



# Envision Garland

2030 Comprehensive Plan  
City of Garland, TX





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City of Garland, TX



# Acknowledgments

## City Council

Ronald Jones, Mayor  
Larry Jeffus, Mayor Pro Tem, District 4  
Douglas Athas, District 1  
Laura Perkins Cox, District 2  
Preston Edwards, District 3  
John Willis, District 5  
Lori Dodson, District 6  
Rick Williams, District 7  
Jim Cahill, District 8

## Past Members of City Council

Barbara Chick, District 6 (2005-2011)  
Darren Lathen, District 8 (2007-2011)

## Plan Commission

Scott Roberts, Chair, District 1  
Scott LeMay, Vice-Chair, District 7  
Stan Luckie, At Large  
Louis Moore, District 2  
Wayne Dalton, District 3  
Paul Hoffman, District 4  
Truett Welborn, District 5  
Lori Dodson, District 6  
Christopher Ott, District 8

## City Manager's Office

William E. Dollar, City Manager  
Martin Glenn, AICP, Deputy City Manager  
Bryan Bradford, Assistant City Manager

## Envision Garland Team

Neil Montgomery, AICP, Senior Managing Director of Development Services  
Anita Russelmann, AICP, Assistant Director of Planning and Community Development  
Angela Calvin, AICP, Comprehensive Planning Manager  
Teresa Biddick, AICP, Senior Comprehensive Planner  
Daniel Krzyzanowski, AICP, Senior Comprehensive Planner  
Irena Unterstein, GIS Planner

## Staff Work Group

Chasidy Allen, Planning and Community Development  
Robert Ashcraft, Water/Wastewater  
John Baker, Water/Wastewater  
Lonnie Banks, Environmental Waste Services  
Richard Briley, Health  
Johnny Carlock, GP&L  
Jason Chessher, Health  
Felisa Conner, Neighborhood Vitality  
Maxwell Fisher, Planning and Community Development  
Mike Gaiter, Building Inspection  
Lemuel Green, Housing and Community Services  
Thom Guillory, Engineering  
Lindy Higginbotham, Engineering  
Ginny Holliday, Facilities Management  
Thuan Huynh, Transportation  
Jeff Janke, GP&L  
Steve Killen, Code Compliance  
Becky King, Organizational Development  
Albert Lawrence, Stormwater Management  
Christine Maguire, Planning and Community Development  
Ann McGinnes, Parks, Recreation, and Cultural Arts  
Steve Oliver, Streets  
Michael Polocek, Engineering  
Roger Sexton, Planning and Community Development  
Nakeischea Smith, Planning and Community Development  
Jim Stone, Parks, Recreation, and Cultural Arts  
Denish Wilson-Owens, Housing  
Mona Woodard, Housing and Community Services  
Robert Wunderlich, Transportation

## In Collaboration with

### Economic Development Consultant

Leland Consulting Group

### Document Layout & Graphics Consulting Team

H.W. Lochner, Inc.

Frye Associates

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## Why do we need a Comprehensive Plan?

Every successful organization plans for its future. Whether in industry, education, business, finance, or the civic realm, organizations articulate a desired future, set goals, and create an implementation strategy to achieve those goals.

The City of Garland is at a critical point in its history. Policy decisions made in the next few years will determine whether the City declines as a desirable place to live, work, and invest or whether it forges a new path, maintaining stable neighborhoods and a thriving job base while simultaneously reinvigorating itself with new housing, employment centers, and recreational opportunities. Simply stated, continuing on the current path will not allow the City to maintain streets, water lines, or other public facilities or to provide adequate service levels without drastic increases in tax rates. Without some change to the current land use patterns and without a different economic development strategy, there will be an inevitable decline in the resources necessary for the City to survive without a tremendous reduction in services to residents and businesses and a deterioration of the community itself. The Comprehensive Plan identifies policy choices, public investment opportunities, and other strategies which can avoid such a future.

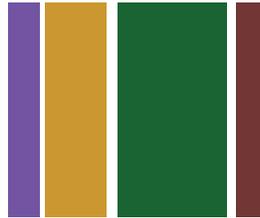
## Why now?

When Garland created its last comprehensive plan, - a set of five sector plans, the City was facing very different issues and opportunities than now. Today, the sector plans are simply out of date and do not address the conditions, challenges, or opportunities of the next twenty years. When the sector plans were created, the Bush Turnpike corridor was largely undeveloped; large vacant parcels for new neighborhoods, shopping centers, and businesses were plentiful; Firewheel Town Center and Harbor Point were just ideas; and DART was years from providing passenger rail service to Garland. It is now necessary to reevaluate the situation and to set forth the community's plan for the future.

Current national economic trends have highlighted the importance of maintaining a strong local economy and the recent housing crisis has highlighted the critical role property values play in Garland's long-term fiscal health, the well-being of its residents and business community, and the City's ability to provide quality public services the community desires. Maintaining a strong local economic base and a stable housing market, attracting new investment even in challenging economic times, and continuing to provide a high level of public services may prove to be the primary challenges facing Garland over the next two decades. These issues are at the heart of *Envision Garland* and highlight the urgency of facing these challenges head on with a documented plan of action. Even as the current conditions improve nationally, Garland won't see a reciprocal improvement because we have little room to continue growing and our current sector plans won't support significant growth when new construction is no longer on greenfield sites.

## What are the current challenges?

Garland faces "build-out" – meaning nearly all of the vacant land in the city has already been developed into neighborhoods, shopping centers, schools, parks, offices, or factories. Future development will have to be on redeveloped or renovated properties. Existing shopping centers, industrial centers, and office developments need renewal in order to stay competitive within the regional marketplace and to continue to provide the types of goods and services that residents and businesses need. Existing neighborhoods must be able to adapt to meet current market needs and preferences. Though most of the community's reinvestment decisions will be by the private sector, *Envision Garland* describes the City of Garland's role as enabling and supporting reinvestment and redevelopment in a way that maintains Garland's character, but is also responsive to the changing needs and desires of residents and businesses.



Garland's neighborhoods are the primary land use throughout the city and heart of the community. For many of the older neighborhoods, action is needed to avoid disinvestment, neglect, or undesirable intrusions or nuisances. For newer neighborhoods not facing infrastructure and market decline, there must be an effort to protect the investment owners have made. The needs and expectations of today's families and their homes are different from twenty or fifty years ago. Some homes will need to be adapted to meet the changing preferences of their residents in order to be functional, desirable, and marketable today and in the future. The regulatory process needs to support such efforts by owners. *Envision Garland* aims to protect and strengthen existing single-family neighborhoods, but also to allow new neighborhoods for residents desiring different types of homes, features, and experiences. Garland can be home to both the traditional, family-friendly, established neighborhoods and also to more urban, diverse, and transportation accessible residential districts.

Quality public services and an efficient transportation system are crucial to the desirability of our neighborhoods and business districts. However, as Garland has aged, so have the public facilities that serve those places. To keep neighborhoods desirable and to encourage private reinvestment in the community, the City of Garland must upgrade streets, sidewalks, services, and utilities to meet the expectations of residents and business owners, as well as the new residential, commercial, and industrial development we need to continue functioning economically. Building and maintaining these public investments in a safe and cost-effective way requires well-planned budgeting, professional financing practices, and the use of effective design techniques.

## What's the benefit from *Envision Garland*?

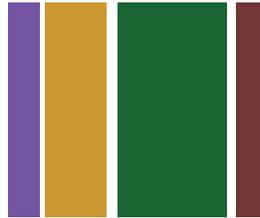
*Envision Garland* outlines a strategic plan that is grounded in market and economic reality. It provides a general guide for advancing the community, while protecting the many assets that have successfully made Garland a place residents and businesses are proud to call home. Implementation of the Plan will require continued engagement with City Council, the public, and the private sector. Public engagement and review will continue throughout the implementation phase to support the ongoing participation encouraged throughout the plan's development.

This document is not intended to supercede private property rights. *Envision Garland* does not propose specific changes to private property but does seek to enable owners to make changes where current regulations and development patterns make those changes difficult or are prohibited. It provides a framework and policy context for decisions. It does not provide or presume a set course of action. It provides a direction that supports the overall community vision. While initial steps are identified, realizing the community's planned future requires a continued, long-term effort by a wide variety of community residents, property owners, business owners, and decision-makers.

A plan that meets Garland's unique needs will allow the City to build assets and address community needs, move toward a prosperous and desirable future, and strategically guide public investments that ensure the community's future success. *Envision Garland* outlines a vision for the future and identifies goals, suggested policies and an initial implementation program to guide the community toward 2030.

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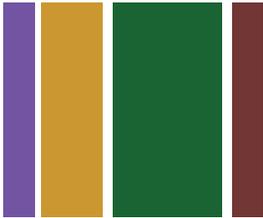
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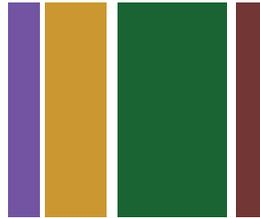
# Chapter 1

## Introduction



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## Overview

*Envision Garland* is a guide for physical and economic development in the City of Garland over the next 20 years. It provides direction for achieving the community vision, as identified during the development of the Plan, through strategies addressing land use, housing and neighborhoods, economic development, transportation, infrastructure, and community design needs. *Envision Garland* was created through a series of public activities providing opportunities for input from those having an interest in the City's future. Residents, business owners, property owners, and others participated in the development of the *Envision Garland* Comprehensive Plan, making this planning effort, and the resulting community vision, an unprecedented opportunity to create a reinvigorated city of attractive places for existing and future residents seeking to call Garland home.

Significant economic growth is projected for the Dallas/Fort Worth region. The City has many existing assets and will be positioned to benefit from anticipated growth through the development of a long-range plan for the future. Garland, like many other first-ring suburbs which experienced substantial growth between the 1940s and 1970s, continues to thrive; however, it faces challenges to long-term economic health due to aging and obsolete structures and infrastructure, limited opportunity for new development, and increased needs in the face of limited resources. An economic assessment finds that while Garland's growth rate lags behind booming suburbs to the north, many incoming residents are returning to neighborhoods closer to the regional core (see Appendix 2 for the 2010 Market Assessment Summary).

Even as the economy improves, Garland will continue to face physical and economic challenges. The City's older housing stock may not meet the preferences of those moving to the region. Stagnant property values will create fiscal hardships. Decision-makers will have to seek new methods of addressing community

*To accomplish great things, we must not only act, but also dream; not only plan, but also believe.*

*- Anatole France*



*Envision Garland seeks to ensure and enhance the community's future success and enhance the assets that have led families to call Garland home*

# Introduction

## Public Engagement

development patterns and the provision of services and amenities. Those guiding the development of *Envision Garland* openly recognize the challenges and opportunities affecting the City's ability to grow in the future and seek to identify new ways to address these challenges directly and proactively. To meet the needs of the community, Garland must prepare a plan that creates a direction for the City's future growth and positions the City to partner in revitalization, reinvestment, and redevelopment.

*Envision Garland* establishes a set of coordinated policies and strategies guiding the City's development future and provides a resource for City departments, investors, property owners, and others seeking to invest in the community. Many expressed a desire to preserve the characteristics that led them to call Garland home; however, all recognize the changes facing the community and the significant decisions that must be made to ensure the community's future. A vision was crafted capturing the best the community has to offer and expressed specific goals that must be achieved.

Public participation played an important role in the development of *Envision Garland*. Insight gained from over 1,700 individuals and an analysis of market conditions helped to solidify plan concepts for Garland's future and identified initial steps for implementation. Through an informal citizen survey (Spring 2008); the Community Visioning Workshop (Summer 2008); the Growing the Vision Workshops (Fall 2008/Winter 2009); and the 2008, 2009 and 2010 Neighborhood Summits; residents, property owners, and business owners identified a common message for Garland's future.

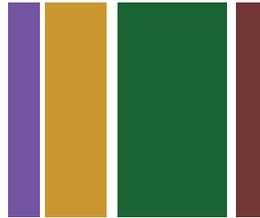
The *Envision Garland* public engagement process began with a citywide opinion survey distributed through the *Garland City Press* and online through the *Envision Garland* website to Garland residents, business owners, and property owners. The survey asked preliminary questions about quality of life in the City and opinions on the most pressing issues of the day. Survey respondents overwhelmingly indicated neighborhood appearance, infrastructure, and aging retail centers as key challenges facing Garland.



*Community Visioning Workshop participants*



*Leadership Garland at a Growing the Vision Workshop*

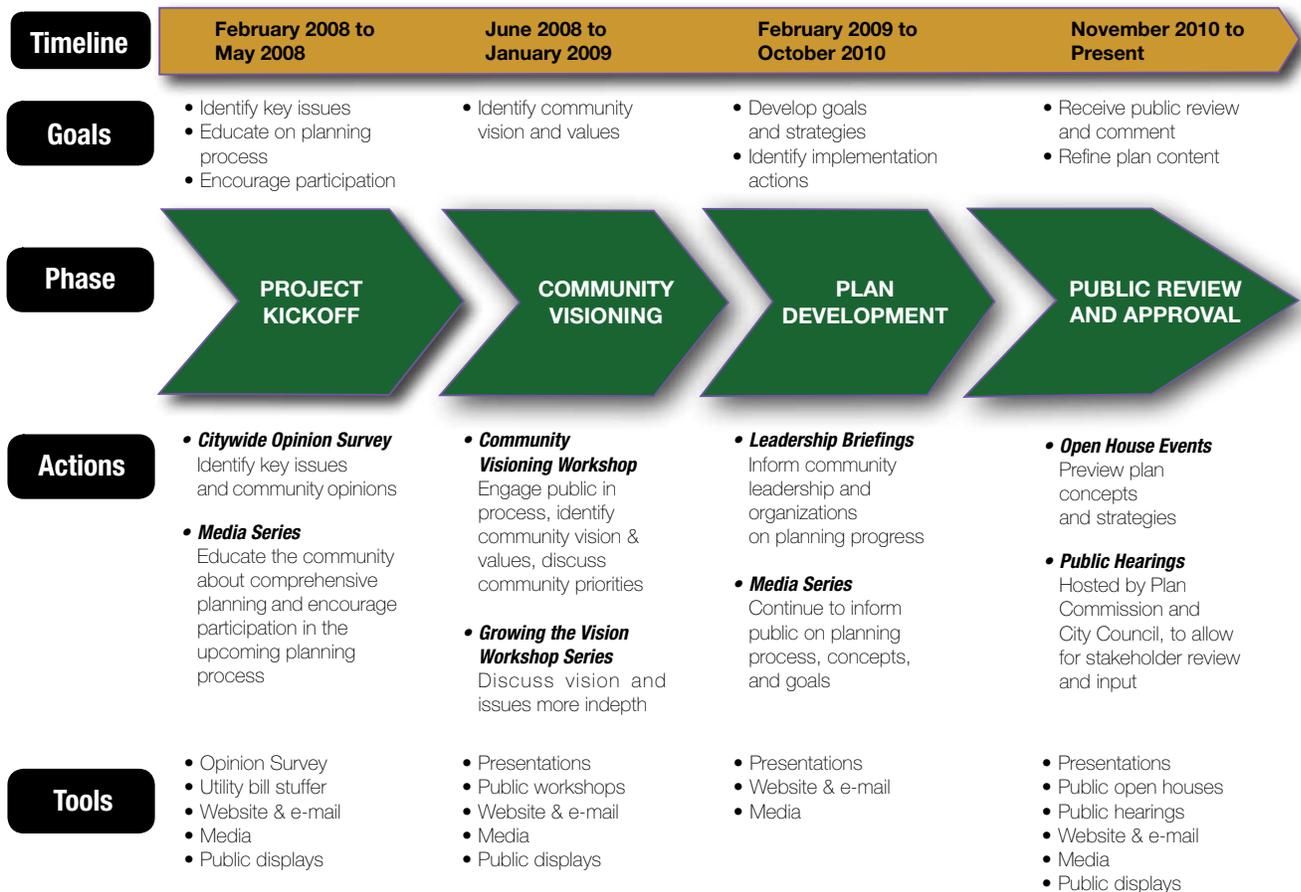


## Garland's Vision for 2030

*In 2030, Garland is a community that blends old and new into a distinctive destination for people and businesses. We successfully adapt to changing needs and benefit from new opportunities, strengthening our identity as a sustainable community with a hometown feel. We are a community known for our appealing neighborhoods, globally-connected business hub, and beautiful parks, active lakefront, and natural areas.*

1-4

### PUBLIC ENGAGEMENT TIMELINE



## Garland, Texas: Past, Present, and Future

The City of Garland, with a population of 226,876, is more than just a first-ring suburb of Dallas. Ranked the 12th most populous city in the State and the 88th most populous city in the United States, Garland has grown well beyond its beginnings as a small town along the rail. Incorporated in 1891, Garland has become a community known for its hometown character, excellent city services, and strong industrial base.

### Garland Past

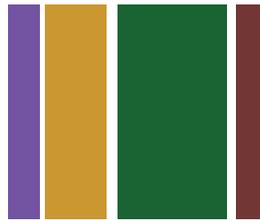
Originally a part of the Peters Colony, settlers began arriving in the area now known as Garland about 1850, eventually establishing a store and later a corn mill along the northwest bank of Duck Creek. Pioneers found the black soil in the area ideal for cotton. It supported an agricultural industry for the community, resulting in the building of two cotton gins by 1867.

In 1886, the Santa Fe Railroad built a rail line bypassing the community of Duck Creek and encouraging the growth of a new community, Embree, around the rail depot. The new rail line and depot soon motivated Duck Creek residents to relocate to Embree, just a mile away, sparking a rivalry that would intensify as the years progressed. During the same year, the Missouri, Kansas & Texas Railroad (MK&T) built a new rail line, choosing not to join the existing Santa Fe Railroad in a union station. Instead, the MK&T chose Duck Creek, further adding to the competition between towns for residents and ultimately for the local post office.

In 1887, Dallas County Judge Thomas A. Nash asked visiting Congressman Joe Abbott to move the post office to a new location between the two towns. The government granted the request, and the new location was named Garland in honor of then

U.S. Attorney General A.H. Garland. This led to the dissolution of both Duck Creek and Embree. Since then, Garland has grown, absorbing rural towns such as Centerville, Pleasant Valley, and Rose Hill, into a suburban, hometown community with a range of thriving neighborhoods, businesses, and industries.

