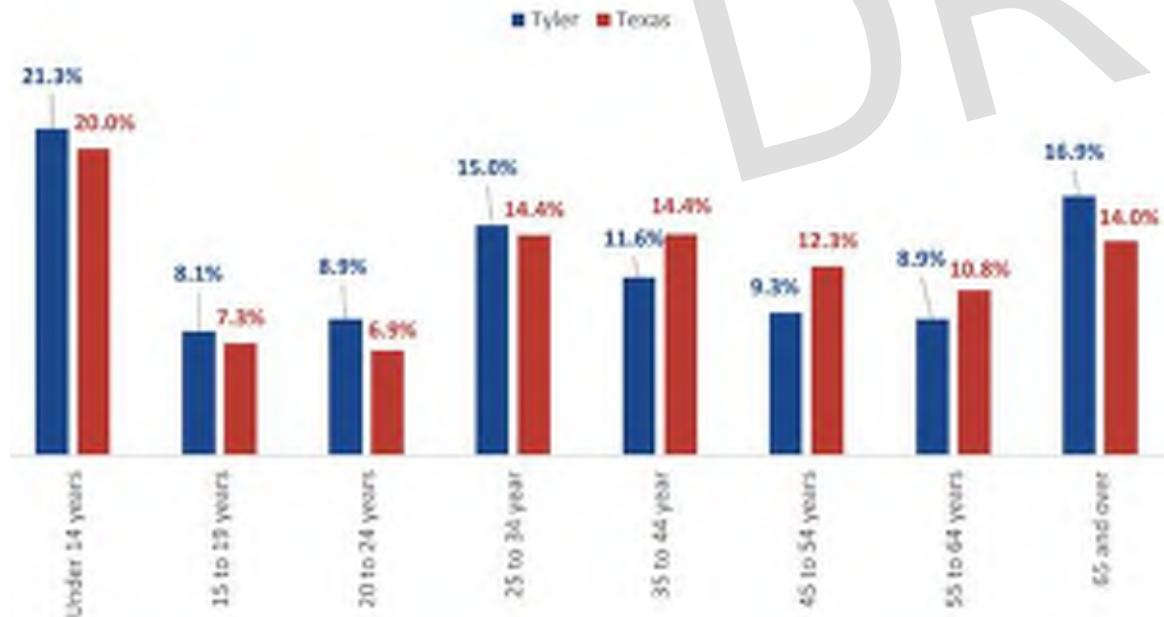


Source: U.S. Census Bureau

## Age

Tyler's population is similar to the state of Texas, but has a slightly larger percentage of residents 65 and over. This group represents nearly 16.9 percent of the local population compared to 14 percent of the total Texas population. The median age of a Tyler resident is 33.4 versus the Texas median age of 35.9. The age distribution has changed little over the past 10 years. Tyler and Smith County's overall population and age distribution is influenced by the positive net migration of residents moving to the region. Without this positive net in migration, Tyler's population would be relatively flat.

Figure 40. Age Distribution



Source: U.S. Census Bureau - 2024 ACS 1-Year Estimate

Figure 39. Median Age



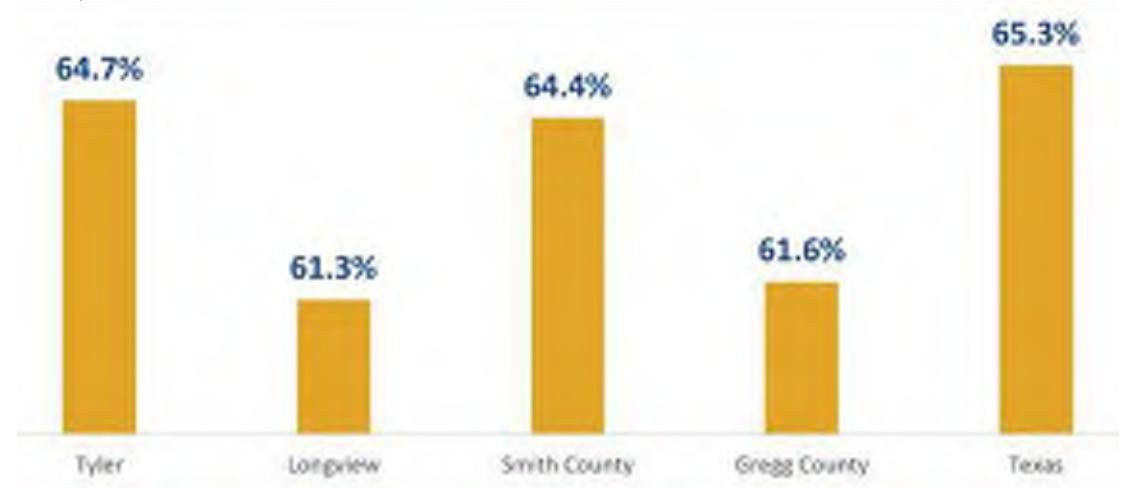
Source: U.S. Census Bureau - 2024 ACS 1-Year Estimate

## Labor Force Participation

The number of Tyler residents in the labor force has increased at a slightly faster pace than population growth over the past decade. In 2024, the Texas Workforce Commission reported that 55,234 Tyler residents were in the labor force. The city's unemployment rate for 2024 was 3.8 percent, significantly below the peak of 7.9 percent in 2010. Approximately 64.0 percent of the Tyler population is categorized as in the labor force, comparable to the statewide labor force participation rate of 65.4 percent.

Another metric used to evaluate the health of a labor market is the share of local jobs held by residents. This can be evaluated using two statistics: 1) the % of Tyler residents who work in the city and 2) the % of overall jobs in the city held by Tyler residents. In 2022, 48.8 percent of Tyler residents indicated they worked at a job within their place of residence. This implies over 20,000 residents commute outside the city each day for work. Based on data from the US Census Bureau LEHD program, 71.0 percent of employees at Tyler-based businesses (or 55,000 workers) commute to the city each day for work. This indicates Tyler-based businesses can draw upon a regional labor market without overly relying on existing residents.

Figure 41. Percentage of Working Age Residents in the Labor Force (16 Years and Over)



Source: U.S. Census Bureau - 2024 ACS 1-Year Estimate

## Where Residents Work

Based on full-time employment data for full-time workers over the age of 16, nearly 40.0 percent of Tyler residents work in the Educational Services, Health Care and Social Assistance, and Retail Trade sectors. This is not surprising given the city is home to several large hospitals as well as UT Health East Texas. The region is below the statewide average for high paying industries such as professional services, finance, and manufacturing.

For 2024, 6 percent of Tyler residents worked from home. This is much higher than the 2013 figure of 2.8 percent. This is a smaller percentage than the averages for Smith County and Texas. Remote or work-from-home jobs tend to be professional services jobs that pay high wages. However, more and more companies are asking employees to return to the office a few days a week. While many smaller and rural communities across the country attracted remote workers during the peak of the COVID-19 pandemic, this trend appears to be reversing.

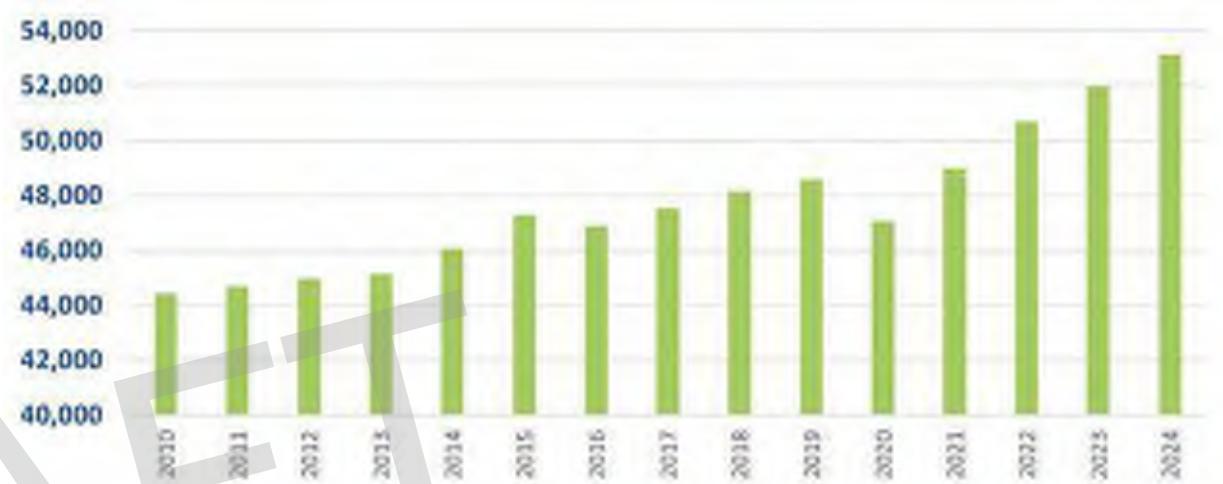
## Tyler-Based Employment

Total employment at businesses located within Tyler has remained stable over the past decade. In 2022, there were approximately 78,874 jobs at Tyler-based employers. Between 2010 and 2022, Tyler-based companies lost 1,300 jobs, a growth rate of negative 1.7 percent. Since 2010, employment opportunities at Tyler-based companies have grown slower than overall population. While employment within Tyler remained stable, Smith County added over 6,600 new jobs. Depending on how Tyler expands its city limits, total employment might not fluctuate significantly over the next few years.

Based on a review of Smith County establishment startups and exits datasets, businesses do not appear to have unique challenges in the Tyler area. About the same percentage of establishments open and close in Tyler County as elsewhere in the state. This indicates the region has a favorable businesses climate compared to other places in Texas. Given the limited labor force, promoting small business start-ups and entrepreneurship is an opportunity to attract small firms to the area, and diversify employment opportunities.