*A first-ring suburb is a community which experienced rapid growth between the 1940s and 1970s in close proximity to a larger core city; also known as “inner-ring suburbs,” these communities closest to the core city share common issues and concerns including limited area for expansion due to boundary restrictions, housing and infrastructure conditions, population and demographic changes, and economic development patterns.*



## Garland Present

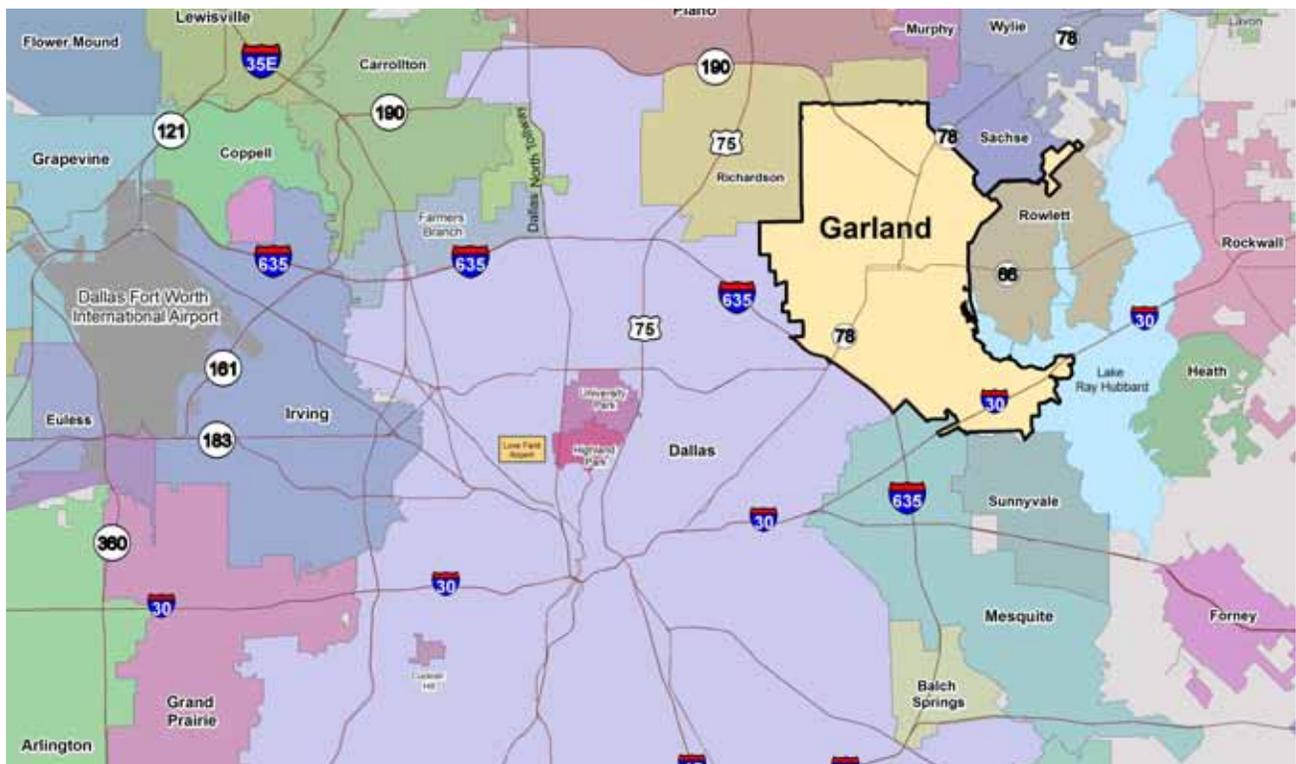
Today, Garland is the fifth largest city in the Dallas/Fort Worth Region, one of the fastest-growing regions in the country. Growth in the region has brought unprecedented change to the area, with over 6 million residents choosing to call the Dallas/Fort Worth area home in 2010. Projections for the area show continued growth to an estimated 9.1 million residents by the year 2030, with continued growth through the year 2050. This highlights the opportunity for future growth in Garland.

Strategically located along major state and interstate corridors, Garland is a powerful part of the regional economy. The city has many assets that support economic health and overall quality of life. As a first-ring suburb, Garland's existing transportation network provides convenient access to the urban center

and major employment corridors in the region. Its diverse neighborhoods, arts facilities, and traditional downtown create a unique sense of community that is reflective of the many generations of residents that choose to call Garland home. Natural resources like Lake Ray Hubbard, the Spring Creek Forest Preserve, the Rowlett Creek Preserve, and the Duck Creek Greenbelt create unique recreational and quality of life amenities for residents and visitors to enjoy. Garland's industrial employment sector, new commercial developments (Firewheel Town Center, 5th Street Crossing, Harbor Point, and Centerville Marketplace), the Dallas County Community College District's Richland College – Garland campus, and quality City services further confirm the city as an excellent place to live, work, and play.

1-6

Figure 1 - Dallas Area Map



# Introduction

## Garland 2030

### Population

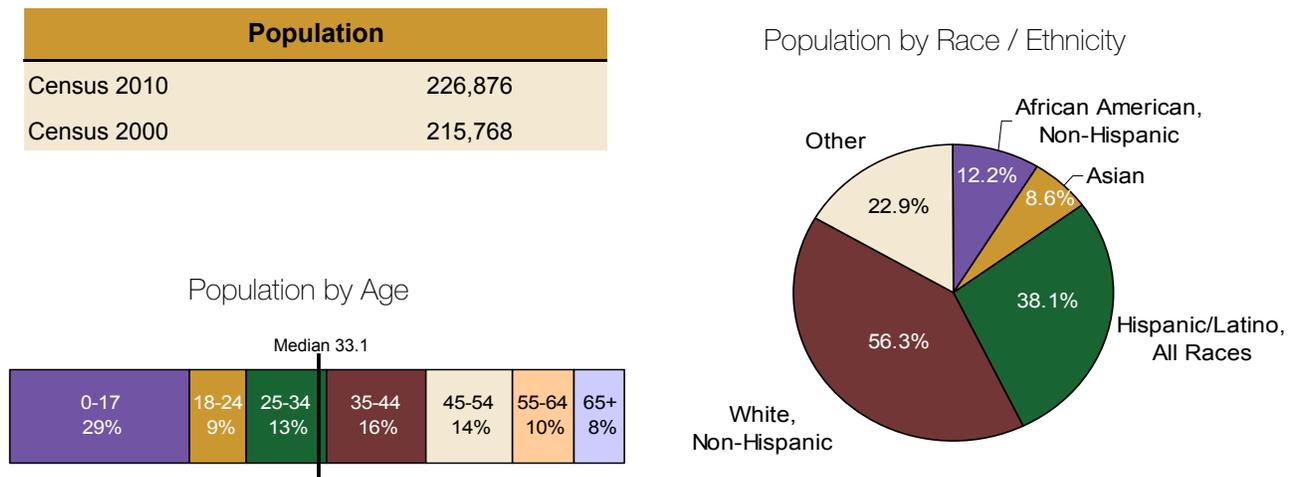
Growing diversity and aging residents will impact the City's population. There will be growth in the Hispanic and Asian populations, and senior citizens will increase as a share of the population in the Region. In 2007, approximately seven percent of the Region's population was between 65 and 84 years old. This figure is expected to nearly double to 13 percent by 2030.

Both growth trends represent unique housing needs. The average household size is predicted to remain relatively steady over the next 20 years; however, future changes in population and their impact on Garland will be determined by market conditions and how the City chooses to develop. Projected growth for the area provides insight into the needs Garland must prepare to accommodate in order to benefit from growth in the Region. Specific implications of the changes population growth will bring cannot be

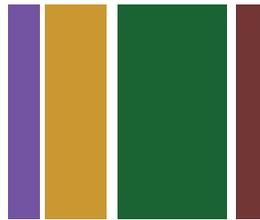
overlooked as the City implements its physical and economic development strategy. (See Appendix 2: 2010 Market Analysis Summary).

Garland's demographic composition today reflects that of many first-ring suburbs; however, the City's established, stable neighborhoods and central location make it attractive for many residents seeking to move back into the inner ring and away from the Region's fringe. The increase in residents that are very young (ages 0-5) and senior age (ages 65 and older) indicates a change in the community's resident base. While this future demographic trend matches well with the changes projected for the Region, it also identifies an important gap in the young adult age group (ages 18-34). A key demographic for economic development, the City must seek opportunities to encourage residents from this age group to call Garland home.

**Figure 2: Population Demographics**



Source: U.S. Census Bureau  
 \*Persons of Hispanic / Latino origin may be of any race



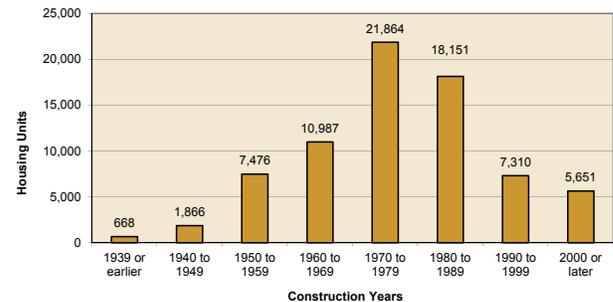
## Housing

In recent years, development in the Region has expanded to provide more housing types, such as townhomes, apartments, and condominiums, traditionally attractive to young adults and empty-nesters. Garland's housing market is dominated by single-family, duplex, and townhome residential units that make up 76% of the housing stock, while multifamily units make up the remaining 24%. Surrounding communities have expanded their residential options to also include higher density housing. Garland also has many opportunities to expand residential options because of existing light rail and highway access. With nearly 60 percent of housing built prior to 1980, opportunities for rehabilitation in existing neighborhoods and redevelopment in transitioning areas provide Garland with the ability to fill the demographic gap currently found in the community and attract younger adults.

## Retail

Garland's regional competitiveness through 2030 depends on its ability to understand and strategically manage the link between housing, employment, and access to goods and services. All three create synergy in the community and determine the City's ability to remain competitive into the future. Conditions existing today provide an opportunity for Garland to continue the success of developments like Firewheel Town Center and keep more retail dollars within the community. Garland also has the opportunity to diversify its retail formats and product mixes creating an environment that is attractive to targeted demographics, ultimately creating increased interest in Garland as a community. Already an industrial force in the area, expansion, enhancement, and diversification of Garland's industrial base will further its unique ability to capitalize on the region's positive growth through 2030.

**Figure 3: Housing Age**



*Newer neighborhoods expand Garland's housing options.*



*Mature areas provide stable neighborhoods.*



# Chapter 2

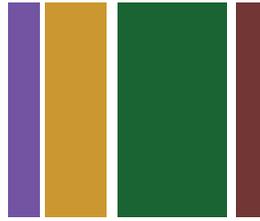
## Vision for 2030



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## Strategic Framework: Achieving a Vision for 2030

*Envision Garland* builds on the strong community spirit of Garland's past to create an ambitious plan for the future. As a living document, *Envision Garland* provides a framework for change over a 20-year horizon. Incremental implementation strategies provide an opportunity to identify near-term priorities and support long-range planning for funding and capital investments.

Identifying a starting point for implementation requires taking a broad range of interconnected efforts and transforming them into a coordinated plan of action. *Envision Garland* identifies the future development program of the City through the year 2030 and begins to address how the City will achieve the community envisioned. Chapter 8 outlines concentrated efforts to leverage limited resources and to incorporate *Envision Garland* principles and concepts in implementation activities. *Envision Garland* provides several resources to guide the implementation of the community vision:

### *Vision for 2030*

A statement communicating what is important to the community. It is confirmed by the public and helps shape the Plan's development. (see Appendix 1 to learn more about public engagement for *Envision Garland*.)

### *Guiding Principles*

Guide decision-making as the community's leadership and conditions change over the years. They provide a tool for maintaining consistency with the community vision.

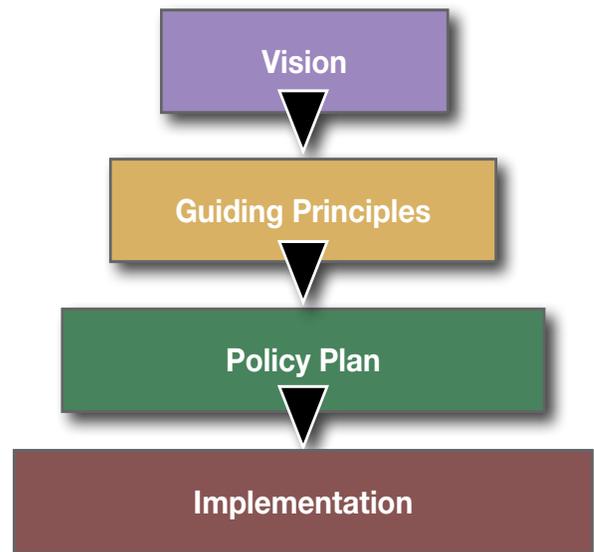
### *Policy Plan*

*Envision Garland's* policy section highlights five elements creating the Plan's comprehensive approach to implementing the future physical and economic needs of the community. Each establishes a set of strategies, policies, and recommended actions. The Policy Plan serves as a guide for implementation over a 20-year horizon.

### *Implementation*

Implementing *Envision Garland* requires the efforts of all invested in Garland's future. Actions implementing the Plan should maintain a focus on the components of the Strategic Framework while remaining flexible to meet new challenges in the future.

2-2



*Strategic Framework*

# Vision for 2030

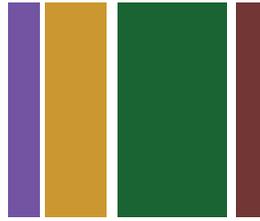
## Guiding Principles

Guiding principles capture the community vision developed by the public and are a tool for achieving consistency in implementation to maintain the overall intent of the Plan.

1. Garland maintains a hometown character while providing opportunities for compact, higher-density activity centers of services, amenities, employment, and recreation.
2. Garland facilitates a thriving economy through strategic investments, partnerships, and wise stewardship of existing assets.
3. Garland provides opportunities for a range of housing types meeting the income, household needs, and preferences of those seeking to call the city home.
4. Garland fosters high-quality community character by modeling and supporting enhanced aesthetic and maintenance standards.
5. Garland promotes an integrated regional mobility network for pedestrians, bicycles, transit, roadways, and freeways efficiently linking neighborhoods and centers of activity and employment to the Dallas/Fort Worth region.
6. Garland supports a connected open and public space network formed by parks, greenbelts, trails, lakefront, and public/private spaces.
7. Garland encourages the efficient use of resources.
8. Garland practices planning and decision-making that is inclusive, transparent, and consistent.

## Garland's Vision for 2030

*In 2030, Garland is a community that blends old and new into a distinctive destination for people and businesses. We successfully adapt to changing needs and benefit from new opportunities, strengthening our identity as a sustainable community with a hometown feel. We are a community known for our appealing neighborhoods, globally-connected business hub, and beautiful parks, active lakefront, and natural areas.*



## Policy Plan

*Envision Garland's* Policy section identifies land use, economic development, housing, neighborhoods, transportation, infrastructure, and community design as important considerations for implementing a comprehensive approach to long-range planning for Garland. The identified strategies, policies, and recommended actions found within the Policy section of the Plan work together to create the physical conditions and economic growth envisioned for the future. -

*Envision Garland* is organized into chapters. Each one is an element of the overall Policy Plan. Each element must be considered in order to create the future identified by the community vision. As a tool for anyone investing in the City's future, *Envision Garland* may be used to identify and guide long-range planning activities, City policy, community expectations, future land use, and public investment.

2-4

### Elements Addressed In the Policy Plan:

- *Land Use*
- *Economic Development*
- *Housing and Neighborhoods*
- *Transportation and Infrastructure*
- *Community Character and Design*

### *Land Use Element*

Garland's future land use is organized around four Building Blocks: Vital Neighborhoods, Activity Centers, Employment Centers, and Parks & Open Space. This combination provides the foundation for Garland's future land use pattern.



*Shoal Creek, Medium Density Townhouses*



*Baylor Medical Center Garland*



*Firewheel Town Center, Retail Mixed-Use*

# Vision for 2030

Each Building Block provides a concept for Garland to achieve the community vision through land use and the built and natural environment. The Land Use Element (Chapter 3):

- Supports the Vision and Future Land Use Map as a guide for future development in Garland
- Establishes policies for consideration in zoning and land development decisions, in conjunction with site or area-specific resources
- Supports land use, infrastructure, and transportation planning to promote a collaborative, interdisciplinary approach to long-range planning decisions; preserves and enhances scenic, aesthetic, historic, community and natural resources; and improves or maintains safety, mobility, and infrastructure conditions
- Supports implementation of new tools, methods, and resources encouraging contemporary urban development patterns and enhanced urban design standards

## *Economic Development Element*

Garland land use policy supports the aggressive growth strategy established by City Council through targeted strategic investment. Encouraging strategic investment in Catalyst Areas within the community strengthens the City as a public partner and enhances the City's ability to effectively leverage private investment. The Economic Development Element (Chapter 4):

- Supports aggressive targeting and recruitment of potential growth industries and niche market opportunities, enhanced by community partnerships that facilitate workforce development
- Confirms a need for a community-wide infill and redevelopment strategy that addresses inherent economic and organizational challenges
- Promotes community branding and identity initiatives

## *Housing and Neighborhoods Element*

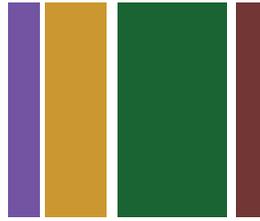
Planning within a nearly built-out community requires a broader approach to residential development. In such an environment, every decision has both constraints and opportunities. The City's approach to revitalization must protect existing neighborhoods and address the physical environment, market conditions, and community context in which investment will occur. The Housing and Neighborhoods Element (Chapter 5):

- Ensures all neighborhoods are vital – providing for a range of housing options, incorporating interconnected streets and sidewalks for mobility and promoting access to neighborhood services and recreation
- Creates opportunities for a diverse range of housing types and neighborhood densities that support resident ability to age in place, neighborhood affordability and sustainability
- Recommends strategic public investments to enhance the City's housing stock and neighborhoods
- Engages residents and other community stakeholders to be active participants in the planning and support of neighborhoods

## *Transportation and Infrastructure Element*

The significant cost and magnitude of infrastructure projects make strategic long-range planning of these investments essential to a successful infrastructure policy. Transportation and infrastructure investments can enhance quality of life within neighborhoods and activity centers and support strategic, catalyst efforts that enable the types of new development the community desires. The Transportation and Infrastructure Element (Chapter 6):

- Promotes roadways designed and operated to enable safe, attractive, and comfortable access and travel for all users, including motorists, cyclists, pedestrians, and transit users.



- Utilizes public infrastructure investments to leverage private investment and enhances the City's ability to provide quality infrastructure
- Targets infrastructure investments in strategic areas to serve as a catalyst for economic development and revitalization

### ***Community Design Element***

Advancing the community's quality of life requires an integrated approach that considers the built environment and the needs of the community in establishing identity and sense of place. Garland must create a community focused on people, quality development, fiscal health, and aesthetics. The Community Design Element (Chapter 7):

- Encourages unique, active places that support the community vision and future land use plan by acknowledging the important relationship of place, quality of life, image, development diversity, urban form, movement, and adaptability
- Confirms a need for community-wide design regulations and resources guiding revitalization and redevelopment
- Promotes community branding, as well as identity initiatives and considerations in the built environment, around primary gateways and along community corridors
- Supports implementation of new tools, methods and resources that encourage contemporary, efficient urban development patterns and enhanced urban design

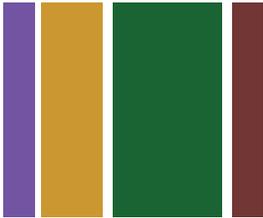
### **Implementation**

*Envision Garland* identifies immediate and long-term actions for achieving the Vision for 2030. Recommended actions address barriers to achieving community goals by providing regulatory, strategic, and fiscal direction for the City organization. Amendments and updates to existing development-related ordinances will implement *Envision Garland's* strategy of creating services, amenities, and places identified through the Future Land Use Map, goals and policies. More effective ordinances will allow greater flexibility and efficiency for property owners as they make decisions about their property.

Implementing a citywide Economic Development Strategy builds upon Garland's assets and establishes a coordinated short-term plan for promoting the City's long-range economic development program. In addition, a citywide Housing and Neighborhood Strategy integrates neighborhood planning which provides residents with a role in affecting their neighborhoods and supports their participation in community development, neighborhood vitality, and improving neighborhood revitalization.

Coordination of public investments greatly influences how land is developed and how the community may create the neighborhoods, activity centers, or employment centers desired in the future. *Envision Garland* provides a guide for prioritization of projects identified within the Capital Improvement Program through the identification of catalyst areas.

Each component of *Envision Garland's* strategic framework for implementation identifies critical steps for successfully achieving the community vision. Effectively implementing the Plan requires a long-term view focused on the community's desired future and thoughtful consideration of the impact of decisions made along the way. A review of strategic opportunities for implementation can be found in Chapter 8: Implementation.



# Chapter 3

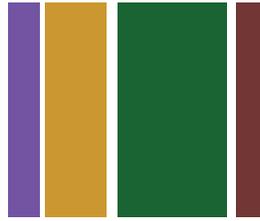
## Land Use Element



3-1

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Existing Conditions	3-3
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Land Use Goals and Policies	3-18
Next Steps	3-20



The Land Use Element identifies strategies for achieving the Vision for 2030. This chapter of *Envision Garland* provides goals and policies to guide land use decisions within the city; the interaction of land, transportation, infrastructure, and economic development; and the provision of the housing, employment, and amenities needed to enhance the city's appeal for existing and future residents.

The Land Use Element:

- Supports the Vision for 2030 and the Future Land Use Map as a guide for future development in Garland
- Establishes policies for consideration in zoning and land development decisions
- Supports coordination for land use, infrastructure, and transportation decisions
- Supports implementation of new tools, methods, and resources that encourage contemporary, urban development patterns and enhanced urban design



*Urban development patterns use solutions that integrate neighborhoods with activity centers*



*Public and private open space promotes community health, social interaction, and community aesthetics*



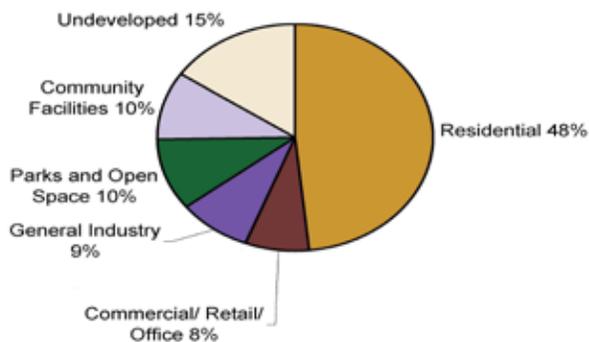
*Activity centers provide compact, walkable areas fostering social interaction*

## I. Existing Conditions

### Land Use

The planning area for *Envision Garland* extends over a 57 square mile area. Residential uses comprise the largest percentage of the city's land use pattern, with approximately 45 percent of the city's land used for low to medium-density residential use. Only three percent of the land within the city is currently used for high-density residential. Eight percent of the land is used for commercial, retail, office, and professional services, or residential/retail/office mixed-use. General industry is approximately nine percent of the land area. Parks and Open Space covers 10 percent of the city. In addition, 10 percent of land is dedicated to community facilities (including government, schools, and landfill). Finally, 15 percent of the land is undeveloped, much of which is floodplain and limits future development opportunities. The remaining large, undeveloped properties in the city are within the State Highway 190 and Interstate Highway 30 corridors. Other undeveloped land is scattered throughout the city in varying-sized parcels. It is anticipated that the city will no longer have greenfield development opportunities by the next decade.

**Figure 4: 2010 Existing Land Use in Garland**



Source: Garland Planning Department, 2010

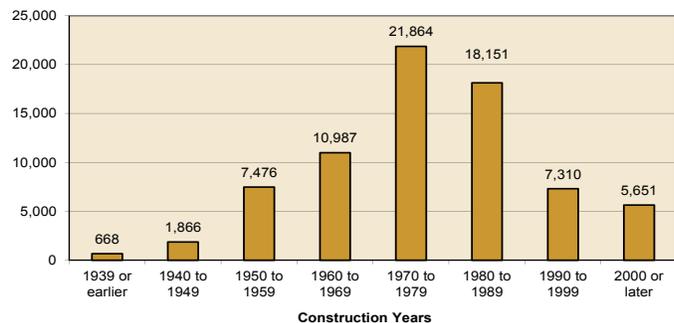
### Population

In recent years, Garland has experienced slow rates of growth; however, during the 1960s, 1970s, and 1980s, Garland saw significant development and population growth beyond its historic core. Between 1990 and 2000, the city's population grew approximately 19 percent. Between 2000 and 2010, population growth had slowed to five percent. Based on today's land use pattern, Garland's population estimate at build-out is anticipated to be approximately 240,000. If land use policies are modified, population totals at build-out may well exceed previously anticipated growth.

### Housing

As a primarily owner-occupied community with single-family detached homes as the primary housing type, Garland remains a viable suburban community. The city's housing stock, however, reflects its age, with many older homes in need of updating and maintenance. Garland was one of the first Dallas County suburbs to boom, starting as far back as the 1950s, and has since become one of the metropolitan area's largest.

**Figure 5: Housing Age**



Source: US Census Bureau, American Community Survey 2005-09



Approximately 60 percent of the housing stock was built prior to 1980. This provides a challenge for the community because the lack of amenities and energy efficiency found in older homes will continue to impact their desirability to homeowners. In the long term, this trend will negatively affect property values and add to the fiscal challenges facing the City. Household growth estimates show an increase of almost 3,500 new households by 2030, again reflecting low to moderate growth. This trend highlights the need to address housing diversity and density in the future to meet the needs and desires of those moving to the region.

### Employment

Employment projections for the Dallas/Fort Worth region remain strong despite national economic trends. Employment estimates for Garland anticipate a 10 percent increase in jobs by 2030. Job growth in the first half of the decade (2000-2005) outpaced both the metro area and many adjacent communities; however, the impact of national economic trends may slow anticipated growth. Land use strategies promote increased availability of land for employment opportunities and an opportunity to provide an attractive environment for both employers and employees.

## II. Guiding Future Land Use

As a first-ring suburb, Garland is at a critical point in its development. It has many of the assets of an older, more established community, as well as the challenges. Garland's well-established pattern of land use provides a strong base from which to grow; however, as a community nearing build-out and experiencing underlying significant demographic shifts, the City must now focus on methods of preservation and redevelopment to maintain community quality of life. How land is used in the city will determine its ability to meet the housing needs of its residents; provide employment, services, and amenities; as well as maintain the City revenue and fiscal stability that will ultimately determine the attractiveness and viability of Garland as a community.

*Envision Garland* seeks to modify the City's historic development pattern from that of a traditional suburb to a city offering a greater variety of neighborhoods, shopping, and employment. Guided by the Strategic Framework outlined in Chapter 2, the Land Use Element supports development and redevelopment that allows Garland to achieve progressive growth, while maintaining the hometown character that makes the community unique. Methods guiding the development and implementation of *Envision Garland* recommendations for community development and redevelopment include the following:

- Recommendations for Community Development and Redevelopment
- Land Use Tools

## Recommendations for Community Development and Redevelopment

Redevelopment allows a community to create new life in areas in need of revitalization. The concept of redevelopment encompasses a range of tools that, when applied, allow an area to address deteriorated conditions and turn once vacant or challenged properties into an economically vibrant amenity that once again meets the community's needs. Garland has a range of areas that once represented thriving neighborhood and community gathering places that provided vital services, retail shopping, and employment. Time, however, has left many of these areas vacant or depressed, and in need of revitalization. The Future Land Use strategy provides a guide for redevelopment by identifying land as a renewed opportunity for the City. Catalyst areas identified for strategic reinvestment highlight key opportunities to revitalize and modernize the City's development pattern. Each area's unique character highlights the importance of area-specific redevelopment strategies.

### *Traditional Development*

Traditional urban development patterns are again popular with residents, businesses, and employers. They create development that supports environments and amenities that allow people to enjoy outdoor spaces. This type of development is enabled in the places identified in the Future Land Use Map, where appropriate.

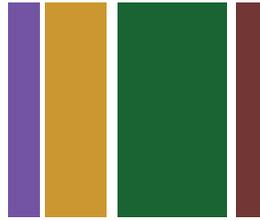
### *Placemaking*

Placemaking promotes the development of aesthetically attractive, lively, enduring places that incorporate a community's unique identity. This concept considers the elements of public spaces that enable people to interact. Placemaking encourages pedestrian-friendly, accessible places, while acknowledging the economic and community needs.

Combining the tenets of Placemaking with the concepts of traditional development principles provides a direction that goes beyond just changing the City's land use pattern to creating a community that is continuously evolving to meet the needs of its residents. *Envision Garland's* Future Land Use Plan identifies opportunities that will enhance Garland neighborhoods and activity centers, breathing new life into the community.



*Traditional, pedestrian-scaled environments encourage people to engage in the public realm.*



## Land Use Tools

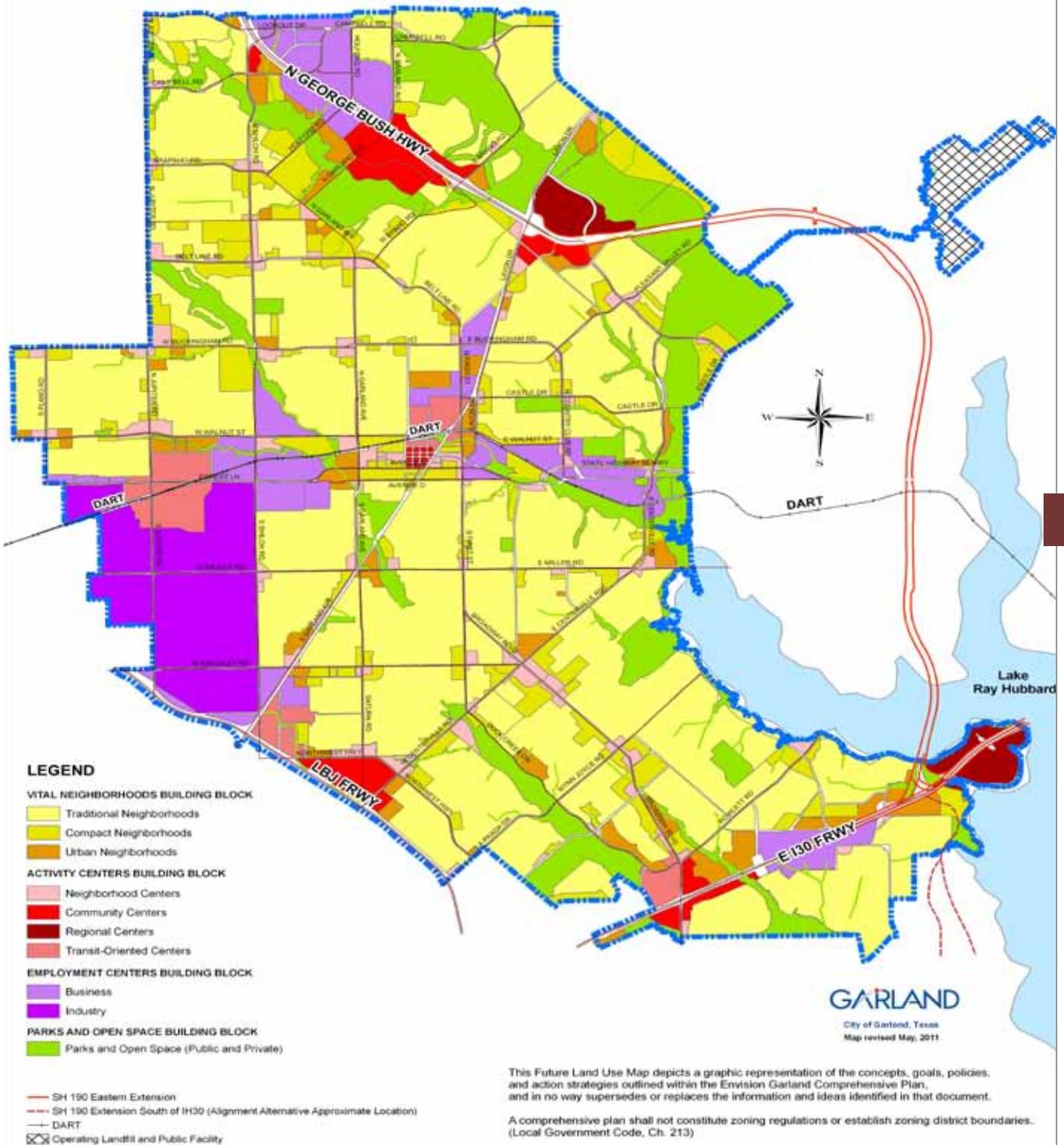
Land use regulations and development standards are effective tools for creating the neighborhoods, activity centers, and employment centers described in *Envision Garland*. The Future Land Use Map is a guide for the community's land use patterns, but it is the use of zoning that implements this desired pattern. Zoning determines what uses are appropriate in various areas and in conjunction with, or in proximity to, each other. Development standards can be crafted to affect the form, function, and placemaking elements that are described through *Envision Garland's* development types.

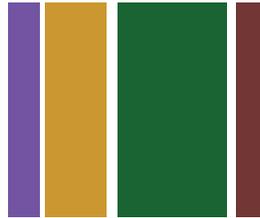
A Unified Development Code (UDC) is the primary tool for codifying and establishing zoning and development standards. A UDC is needed for the successful implementation of the recommendations and concepts outlined in the *Envision Garland* Plan. As build-out is approached and existing development ages, regulatory mechanisms will help foster the redevelopment, infill, and revitalization described throughout the Plan. A UDC will be the City's primary tool for guiding decisions for changes where appropriate and desired by property owners. Developers, homeowners, and investors can look to Garland's zoning and development standards to see the type and character of places the community desires. The Future Land Use Map provides a geographic reference applying strategies and policies supporting the City's physical and economic goals. It identifies general locations for the broad categories of activities and land uses, or Building Blocks, identified as the foundation for Garland's growth through 2030. Each Building Block creating the Future Land Use Map incorporates a range of development types intended to build on existing assets and character in the community and foster active, contemporary places desired in the future.

The Future Land Use Map encourages new development patterns in the City and further promotes implementation of the Plan meeting the housing, employment, and service needs for the future. Each Building Block of the Future Land Use Map identifies a potential place in the future and identifies a comprehensive approach to create the community desired in the future.

The Future Land Use Map is a conceptual tool and does not constitute zoning regulations or establish zoning district boundaries. It should be used as a guide for discussions related to land use and development, along with area or site-specific resources.

**Figure 6: Future Land Use Map**





### Vital Neighborhoods Building Block

Garland neighborhoods are an important asset in creating the community's desired future. Providing a range of housing and neighborhood options ensures Garland's competitiveness in the Region and allows residents to remain in the community as their needs change.

*Envision Garland* supports neighborhood stability through strategies promoting reinvestment in aging housing stock, neighborhood centers, and neighborhood infrastructure. The Plan identifies three neighborhood types with a range of density and mix of uses that include: traditional, compact, and urban. *Envision Garland* also identifies strategies for redevelopment and infill that promote expanded housing options, improved mobility, and community identity.

These strategies include the following:

### Distinctive Community Design

Create neighborhoods that meet the needs of current and future residents by investing in housing and infrastructure, revitalizing nearby shopping areas, and enhancing neighborhood amenities.

### Redevelopment and Revitalization

Introduce new desirable housing types through infill and redevelopment of vacant or obsolete non-residential properties.

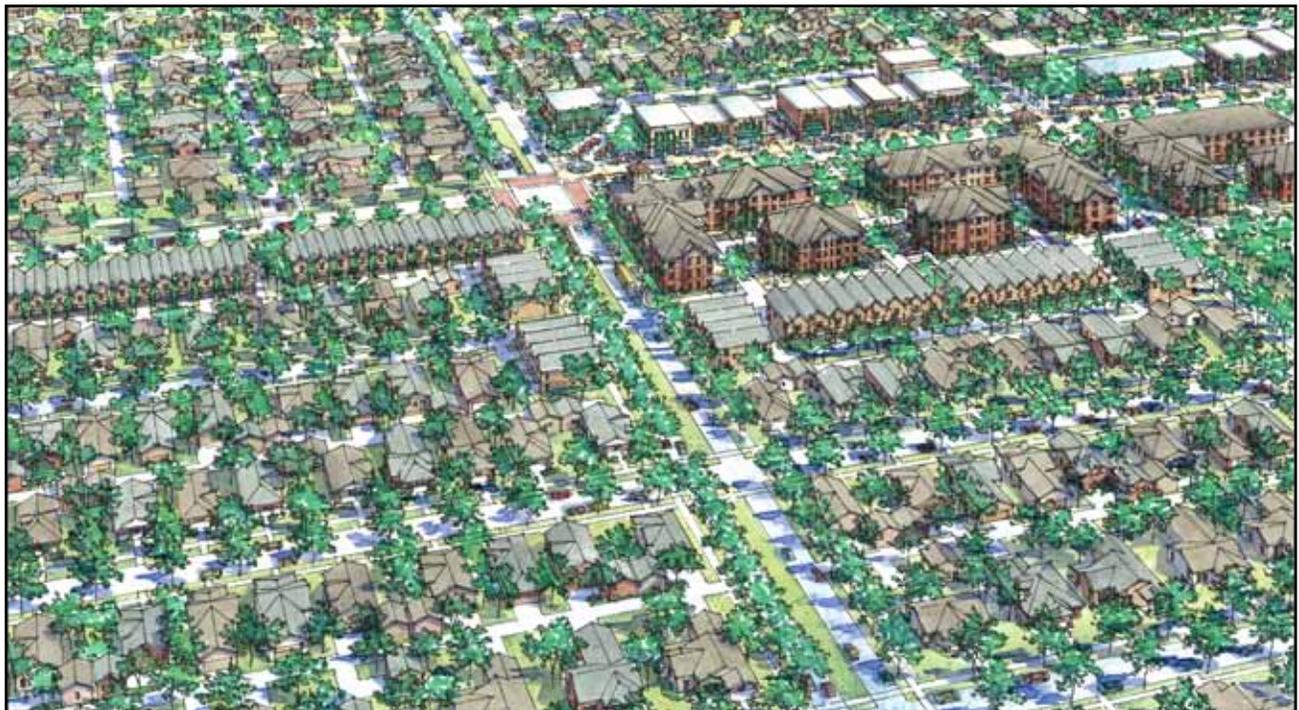
### Strategic Investment

Encourage investment in the community's housing stock to enhance the desirability and value of Garland's neighborhoods.

### Increased Mobility Options

Focus compact development at key locations and provide connections between neighborhoods and activity centers for pedestrians, bicycles, motorized vehicles, and transit.