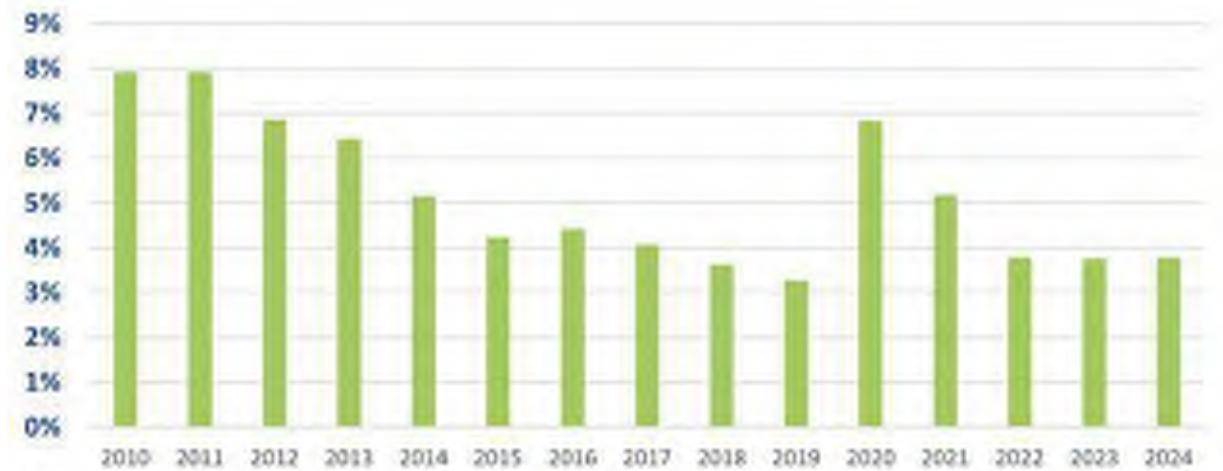
A location quotient (LQ) is an analytical statistic that measures a region's industrial specialization relative to the United States. An LQ is computed as an industry's share of total regional employment divided by the industry's share of the national total employment. Using employment data from ESRI, it was possible to compute Tyler's LQ. Tyler has relatively strong concentrations in Health Care & Social Assistance, Accommodation and Food Services, Mining, and Construction.

Figure 42. Employed Tyler Residents



Source: Texas Workforce Commission

Figure 43. Unemployment Rate for Tyler Residents

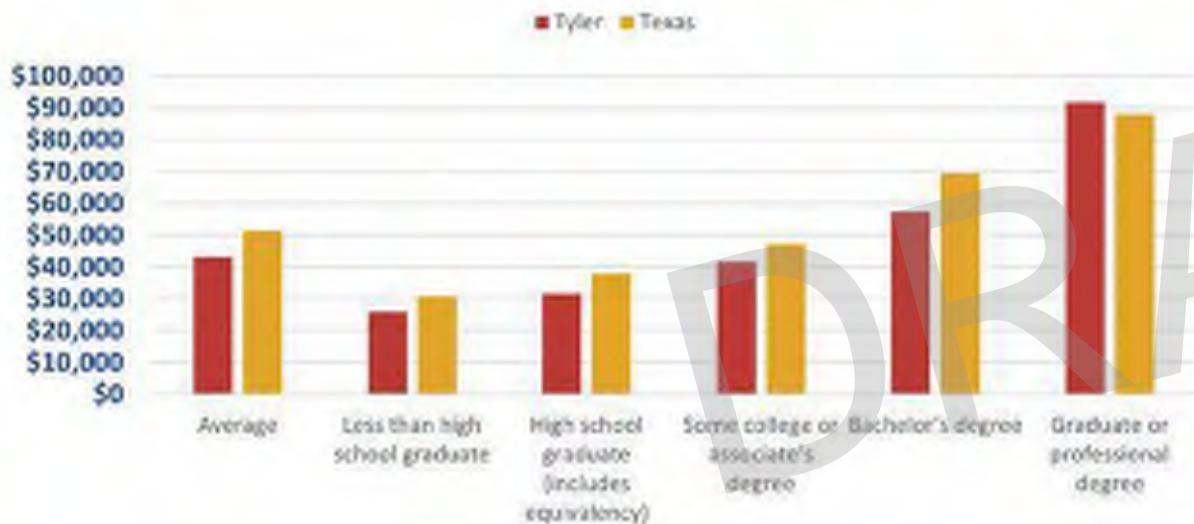


Source: Texas Workforce Commission

## Wages and Income

Similar to other communities in East Texas, Tyler's wage and income levels are below the statewide averages. It is not projected that Tyler wage and income levels will reach parity with the statewide figures. In 2024, Tyler's median household income was \$70,101 versus \$79,721 for the State of Texas. Tyler's per capita income was \$34,705 versus \$41,614 for the State of Texas for this same period.

Figure 44. Tyler Median Earnings by Educational Attainment



Source: U.S. Census Bureau - 2024 ACS 1-Year Estimate

Figure 45. Median Household Income

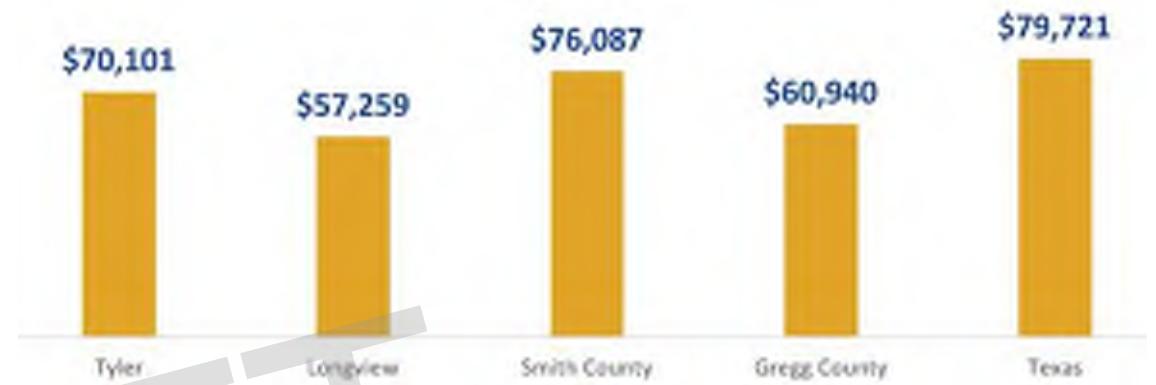
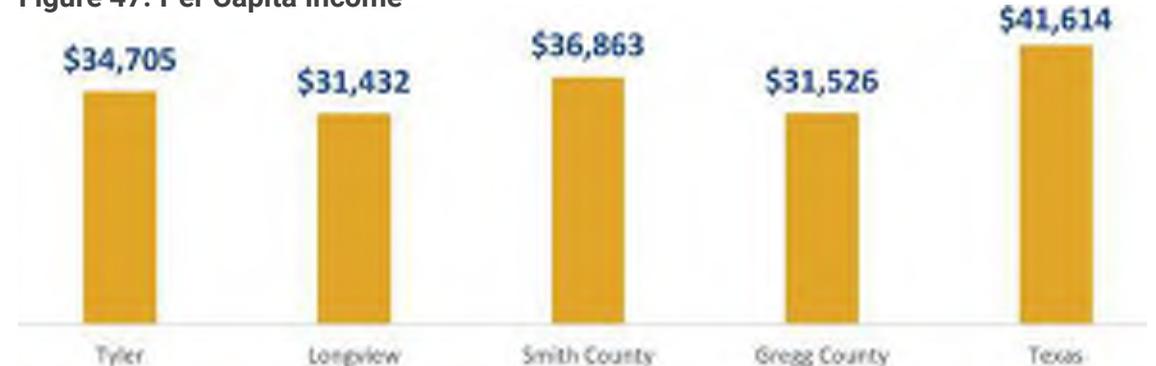


Figure 46. Average Household Income



Figure 47. Per Capita Income



Source: U.S. Census Bureau - 2024 ACS 1-Year Estimate

## Visitor Activity

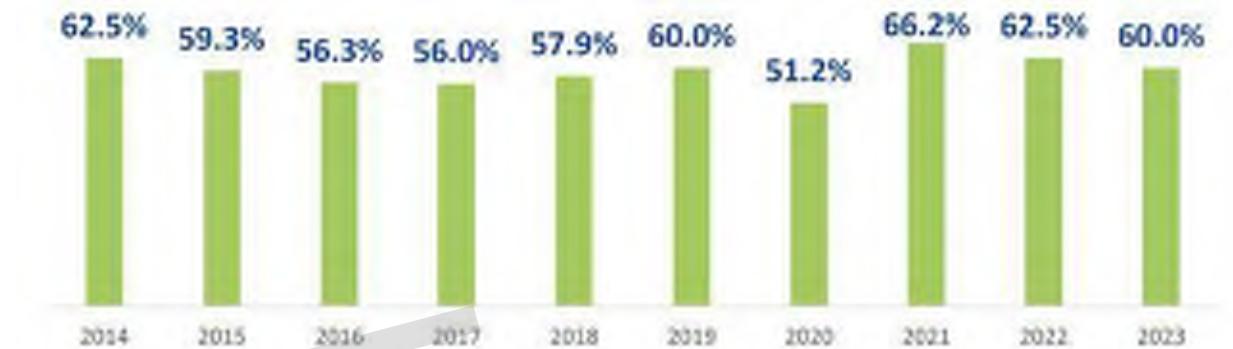
Visitor activity plays an important role in the Tyler economy. According to the Governor’s Economic Development & Tourism Department, tourism spending supports over 3,100 local jobs, \$107.0 million in direct earnings, and \$6.4 million in local tax receipts. Direct tourism spending supports roughly 3.9 percent of all jobs in Tyler. To capture the full potential of tourism activity, Tyler should focus on developing unique destinations and experience that keep people in Tyler for multiple days spending money.

**Table 5. Tourism Activity in Tyler**

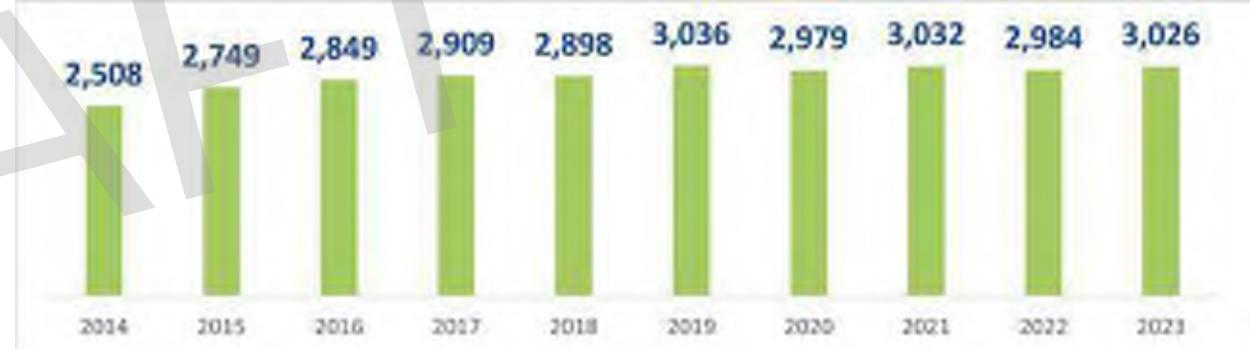
Year	Total Direct Travel Spending	Total Direct Earnings	Total Direct Employment	Local Visitor Tax Receipts
2010	\$251,405,255	\$58,726,299	2,660	\$3,261,875
2011	\$266,333,098	\$59,108,569	2,680	\$3,458,570
2012	\$274,389,771	\$62,559,807	2,770	\$3,623,487
2013	\$285,162,886	\$64,960,529	2,800	\$3,784,645
2014	\$298,266,059	\$68,524,265	2,840	\$4,022,184
2015	\$285,525,670	\$69,010,277	2,770	\$4,255,408
2016	\$267,780,053	\$70,636,746	2,730	\$4,054,871
2017	\$282,530,023	\$78,086,139	2,960	\$4,495,725
2018	\$294,216,823	\$75,514,459	2,940	\$4,625,681
2019	\$311,608,569	\$82,646,072	3,120	\$4,970,898
2020	\$254,439,955	\$75,328,238	2,680	\$4,189,331
2021	\$333,158,548	\$88,673,398	2,920	\$6,159,360
2022	\$353,627,646	\$98,416,126	3,080	\$5,956,306
2023	\$353,449,799	\$104,494,651	3,140	\$6,168,455

Source: State of Texas, Office of the Governor, Economic Development & Tourism

**Figure 49. Occupancy Rate in Tyler**



**Figure 48. Number of Rooms Available in Tyler**



**Figure 50. Revenue per Available Room in Tyler**



Source: Source Strategies

## Real Estate

New single-family and multifamily housing trends are correlated with population growth. Since 2010, an average of 279 single-family housing units per year have been permitted. Multifamily starts (more than 2 units) averaged 78 units per year over this same period. According to data from the Texas A&M Real Estate Center, the average sales price of a Tyler home has increased from \$177,607 in 2011 to \$354,972 in 2024. This far outpaces the growth in local income levels. Relative to other peer communities within the region, Tyler's housing costs are more expensive than most communities. The total number of annual home sales has fallen 20.1 percent from the peak in 2020. Tyler's available inventory of single-family housing has risen to 1.45 months of supply. The Texas A&M Real Estate Center believes an inventory level of around 4.1 months represents a balanced housing market. When inventory levels fall to less than 6 months, sellers have more control over price, often resulting in a rise in housing prices.

Figure 51. Annual Home Sales

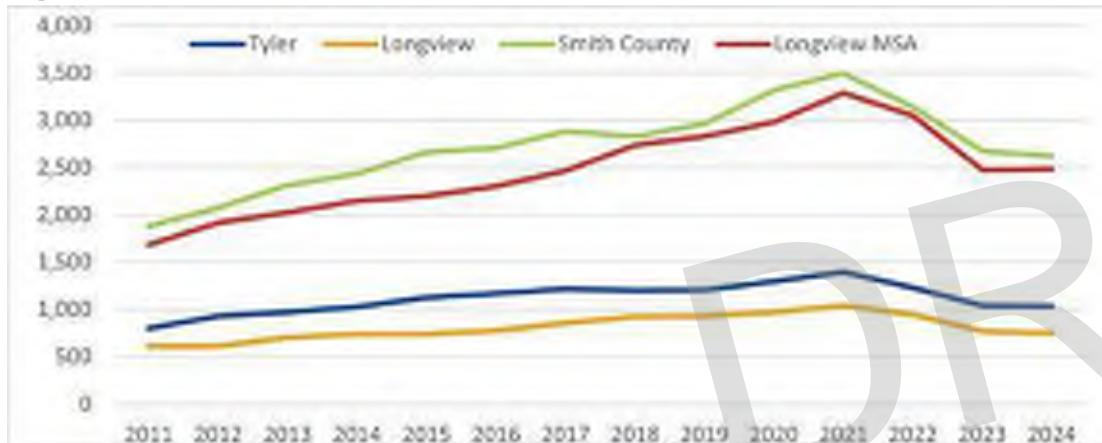
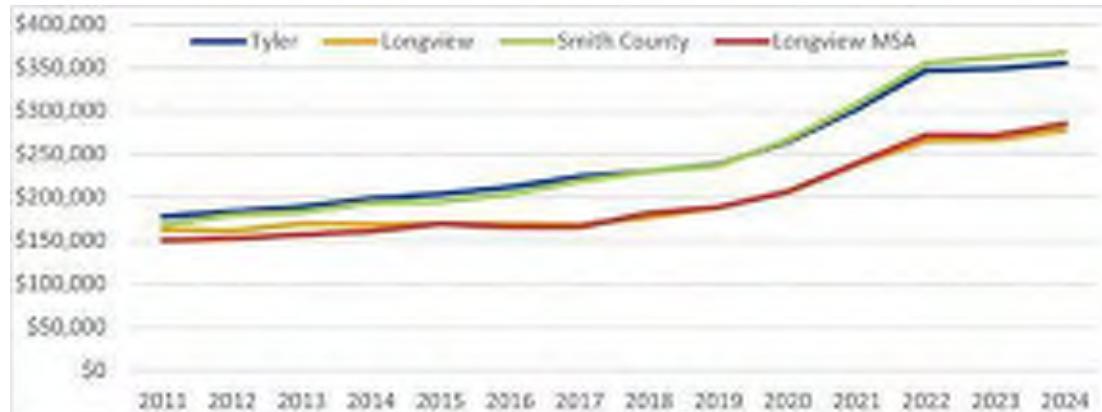


Figure 52. Average Home Sales Price



Source: Texas A&M Real Estate Center

Figure 53. Tyler Single-Family Residential Units Permitted by Year



Source: US Census Bureau Building Permits Survey

Figure 54. Tyler Multifamily Residential Units Permitted by Year



Source: US Census Bureau Building Permits Survey

# Tax Revenue

Over the past decade, Tyler's property tax revenue has increased by more than 83.6 percent. In FY 2024, general fund property tax revenue was \$29.1 million. Sales tax revenue has also been growing in Tyler. For FY 2024, sales tax collections were \$65.6 million. Between FY 2015 and FY 2024, sales tax revenue increased by 45.7 percent. For 2023, hotel occupancy tax revenue was approximately \$4.1 million.

Figure 55. Tyler Property Taxes, Levied for General Purposes by Fiscal Year

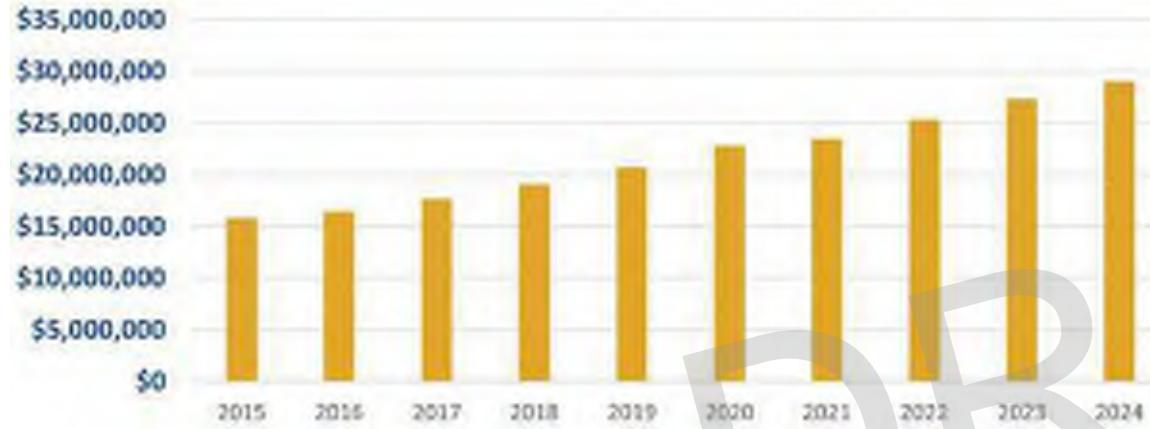
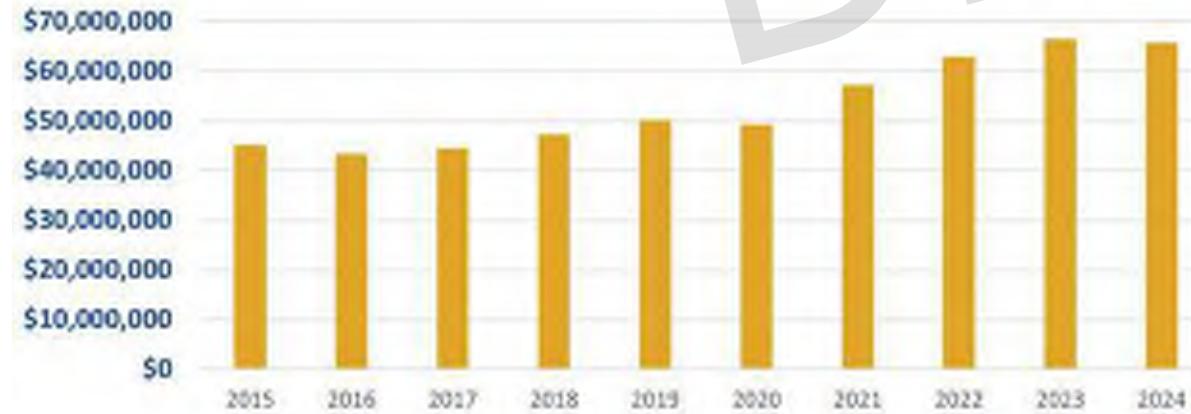
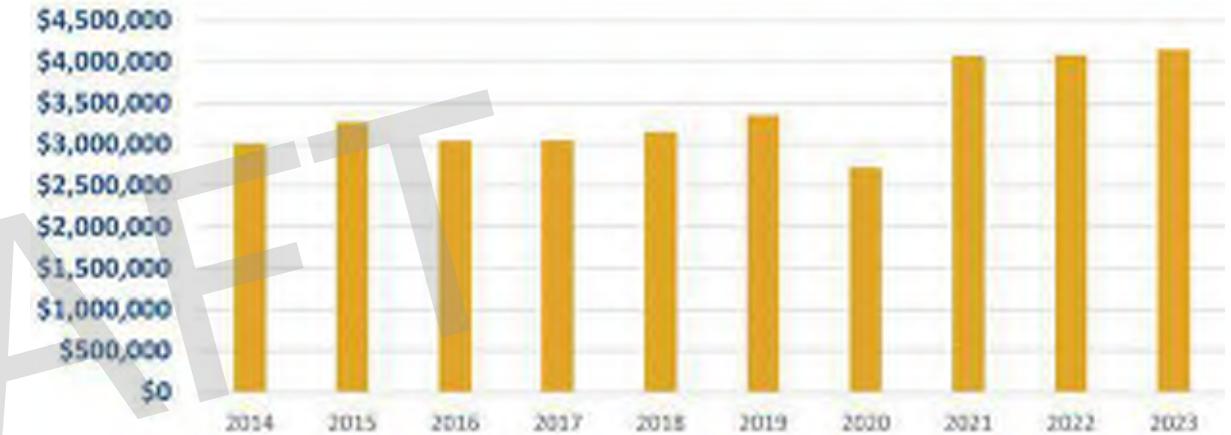


Figure 56. Tyler Sales Tax Revenue by Fiscal Year



Source: City of Tyler Annual Comprehensive Financial Report

Figure 57. Tyler Hotel/Motel Tax Revenue by Year @ 7%



Source: Source Strategies, TXP

## Future Demand

Based on a forecast from Moody's Analytics, Smith County businesses are projected to add 16,000 employees by 2034. A large percentage of these jobs will likely be in Tyler. The Education & Health Services sector, for example, is forecasted to add over 4,300 jobs. These jobs will likely be located near the existing large facilities in Tyler. The Professional & Business Services sector is expected to generate 1,900 jobs. A separate retail demand forecast from ESRI projects strong consumer demand for restaurants, entertainment, and shopping in Tyler. Taken together, the future for Tyler is bright but consistent with past growth trends. If Tyler wants to change its future trajectory, the community will need to develop a bold plan that leverages the resources of all economic development partners.