3-8



*The community's vision highlights the desire for housing and neighborhood options to meet the needs and preferences of all future residents. This graphic identifies the seamless integration of three neighborhood types: traditional, compact and urban.*

# Land Use



## *Traditional Neighborhoods*

### Description

Traditional neighborhoods are currently found throughout Garland and provide areas for low to moderate density single-family detached residential housing. Traditional neighborhoods also accommodate convenience retail (goods and services), office space, and public services.

Non-residential structures are compatible in architectural style and scale with adjacent residential development. Non-residential uses are typically located at the intersection of local streets or at local and secondary arterial streets. Non-residential uses are within walking distance of the neighborhoods they serve and include minimal on-site parking.



### Development Intensity

The Traditional neighborhood development type is primarily characterized as low density, single-family detached (between one and six dwelling units per acre).

Non-residential sites within this category are typically up to three acres in size.

3-9



## *Compact Neighborhoods*

### Description

Compact neighborhoods provide areas for moderate increases in residential density, including single-family attached and single-family detached housing. It expands housing options through infill and redevelopment, while continuing walkable development patterns.

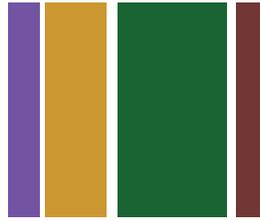
These areas provide transitions between traditional residential neighborhoods and higher density residential neighborhoods and non-residential developments. These areas accommodate uses such as convenience retail (goods and services), office space, and public services. The architectural character and scale of these areas are compatible with adjacent residential development.



### Development Intensity

The Compact neighborhood development type is primarily characterized as moderate residential (between six and twelve dwelling units per acre).

Non-residential sites within this category are typically up to three acres in size.



## *Urban Neighborhoods*

### **Description**

Urban neighborhoods are higher density residential developments. This residential option may utilize vertical mixed-use integrated into the surrounding area, reflecting the area's dominant character or, when desired, promoting a new character.

This type of development should encourage access to a range of mobility options and is generally located in the vicinity of major intersections and/or secondary arterial streets, with proximity to significant bus or rail amenities.



### **Development Intensity**

Urban neighborhoods are characterized by moderate to high density single-family attached and multifamily residential units, greater than 12 dwelling units per acre.

Developments within this category generally are predominantly residential, but may include compatible non-residential uses.

## Activity Centers Building Block

*Envision Garland* encourages the creation of identifiable activity centers through strategies that promote redevelopment and revitalization of underutilized, underperforming areas.

The Activity Centers Building Block focuses retail and employment into specific areas to support neighborhood, community, and region. These areas reflect the principles of placemaking.

Activity Centers accommodate a complete range of mobility options. Provision for transportation options enables resident and visitor mobility, recreation, social, and health needs.

Strategies promoting activity centers include the following:

## Distinctive Community Design

Update design and development standards to enhance gateways and corridors and to provide attractive, modern developments that create desirable destinations within the city.

## Redevelopment and Revitalization

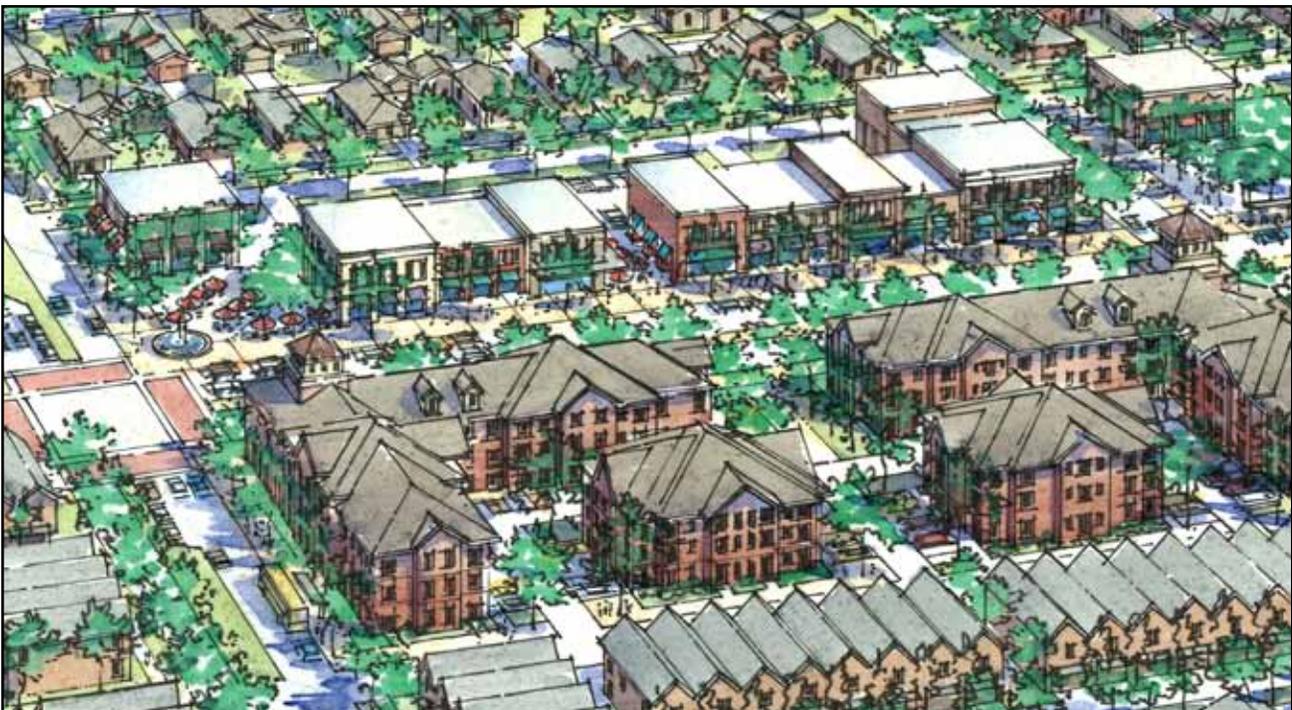
Use tools such as zoning and development standards, financial incentives, and public/private partnerships to redevelop outdated and underused sites.

## Strategic Investment

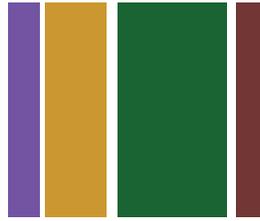
Identify target areas for revitalization and reinvestment that maximize the use of existing infrastructure and fiscal investments.

## Increased Mobility Options

Provide routes and connections between neighborhoods and activity centers for pedestrians, bicycles, motorized vehicles, and transit.



*This graphic illustrates a range of neighborhood and community-scaled mix of uses in a compact, walkable environment.*



### *Neighborhood Centers*

#### **Description**

Neighborhood centers provide a mix of retail, services and community gathering places. This center should be appropriately scaled to adjacent residential areas.

This type of center is predominantly, but not exclusively, non-residential. Neighborhood centers are served by local roads and transit routes.



#### **Development Intensity**

Neighborhood centers are generally five to ten acres. Developments within this land use pattern generally consist of one or more buildings including 30,000 to 100,000 square feet of leasable area.

This development type typically serves a three-mile radius trade area, within a 5-10 minute drive time, and serves a population of 3,000 to 40,000.

3-12



### *Community Centers*

#### **Description**

Community centers are areas with compact development, primarily non-residential, serving a collection of neighborhoods. This type of development consists of a mix of uses, including retail, services, office use, multi-family residential, and entertainment.

Community centers may be developed at the intersections of major arterial streets and along major arterials, highways, and turnpike corridors. This type of area is served by numerous roads and transit routes, providing a variety of connections to adjacent residential neighborhoods, retail centers, and employment centers.

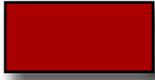


#### **Development Intensity**

Community centers are generally ten to 30 acres. Developments within this land use pattern generally consist of one or more buildings including 100,000 to 450,000 square feet of leasable area.

This development type typically serves a three to six-mile radius trade area, within a 10-20 minute drive time, and serves a population of 40,000 to 150,000.

# Land Use



## *Regional Centers*



### **Description**

Regional centers are areas with a higher concentration of activity that serve as a destination for residents and visitors. Uses within this development type provide a mix of retail, services, entertainment, and employment and may include residential uses.

Regional centers may be found along major highways and turnpikes, and at significant bus or rail stations.

### **Development Intensity**

Regional centers generally cover an area greater than 30 acres and consist of one or more buildings with more than 450,000 square feet of gross leasable area.

This development type typically serves a five to fifteen-mile radius trade area, within a 20 minute drive time, and serves a minimum population of 150,000.

3-13



## *Transit-Oriented Centers*



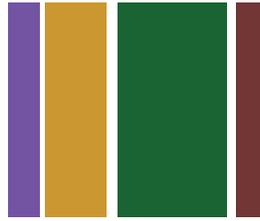
### **Description**

Transit-oriented centers are areas of concentrated activity and increased density with maximum access to public transportation options. This type of center should be developed as mixed-use with live/work/play/shop opportunities.

Transit-oriented development should be within ¼ to ½ mile of transit centers and/or rail stations and provide pedestrian and bicycle friendly access.

### **Development Intensity**

Transit-oriented development is characterized by moderate to high density residential greater than twelve dwelling units per acre. Land use opportunities for four identified transit-oriented development areas should be unique to the needs and character of the larger area.



## Employment Centers Building Block

The Employment Centers Building Block provides concentrated options for high-quality, business environments within the city. Employment Centers support major employers and suppliers, along with providing services and amenities for employees.

Located throughout Garland, Employment Centers enhance the livability of residents by providing accessible employment opportunities.

- Expands opportunities for emerging technology and industry within the city
- May be developed as mixed-use
- Proximity of employment and residential areas offers reduction of commute times and distances

Strategies for employment centers include:

## Distinctive Community Design

Plan for concentrated clusters of commercial activities that include major employers, business support services, and employee services.

## Redevelopment and Revitalization

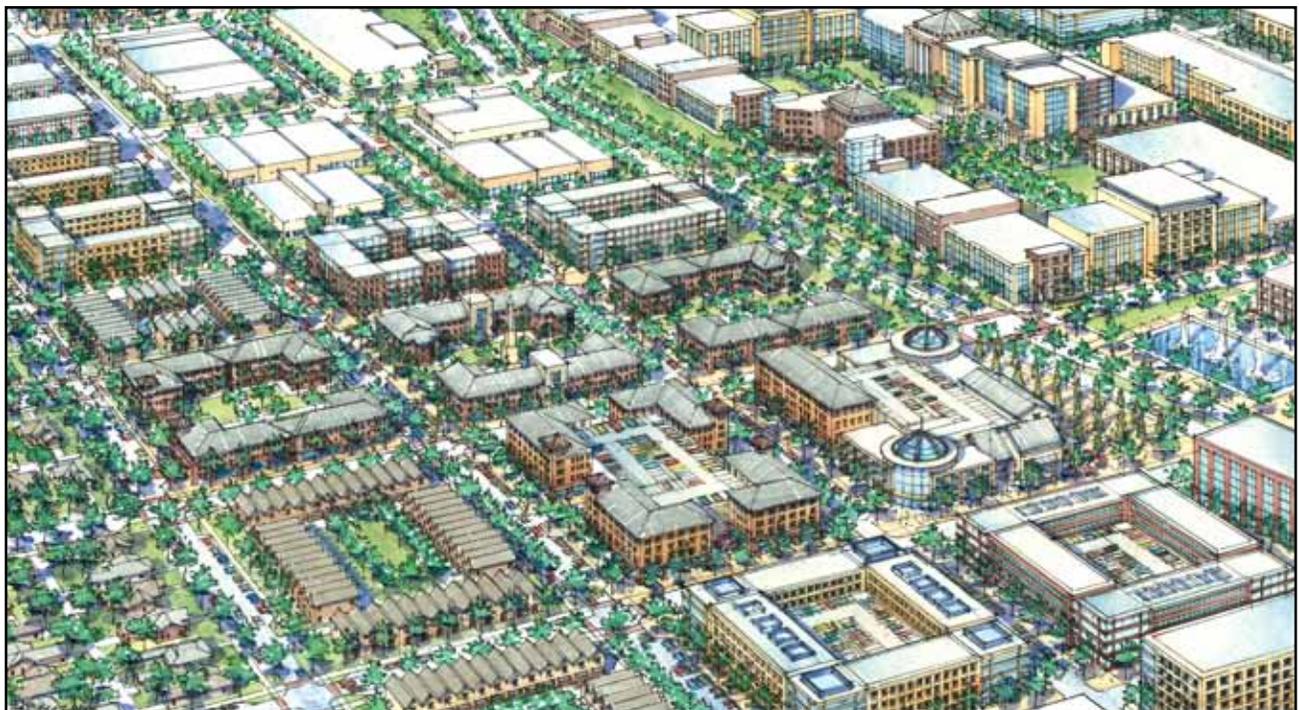
Provide support to business and industry to facilitate expansion and redevelopment of commercial and industrial sites.

## Strategic Investment

Work aggressively to attract jobs and employers to Garland through a comprehensive economic development strategy that expands the business and industrial base and attracts growth industries.

## Increased Mobility Options

Continue to invest in roads, highways, rail, and transit to further connect Garland to the North Texas region.



*This graphic illustrates a concentrated cluster of business, trade, and industry activities ranging in scale and intensity in a compact, walkable site design.*

# Land Use



## *Business Center*

### Description

Business centers provide a cluster of business offices and/or low impact industry, including campus-type development, that cumulatively employ large numbers of people. Operations within this development type occur internal to buildings resulting in minimal negative impacts (sound, air, traffic, outdoor lighting, storage, etc.) and are compatible with adjacent development types in architecture, character, scale, and intensity.

Business centers are generally located at intersections of major and/or secondary arterial streets or significant transit areas (bus/rail). Proximity and access to residential areas are encouraged to reduce travel times to employment. Site design addresses function and visual aesthetics providing appropriate buffering at gateway corridors, between adjacent developments, and for residential neighborhoods.



### Development Intensity

Business centers range in scale and intensity based on the surrounding vicinity and may consist of one or more buildings. This development type includes a variety of primary and secondary uses, including compatible residential uses, that support the business employment sector.

3-15



## *Industry Center*

### Description

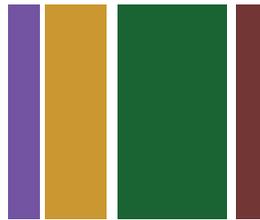
Industry centers provide a cluster of trade and industry that cumulatively employ large numbers of people. Operations within this development type may require substantial infrastructure and may result in more significant negative impacts (sound, air, traffic, outdoor lighting, storage, etc.). Operations may include such elements as semi-truck traffic, loading docks, and visible outdoor storage. Overall, the architecture, character, scale, and intensity should be compatible with adjacent development types.

Industry centers are generally located along major arterial streets, and highways and at significant transit areas (bus/rail). Site design addresses function and visual aesthetics that provide appropriate buffering at gateway corridors, between adjacent developments, and for residential neighborhoods.



### Development Intensity

Industry centers range in scale and intensity based on the surrounding vicinity and may consist of one or more buildings. This development type includes a variety of primary and secondary uses that support the industry employment sector.



## Parks and Open Space Building Block

The Parks and Open Space Building Block incorporates natural and man-made amenities into everyday life to support the community. Connections between community and regional-scaled park and open space areas and neighborhoods are encouraged, as well as into specific developments within Activity and Employment Centers.

Parks and Open Space offers a variety of public and private parks, plazas, and natural areas for passive and active recreation, as well as informal gathering places. As with other Building Blocks, a network of interconnected roads, sidewalks, pathways, and transit connections enables residents to move throughout the community.

Strategies for parks and open space areas include:

### Distinctive Community Design

Provide a variety of park and open space types that offer places for recreation, socializing, and respite.

### Redevelopment and Revitalization

Identify needed improvements and expansion opportunities in response to neighborhood needs, facility conditions, and changes in community development patterns.

### Strategic Investment

Identify opportunities for coordination among public, private, and non-profit entities to support the provision and long-term management of the community's park and open space network.

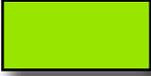
### Increased Mobility Options

Incorporate walking and bicycling routes that connect neighborhoods, schools, parks, retail centers, and other important community destinations.



*This graphic illustrates open space in an activity center spatially defined by buildings. It is located at the intersection of important thoroughfares and may be available for civic purposes and commercial activities.*

# Land Use



## *Parks and Open Space (Public)*

### **Description**

Public Parks and Open Space areas include the vast array of park, recreation, and open space lands. This can range from small neighborhood playgrounds to community parks with outdoor picnic areas, hike and bike trails, and play fields and tennis courts to community recreation centers with swimming pools or indoor gymnasiums; as well as natural areas and floodplains.

Provision for transportation options encourages residents to move throughout their neighborhood for mobility, recreational, social, and health purposes. This should include a network of interconnected roads, sidewalks, pathways, and transit connections to neighborhoods, schools, retail centers, and other area destinations.



Public Parks and Open Space areas offer a variety of publicly-owned parks, plazas, and natural areas for passive and active recreation as well as informal gathering places. These places incorporate high-quality design elements and construction materials appropriate for the area and development scale. Design elements include decorative paving, landscape plantings, lighting, benches, transit shelters, and other elements of the public realm.

3-17



## *Parks and Open Space (Private)*

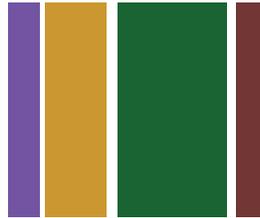
### **Description**

Private Parks and Open Space areas also include a variety of parks and related amenities in residential subdivisions as well as retail and commercial areas. Facilities and amenities range from landscaped entryways and medians to small playgrounds; to play fields, swimming pools, and golf courses, and other amenities including cemeteries, lakes, creeks, and other natural areas. These private lands play an essential role by contributing to the overall community park and open space system.

Although internal pathways and roads typically connect private facilities, connections to the community mobility network provide transportation options to residents, visitors, and employees, enabling travel outside the immediate area.



Private Parks and Open Space areas also offer a variety of parks, plazas, and natural areas for informal gathering places or a variety of recreational activities. Development includes high-quality design elements and construction materials appropriate for the area. Design elements include decorative paving, landscape plantings, lighting, benches, transit shelters, and other elements of the public realm.



### III. Land Use Goals and Policies

Land Use Goals and Policies provide a direction for planning decisions designed to promote development and redevelopment that implement the community's vision. The goals and policies are as follows:

#### Goal 1: Create a Community of Great Places.

**LU Policy 1.1:** The Future Land Use Map and concepts serve as a guide for land use decisions that implement the community vision.

**LU Policy 1.2:** Promote compact, walkable, mixed-use development, where appropriate:

- a. Support a mix of uses that complement the surrounding area.
- b. Encourage an urban lifestyle, where appropriate, that provides diverse housing options, retail, services, amenities, and entertainment, thereby creating active, vibrant areas in the community.
- c. Support higher density mixed-use, adjacent to transit stations.
- d. Redevelop aging commercial and retail centers into pedestrian-oriented, mixed-use activity centers, where appropriate.
- e. Encourage pedestrian-oriented, mixed-use employment districts, campuses, and centers that provide enhanced amenities.
- f. Support ground floor retail and reduced setbacks along main streets.