Table: Smith County Employment Forecast

Description	2024	2034	Change	% Change
Natural Resources & Mining	1,668	1,818	149	9.0%
Construction	5,850	6,850	1,000	17.1%
Manufacturing	7,570	8,000	430	5.7%
Wholesale Trade	5,872	6,533	661	11.3%
Retail Trade	14,456	16,665	2,209	15.3%
Transportation, Warehousing, & Utilities	5,498	6,199	701	12.7%
Information	1,499	1,614	115	7.7%
Financial Activities	4,697	5,425	728	15.5%
Professional & Business Services	11,818	13,699	1,881	15.9%
Education & Health Services	27,048	31,369	4,321	16.0%
Leisure & Hospitality	12,410	14,213	1,804	14.5%
Other Services (except Public Administration)	4,331	4,939	608	14.0%
Government	14,865	16,293	1,429	9.6%
<b>Total</b>	<b>117,581</b>	<b>133,616</b>	<b>16,035</b>	<b>13.6%</b>

Source: Moody's Analytics

Table: Tyler Retail Demand Outlook for Key Sectors

Description	2024	2029	Projected Growth
<b>Apparel and Services</b>	<b>\$87,046,136</b>	<b>\$101,254,202</b>	<b>\$14,208,066</b>
<b>Entertainment &amp; Recreation</b>	<b>\$142,062,249</b>	<b>\$165,303,752</b>	<b>\$23,241,503</b>
<b>Food</b>	<b>\$402,729,350</b>	<b>\$468,542,661</b>	<b>\$65,813,311</b>
Food at Home	\$261,492,698	\$304,224,205	\$42,731,507
Food Away from Home	\$141,236,652	\$164,318,456	\$23,081,804
<b>Health</b>			
Nonprescription Drugs	\$6,503,948	\$7,567,611	\$1,063,663
Prescription Drugs	\$15,844,515	\$18,435,832	\$2,591,317
Eyeglasses and Contact Lenses	\$4,427,643	\$5,151,374	\$723,731
<b>Household Furnishings and Equipment</b>			
Household Textiles	\$4,771,481	\$5,550,989	\$779,508
Furniture	\$35,300,066	\$41,072,664	\$5,772,598
Rugs	\$1,512,439	\$1,760,347	\$247,908
Major Appliances	\$20,611,056	\$23,991,772	\$3,380,716
Housewares	\$3,768,071	\$4,383,844	\$615,773

Source: ESRI

# ECONOMICS OF LAND USE

Land use plays a pivotal role in Tyler’s economic health and it’s ability to deliver high-quality services over time. Each development pattern whether low-density residential or high-density mixed-use carries a distinct cost and revenue implications for the City. As Tyler continues to grow, an understanding of the fiscal impact of land use will be necessary to continue making informed decisions that promote financial resilience, maximizing existing infrastructure and balancing long-term service obligations with the resources available.

## Efficient Use of Land

An efficient use of land allows Tyler to grow in a way that maximizes the return on public investment while preserving the character and function of the community. Thoughtful development patterns can reduce infrastructure costs, support more efficient service delivery and generate stronger tax revenue per acre. Whether the goal is to maintain fiscal responsibility, make better use of existing roads and utilities, or ensure that growth pays for itself, efficient land use is a key driver of long-term economic resilience.

## Utilization of Existing Infrastructure

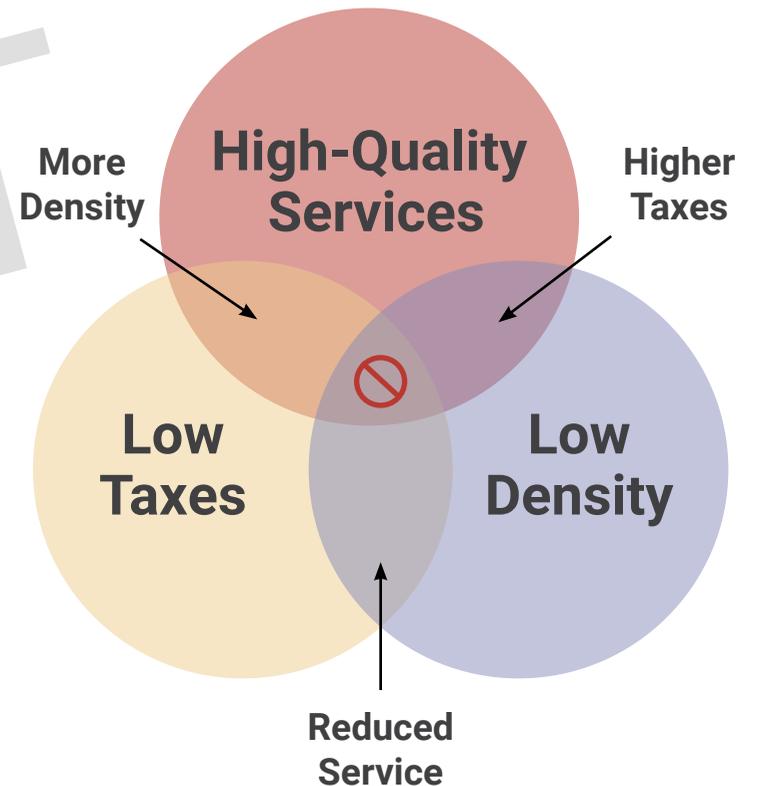
The use of existing infrastructure allows Tyler to grow more efficiently by avoiding the high costs of building new roads, utility systems and public facilities. Focusing development in areas where infrastructure already exists helps reduce capital expenses and ongoing maintenance, and helps keep taxes lower over time. By prioritizing infill and redevelopment, the City can manage growth in a way that strengthens its financial position without compromising the quality of essential services.

## Maximizing City Revenue

Some land uses generate more revenue than others, making the efficient use of land a critical tool for supporting Tyler’s financial stability. Compact, higher-value development such as mixed-use developments and commercial corridors can produce significantly more tax revenue per acre than low-density residential areas, while also placing fewer demands on infrastructure and services. By encouraging land uses that offer a substantial fiscal return, the City can better fund public services, maintain infrastructure and reduce the ong-term financial burden on residents.

## Land Use Trade-Offs

All land use decisions involve trade-offs. Low-density residential development generally have higher service costs, which means higher taxes - or accepting diminished service quality over time. Conversely, high-density development is more likely to pay for itself and helps distribute the tax base.



# FISCAL ANALYSIS

To estimate the cost to serve each land use category, this analysis starts with the City of Tyler’s adopted General Fund budget for Fiscal Year 2025-2026, totaling \$255.9 million. Rather than dividing this amount evenly across all land, the approach separates expenses into fixed and variable costs and revenues into household- and job-related shares. Using 2025 estimates for population and households, the model calculates average revenues and expenses per household and per job. These per-unit values are then applied to the FLUM categories, based on their expected population, density, and employment levels once completely built out. Multipliers and service units are also used to reflect how different land uses place greater or lesser demand on city services like police, fire, and public works. This method provides a more direct link between the preferred land use pattern and the City’s long-term fiscal outlook.

**Table 6. FLUM Buildout Assumptions**

LAND USE CATEGORY		BUILDOUT POPULATION	BUILDOUT EMPLOYMENT
●	Neighborhood Residential	29,311	6,092
●	Mixed Residential	34,863	3,481
●	Innovation Mixed Use	6,216	7,866
●	Neighborhood Center	2,680	2,283
●	Downtown	667	1,391
●	Commercial	728	6,828
●	Community Activity Center	9,410	7,358
●	Regional Activity Center	4,436	3,468
●	Campus	508	3,390
●	Manufacturing and Logistic	-	21,840
●	Parks and Preserve	-	-
<b>Total</b>		<b>88,818</b>	<b>63,997</b>

**Table 7. Per Acre Fiscal Analysis - Undeveloped FLUM**

FLU Category	Per Acre					
	Property Tax	Sales Tax	Other GF	Total	Cost	Net
Neighborhood Residential	\$2,564	\$794	\$1,143	\$4,501	-\$4,543	-\$42
Mixed Residential	\$7,400	\$1,324	\$3,771	\$12,495	-\$14,991	-\$2,496
Parks and Preserves	\$0	\$0	\$0	\$0	\$0	\$0
Commercial	\$2,529	\$10,376	\$1,218	\$14,123	-\$4,843	\$9,281
Campus	\$4,673	\$5,271	\$2,320	\$12,264	-\$9,224	\$3,040
Downtown	\$4,660	\$7,906	\$2,623	\$15,189	-\$10,428	\$4,762
Manufacturing & Logistics	\$3,203	\$2,471	\$837	\$6,511	-\$3,327	\$3,184
Innovation Mixed Use	\$3,170	\$6,424	\$1,872	\$11,465	-\$7,440	\$4,026
Neighborhood Center	\$3,758	\$6,176	\$2,335	\$12,270	-\$9,281	\$2,988
Community Activity Center	\$4,596	\$7,412	\$2,977	\$14,985	-\$11,835	\$3,150
Regional Activity Center	\$5,515	\$8,894	\$3,573	\$17,982	-\$14,202	\$3,780
<b>Total</b>	<b>\$42,068</b>	<b>\$57,048</b>	<b>\$22,669</b>	<b>\$121,785</b>	<b>-\$90,114</b>	<b>\$31,673</b>

## Low Density Residential Properties Do Not Typically Have High ROI

Low density residential properties represent the largest land use within Tyler. Based on a review of residential buildings permits over the past ten years, this trend is not projected to change in the near term. While low density neighborhoods are often viewed as desirable for their character and quality of life, they also carry significant long-term fiscal implications. These areas might require more linear miles of streets, water lines, stormwater systems, and other public infrastructure compared to single-family homes on smaller lots or higher-density multifamily developments. At the same time, residential properties of all sizes generate limited property tax revenue due to Tyler's low maintenance-and-operations tax rate and homestead exemptions. Unless low density single-family homes are high-value and generate substantially more value per acre, it becomes increasingly difficult for this development pattern to financially sustain the full lifecycle costs of the public infrastructure it relies upon.

FLUM categories Neighborhood Residential and Mixed Residential appear to show a negative ROI under current fiscal modeling. This outcome is largely a function of Tyler's relatively low property tax rate compared to peer communities.

## Commercial Sales Tax Generators Drive City Revenue

Tyler maintains one of the lowest property tax rates among mid- to large-sized cities in Texas, reflecting the community's desire for lower taxes while still meeting the City's ongoing operational and long-term planning needs. Sales tax revenue has been essential in supporting this balance. The Half-Cent Sales Tax, for example, serves as a primary funding source for critical infrastructure projects. This strong reliance on sales tax could create budgeting challenges moving forward. These areas not only generate strong revenues through property and sales taxes, but they can also create positive spillover effects by supporting nearby residential values, attracting private investment, and reducing infrastructure costs per household.

FLUM categories with the highest ROI are centered on commercial activity (particularly retail, restaurants, and entertainment uses) that generate substantial sales tax revenue. In contrast, the Campus FLUM category is more challenging to model for Tyler because many of the large employers are tax exempt (ex. healthcare and higher-education institutions). Manufacturing & Logistics areas show more variability in fiscal performance, as their ROI depends heavily on the amount of taxable personal property located at each site.

## Level of Service Matters

The fiscal projections are based on Tyler's current General Fund revenues and expenditures, effectively assuming that today's level of municipal services will continue into the future. Under this approach, the model scales operating costs proportionally with new households and jobs but does not account for enhanced or expanded service levels. If the City chooses to increase service standards (e.g., expanding police coverage, enhancing parks, or upgrading infrastructure) the cost side of the ledger will rise, and the per-unit cost to serve each land use category will increase accordingly.

## Future Land Use Map Supports Many Long-Term Community Goals

While some land uses generate a more positive ROI, it is important to balance these fiscal considerations with the community's broader goals related to housing affordability, workforce recruitment and retention, and shared prosperity. Over reliance on any land use category can create unintended consequences on the performance and value of adjacent properties. Every FLUM category carries fiscal implications, but ROI is only one metric. It must be evaluated alongside community priorities such as the need for parks, recreation spaces, strong neighborhoods, and a high quality of life. The FLUM strives to achieve the balance of the community's goals with long-term fiscal .

# ECONOMIC DEVELOPMENT STRATEGIES

As Tyler implements the Comprehensive Plan, several key factors will shape the city's economic development outlook and guide its strategic priorities. Tyler's role as the regional hub of East Texas creates significant opportunities, yet infrastructure limitations and talent retention challenges influence how and where growth can occur. The following considerations outline the key dynamics that will influence Tyler's ability to build a more resilient and sustainable economy.

**Regional Hub:** Tyler's economic development opportunities stem from its role as the regional hub of East Texas.

**Infrastructure Constraints:** Infrastructure challenges limit the scale and location of residential and commercial projects.

**Talent Retention:** Limited employment opportunities for college graduates and housing affordability issues make it difficult to retain and attract talent.

**Industry Diversification:** While higher education and healthcare drive the local economy, Tyler must diversify into new industries to increase employment opportunities for all skill levels.

**Uneven Growth:** Certain neighborhoods have not benefited from recent economic development projects, highlighting the need for place-based strategies.

## Strategic Priorities

### Define Success Metrics for Tyler's Economic Development Efforts

Tyler would benefit from a clear and shared definition of economic development success to guide its growth. Aligning public and private sector leaders around community priorities and job quality is critical. Periodically revisiting these goals helps ensure Tyler continues to capture its share of growth. This approach enables public, private, and civic partners to stay aligned and responsive as the economy evolves.

- Engage public, private, and civic leaders to define economic success (such as entertainment options, nightlife, recreation opportunities, conventions and events, and creation of high-wage jobs) and focus areas in Tyler.
- Develop measurable metrics such as retention of workforce and number of housing listings aligned with this shared definition of success.
- Reconvene stakeholders every five years to review and refine goals and objectives.

### Economic & Community Development position

A dedicated economic development staff member can serve as the primary point of contact across city departments, partner organizations, and private-sector stakeholders. This role strengthens collaboration with groups like the Tyler Economic Development Council, Main Street, and Visit Tyler, preventing duplication and aligning efforts toward shared goals. A focused staff member can actively manage destination retail, entertainment, and quality-of-life projects. By integrating economic development considerations into policy decisions, this position helps the city consistently prioritize growth, investment, and community vitality.

- Designate a city staff member as Tyler's Economic & Community Development Liaison
- Collaborate with existing organizations (Tyler Economic Development Council, Main Street Program, Visit Tyler).
- Coordinate destination retail, entertainment, and quality of life projects that drive sales tax and hotel occupancy tax revenue.
- Work with City departments to ensure economic development considerations are integrated into policy decisions

## Diversify Employment Opportunities

As Tyler looks to strengthen its economic base, diversifying employment opportunities is required to ensure that residents at all skill levels can access high-quality careers. By focusing on key target industries, coordinating with education partners, and aligning growth with the Comprehensive Plan, Tyler can attract employers that broaden the city's job base. Strategic infrastructure investments will also help make certain all areas of Tyler benefit from growth.

- Update Tyler's target industries (engineering and software) to provide quality jobs across all skill levels with coordination with Tyler ISD and higher education partners.
- Identify suitable locations for target industries consistent with the Comprehensive Plan.
- Use infrastructure investments to support the target industries while maintaining current or greater standards for existing areas.
- Coordinate recruitment efforts with workforce training programs offered at Tyler Junior College, The University of Texas at Tyler, and Texas College.

## Promote Place-Based and Infill Real Estate Development

Place-based economic development is essential to Tyler's long-term resilience by strengthening existing neighborhoods and corridors. By investing more in underserved neighborhoods, Tyler can create vibrant places that attract residents, visitors, and businesses. Infill development and redevelopment play a critical role in this approach by making better use of existing infrastructure.

- Invest in Tyler's authentic downtown character by funding the Downtown Strategic Plan long-term.
- Target key corridors and underserved neighborhoods for catalytic projects leveraging existing infrastructure.
- Intentionally leverage existing assets like the redesigned Downtown Square, Rose Garden, and Caldwell Zoo.
- Engage property owners to explore reinvestment opportunities.
- Continue small, area-specific incentives for underserved corridors and neighborhoods.

## Prioritize Return on Investment (ROI)

Tyler should review and update its incentive policies to align with the goals and priorities established in the new Comprehensive Plan. To support consistent and transparent decision-making, the City should establish a clear framework outlining how, when, and where incentives are appropriate. This shared approach helps ensure that public resources are directed toward projects that deliver the greatest long-term value for Tyler and its residents. As part of this process, the City should also explore creating an Economic Development Fund to support catalytic projects that advance Tyler's strategic goals.

- Update Tyler's incentive policies to align with the new Comprehensive Plan.
- Develop a minimum ROI threshold for evaluating incentive requests to ensure consistency.
- Consider creating an Economic Development Fund to support private sector catalytic projects.
- Leverage economic development growth to increase quality of life in Tyler.





## CHAPTER 7

# IMPLEMENTATION

## WHAT'S INCLUDED IN THE CHAPTER

This chapter represents a vital component of the Comprehensive Plan. It features an implementation table outlining specific action items the City must carry out to realize the Plan's vision and goals. Serving as a reference for the City, community members, and governing bodies, this chapter ensures accountability and facilitates ongoing monitoring of implementation progress. It is a key element that contributes to completing the broader vision of the Plan.

# IMPLEMENTATION BEST PRACTICES

## Proactive and reactive strategies

Plan implementation is often achieved through one of two methods: proactive and reactive implementation strategies. While both are effective in putting the recommendations of this Plan into action, using a balance of both approaches will better set the City up for success in this goal. Examples of proactive and reactive strategies are provided below.

### Proactive Strategies

Proactive strategies are those that the City leads in seeking implementation of the Plan's recommendations and actions. City-initiated efforts are effective because they may occur immediately but may prove costly regarding staff time and City resources. Examples include:

- Updating policies, such as Capital Improvement Plans (CIPs), thoroughfare plans, and development codes to achieve the recommendations identified within this Plan.
- Initiating zoning changes within target areas to encourage development that is compatible with the land use designations within this Plan.
- Acquiring property from private individuals and entities in strategic locations to ensure responsible development and engineering practices.

### Reactive Strategies

Reactive strategies involve opportunities brought to the City on a case-by-case basis rather than those the City seeks out independently. These strategies rely on elected and appointed officials to act with the recommendations of this Plan in mind, placing further emphasis on the continuing updates and communication of the Plan suggested in this chapter. Examples include:

- Assessing rezoning requests against the intent and purpose of the future land use categories established in this Plan.
- Reviewing development applications for compliance with the adopted development standards and the intent of this Plan.
- Updating the recommendations and actions of this Plan based on public feedback and initiatives.
- Considering economic development projects and incentive options that expand the City's tax base and employment opportunities.



## Plan Education

An essential part of implementation is education about the role and significance of the Comprehensive Plan. Public education about the plan builds consensus on initiatives and gains buy-in from the community.

Regular education and training should be offered to City Council, Planning and Zoning Commission, City Staff, and other individuals with a direct role in the implementation of the plan. Training is intended to update or educate participants so that those involved with the plan are always informed about its current status. Training initiatives should include:

- A review of the goals and pillars that guide the plan's recommendations.
- An overview of segments of the plan that most directly relate to their responsibilities and purposes.
- Discussion of the roles and responsibilities of each individual entity and its function regarding plan implementation.
- Implementation tasking and priority setting that allows each group to establish their own short and long-term agendas.
- A review of current plan initiatives and status updates on the progress of recommended implementation strategies.

## Roles and responsibilities

No single individual or entity is responsible for the implementation of the Comprehensive Plan. There are multiple aspects of the plan that require participation by various parties, such as the adoption of regulations, administration of the development code, and partnering with different public and private organizations. Each individual or group involved with the Comprehensive Plan has a vital role to play in the implementation of the plan based on their authority or expense.

### City Council

The key responsibilities of the City Council are to establish priorities, set time frames for when actions should be initiated and completed, and determine the financial resources to be made available for implementation efforts. The City Council works with outside entities or provides direction for City Staff and Planning and Zoning Commission to implement the initiatives of the Plan.

### Planning and Zoning Commission

The Planning and Zoning Commission is charged with making recommendations to the City Council regarding zoning and the Comprehensive Plan. In this role, the Planning and Zoning Commission acts as the connection between City Staff and City Council. It is important for the Commission to remain knowledgeable about the Comprehensive Plan and to make sound recommendations in the best interest of the City.

### City Staff

City Staff is involved in the most direct application of the Comprehensive Plan. They are responsible for administering the plan through the zoning ordinance, subdivision codes, and other regulations influenced by the Comprehensive Plan for the built environment through the administration of these ordinances.