#### Goal 2: Protect and revitalize existing stable neighborhoods.

**LU Policy 2.1:** Protect the character, scale, and function of stable neighborhoods through land use regulations, development standards, code enforcement, and other tools available to the City and local residents.

**LU Policy 2.2:** Protect neighborhoods from non-residential intrusions and take advantage of opportunities to eliminate or mitigate existing intrusions from residential areas. Improve development that is inappropriate, obsolete, inefficient, or otherwise detracts from the quality of life of the surrounding neighborhoods.

**LU Policy 2.3:** Invest in neighborhood infrastructure and other improvements that enhance the safety, function, and value of the neighborhood. Leverage private investment with public infrastructure expenditures when feasible.

#### Goal 3: Strategically Plan to Maximize Land Use Efficiency.

**LU Policy 3.1:** Small area planning is recognized as a primary tool for implementing and refining the comprehensive and land use plan.

- a. Establish clear, objective methods for land use planning decisions and implementation strategies.
- b. Maximize public engagement and participation through community-based visioning and prioritization for neighborhoods and centers of activity.
- c. Maximize coordination of development-related decisions, processes, and activities.
- d. Zoning decisions should be consistent with small area planning.

**LU Policy 3.2:** Catalyst areas are recognized as primary target areas for implementing a strategy of compact, mixed-use development.

**LU Policy 3.3:** Coordinate long-range planning for community services and amenities with land use and infrastructure planning.

**LU Policy 3.4:** Encourage, where appropriate, the redevelopment and revitalization of existing structures or uses that are incompatible with the community vision as expressed by the Future Land Use Map.

**LU Policy 3.5:** Integrate parks and open space planning with the Future Land Use strategy to protect environmentally sensitive areas and to enhance access.

**LU Policy 3.6:** Amendments to the Future Land Use Map:

- a. Are approved by the City Council.
- b. May be initiated by property owners, the Planning Department, the Plan Commission, or City Council.
- c. Should be made only when significant changes to the overall intent of the Future Land Use Map are desired.

**Goal 4: Protect Existing and Future Resources through Efficient Growth.**

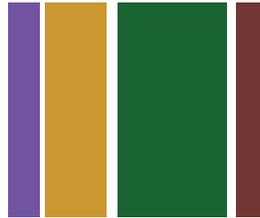
**LU Policy 4.1:** Coordinate capital improvement and utility planning with the direction provided by the Future Land Use Map to maximize efficient revitalization and redevelopment.

**LU Policy 4.2:** Coordinate land use and economic development planning to promote efficient revitalization and redevelopment.

**LU Policy 4.3:** Support development standards that promote the efficient use of land and resources.

**LU Policy 4.4:** Ensure capacity to accommodate growth through periodic updates to the Comprehensive Plan that:

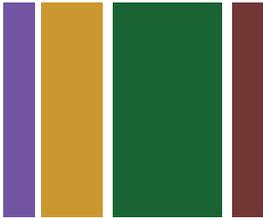
- a. Protect and stabilize existing neighborhoods.
- b. Maintain a balance of households and employment.
- c. Encourage mixed-used development, where appropriate.
  - a. Support environmental and/or market changes meeting the fiscal needs of the community.
  - b. Support a multi-modal transportation and circulation system.
  - c. Further enable development consistent with the Future Land Use Map.



## IV. Next Steps

To ensure continued progress in the direction identified within the Land Use Element, the following actions are recommended for implementation. A full outline of implementation actions and associated timelines may be found in Chapter 8: Implementation.

No.	Actions
1.	Adopt a Unified Development Code (UDC) that implements the identified citywide future land use program for 2030 and facilitates the realization of the community vision
2.	Initiate Small Area Planning for citywide strategic investment areas, including catalyst areas, laying the groundwork for future strategic initiatives
3.	Update Development Guidelines for Parks and Recreation 2010-2020
4.	Acquire park land located within the floodplain in response to increased demand and attention to improved health
5.	Continue relocation of Lake Pointe Marina
6.	Incorporate best practices of urban design and construction in municipal building and infrastructure projects to evaluate benefits and possibly serve as a model and catalyst for private and other public development
7.	Establish an Interdepartmental Work Group to facilitate implementation
8.	Establish a comprehensive monitoring and evaluation program for reviewing the demographic, fiscal, and physical impacts of new development, redevelopment, and revitalization activities



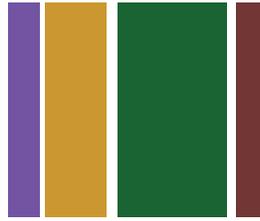
# Chapter 4

## Economic Development Element



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The Economic Development chapter builds upon the key elements outlined in the prior chapters to chart a course for a vibrant economy over the next twenty years. This chapter identifies strategies that should encourage new development and redevelopment in a manner that moves our community forward, giving Garland a competitive edge in attracting and keeping residents and businesses. Goals and policies in this Element recognize the economic challenges inherent in revitalizing older areas and opportunities to attract noteworthy development in the last remaining parcels of Garland's undeveloped land. Doing so requires strategically targeting the City's scarce public investment in real estate development to achieve the greatest benefit for the whole community.



*Infill commercial development can be integrated into established areas of the community using context sensitive design.*

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The Economic Development Element:

- Supports proactive recruitment of promising growth industries and businesses that provide unmet and wanted goods and services by working in partnership with other agencies
- Outlines the key features of a community-wide strategy to revitalize Garland's older commercial districts
- Elevates Garland's image on the regional and national stage as a community of choice where people can reside and businesses can prosper



*Catalyst areas can serve as community anchors such as Firewheel Town Center.*



*Providing quality public spaces and amenities will promote Garland's "brand" and identity.*

# Economic Development

## I. Market Analysis

Understanding how Garland can stand out as the preferred place to invest requires a detailed assessment of how it currently compares with its competitor cities. The following market assessment takes the perspective of a developer or corporate site selector – weighing the merits of developing a site in Garland rather than somewhere else in the Dallas/Fort Worth region. Although more subjective quality of life factors are critical in influencing the location decision, this analysis concentrates on quantitative measures that directly influence commercial and residential building location and expansion.

Garland competes for different types of development within a specified geographic area called a “trade area.” A trade area is defined as an area from which a project(s) or locale will draw the majority of its residents (housing), patrons (retail), employees (office, industrial, institutional), and visitors (lodging); additionally, it also includes those areas that will likely be a source of competition. The boundaries of the trade area are often irregular as they are influenced by the following conditions:

- Physical barriers
- Location of possible competition
- Proximity to population and/or employment concentrations
- Zoning
- Market factors
- Drive times, spending and commuting patterns

All of these, as well as both natural and man-made features which affect travel patterns throughout the Dallas/Fort Worth region, help to define Garland’s trade area. The Garland Trade Area includes all of the City of Garland plus the suburbs of Richardson, Sachse, Rowlett, Wylie, Murphy, and portions of Plano, Mesquite, Sunnyvale, and northeast Dallas (see Figure 7).

## Demographic and Economic Profile

Development decisions, whether residential or commercial, as well as business relocation and expansion decisions, hinge upon how Garland compares with its competition within the Trade Area. Key demographic factors affecting these decisions are summarized below. A more thorough market assessment is presented in Appendix 2: 2010 Market Assessment Summary.

## Population and Household Growth

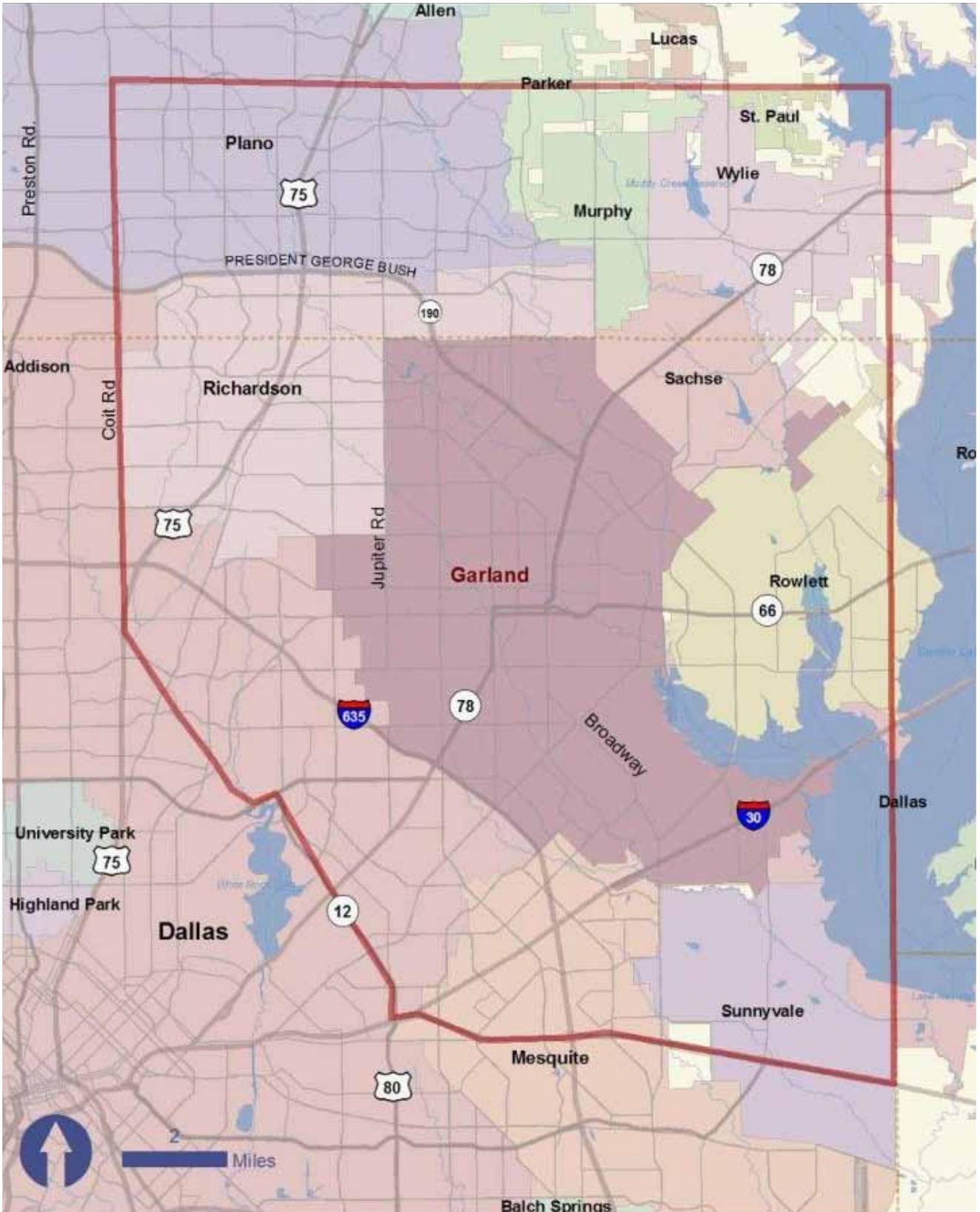
As identified in the table below, Garland’s slower population growth (0.66% annually) in a region of strong annual population growth (2.66% in the Metroplex) is typical for communities that are mostly developed. Relatively little undeveloped land exists for new housing development. Additionally, Garland’s historic land development pattern consists of low-density and fairly homogeneous housing and retail development. NCTCOG, a primary source for growth forecasts, provides the baseline estimate for future growth. Growth forecasts predict that Garland’s future growth will trend along the same path laid by its low-density suburban land development pattern. As a result, Garland will continue to experience low to moderate household growth between 2005 and 2030 (Figure 8).

**Table 1: NCTCOG Growth Estimates**

	City of Garland	Trade Area	DFW Metro Area
<b>Population</b>			
2000 Census	215,768	704,621	5,030,828
2010 Est.	230,518	804,537	6,540,927
2000-2010 CAGR*	0.66%	1.33%	2.66%
<b>Households</b>			
2000 Census	73,241	258,395	1,881,056
2010 Est.	77,216	290,730	2,334,568
2000-2010 CAGR*	0.53%	1.19%	2.18%

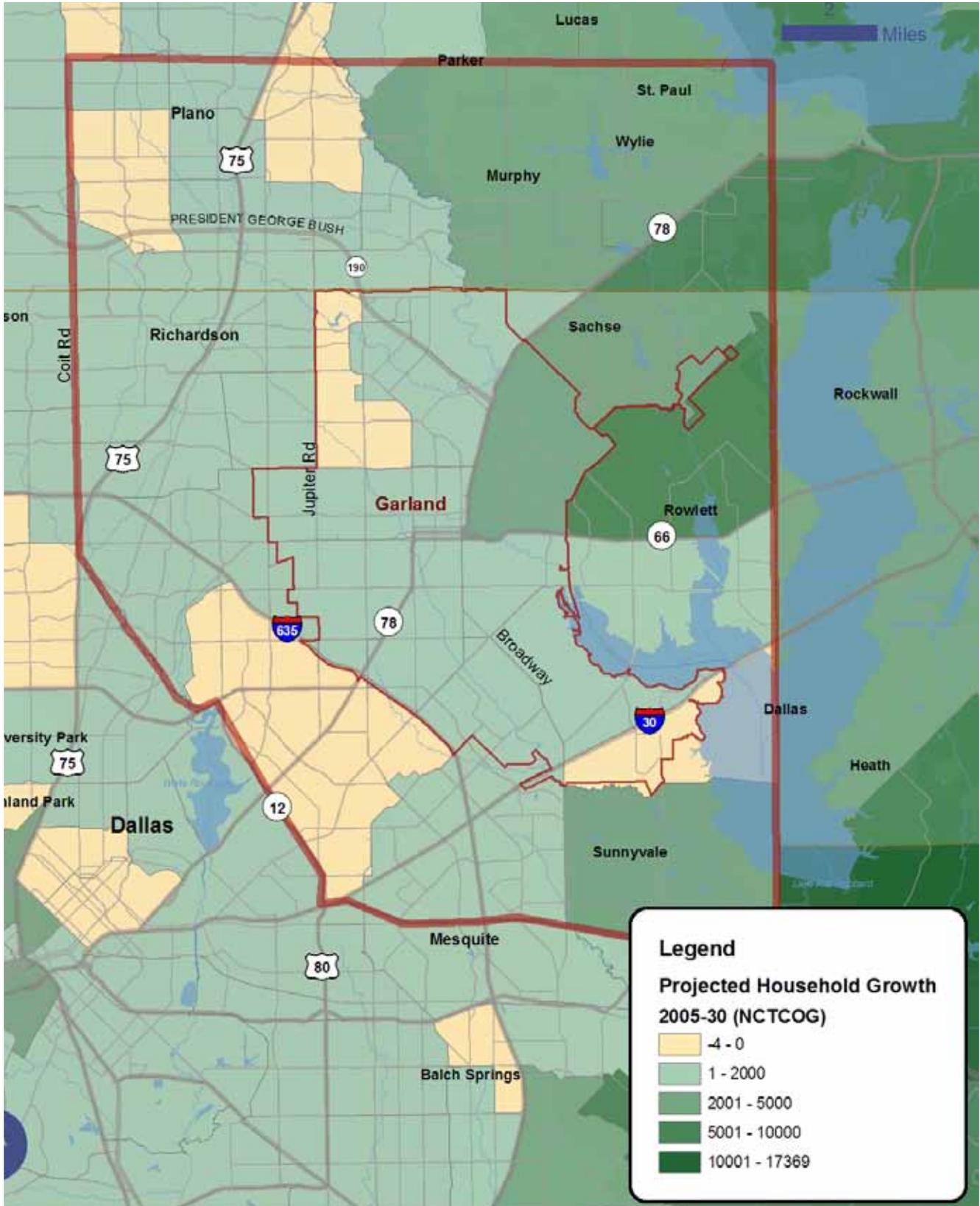
\*CAGR = Compound Annual Growth Rate

Figure 7: Garland Trade Area Map

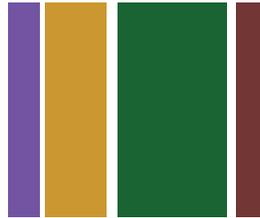


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**Figure 8: Trade Area Household Growth** (Number of Households)



While Garland's population and household growth rates over the last decade lag behind newly developing nearby communities, Garland possesses a blend of attractive qualities found in both older and newly developing communities: established, stable neighborhoods and newly developing areas.



## Age and Ethnicity

The changes in Garland's age and ethnic profile point to new opportunities for different types of housing as well as business opportunities. Garland's population is aging. The Trade Area is home to concentrated pockets of 20-something adults, especially in the neighborhoods nearest to interstate highways. Conversely, the City of Garland has a somewhat smaller percentage of adults ages 25-34, especially compared to the Dallas/Fort Worth area overall. The highest percentage of residents is under age 17 in all three geographies, suggesting higher than average numbers of family households. In terms of ethnicity, Garland is home to a greater proportion of Hispanic and Asian residents among its historic white and African American base. Changes in Garland's ethnic and age make-up bring changes in taste for retail goods, services, and housing, as well as new skills for Garland's business and industry.

**Table 3: Garland Population by Ethnicity**

	Total Population
White	56%
Black/Afr. Amer	12%
Asian	9%
Other	23%
Hispanic/Latino*	38%

Source: US Census, Leland Consulting Group, Claritas Inc. for 2010

\*Persons of Hispanic / Latino origin may be of any race

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**Table 2: Garland Population by Age**

	City of Garland			Trade Area			DFW Metro Area		
	1990	2000	2009	1990	2000	2009	1990	2000	2009
0-17	30%	30%	29%	27%	28%	28%	27%	28%	28%
18-24	10%	10%	9%	10%	10%	9%	11%	10%	10%
25-34	21%	16%	13%	21%	17%	14%	21%	17%	16%
35-44	18%	17%	16%	18%	17%	16%	16%	17%	16%
45-54	10%	13%	14%	11%	13%	15%	10%	13%	14%
55-64	6%	7%	10%	7%	8%	10%	7%	7%	9%
65+	6%	7%	8%	6%	8%	9%	8%	8%	8%
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%

Source: US Census, Leland Consulting Group, Claritas Inc. for 2010

# Economic Development

## Employment Growth

As Table 4 indicates, job growth in the region is strong and unemployment is comparatively low. There are, however, lingering concerns over the trajectory of the national economy, especially with regard to recent excesses in the construction and finance sectors of the housing market. The NCTCOG projects slower job growth in the Trade Area than the metropolitan area overall (1.2% and 1.8% annually, respectively) through 2015. However, NCTCOG predicts that Garland job growth will exceed household growth over the long term. The combination of slower household growth and faster job growth means that more job opportunities will become available to local households over time. An increase in the ratio of jobs to local households, therefore, indicates more ample opportunities for new economic development within the city.

The location of future potential growth also points to future economic development opportunity. While Garland is home to many firms employing over 100 workers, especially in the southwest portion of the city, the highest concentrations of large employers in the Trade Area are located outside Garland along the US 75 corridor, particularly in the adjoining community of Richardson. As shown in Figure 9, Garland is projected to experience modest annual growth – somewhat higher within the President George Bush Turnpike (PGBT) Corridor – with a cumulative addition of over 25% within Garland to its existing job base by 2030.

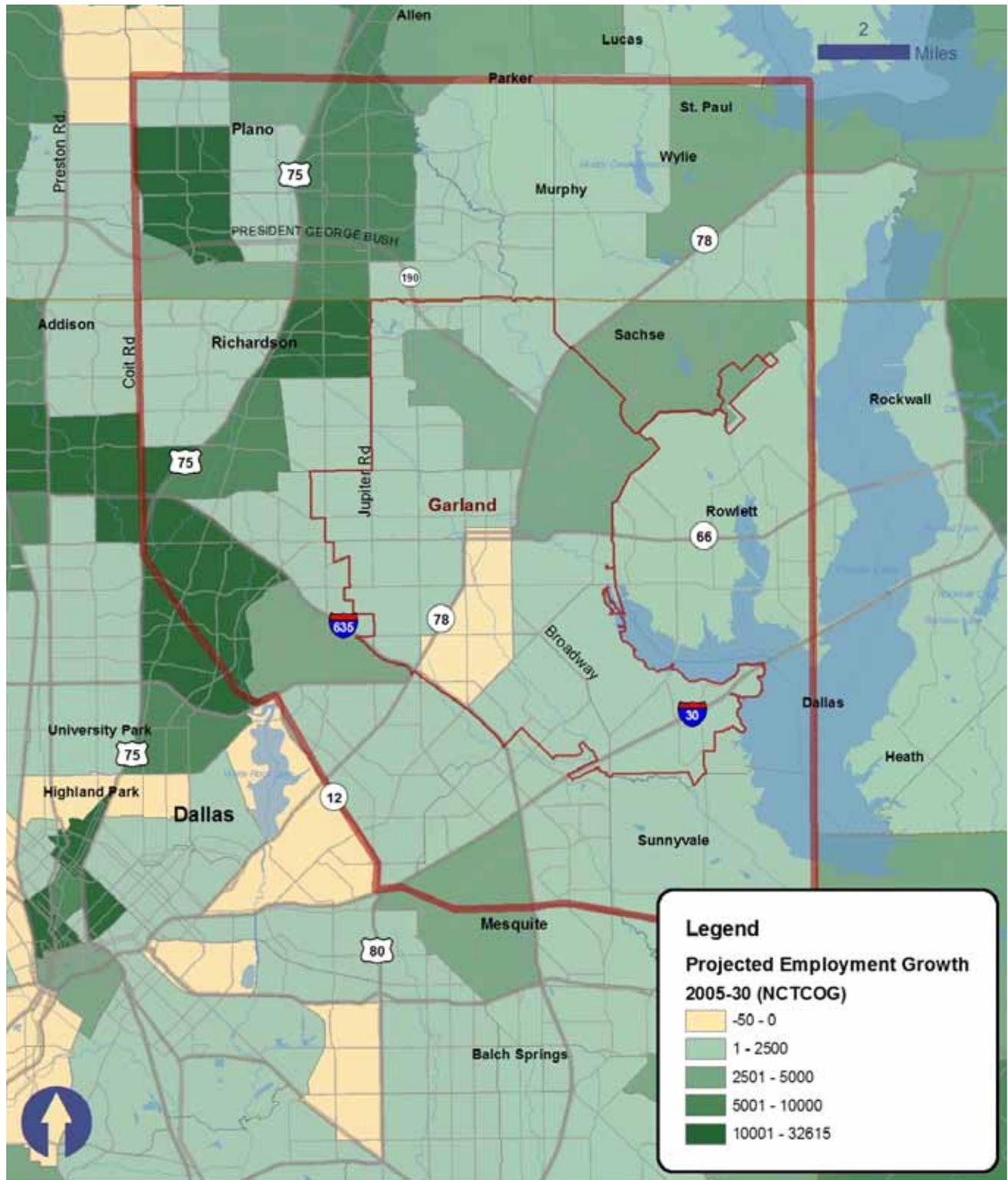
**Table 4:  
Garland Trade Area Employment Growth**

	City of Garland	Trade Area	DFW Metro Area
Est Unemployment Rate 2009	8.3%	n/a	7.9%
2000-2005 Est. Job Growth Rate (NCTCOG)	1.9%	1.8%	2.5%
Forecasted Job Growth Rate 2005-2015 (NCTCOG)	0.9%	1.2%	1.8%

Source: NCTCOG

*Garland's job growth in the first half of the decade (2000-2005) outpaced the Trade Area.*

**Figure 9: Trade Area Employment Growth** (Number of Employees)



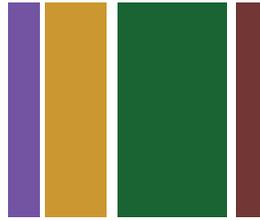
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# Economic Development

## Garland's Key Assets

The Market Analysis reveals a number of key findings upon which an economic strategy can be launched. The following summarizes these findings that point to policies and programs that, if undertaken in a concerted manner, will build upon its existing assets while enabling the private sector to meet the changing needs and desires of businesses and residents.

- Garland consists of two distinct areas – a mostly yet-to-be-developed area along President George Bush Turnpike and an already-developed and aging central city and southern sector. Therefore, a comprehensive economic development strategy embraces both urban revitalization in its core commercial districts as well as strategic new construction along its northern Turnpike corridor. This dual strategy enables Garland to capture a wider array of development opportunities.
- Garland's demographic composition and population growth are similar to established first-ring suburbs, with population and household growth rates lagging behind newly developing communities on the Metroplex fringe. Despite this slower comparative growth, Garland is still growing. Recent trends indicate that people and households in greater number will prefer living in more established communities immediately accessible to jobs, shopping, and schools.
- Garland is uniquely positioned within the fast-growing Trade Area. Its historic job growth rates are higher than the Trade Area itself and stronger than household growth rates. An increase in the ratio of jobs to local households indicates more ample opportunities for new economic development within the city.
- Recent home sales activity indicates an emerging demand for townhomes, but not to the same extent shown in adjacent trade area communities, particularly East Dallas. Increasing demand for higher-density housing represents an important shift for Garland. Garland has a unique opportunity to be the next logical target for urban housing found prevalent in Dallas' thriving urban centers. The existence of transit only enhances these opportunities.
- Garland's aging housing stock represents an opportunity to renovate existing housing stock to better meet the demands of today's homebuyers and homeowners. Housing renovation and new infill construction brings a wider variety of housing products in areas already served with infrastructure. The "close-in" nature of existing neighborhoods – combined with the introduction of new, higher-density housing products – allows Garland to attract the demographic groups it now lacks, such as young adults seeking job opportunities within an urban, walkable environment.
- Despite relatively high vacancies and stagnant rent levels since 2008, Garland is underserved by newer retail formats and certain types of retailers. The concept of having a surplus of retail buildings but not enough desired retailers is not uncommon in more mature communities. Most of the retail centers were constructed within a narrow period of time, resulting in a high concentration of the same types of retail centers. However, changes in technology, consumer tastes, and building design since that time all contribute to the need for bringing in more modern retail types to Garland. The development of Firewheel Town Center is an excellent example of bringing a desirable new retail format to the community.
- Garland has a relatively small office market compared to its sister cities along the U.S. 75 corridor. Going forward, Garland has new opportunities for office space particularly along the PGBT corridor and adjacent to major transit centers (bus and light rail). The Future Land



Use map calls for office-related employment development adjacent to residential and retail. These centers where people work, live, and shop within walking distance are best located in areas such as the Downtown, already existing commercial districts served with different types of transportation.

- The City's sizeable industrial base offers a range of opportunities for economic development. Companies providing services to existing companies could be accommodated in industrial and/or flex space. Expansion of existing industries could provide demand for new and/or redeveloped industrial space. Existing vacant industrial facilities could be converted to accommodate businesses that are new to Garland and have more advanced technological requirements. Also, there are opportunities to make Garland's existing industrial areas more attractive through the addition of attractive housing and retail uses.

Implementing an economic development strategy that takes advantage of each one of the above key findings promises to make Garland more attractive to developers, business owners, and prospective residents. NCTCOG's low estimates of population and job growth would likely occur if City Council and policy makers continue business as usual. Greater population and job growth can only occur if City Council, City staff, and its partners adopt innovative approaches capitalizing on these opportunities. Obtaining a greater portion of Trade Area population and job growth will require adopting policies that encourage higher-density redevelopment, a greater mix of complementary land uses, and easy access through all means of transportation. *Envision Garland* calls for embracing goals and policies that promote the future Garland citizens envision for 2030. Section II outlines the framework for those goals and policies enumerated in Section III.

## II. Economic Development Framework

The cornerstone of the framework, elaborated in more detail in the City's Economic Development Strategy, is the readiness of the City and its public and private partners to direct scarce resources geographically while at the same time implementing policies and programs that benefit the entire community. Encouraging investment in significant and beneficial real estate projects and key industries will be a catalytic force for new private investment in ventures meeting community goals. Additionally, the City's economic development partners, particularly the Garland Economic Development Partnership, support those strategic investments by fostering a world-class workforce. Finally and importantly, the City and its partners communicate opportunities and successes in a manner that continuously invites new partners to our efforts. The community's "marketing brand" lives through innovative approaches that help existing businesses and residents prosper and attract new residents and enterprises. All three elements – strategic investment in targeted areas, industry targeting, workforce development and branding – are the key ingredients to a comprehensive economic development approach.

### Strategic Investment

Investment in strategic areas assumes concentrating limited public resources in select areas that will have a positive economic "ripple effect" in surrounding neighborhoods and corridors. The *Envision Garland* Comprehensive Plan identifies two types of geographic areas to carry this out. Seven key catalyst areas define the important corridors and commercial/residential districts within Garland. These areas have precedence as planning districts identified through past planning efforts or codified through planned development (PD) districts and/or overlay districts. The relatively broad geography within each catalyst area shares common characteristics, opportunities, and challenges. They each have important attributes that impact how land is used (light rail stations, historic downtown core development, major transportation

# Economic Development

corridors, established planned development districts) or a significant anchor (e.g. Baylor Medical Center, Firewheel Town Center, Bass Pro). Therefore, catalyst areas become a relatively distinct area to launch development and redevelopment efforts.

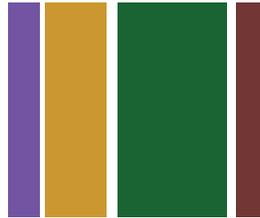
Concentrating near-term private and public resources in real estate development projects within catalyst areas is the key step that builds an urban environment Garland citizens envision in the long term. The significant public input garnered throughout the *Envision Garland* process overwhelmingly spoke to the community's desire to create vibrant districts. The vibrancy of the districts stem from their walkable nature, clustering higher intensity commercial and residential uses to create a unique and lively day/evening urban lifestyle. Making these walkable "villages" come about requires changing the built environment over a relatively small, walkable area.

However, real estate investment decisions are made by analyzing development opportunities at individual sites. Thus, a further refinement of the catalyst area is the identification of targeted investment areas – smaller activity centers located at key intersections that anchor the catalyst area. Each of the thirteen Targeted Investment Areas (TIAs) offers or has the potential of offering a concentration of jobs, housing units, commercial uses, public spaces, public transportation, and pedestrian activity within the district. TIAs represent the most likely locations within the catalyst area to leverage quality infill development.

Both catalyst areas and their more specific targeted investment areas were generally identified and evaluated by applying a set of screening criteria, with guidance from stakeholders, citizens, and community leaders. While an expressed interest in more immediate development or redevelopment opportunities influenced the selection of certain areas, most were selected because they present a compelling location or market advantage for future investment. However, experience has proven that implementation focused plans must maintain a high degree of flexibility. As markets change, the physical realm must change with them. Therefore, the screening criteria listed

below will provide guidance on identifying new CAs and TIAs as the market changes over time. Current and future catalyst or target investment areas should meet a majority of the identified criteria:

- Primarily non-residential land use; may include multi-family development
- May include existing vacant, obsolete, and/or underutilized sites, including undeveloped parcels
- Presence of a market opportunity in the near or long-term
- May provide an opportunity to create mixed-use activity centers, emphasizing live/work/play/educate opportunities with multi-modal access
- Potential for creating key entryways or gateways into city or development areas
- Preservation of property value and investment
- Presence of support organizations and identifiable stakeholders
- Physical environment including parks and open space, public improvements, historic building stock
- Demonstrated community need, both perceived and quantified
- Ownership patterns, including public and private, as well as multiple versus assembled parcels
- Opportunities to strengthen and/or link existing districts or activity centers
- Areas with potential for redevelopment, employment, new development, and creation of growth strategies



Over the past decade, the City has proven the effectiveness of using its scarce resources to encourage real estate projects that have resulted in significant positive impact on their surrounding area and the community as a whole. These catalyst projects serve as the model for targeting strategic investment called for in *Envision Garland*. Summarized below are the important City's efforts since 2000 within catalyst areas:

- Firewheel Town Center (PGBT at Lavon, 2002): City partnered with Simon Property Group for the development of a one million square feet of regional retail shopping lifestyle center with 75,000 square feet of office.
- Establishment of the Tax Increment Financing Reinvestment Zone Number 1 (2003).
- Establishment of the IH 30 Tax Increment Reinvestment Zone, 2004.
- Streamlining of the City's development review process, 2004 and ongoing.
- Harbor Point Bass Pro Development (Harbor Point, 2004): The public-private partnership between the City and Harvest Partners attracted Texas' third Bass Pro with accompanying marina, boat sales center, and restaurant facilities. The project was made possible from the City's rebate of sales and property tax revenue generated from the development.
- Fifth Street Crossing Mixed-Use Development (Downtown, 2007): The City participated with Trammell Crow/High Street Residential through a ground lease and Tax Increment Finance district to develop a mixed-use residential retail development consisting of 189 apartment units, 11,400 square feet of retail, and a 383-space structured parking garage.

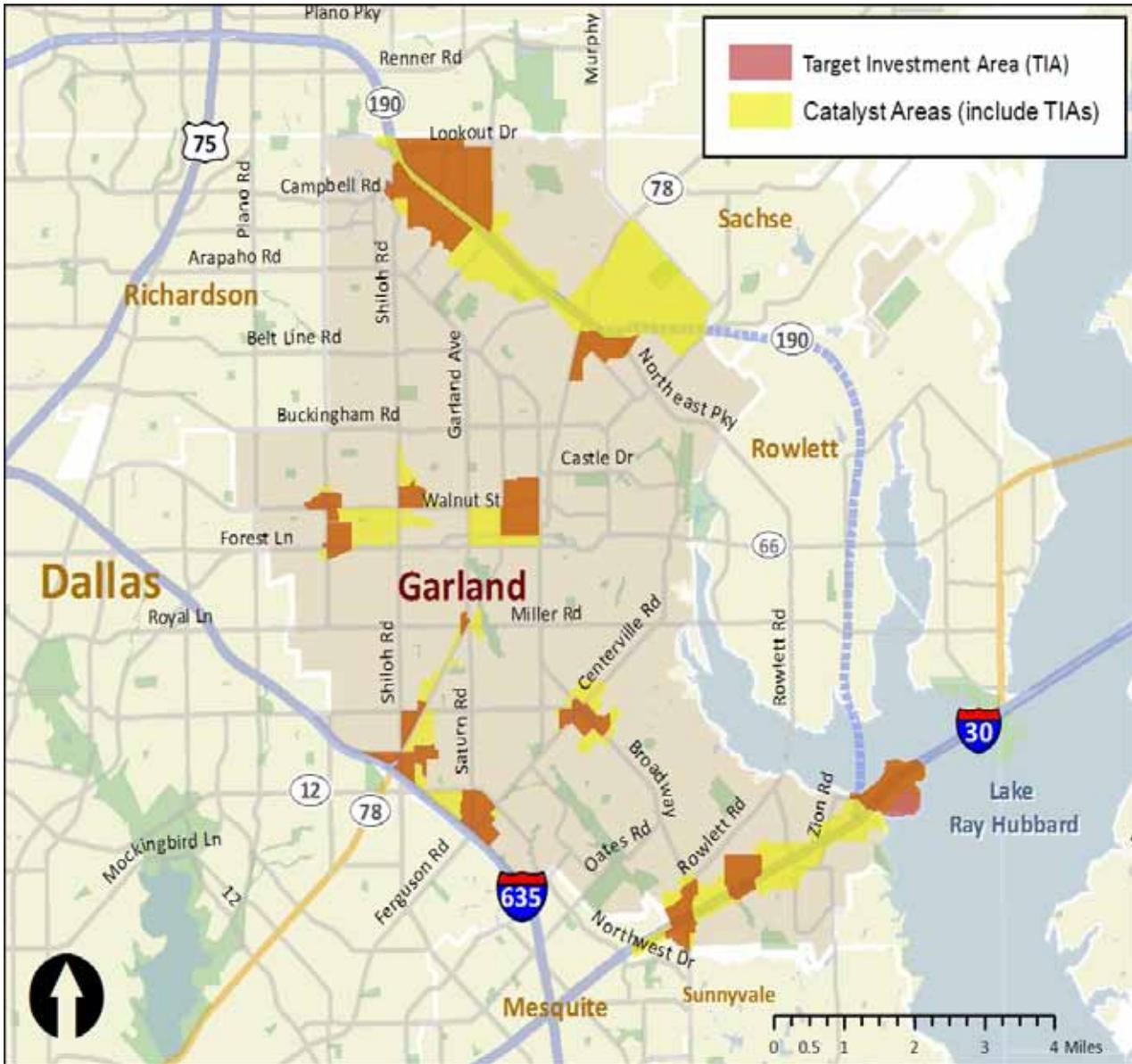
**Table 5: Catalyst Areas and Target Investment Areas**

*Table #: Catalyst Areas and Targeted Investment Areas (TIA)*

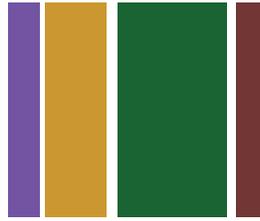
Catalyst Areas	TIA
190 Catalyst Area	190/Campbell Road 190/Lavon Drive
Forest/Jupiter/Walnut Catalyst Area	Jupiter/Walnut Forest/Jupiter Shiloh/Walnut
Downtown Catalyst Area	Downtown Garland
South Garland Avenue Catalyst Area	Garland Ave/Kingsley Garland Ave/Miller
Broadway/Centerville Catalyst Area	Broadway/Centerville
Centerville Marketplace Catalyst Area	Centerville Marketplace
I-30 Catalyst Area	IH-30/Harbor Point I-30/Rosehill I-30/Broadway

# Economic Development

Figure 10: Catalyst and Target Investment Areas Map



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## Industry Targeting

Strategic, coordinated, and persistent industry targeting is central to improving and updating the mix of basic employment opportunities in the community. Such efforts are long-term in nature, as major changes to the employment base can take years or often decades to unfold. Large employment facilities may expand or move into (or out of) an area for unexpected reasons. In spite of these factors, targeting industries that promise to grow Garland's economic base should be one of the foundations of the City's economic development policy. Garland's preponderance of 1960s to 1980s-era plants may need new investment to keep up with the latest technology. Many of Garland's industrial employers are making those significant investments to modernize. The City and its partner, the Garland Economic Development Partnership, will be well served by conducting an in-depth analysis of what industries promise the best impact on the community's future and how to best carry that out. This targeted industry analysis will help the City, Chamber of Commerce, and other stakeholders identify and prioritize desired basic industries and help shape economic development policies and programs.