### Outside Organizations

Implementation of the Comprehensive Plan is not solely on the City resources. Entities like private developers, federal agencies, or local nonprofit organizations are useful resources to implement specific recommendations of the Comprehensive Plan. These entities can provide resources and support for elements of the plan to assist the City in completing particular tasks. Partnerships can take the form of public-private partnerships (PPP), grant funding, establishment of programs, and other various methods.

## Updating the Plan

This Plan is intended to serve as a guide for policy decisions and to reflect the community's vision for the future. As such, the Plan is not a rigid document but a living tool that should be revisited and revised, if necessary, depending on the City's changing economic, physical, and social composition. The Plan should be reviewed for accuracy as the City grows to maintain alignment with the vision and pillars.

### Annual Progress Reporting

Following adoption, the City should assign a responsible body, such as the Planning Commission or another citizen committee to provide an annual progress report on the status of the Comprehensive Plan to City leadership. This annual review will help verify if the Plan's relevance of content and the appropriateness of the Plan's recommendations and actions are still applicable. With assistance from City staff and involved departments, the responsible body could present an annual report on the City's implementation from the year prior to the City Council. This report should be coordinated with the annual budget and can be used as an opportunity to celebrate the City's achievements and reflect on opportunities in the coming year.

### Annual Updates

Following the annual progress reporting, the implementation action plan should be reviewed and updated as part of an annual plan amendment. This annual amendment will allow the City to update the implementation plan and identify near-term actions for the coming year. Annual Plan amendments also provide opportunities for relatively minor Plan updates and revisions as needed.

### Five-Year Audit Diagnostic

In addition to the annual reviews, the City should conduct a thorough audit of the Plan's outcomes and content every five years following the Plan's original adoption. Such reviews should be a joint effort between all involved departments and officials and should include an analysis of the Plan's successes and shortcomings as it relates to implementing the community's vision for the City. During this process, staff should work to identify any necessary revisions, either minor or comprehensive, to organize potential revisions to the document. Topics of interest should include any shifts in demographic composition, economic factors, and societal factors that may impact the trajectory of the City.

### 10-Year Update

The Plan sets the stage for subsequent implementation actions in the 10-year planning horizon. Environmental conditions, population composition and City trends and concerns change over time. To help the Plan continue to provide the best and most appropriate direction possible, it should be taken through a full update process every 10 years.

# IMPLEMENTATION ACTION PLAN

One of the most important elements of a comprehensive plan is having actionable recommendations that clearly outline the initial steps that a city must take to begin implementing the Plan. The following implementation table provides individual actions that will help achieve the vision established by the community. The table is organized by the five goals identified in the Plan and includes several action items related to the goal. For each action, an associated time frame for implementation, involved entities, and action type are identified to assist with planning and completing the action.

## 1 Recommendations

The recommendations include action items and strategies paired with corresponding numbers. They are developed based on assessments and community input across various topics outlined in this Plan. These action items represent practical strategies that the City can implement to achieve the vision set forth in this Plan.

1

#	Recommendation
	████████████████████ ████████████████████

## 2 Implementation Time Frame

This Plan provides a phased approach to implementation to help the City identify achievable actions in the near future and distinguish them from long-term actions that might need extensive studies and preparation. The recommended actions are categorized into the following time frames.

### Ongoing

Recommendations that are continuously being implemented or should be revisited regularly throughout the life of the recommendation or implementation of the Plan.

### Short-Term (1-2 years)

Actions that are typically “low-hanging fruit” or easier to achieve because they do not require a large amount of capital.

### Mid-Term (3-10 years)

Actions that may require more planning and capital than the short-term 2-year horizon.

### Long-Term (10+ years)

Actions that generally need a large amount of capital, require significant planning and coordination for completion or other steps must take place before implementation. In some cases, there may be opportunities to make some initial progress in the short- or mid-term.

2

Implementation Time Frame
████████████████████ ████████████████████
████████████████████ ████████████████████
████████████████████ ████████████████████

### 3 Involved Entities

Assigning the key entities responsible for following through on an action and identifying potential partnerships is essential to implementing the suggested recommendations. This portion of the table identifies the departments, groups within the City, and potential partnerships that may assist with completing the action. Communication with these individuals and groups is needed to explain their roles and expectations when implementing this Plan.

3

Involved Entities
██████████
██████████
██████████

### 5 Corresponding Pillars

The recommendations in this Plan reflect Tyler's vision for its future, with the pillars serving as the foundation for every recommendation throughout the document. Every recommended strategy will correspond with an applicable pillars, providing a clear way to identify how they are integrated into the recommended actions.

5

Corresponding Pillars
██████████
██████████
██████████

### 4 Action Type(s)

Successful implementation of the Comprehensive Plan will take coordination on the part of the City and area partners. The various actions in the table have been identified by one of eight action types. This distinction assists the City in identifying the individuals or groups responsible for carrying out the action and plan for proper resources and staffing.

4

Action Type(s)
██████████
██████████
██████████

### 6 Potential Funding Sources

A range of funding sources is available to support the implementation of this plan's recommendations. Each recommendation in the implementation table includes potential funding sources that may be utilized to carry out the proposed action. Every funding source is not appropriate for all recommendations. They are identified in the implementation table based on the applicability to the individual recommendations.

6

Potential Funding Sources
██████████
██████████
██████████

**LAND USE AND DEVELOPMENT**

#	ACTION RECOMMENDATION	IMPLEMENTATION TIME FRAME	INVOLVED ENTITIES	ACTION TYPE(S)	CORRESPONDING PILLARS	POTENTIAL FUNDING SOURCES
<b>General</b>						
LU-1	Consider updating zoning regulations to -Encourage mixed use development ensuring that residents have easy access to daily needs and services within walking distance. -Define permitted uses, dimensional standards, and development patterns within mixed-use districts. - Apply overlay districts to create mixed use development zones.	Short-term	Planning Department	Regulation	Great Places and Neighborhoods, Great Natural Environment, Great Quality of Life	Discretionary funding available to Planning and Development
LU-2	Consider offering incentives such as tax abatements, fee waivers or community grants to attract developers and businesses to develop desired place types.	On-Going	Planning Department, EDC	Financial Investment, Regulation	Great Places and Neighborhoods, Great Natural Environment, Great Quality of Life	Discretionary funding available to Planning and Development
LU-3	Encourage and incentivize developers to incorporate parks and trails into proposed residential developments.	On-Going	Planning Department	Financial Investment, Regulation	Great Natural Environment, Great Quality of Life	Discretionary funding available to Planning and Development
LU-4	Evaluate potential tree ordinance changes while developing the UDC diagnostic.	Short-term	Planning Department, Parks & Recreation	Regulation	Great Natural Environment, Great Quality of Life	Discretionary funding available to Planning and Development
LU-5	Consider calibrating zoning and subdivision regulations to encourage redevelopment and infill development in older areas where infrastructure already exists.	Short-term	Planning Department	Financial Investment, Regulation	Great Places and Neighborhoods	Discretionary funding available to Planning and Development
LU-6	Consider establishing zoning regulations that allow for a variety of housing types, including affordable housing options and mixed-use development.	Short-term	Planning Department	Regulation	Great Places and Neighborhoods	Discretionary funding available to Planning and Development

LAND USE AND DEVELOPMENT						
#	ACTION RECOMMENDATION	IMPLEMENTATION TIME FRAME	INVOLVED ENTITIES	ACTION TYPE(S)	CORRESPONDING PILLARS	POTENTIAL FUNDING SOURCES
LU-7	Evaluate potential zoning changes for compatibility with identified place types and development priorities shown on land use dashboards.	On-Going	Planning Department	Financial Investment, Regulation	Great Places and Neighborhoods, Great Natural Environment, Great Quality of Life	Discretionary funding available to Planning and Development
LU-8	Prioritize annexation and infrastructure planning and extension to strategic areas shown on the Future Land Use Map.	On-Going	Planning Department	Financial Investment	Great Places and Neighborhoods	Discretionary funding available to Planning and Development
Land Use and Infrastructure Integration						
LU-9	Consider updating the UDC to prioritize flood-resistant construction materials (e.g., concrete, steel, pressure-treated wood, water-resistant insulation) to minimize damage and extend building life in vulnerable areas.	Short-term	Planning Department	Regulation	Great Natural Environment	Discretionary funding available to Planning and Development
LU-10	Evaluate the creation of green buffers, parks, and recreational areas that double as flood mitigation zones, absorbing excess water while enhancing community livability and providing for nature-based pollutant reduction in stormwater runoff.	Mid-term	Planning Department	Financial Investment, Regulation	Great Natural Environment	Discretionary funding available to Planning and Development
LU-11	Consider no-net fill policies in floodplains to prevent displacement of floodwaters, while offering fee-in-lieu options that fund regional flood mitigation projects.	Mid-term	Planning Department	Financial Investment, Regulation	Great Places and Neighborhoods, Great Natural Environment	Discretionary funding available to Planning and Development
LU-12	Consider revising subdivision regulations as needed to require development to construct or pay for related infrastructure cost.	Short-term	Planning Department	Financial Investment, Regulation	Great Services	Discretionary funding available to Planning and Development
LU-13	Encourage rain gardens, bioswales, and other nature-based solutions, permeable pavements, and tree preservation through grants, density bonuses, or reduced permitting fees.	Mid-term	Planning Department	Financial Investment, Regulation	Great Natural Environment, Great Places and Neighborhoods	Discretionary funding available to Planning and Development

LAND USE AND DEVELOPMENT						
#	ACTION RECOMMENDATION	IMPLEMENTATION TIME FRAME	INVOLVED ENTITIES	ACTION TYPE(S)	CORRESPONDING PILLARS	POTENTIAL FUNDING SOURCES
LU-14	Consider adopting landscaping and site design standards that create or extend fire breaks, minimizing the potential to spread wildfire.	Short-term	Planning Department	Regulation	Great Natural Environment, Great Places and Neighborhoods	Discretionary funding available to Planning and Development
LU-15	Consider requiring increased elevation above base flood elevations and above the crown of the street.	Short-term	Planning Department	Regulation	Great Natural Environment, Great Places and Neighborhoods	Discretionary funding available to Planning and Development
LU-16	Consider elevating or relocating essential infrastructure such as power, water, and telecommunications to preserve continuity of service during floods or extreme weather events.	Long-Term	City and Utilities	Financial Investment	Great Natural Environment, Great Places and Neighborhoods	Discretionary funding available to Planning and Development
Corridor/Small Area Development						
LU-17	Update the Downtown Strategic Plan.	Mid-term	Planning Department, Downtown	Plan	Great Places and Neighborhoods, Great Businesses, Great Quality of Life	Main Street Revitalization Grant
LU-18	Update the University of Texas at Tyler Area Development Plan.	Short-term	Planning Department	Plan	Great Places and Neighborhoods, Great Businesses, Great Quality of Life	Discretionary funding available to Planning and Development
LU-19	Implement the recommendations of the Midtown Small Area Plan.	On-Going	Planning Department	Plan	Great Places and Neighborhoods, Great Businesses, Great Quality of Life	Discretionary funding available to Planning and Development