## Workforce Development

A competitive workforce strategy follows from defining which desired future growth industries should provide the foundation for Garland's economy over the next decade. Promising growth industries – health care, renewable technology, and wireless communications, for example – as well as Garland's historic bedrock of manufacturing and fabrication require specialized skills. Garland Independent School District curriculum and the quality of delivering that curriculum to the community's youth will set the foundation of Garland's future growth. Additionally, the Dallas County Community College District's Richland College – Garland Campus, and other post-secondary institutions will play an increasingly critical role in retooling skill sets to meet industry demand. How the educational community positions its workforce development resources will therefore depend on Garland development leadership coming to consensus on the types of industries to support.

## Branding

Defining Garland's current and future competitive advantages informs the ideal "brand identity" for the community. From the preliminary assessment conducted during the development of *Envision Garland*, there appears to be unexploited "themes" present in the grouping of firms most prominent in Garland's industry mix. Identification of a strong theme for the community could form the basis of a coordinated marketing and branding effort that goes beyond statistical measures to set Garland apart from its regional competitors.

The Economic Development Element provides a framework for economic development in Garland. The road map to implement this general framework is explicated in a more focused Economic Development Strategy. The forthcoming Economic Development Strategy will highlight strategic initiatives within the initial ten-year time horizon and provide a detailed implementation plan for the future. Implementation of an Economic Development Strategy will further strengthen the City's ability to embrace the strategies identified by *Envision Garland* goals and policies, supporting implementation of the community vision and allowing the community to remain competitive in the Region.

# Economic Development

## III. Citywide Economic Development Goals and Policies

The Market Analysis (Section I) outlines key opportunities on which a comprehensive economic development framework (Section II) will capitalize. The goals and policies below guide future City Council action to carry out this framework. Some goals and policies will impact the city as a whole while others relate to the more targeted catalyst areas. Both types of goals and policies must be done in concert to bring about the community's revitalization of older areas and new development. Chapter 8 provides specific implementation steps for the goals and policies.

**Goal 1:** Continue to diversify the local economic base and strengthen and stabilize the tax base to maintain viability during fluctuating economic cycles.

*ED Policy 1.1:* Enhance business retention and attraction efforts by targeting and supporting strategic industrial clusters.

*ED Policy 1.2:* Foster the creation and growth of small businesses through a comprehensive slate of programs ranging from entrepreneurial development to securing capital and appropriate work force resources.

*ED Policy 1.3:* Support existing industries' growth by facilitating their entrance and/or expansion into foreign markets in collaboration with foreign trade entities.

*ED Policy 1.4:* Identify and develop collaborations to fill gaps in the capital markets that fund business start-up, retention, relocation, and expansion.

**Goal 2:** Create a quality working environment that fosters an attractive sense of place through the beautification of major transportation corridors; the provision of trails, open lands, and public gathering spaces; innovative architectural and site design; and alternative transportation choices.

*ED Policy 2.1:* Ensure that economic development objectives are included in the evaluation of public improvement projects.

*ED Policy 2.2:* Consider the economic benefits of public improvements on private development.

*ED Policy 2.3:* Utilize design guidelines as a tool to bring about quality development.

*ED Policy 2.4:* Promote higher density mixed-use development in order to create vibrant live/work/play activity centers.

**Goal 3:** Encourage a full array of retail and service opportunities, thus limiting the necessity by residents and employees to leave the community to purchase goods and services.

*ED Policy 3.1:* On a periodic basis, conduct a retail "void" analysis to quantify existing leakage of retail expenditures from Garland and identify those retail categories for which leakage can be reversed.

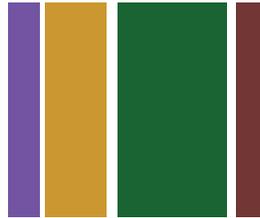
*ED Policy 3.2:* Tailor retail economic development efforts to meet the needs of those retailers who can complement, rather than compete with, Garland's existing retail base.

**Goal 4:** Ensure that a broad range of housing alternatives are available for employees, employers and residents to accommodate various lifestyle stages.

*ED Policy 4.1:* Develop and promote a comprehensive incentive program that fosters investment and reinvestment in Garland's housing stock.

*ED Policy 4.2:* Consider the impact of housing product types on Garland's existing and future demographic profile when evaluating development proposals.

*ED Policy 4.3:* Encourage the development of housing product types that help to diversify Garland's existing housing stock.



**Goal 5:** Aggressively encourage new development and redevelopment in select catalyst areas and make strategic public investments to leverage private investment and reinvestment in residential, commercial, and mixed-use development.

*ED Policy 5.1:* Focus economic development efforts (both new development and redevelopment) at strategic locations within the City's identified catalyst areas.

*ED Policy 5.2:* Prepare detailed marketing materials that describe and quantify opportunities for new development and redevelopment within these catalyst areas.

*ED Policy 5.3:* Ensure that new development/redevelopment submittals are evaluated from a fiscal impact perspective, quantifying City operating and capital revenues and expenditures.

*ED Policy 5.4:* Identify sources of financial gaps for financing new projects and renovations (both debt and equity) and then fill those gaps with a variety of financial incentives.

*ED Policy 5.5:* Create and implement an Economic Development Strategy that provides the City with a common economic development action plan.

**Goal 6:** Develop a world-class workforce by providing accessible opportunities for life long learning.

*ED Policy 6.1:* Facilitate businesses obtaining quality workers from within Garland.

*ED Policy 6.2:* Encourage education and business partnerships to ensure that students are prepared to meet the ever changing labor needs.

*ED Policy 6.3:* Develop and promote job training programs that support Garland's strategic targeted businesses and that foster the skills of entrepreneurs.

## IV. Catalyst Area Goals and Policies

**Goal 1:** Craft an Economic Development Strategy that will provide a more detailed action plan to spur Garland's economic vitality, made in large part possible through the redevelopment of the catalyst areas.

*ED-CA 1.1:* Identify targeted areas for investment and potential incentives to encourage that investment.

*ED-CA 1.2:* Periodically review programs and policies to ensure the City and community receive a positive return on public investment both financially and in achieving community goals.

*ED-CA 1.3:* Ensure that economic development initiatives are consistent with other City policy documents.

**Goal 2:** Establish a single point of contact at the City for prospective projects.

*ED-CA 2.1:* Evaluate incentive requests by comparing a projects impact to key benchmarks and meeting goals and strategies.

*ED-CA 2.2:* Facilitate projects that provide evidence of market and financial feasibility in a fiscally responsible manner. Projects should demonstrate the need for public incentives.

**Goal 3:** Create small area conceptual master plans for each catalyst area.

*ED-CA 3.1:* If necessary, provide economic incentives for planned developments that promote enhancements to design character, preservation of natural features, enhanced mobility, construction of affordable housing, or alternative parking options.

*ED-CA 3.2:* Tailor economic development initiatives to encourage and support mixed-use development, as these environments will provide quality live/work/shop/play opportunities for Garland residents and employees.

# Economic Development

**Goal 4:** Maintain a database of available properties in each catalyst area; identify publicly-held properties for potential positioning for private investment.

**ED-CA 4.1:** Use economic incentives and mechanisms to encourage the redevelopment and revitalization of existing commercial structures.

**ED-CA 4.2:** Provide economic development incentives to existing residents for property improvements designed to protect the character and scale of traditional neighborhoods.

**Goal 5:** Establish Capital Improvement (CIP) commitments for each catalyst area.

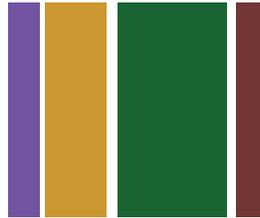
**ED-CA 5.1:** Quantify the public infrastructure costs associated with redevelopment and revitalization efforts.

**ED-CA 5.2:** Evaluation and prioritization of CIP initiatives should include leveraging private investment in projects meeting the community's vision for the catalyst area.

## V. Next Steps

To ensure continued progress in the direction identified within the Economic Development Element, the following actions are recommended for implementation. A full outline of implementation actions and associated timelines may be found in Chapter 8: Implementation.-

No.	Actions
1.	Implement a citywide Economic Development Strategy building upon Garland's assets, establishing a coordinated short-term plan for promoting the City's long-range economic development agenda.
2.	Develop a joint work program with the Garland Economic Development Partnership.
3.	Develop a Forest-Jupiter Transit-Oriented Development Plan including implementation strategies and identification of high potential catalyst projects.
4.	Identify and prioritize industries to target for both recruitment and expansion.
5.	Review and revise, as needed, the City's development and business incentives to encourage new investment and redevelopment.
6.	Prioritize targeted investment areas and then implement the strategies for those TIAs that are higher in priority.



## 190 CATALYST AREA

### Development Opportunity

The 190/PGBT Corridor represents the potential for new development. The City's overall strategy for this area is to preserve vacant land for high-quality development. As a largely greenfield opportunity, there is the potential for a regionally-important office and employment address (e.g., build-to-suit corporate headquarters/campus) with an integrated mid- to higher-end residential component and support retail. This area could also attract a lodging/conference center, again as a complement to the office/ employment core but should not compete with already existing development.

4-18

Key Assets of this *Catalyst Area* include:

- Large tracts of developable land
- New infrastructure
- Regional access and visibility (SH 190)

*Targeted Investment Areas* include:

- SH190 and Campbell Road (Priority)
- SH190 and Lavon Drive

### Catalyst Area Map



### Market Potential

Land Use	Attainable CA Capture	
	5 yr	10 yr
Single Family Detached (units)	900	1,200
Single Family Attached (units)	300	500
Multi-Family Rental (units)	500	800
Retail (sq ft)	400,000	600,000
Office (sq ft)	700,000	1,000,000
Employment (sq ft)	900,000	1,200,000

As shown, market potential within the *190 Catalyst Area* suggests support for a regional employment center, with a diverse mix of residential, retail, office and employment land uses. This *Area* represents a short- to mid-term (1 to 7 years) development opportunity.

### Strategy Action Items

- Commit to a long-term vision for this prime new development area; be prepared to discourage vision-incompatible uses, even if market-feasible.
- Consider land use/architectural design regulations to preserve flexibility while promoting the vision in the *Envision Garland Comprehensive Plan*.
- Prepare and disseminate targeted marketing materials for economic development outreach efforts, as the development potential for this area likely will involve local, regional and national developers and investors.
- Put in place a long-term strategy to convert flood plain land along the PGBT into tracts of developable land attractive to quality new development.
- Commit to participating in the cost of infrastructure -- work with property owners to evaluate the potential for improvement districts (e.g., TIF, BID) to fund infrastructure.

# Economic Development

## FOREST/JUPITER/WALNUT CATALYST AREA

### Development Opportunity

The Forest-Jupiter Station/Walnut Corridor area offers a range of longer-term opportunities, including employment, higher-density residential, and transit-oriented development. The City’s overall strategy for this Area is to leverage assets such as Baylor Hospital and DART transit to create a regional live/work district. Currently, this area consists of a diverse mix of lower intensity uses and a high degree of underutilized property.

Key Assets of this *Catalyst Area* include:

- Baylor Hospital/Medical Center
- Forest/Jupiter DART light rail station
- Growing ethnic diversity for live/work opportunities

Targeted Investment Areas include:

- Jupiter Road and Walnut Street
- Jupiter Road and Forest Lane (Priority)
- Shiloh Road and Walnut Street

### Catalyst Area Map



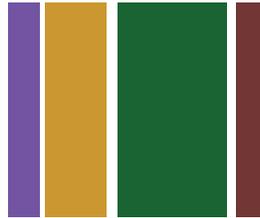
### Market Potential

Land Use	Attainable CA Capture	
	5 yr	10 yr
Single Family Attached (units)	10	30
Multi-Family Rental (units)	120	300
Retail (sq ft)	50,000	100,000
Office (sq ft)	100,000	200,000
Employment (sq ft)	250,000	500,000

As shown, market potential within the Forest/Jupiter /Walnut *Catalyst Area* suggests demand for employment space, supported by retail and residential (ownership and rental) uses. This *Area* represents a mid- to long-term (7 to 10 years) redevelopment opportunity.

### Strategy Action Items

- Study the feasibility of forming a business improvement district (BID) to fund shared improvements to streets and public spaces.
- Consider expanding TIF boundaries to include the entire *Catalyst Area* to support catalyst investments.
- Assist in assembling properties for potential sale/lease to developers and/or investors who adhere to the Area vision.
- Draft a master conceptual plan to help envision the benefits of a more coherent physical environment within the Corridor and strengthen linkages to adjacent areas.
- Encourage street-fronting, pedestrian-friendly design in this Area through various types of land use regulations.
- Explore worker- and resident-friendly, small-scale “place-making” opportunities throughout the Area (e.g., pocket parks, plazas, public art).
- Revise development regulations to allow residential and outdoor market uses.
- Commit to the principles of repositioning vacant and obsolete retail properties and provide high-quality residential density.



## DOWNTOWN CATALYST AREA

### Development Opportunity

The Downtown Catalyst Area represents a unique opportunity to accommodate a variety of market-supportive land uses, within both a newly developed and redeveloped environment. From the City's perspective, Downtown Garland is the community's best opportunity to leverage recent public investments and create demand for:

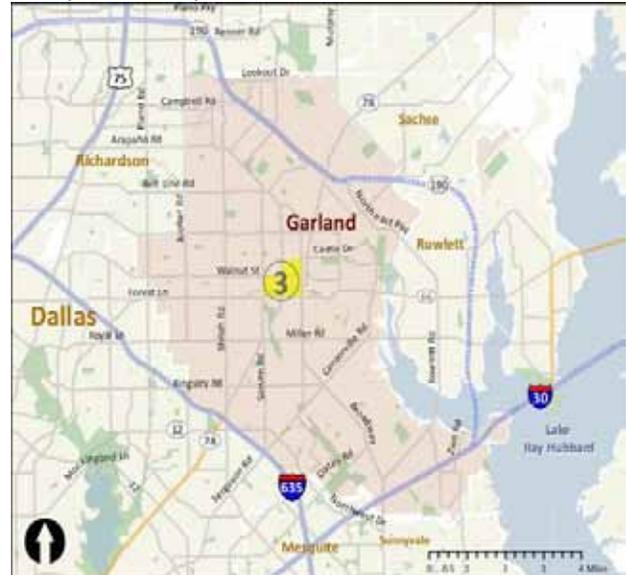
- A robust transit-oriented development in an authentic, historic, small-town, urban setting
- An expanded educational component with complementary retail and residential space
- A continued hub for City services
- New live-work and other urban residential products
- Destination, specialty retail and lively, well-programmed public spaces

4-20

Key Assets of this *Catalyst Area* include:

- Garland's Central Business District
- DART light rail station and developing TOD
- Historic building stock for potential reuse
- Ample vacant/underutilized parcels
- Performing Arts Center and civic uses
- Richland Community College

### Catalyst Area Map



### Market Potential

Land Use	Attainable CA Capture	
	5 yr	10 yr
Single Family Attached (units)	75	100
Multi-Family Rental (units)	90	120
Retail (sq ft)	90,000	120,000
Office (sq ft)	60,000	80,000
Employment (sq ft)	limited	limited

As shown, market potential within the Downtown Garland *Catalyst Area* suggests support for office space, supported by retail and residential ownership and rental uses. This *Area* represents a short- to mid-term (1 to 4 years) development opportunity.

### Strategy Action Items

- Study the feasibility of forming a business improvement district (BID) as a mechanism to fund public improvements and building/façade improvements.
- Continually update the Downtown master plan to help coordinate and broadcast the vision expressed in the *Envision Garland Comprehensive Plan*.
- Encourage street-fronting, pedestrian-friendly design in this Area through design and development standards.
- Explore worker- and resident-friendly, small-scale place-making opportunities throughout the Area.
- In conjunction with the city-wide branding process, develop a unique image for Downtown and a mechanism to market that image.
- Revisit existing zoning and development regulations to ensure compatibility with the *Envision Garland Comprehensive Plan* vision, including the transit zoning designation (allowing minimum densities and land use mix reflecting Downtown's central role in the community).
- Carefully evaluate potentially competitive projects on sites outside of Downtown.

# Economic Development

## SOUTH GARLAND AVENUE CATALYST AREA

### Development Opportunity

South Garland Avenue represents one of the City’s key commercial corridors – a gateway into the City from I-635 and a historic arterial connection to downtown Dallas. The City’s overall strategy is to diversify large infill sites (e.g., Hypermart and Garland Shopping Center) to transform the Area into a viable employment/training center, taking advantage of regional transit access. New opportunities along this Corridor will thus focus on redevelopment and revitalization.

Key Assets of this *Catalyst Area* include:

- Anchored by two large vacant infill tracts
- I-635 improvements
- DART Park n Ride
- Proximity to educational facilities

Targeted Investment Areas include:

- Garland Avenue and Kingsley (Priority)
- Garland Avenue and Miller

### Catalyst Area Map



4-21

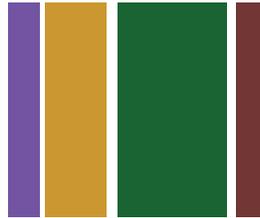
### Market Potential

Land Use	Attainable CA Capture	
	5 yr	10 yr
Single Family Attached (units)	50	80
Multi-Family Rental (units)	200	350
Retail (sq ft)	50,000	100,000
Office (sq ft)	40,000	70,000
Employment (sq ft)	20,000	40,000

As shown, market potential within the South Garland Avenue Corridor *Catalyst Area* suggests support for a mix of residential (attached ownership and rental) and retail uses, perhaps within a vertical mixed-use environment. This *Area* represents a mid- to long-term (4 to 10 years) development opportunity.

### Strategy Action Items

- Consider land use/architectural design regulations to preserve flexibility while promoting the vision in the *Envision Garland Comprehensive Plan* and any subsequent planning efforts.
- Encourage street-fronting, pedestrian-friendly design in this Area through design and/or development standards.
- Explore worker- and resident-friendly, small-scale “place-making” opportunities throughout the Area (e.g., pocket parks, plazas, public art).
- Review and revise as necessary land use regulations based on more detailed planning efforts.
- Commit to the principles that reposition vacant and obsolete retail properties and provide high-quality residential density.
- Commit to participating in the cost of infrastructure -- work with property owners to evaluate the potential for improvement districts (e.g., TIF, BID) to fund needed infrastructure.



## CENTERVILLE MARKETPLACE CATALYST AREA

### Development Opportunity

Centerville Marketplace is located at the intersection of Centerville Road and I-635 and represents a key gateway into the City of Garland. The City's overall strategy for this Area is to selectively redevelop underutilized properties to increase density and quality. New opportunities here will focus on redevelopment and revitalization. Residential development potential will likely be smaller-scale, but this *Catalyst Area* is well-located to attract workforce renters and buyers. New residential development will improve the area's overall image and help to attract the appropriate type of replacement retail. Professional and other smaller-format office users can take advantage of the I-635 access and would also benefit from quality new residential design.