LAND USE AND DEVELOPMENT						
#	ACTION RECOMMENDATION	IMPLEMENTATION TIME FRAME	INVOLVED ENTITIES	ACTION TYPE(S)	CORRESPONDING PILLARS	POTENTIAL FUNDING SOURCES
LU-20	Implement the policy recommendations identified in the North End Small Area Plan.	On-Going	Planning Department	Plan	Great Places and Neighborhoods, Great Businesses, Great Quality of Life	Discretionary funding available to Planning and Development
Wayfinding and Branding						
LU-21	Continue to implement placemaking initiatives such as public art installations, street improvements, pop up events, outdoor seating area, decorative lighting, etc.	Mid-term	Planning Department, Main Street	Project	Great Places and Neighborhoods	Discretionary funding available to Planning and Development

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## HOUSING AND NEIGHBORHOODS

#	ACTION RECOMMENDATION	IMPLEMENTATION TIME FRAME	INVOLVED ENTITIES	ACTION TYPE(S)	CORRESPONDING PILLARS	POTENTIAL FUNDING SOURCES
<b>Historic Preservation</b>						
H-1	Promote neighborhood stability by prioritizing housing rehabilitation and preservation of the existing housing stock through code improvements and assistance programs.	On-Going	Planning Department, Historic Preservation	Project, Partnership	Great Places and Neighborhoods	Requires third-party funding, such as grants or partner resources
H-2	Consider updating the Tyler Historic Preservation Strategic Plan.	Mid-term	Planning Department, Historic Preservation	Plan	Great Places and Neighborhoods	Requires third-party funding, such as grants or partner resources
H-3	Promote awareness of the importance of historic preservation and available tools and incentives	On-Going	Planning Department, Historic Preservation	Partnership	Great Places and Neighborhoods	N/A
H-4	Consider providing additional housing options in strategic locations by updating and revising codes and policies to allow for quality adaptive reuse of vacant commercial properties.	Short-term	Planning Department	Regulation	Great Places and Neighborhoods	Discretionary funding available to Planning and Development
H-5	Consider exploring amendments to City codes, where appropriate, to address barriers to and provide for compatible missing middle housing on infill lots.	Mid-term	Planning Department	Regulation	Great Places and Neighborhoods	Discretionary funding available to Planning and Development
H-6	Evaluate compatible infill construction of multifamily housing on vacant parcels in historic districts.	Short-term	Planning Department	Regulation	Great Places and Neighborhoods	Discretionary funding available to Planning and Development
H-7	Consider providing fiscal and technical assistance such as financial incentives, grants, fee waivers and tax abatements to encourage investment in historic properties along with partnerships with institutions such as TJC.	Mid-term	Planning Department, Historic Preservation	Financial Investment	Great Places and Neighborhoods	Discretionary funding available to Planning and Development

HOUSING AND NEIGHBORHOODS						
#	ACTION RECOMMENDATION	IMPLEMENTATION TIME FRAME	INVOLVED ENTITIES	ACTION TYPE(S)	CORRESPONDING PILLARS	POTENTIAL FUNDING SOURCES
H-8	Leverage state and federal-level grants and incentives (such as historic tax credits) for historic preservation.	Long-term	Planning Department, Historic Preservation	Financial Investment	Great Places and Neighborhoods	Requires third-party funding, such as grants or partner resources
H-9	Encourage private-sector investment in historic preservation initiatives.	On-Going	Planning Department, Historic Preservation	Financial Investment, Partnership	Great Places and Neighborhoods	Discretionary funding available to Planning and Development
Affordable and Attainable Housing						
H-10	Work with non-profits (e.g., PATH, Habitat for Humanity NBS) to establish a cooperative network of providers and supportive services that can work together to provide housing assistance.	On-Going	Planning Department, Neighborhood Services	Partnership	Great Places and Neighborhoods, Great Services, Great Quality of Life	Requires third-party funding, such as grants or partner resources
H-11	Pursue grants and funding opportunities to build new attainable housing, particularly near jobs and services.	On-Going	Planning Department, Neighborhood Services	Financial Investment	Great Places and Neighborhoods, Great Quality of Life	Requires third-party funding, such as grants or partner resources
H-12	Continue to offer affordable housing programs that support low- to moderate-income residents through down payment assistance, home repairs, rental assistance, and housing construction	On-Going	Planning Department, Neighborhood Services	Financial Investment	Great Places and Neighborhoods, Great Quality of Life	Requires third-party funding, such as grants or partner resources
H-13	Consider updating the Unified Development Code and related regulations to remove barriers to missing middle housing production, especially on small lots and infill lots, such as reducing or eliminating certain parking or garage requirements, adopting pre-approved building plan, and evaluating single-stair access for larger buildings.	Mid-term	Planning Department	Regulation	Great Places and Neighborhoods, Great Quality of Life	Discretionary funding available to Planning and Development

HOUSING AND NEIGHBORHOODS						
#	ACTION RECOMMENDATION	IMPLEMENTATION TIME FRAME	INVOLVED ENTITIES	ACTION TYPE(S)	CORRESPONDING PILLARS	POTENTIAL FUNDING SOURCES
<b>Housing Diversity</b>						
H-14	Evaluate minimum dwelling size and maximum floor area ratio requirements while maintaining or increasing focus on quality and livable space, including community open space.	Short-term	Planning Department	Regulation	Great Places and Neighborhoods	Discretionary funding available to Planning and Development
H-15	During diagnostic review of the UDC, evaluate existing zoning districts for alignment with land use place types and the City's development priorities.	Short-term	Planning Department	Regulation	Great Places and Neighborhoods, Great Quality of Life	Discretionary funding available to Planning and Development
H-16	Consider adopting design standards that preserve neighborhood character while allowing for appropriate increases in density.	Short-term	Planning Department	Regulation	Great Places and Neighborhoods, Great Quality of Life	Discretionary funding available to Planning and Development
<b>Housing and Hazards</b>						
H-17	Consider conducting a City-wide housing systems analysis that incorporates an assessment of hazard risk areas and vulnerable populations.	Long-term	Planning Department	Study	Great Places and Neighborhoods, Great Natural Environment	Discretionary funding available to Planning and Development
H-18	Integrate natural cultural resources into risk assessments to ensure that they are considered in mitigation planning.	Mid-term	Planning Department	Plan, Partnership	Great Places and Neighborhoods, Great Natural Environment	Discretionary funding available to Planning and Development
H-19	Assess the feasibility of reinforcing historic structures with disaster-resistant materials and using nature-based solutions to protect cultural sites.	Long-term	Planning Department	Study, Partnership	Great Places and Neighborhoods, Great Natural Environment	Discretionary funding available to Planning and Development
H-20	Maintain and enhance code compliance within neighborhoods.	Short-term	Code Enforcement	Regulation	Great Places and Neighborhoods, Great Quality of Life	Discretionary funding available to Planning and Development

**INFRASTRUCTURE, PUBLIC FACILITIES, AND SERVICES**

#	ACTION RECOMMENDATION	IMPLEMENTATION TIME FRAME	INVOLVED ENTITIES	ACTION TYPE(S)	CORRESPONDING PILLARS	POTENTIAL FUNDING SOURCES
<b>Water and Wastewater Infrastructure</b>						
I-1	Secure additional funding for constructing additional water storage capacity in and near areas of projected new development, such as West Tyler.	Mid-term	Planning Department, Tyler Water Utilities, Stormwater Department	Financial Investment	Great Services	Requires a line item in the CIP
I-2	Focus future new public infrastructure investments in areas with higher projected demand and economic productivity, as shown in mixed-use place types within the City Limits and ETJ while maintaining or enhancing current levels in existing developed areas.	On-Going	Planning Department, Tyler Water Utilities, Stormwater Department	Financial Investment, Partnership	Great Places and Neighborhoods, Great Services	Discretionary funding available to Planning and Development
I-3	Identify potential changes to zoning and subdivision codes to enhance the resilience of privately-developed or maintained infrastructure to more frequent and severe flooding.	Short-term	Planning Department, Tyler Water Utilities, Stormwater Department	Plan, Regulation	Great Places and Neighborhoods, Great Services	Discretionary funding available to Planning and Development
I-4	Maintain updated user fee/rate payers that align with increased maintenance costs from new development.	Short-term	Planning Department, Tyler Water Utilities, Stormwater Department	Regulation	Great Places and Neighborhoods, Great Services	Discretionary funding available to Planning and Development

**INFRASTRUCTURE, PUBLIC FACILITIES, AND SERVICES**

#	ACTION RECOMMENDATION	IMPLEMENTATION TIME FRAME	INVOLVED ENTITIES	ACTION TYPE(S)	CORRESPONDING PILLARS	POTENTIAL FUNDING SOURCES
I-5	Consider density bonus and other incentives, such as a reduction in development requirements and parking requirements, for low-impact development that reduces water consumption.	Short-term	Planning Department, Tyler Water Utilities, Stormwater Department	Plan, Regulation	Great Services	Discretionary funding available to Planning and Development
I-6	Consider developing incentives for commercial and residential property owners who install water monitoring systems, drip irrigation, and xeriscaping tactics.	Mid-term	Planning Department, Tyler Water Utilities, Stormwater Department	Plan, Project	Great Services	Discretionary funding available to Planning and Development
I-7	Consider integrating vulnerability assessments into the CIP process to better understand the potential long-term impacts of more frequent and severe flooding and winter weather on proposed infrastructure projects and existing infrastructure assets.	Mid-term	Planning Department, Tyler Water Utilities, Stormwater Department	Plan	Great Services	Discretionary funding available to Planning and Development
I-8	Secure funding for updating the Water and Wastewater Master Plan for the City of Tyler.	Short-term	Public Works, Tyler Water Utilities	Plan	Great Services	Discretionary funding available to Planning and Development
I-9	Based on the updates to the Water and Wastewater Master Plan, expand/rehab treatment capacity and increase resilience	Mid-term	Public Works, Tyler Water Utilities	Financial Investment, Partnership	Great Services	Discretionary funding available to Planning and Development
<b>Funding</b>						
I-10	Explore diversity of funding sources for infrastructure to reduce reliance on sales tax and user fees.	On-Going	Planning Department, Tyler Water Utilities, Stormwater Department	Financial Investment, Partnership	Great Services	Discretionary funding available to Planning and Development

**INFRASTRUCTURE, PUBLIC FACILITIES, AND SERVICES**

#	ACTION RECOMMENDATION	IMPLEMENTATION TIME FRAME	INVOLVED ENTITIES	ACTION TYPE(S)	CORRESPONDING PILLARS	POTENTIAL FUNDING SOURCES
I-11	Consider pursuing opportunities to leverage private funding from companies and foundations to support infrastructure initiatives.	On-Going	Planning Department, Tyler Water Utilities, Stormwater Department	Financial Investment, Partnership	Great Services	Requires third-party funding, such as grants or partner resources
I-12	Leverage funding sources listed in Chapter 4.	On-Going	Planning Department, Tyler Water Utilities, Stormwater Department	Financial Investment, Partnership	Great Services	Requires third-party funding, such as grants or partner resources
I-13	Explore additional potential wholesale water customers.	Mid-term	Planning Department, Tyler Water Utilities, Stormwater Department	Financial Investment, Partnership	Great Services	N/A
<b>Facilities and Services</b>						
I-14	Implement the Airport Master Plan.	On-Going	Airport Department	Plan, Financial Investment, Partnership	Great Services	Requires third-party funding, such as grants or partner resources
I-15	Implement the Master Parks Plan.	On-Going	Parks Department	Plan, Financial Investment, Partnership	Great Services	Requires third-party funding, such as grants or partner resources
I-16	Maintain ISO rating of 1.	On-Going	Fire Department	Project	Great Services	Various funding sources
I-17	Maintain Police Department accreditation.	On-Going	Police Department	Project	Great Services	Various funding sources

**TRANSPORTATION AND MOBILITY**

#	Action Recommendation	IMPLEMENTATION TIME FRAME	INVOLVED ENTITIES	ACTION TYPE(S)	CORRESPONDING PILLARS	POTENTIAL FUNDING SOURCES
<b>Connectivity and Land Use</b>						
TM-1	Implement priority projects in the 2023 Master Street Plan which will create key connections.	Short-term	Engineering Services, Planning Department, Tyler Area MPO	Financial Investment, Project, Plan	Great Places and Neighborhoods, Great Services	Requires a line item in the CIP
TM-2	Consider establishing standards for a Connectivity Index to measure and evaluate minimum connectivity standards in proposed developments	Short-term	Engineering Services, Planning Department	Regulation	Great Places and Neighborhoods	Discretionary funding available to Planning and Development
TM-3	Consider updating the UDC to encourage street and pedestrian connections within and between developments.	Short-term	Engineering Services, Planning Department	Regulation	Great Places and Neighborhoods, Great Services	Discretionary funding available to Planning and Development
TM-4	Consider performing a comprehensive study of the transportation system and develop a full Mobility Master Plan.	Short-term	Planning Department	Plan	Great Places and Neighborhoods, Great Services	Discretionary funding available to Planning and Development
TM-5	Consider implementing recommendations from Area Development Plans (LU-17 to LU-19).	On-Going	Engineering Services, Planning Department	Financial Investment, Project, Plan	Great Places and Neighborhoods, Great Services	Requires a line item in the CIP
<b>Multimodal Transportation</b>						
TM-6	Consider adopting a Complete Streets Policy.	Short-term	Planning Department	Regulation	Great Places and Neighborhoods	Discretionary funding available to Planning and Development
TM-7	Evaluate future shared micromobility technology to assist in first- and last-mile connections to current and future fixed transit services including rail.	Long-Term	Planning Department	Regulation	Great Services	Discretionary funding available to Planning and Development

TRANSPORTATION AND MOBILITY						
#	Action Recommendation	IMPLEMENTATION TIME FRAME	INVOLVED ENTITIES	ACTION TYPE(S)	CORRESPONDING PILLARS	POTENTIAL FUNDING SOURCES
TM-8	Coordinate with stakeholders such as TxDOT, Tyler Area MPO, local medical facilities, UT Tyler, Smith County, and TJC to align goals and prioritize active transportation infrastructure.	On-Going	Planning Department, TxDOT, Tyler Area MPO, UT Tyler, TJC	Partnership	Great Places and Neighborhoods, Great Services	Discretionary funding available to Planning and Development
Roadway Design Standards						
TM-9	Consider updating the UDC and Engineering and Construction Standards requirements for driveway spacing, cross access, and rightturn deceleration lanes.	Short-term	Engineering Services, Planning Department	Regulation	Great Places and Neighborhoods	Discretionary funding available to Planning and Development
TM-10	Consider adopting updated design standards.	Short-term	Engineering Services, Planning Department	Regulation	Great Places and Neighborhoods	Discretionary funding available to Planning and Development
TM-11	Consider candidates for roadway rightsizing, reallocating space for sidewalks, bike lanes, and landscaping.	Mid-term	Engineering Services, Planning Department	Project, Plan	Great Places and Neighborhoods, Great Services	Discretionary funding available to Planning and Development
TM-12	Consider integrating green infrastructure into street design.	Short-term	Engineering Services, Planning Department	Regulation	Great Places and Neighborhoods, Great Services	Discretionary funding available to Planning and Development
TM-13	Consider developing a roadway maintenance plan which considers partnerships with EDC to utilize resources from PIDs and TIRZs.	Mid-term	Engineering Services, EDC	Plan	Great Places and Neighborhoods	Discretionary funding available to Planning and Development

**TRANSPORTATION AND MOBILITY**

#	Action Recommendation	IMPLEMENTATION TIME FRAME	INVOLVED ENTITIES	ACTION TYPE(S)	CORRESPONDING PILLARS	POTENTIAL FUNDING SOURCES
<b>Funding</b>						
TM-14	Pursue state and federal funding opportunities, such as Transportation Alternatives and Safe Streets for All (SS4A) grants.	Short-term	Planning Department, Tyler Area MPO	Study	Great Places and Neighborhoods, Great Services	Discretionary funding available to Planning and Development
TM-15	Consider demonstration projects to pilot improvements before full investment.	Mid-term	Planning Department	Project	Great Services	Discretionary funding available to Planning and Development
TM-16	Consider developing a long-term financial plan to diversify funding sources and reduce reliance on the Half Cent program.	Mid-term	Planning Department, Economic Development	Plan	Great Services	Discretionary funding available to Planning and Development
TM-17	Utilize the Tyler Area MPO as a resource for funding opportunities and best practices.	Ongoing	Planning Department, Tyler Area MPO	Partnership	Great Places and Neighborhoods, Great Services	Discretionary funding available to Planning and Development

ECONOMIC DEVELOPMENT						
#	ACTION RECOMMENDATION	IMPLEMENTATION TIME FRAME	INVOLVED ENTITIES	ACTION TYPE(S)	CORRESPONDING PILLARS	POTENTIAL FUNDING SOURCES
<b>Define Success Metrics for Tyler's Economic Development Efforts</b>						
ED-1	Consider engaging public, private, and civic leaders to define economic success (such as entertainment options, nightlife, recreation opportunities, conventions and events, and creation of high-wage jobs) and focus areas in Tyler.	On-Going	City, EDC, County, Institutional Stakeholders, Tyler ISD	Partnership	Great Businesses	N/A
ED-2	Consider developing measurable metrics such as retention of workforce and number of housing listings aligned with this shared definition of success.	Mid-term	City, EDC, County	Partnership	Great Businesses	N/A
ED-3	Consider reconvening stakeholders every five years to review and refine goals and objectives.	On-Going	City, EDC, County	Partnership	Great Businesses	N/A
<b>Economic &amp; Community Development position</b>						
ED-4	Consider designating a city staff member as Tyler's Economic & Community Development Liaison	Mid-term	City	Staffing	Great Services	Discretionary Funds
ED-5	Collaborate with existing organizations (Tyler Economic Development Council, Main Street Program, Visit Tyler).	On-Going	City, EDC, County	Partnership	Great Institutions	N/A
ED-6	Coordinate destination retail, entertainment, and quality of life projects that drive sales tax and hotel occupancy tax revenue.	On-Going	City, EDC, County	Partnership	Great Entertainment	N/A
ED-7	Work with City departments to ensure economic development considerations are integrated into policy decisions	On-Going	City, EDC	Policy, Partnership	Great Businesses	N/A
<b>Diversify Employment Opportunities</b>						
ED-8	Consider updating Tyler's target industries (engineering and software) to provide quality jobs across all skill levels with coordination with Tyler ISD and higher education partners.	Short-term	City, EDC, Institutional Stakeholders	Plan, Policy, Partnership	Great Businesses	N/A
ED-9	Consider identifying suitable locations for target industries consistent with the Comprehensive Plan.	On-Going	City, EDC	Partnership	Great Businesses	Discretionary Funds

ECONOMIC DEVELOPMENT						
#	ACTION RECOMMENDATION	IMPLEMENTATION TIME FRAME	INVOLVED ENTITIES	ACTION TYPE(S)	CORRESPONDING PILLARS	POTENTIAL FUNDING SOURCES
ED-10	Consider using infrastructure investments to support the target industries while maintaining current or greater standards for existing areas.	On-Going	City	Partnership	Great Businesses	Requires a line item in the CIP
ED-11	Coordinate recruitment efforts with workforce training programs offered at Tyler Junior College, The University of Texas at Tyler, and Texas College.	On-Going	City, EDC, Institutional Stakeholders	Partnership	Great People	N/A
Promote Place-Based and Infill Real Estate Development						
ED-12	Consider investing in Tyler's authentic downtown character by funding the Downtown Strategic Plan long-term.	On-Going	City, County	Funding Source, Partnership	Great Places and Neighborhoods	Requires a line item in the CIP
ED-13	Consider targeting key corridors and underserved neighborhoods for catalytic projects leveraging existing infrastructure.	On-Going	City, County	Plan, Partnership	Great Places and Neighborhoods	Discretionary Funds
ED-14	Intentionally leverage existing assets like the redesigned Downtown Square, Rose Garden, and Caldwell Zoo.	On-Going	City, County	Partnership	Great Places and Neighborhoods	N/A
ED-15	Consider engaging property owners to explore reinvestment opportunities.	On-Going	City	Partnership	Great Places and Neighborhoods	N/A
ED-16	Consider small, area-specific incentives for underserved corridors and neighborhoods	On-Going	City	Partnership	Great Places and Neighborhoods	Discretionary Funds, Third-party funding
Prioritize Return on Investment (ROI)						
ED-17	Consider updating Tyler's incentive policies to align with the new Comprehensive Plan.	Short-term	City	Policy	Great Businesses	N/A
ED-18	Consider developing a minimum ROI threshold for evaluating incentive requests to ensure consistency.	Short-term	City	Policy	Great Businesses	N/A
ED-19	Consider creating an Economic Development Fund to support private sector catalytic projects.	Mid-term	City	Funding Source	Great Businesses	Discretionary Funds
ED-20	Leverage economic development growth to increase quality of life in Tyler.	On-Going	City, EDC, Institutional Stakeholders	Partnership	Great Places and Neighborhoods	Discretionary Funds, Third-party funding, Requires a line item in the CIP, Requires a line item in the City Budget, Public Private Partnership