Key Assets of this *Catalyst Area* include:

- Regional access and visibility (I-635)
- Proximity to major employment concentrations
- Ample vacant/underutilized parcels

### Catalyst Area Map



4-22

### Market Potential

Land Use	Attainable CA Capture	
	5 yr	10 yr
Single Family Attached (units)	20	30
Multi-Family Rental (units)	80	120
Retail (sq ft)	30,000	40,000
Office (sq ft)	40,000	60,000
Employment (sq ft)	limited	limited

As shown, market potential within the Centerville Marketplace *Catalyst Area* suggests demand for residential (attached ownership and rental) uses with support neighborhood retail and local service office space. This *Area* represents a mid- to long-term (7 to 10 years) redevelopment opportunity.

### Strategy Action Items

- Foster relationships with infill/niche residential developers in the DFW region.
- Develop a concept master plan, clearly defining the potential market niche for redevelopment.
- Encourage street-fronting, pedestrian-friendly design in this Area through design and/or development regulations.
- Consider streetscape improvements especially where residential/mixed infill redevelopment is most likely to benefit.
- Explore worker- and resident-friendly, small-scale place-making opportunities throughout the Area (e.g., pocket parks, plazas, public art).
- Revisit the Area PD plan to ensure consistency with current redevelopment goals as expressed in the *Envision Garland Comprehensive Plan*.
- Educate neighboring homeowners associations and other stakeholder groups about the potential for high-quality residential density as a replacement for vacant retail.
- Commit to the principles that reposition vacant and obsolete retail properties and provide high-quality residential density.

# Economic Development

## BROADWAY / CENTERVILLE CATALYST AREA

### Development Opportunity

Broadway and Centerville represents the intersection of three of Garland’s aging commercial corridors. The City’s overall strategy for this Area is to selectively redevelop underutilized properties to increase density and quality. This area has shown the impacts of competitive pressures from both fringe communities and other areas of the City. New opportunities here will focus on redevelopment and revitalization. While the potential for residential development is relatively modest over the next ten years, well-designed workforce-range attached housing could begin to add life and provide proof-of-concept for comprehensive plan principles for similar areas. High commercial vacancy in the area could be reversed by redevelopment into a balance of neighborhood and community-scale retail and compatible urban residential.

Key Assets of this *Catalyst Area* include:

- Intersection of three (3) major arterials
- Available infrastructure/drainage improvements
- Stable neighborhoods with established commercial district, medical office cluster and high school

### Catalyst Area Map



4-23

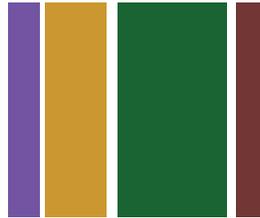
### Market Potential

Land Use	Attainable CA Capture	
	5 yr	10 yr
Single Family Attached (units)	15	30
Multi-Family Rental (units)	40	60
Retail (sq ft)	40,000	60,000
Office (sq ft)	limited	30,000
Employment (sq ft)	limited	limited

As shown, market potential within the Broadway and Centerville *Catalyst Area* suggests demand for limited residential (attached ownership and rental) uses with support retail (primarily neighborhood-oriented). This *Area* represents a mid- to long-term (5 to 10 years) redevelopment opportunity.

### Strategy Action Items

- Foster relationships with infill/niche residential developers in the DFW region.
- Encourage street-fronting, pedestrian-friendly design in this Area through design and/or development standards.
- Consider streetscape improvements especially where residential/mixed infill redevelopment is most likely to benefit.
- Explore resident-friendly, small-scale place-making opportunities throughout the Area (e.g., pocket parks, plazas, public art).
- Establish development standards to encourage residential development.
- Involve local ethnic retailers and community groups in a visioning process for the renovation and repositioning of the older retail shopping center.
- Commit to the principles that reposition vacant and obsolete retail properties and provide higher-quality residential density.



## INTERSTATE 30 CATALYST AREA

### Development Opportunity

I-30 represents one of Garland's key commercial corridors – a gateway into the City and an important economic focal point. The City's overall strategy for this Area is to selectively redevelop underutilized properties to increase density and quality. Over the past few years, the I-30 Corridor has shown the impacts of competitive pressures from both fringe communities and other areas of the City. As such, new opportunities along the Corridor will focus on redevelopment and revitalization.

Key Assets of this *Catalyst Area* include:

- Lake amenity (Ray Hubbard)
- Relatively large developable land tracts
- Public investment at regional anchor (Bass Pro)
- PGBT extension connection to I-30

*Targeted Investment Areas* include:

- Harbor Point (Priority)
- I-30 and Rosehill
- I-30 and Broadway

### Catalyst Area Map



4-24

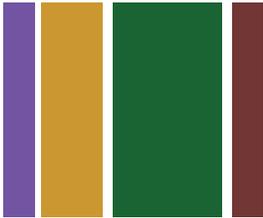
### Market Potential

Land Use	Attainable CA Capture	
	5 yr	10 yr
Single Family Attached (units)	100	200
Multi-Family Rental (units)	300	500
Retail (sq ft)	100,000	200,000
Office (sq ft)	40,000	80,000
Employment (sq ft)	60,000	130,000

As shown, market potential within the I-30 Corridor *Catalyst Area* suggests support for a mix of residential (attached ownership and rental), retail and office uses, perhaps within a vertical mixed-use environment. This *Area* represents a mid- to long-term (4 to 10 years) redevelopment opportunity.

### Strategy Action Items

- Consider land use/architectural design regulations to preserve flexibility while promoting the vision in the *Envision Garland Comprehensive Plan* and any subsequent planning efforts.
- Ensure live-work multimodal connections throughout the Corridor, particularly between identified *Targeted Investment Areas* and neighboring residential districts.
- Maintain private sector developer/investor contacts as public improvement decisions are made, soliciting cooperation and finding leverage opportunities where possible.
- Employ creative regulatory mechanisms such as amortized zoning on uses not in compliance with existing codes, or a demolition by neglect statute for dilapidated structures.
- Acquire and position strategic properties for private investment (land swap, land write-down, density bonuses).
- Evaluate the potential for expanding, and perhaps extending the time period for, the existing TIF district within the Corridor.



# Chapter 5

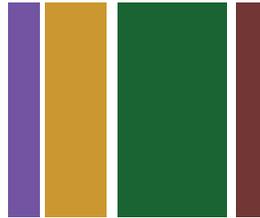
## Housing and Neighborhoods Element



5-1

### Contents

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Housing and Neighborhoods Goals and Policies	5-9
Next Steps	5-13



Housing and neighborhoods are among the most important issues facing the City today and in the future. Recent initiatives like the Strategy for Vital Neighborhoods have further reinforced this priority. The Housing and Neighborhoods Element identifies how national and regional trends will affect Garland's housing and neighborhood needs between today and 2030. It identifies local issues related to the City's declining property tax revenue and the effect this has on fiscal well-being and the challenges aging housing condition has on the City's ability to remain competitive. It identifies strategies for addressing key issues and confirms a comprehensive plan for implementing the initiatives that will help Garland create the vital neighborhoods and vibrant community of the future.



*Existing and new single-family housing is the core of Garland's neighborhood framework*

5-2

The Housing and Neighborhoods Element:

- Reaffirms existing neighborhoods as vital to the City's well-being.
- Creates opportunities for a diverse range of housing types and neighborhood densities to support neighborhood affordability and long-term competitiveness.
- Supports strategic public investment and leverages private investment to enhance the city's housing stock and neighborhoods.
- Encourages residents and other community stakeholders to be active participants in neighborhood planning and maintenance.



*Vital neighborhoods include urban housing choices that meet the needs of a diversity of residents*

*Housing and neighborhood issues are among the most important to the city today and in the future.*



*Higher density housing should be provided in transit-oriented, mixed-use activity centers*

# Housing and Neighborhoods

## I. Existing Conditions

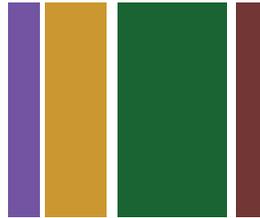
Garland became one of the first suburbs in the Dallas metropolitan area to see significant growth. The City's population swelled after World War II and continued to grow significantly through the end of the century. With rapid population growth, the city evolved from a small farming community to a major suburban city with a significant commercial and industrial base, major employers, and a broad offering of services and amenities. Today, Garland is a vibrant and diverse hometown in the heart of the North Texas region.

## Scope of Residential Sector

As a major suburban community, the scope and scale of residential development is significant in terms of the amount of land area, and economic and fiscal impacts and the array of stakeholders that play an important role in the health of Garland's neighborhoods and housing market. Garland is the twelfth largest city in Texas and, in 2010, was home to nearly 230,000 residents. That same year, census reports show there were approximately 81,000 housing units within the city. Forty-eight percent of the city's 57 square miles of land area was residential.

Consequently, Garland's residential property owners are the city's largest landowner group, holding 86 percent of the city's taxable parcels, which accounts for the majority of the community's value. According to the Dallas Central Appraisal District, in 2010, residential property had a certified taxable value of \$6.1 billion, or 59 percent of the city's tax base. Additionally, the community's residential base is also a significant consumer base, supporting local businesses and providing sales tax to the City.

Garland is faced with a broad range of housing and neighborhood issues due to the sheer volume of residential properties and neighborhoods; the variety of housing types, age, condition, and value; and the varying interests and resources of individual property owners and residents. These factors highlight the importance of housing revitalization and neighborhood vitality to Garland's present and future well-being. Any plan to address this vast and complex issue must deal with all of these challenges and characteristics and involve all who have an interest or role in their outcome.



## Demographics and Resident Profile

Garland's resident profile will continue to diversify between today and 2030. Garland's future demographics will be shaped, in part, by national and regional trends. North Texas is anticipated to be a more populated, older, and more ethnically diverse region over coming decades, and Garland will be no exception. Minority populations, led by the Hispanic population, have grown in past decades and are anticipated to become an even greater proportion of the Dallas/Fort Worth region's population. In addition, by 2030, the proportion of the total population of seniors aged 65 to 84 will nearly double, with the fastest growing age group being those age 70 to 79.

One significance of this demographic shift is the change in housing demand that will accompany this new profile of resident households. Housing demand is driven by resident characteristics, household needs, and personal preferences. Senior households may demand smaller housing units, housing with less maintenance needs, or with more access to senior services or amenities. On the other hand, minority households with historically larger household sizes may drive demand for larger housing units. Access to services and amenities, transportation options, employment locations, and other needs and preferences may vary among various population groups, which will have an additional impact on housing and neighborhood choices.

## Aging Neighborhoods

Garland's housing stock and neighborhoods are aging and changing. Approximately 60 percent of the city's housing units were built before 1980, and 28 percent were built before 1970. As a natural result of time, homes and infrastructure have growing needs for investment in maintenance and rehabilitation in order to remain livable and retain or grow in value. Preferences in size, function, amenities, and style change over time. However, residential structures do not, unless the homeowner chooses to invest in the physical improvements to bring the home up-to-date with current household desires.

Additionally, much of the utility, transportation, and other neighborhood infrastructure and amenities that serve Garland neighborhoods are equally as old, unless they have already been replaced or improved. Public infrastructure repair or replacement expenses grow as neighborhoods across the city age, straining the City's fiscal capacity.

**Table 6: Housing Construction Date**

Year Built	Housing Units	Percentage of Total Units
2005 or later	1,111	1.5%
2000 to 2004	4,540	6.1%
1990 to 1999	7,310	9.9%
1980 to 1989	18,151	24.5%
1970 to 1979	21,864	29.6%
1960 to 1969	10,987	14.9%
1950 to 1959	7,476	10.1%
1940 to 1949	1,866	2.5%
1939 or earlier	668	0.9%
<b>Total Units</b>	<b>73,973</b>	<b>100.0%</b>

Source: U.S. Census Bureau, American Community Survey 2005-09

# Housing and Neighborhoods

## Future Residential Demand and Development Trends

Over the past several decades, the North Texas region has been one of the fastest-growing areas in the nation. North Texas was home to approximately 6.5 million residents in 2008 and now ranks as the fourth most populated area in the United States, after only New York, Los Angeles, and Chicago. This growth trend is expected to continue in the coming decades. The North Central Texas Council of Governments projects that the population may boom to 9.1 million residents, or almost 3.5 million households, by 2030.

Population growth drives demand for homes. Residential demand in the broader Garland trade area is expected to grow in coming years. A recent market study estimated that Garland can capture demand for over 2,400 new detached housing units over the next decade. The study also indicates that Garland can take proactive policy steps to capture a larger share of the trade area's future housing demand. This more aggressive strategy is an objective that directs the policies contained in the *Envision Garland* comprehensive plan.

Throughout the North Texas region, new housing and neighborhood types have been constructed to meet a changing demand. Transit-oriented, mixed-use, and urban neighborhoods have seen a renewed interest by residents who choose to live and invest in these settings. The region's housing options have broadened to include places for more diverse lifestyles

and niche housing needs. The Garland market is ripe for this type of future housing demand. *Envision Garland* identifies steps to support existing housing and to accommodate the demand for other housing trends.

**Table 7: 10-year Housing Demand**

	Trade Area Demand	Attainable Capture	Garland Unit Capture
<b>For-Sale Demand</b>			
Single-Family	3,031	20%*	606
Single-Family Detached	12,123	20%*	2,425
<b>Total</b>	<b>15,154</b>		<b>3,031</b>
<b>Rental Demand</b>			
Multi-Family	6,263	13%**	814

Source: Leland Consulting Group, 2010 Market Study

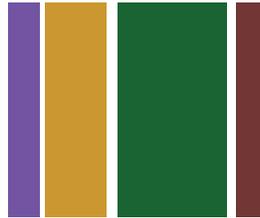
\* rounded numbers

\*\* assumes moderate growth

**Table 8: Population and Housing Forecast**

	Garland		North Texas Region	
	2020	2030	2020	2030
Projected Population	234,650	241,767	7,646,600	9,107,900
Projected Households	81,344	83,870	2,851,400	3,396,100

Source: NCTCOG, 2030 Demographic Forecast



## II. Housing and Neighborhoods Framework

Strong, stable neighborhoods are vital to the community's future prosperity. Neighborhoods serve many essential roles in the city's future: a desirable place for residents to live, home to a customer-base for local business, an economic engine for future development, and a major contributor to the City's fiscal tax base. In order to provide for future prosperity, the City must consider, address, and actively plan for the changing needs and desires of both current and future residents.

### Main Objectives

Garland's framework for addressing housing and neighborhood issues will focus on four main objectives:

1. Vital Neighborhoods
2. Housing Diversity
3. Strategic Investment
4. Engaged Residents

### 1. Vital Neighborhoods

Every resident will have a unique set of priorities, necessities, and preferences when choosing where to call home. Some will favor certain features, options, or experiences over others, but in the end all residents want a neighborhood that provides them with an attractive, safe, well-maintained place to call home. A resident who lives in a neighborhood that meets his or her needs will be more content to live there and may be more likely to continue to invest in that neighborhood. Neighborhoods maintaining their desirability to prospective or future residents will continue to contribute to the overall community in a positive manner.

A vital neighborhood is one that provides a variety of housing types that are attractive and safe, and offers the sizes, functions, and features that meet the needs of a diversity of residents. Vital neighborhoods offer convenient access to shopping, daily services, entertainment, recreation, and other amenities, as well as quality public services and facilities. Traveling safely and conveniently within the neighborhood and connecting to the city as a whole is important to a vital neighborhood, whether those trips are by automobile or other modes of transportation.

Neighborhoods may vary from a peaceful neighborhood with wide streets, green lawns, and single-family homes to the high-energy atmosphere of an urban townhouse just down the street from entertainment and shopping. Regardless of neighborhood type or character, all residents want and deserve the elements of a livable and vital neighborhood described above, with convenient and safe access, quality public services, and features that meet the needs of a diversity of residents.

# Housing and Neighborhoods

## 2. Housing Diversity

Housing needs and preferences are as diverse as the community's population, and as Garland grows more diverse, so do the types of homes that current and future residents will need and want. In 2010, 70.8 percent of the community's housing stock was in the form of single-family detached homes and 50.6 percent of the housing units in the city contained three bedrooms. This traditional suburban housing profile is not surprising, considering Garland's history as an early suburban, family-oriented community.

New types of housing units and neighborhoods have been growing in popularity, especially among young professionals and senior citizens. The housing portfolio that Garland offers must support existing traditional neighborhoods and provide options for future residents, meeting housing demand and preferences. There are opportunities for a variety of residential experiences, from traditional to urban, in a community as large and diverse as Garland. Transit-oriented, mixed-use, urban communities have grown in popularity as evidenced by the growth of these developments throughout the North Texas region including Downtown Garland and Firewheel Town Center. Townhouse and small lot detached residential developments are popular, as they offer another owner-occupied housing option, often with less maintenance. Senior residential properties have seen growth as the age trends increase the demand for these types of specialty housing products.

By capturing this diverse demand, Garland can position itself as a highly and broadly desirable home for a wide array of North Texas residents. *Envision Garland* actively addresses the community's housing needs and identifies diverse neighborhood options to maximize Garland's residential desirability, livability, and value in the coming decades.



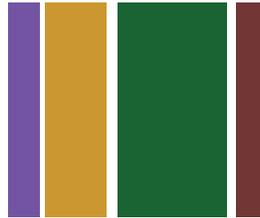
*Urban housing opportunities will help meet future demand and preferences*



*Small lot attached and detached housing provides owner-occupied options, often with less maintenance*



*Residential units above retail has growing popularity, particularly among young professionals and older citizens*



### 3. Strategic Investment

The scope and scale of neighborhood revitalization is immense and, in turn, costly. The City must be strategic in how it addresses this issue and invests in neighborhoods. Investing in quality development, infrastructure, and services is only the first consideration. To achieve a citywide revitalization effort, investments forwarding the City's goals should be prioritized. There are many tools and techniques that can be used to leverage private investment with public expenditures, and the City should use all that are available to effectively meet the community's goals. Maximizing value and effecting the most change can come from focusing efforts on a particular geographic area where opportunities are ripe and efforts will go the furthest in enabling revitalization. These types of strategic approaches should be utilized on areas that demonstrate high opportunity for impact using techniques that provide the most effect.

### 4. Engaged Residents

Residents play the most crucial role in the vitality and maintenance of the city's many neighborhoods. Neighborhood-based organizations, like neighborhood associations, crime watch groups, and homeowners associations, can support residents as well as boost a sense of community in the neighborhood. Supporting active residents and neighborhood-based organizations with recognition, training, tools, and engagement opportunities will have a positive effect on Garland's neighborhoods. *Envision Garland* promotes the active engagement of residents in the planning, management, and services that affect their neighborhoods.

### Housing & Neighborhood Tools

Neighborhood planning is another tool that can be used to address the issues and effect change in a more specific area of the city. Neighborhood plans respond to local conditions, history, and issues, and reply to the desires of those most affected by neighborhood change. *Envision Garland* is the citywide framework that sets the tone for the community at large. However, implementation of these goals and strategies is based on local conditions and is the aim of neighborhood planning.

Some Garland residents have unique or specific needs for housing and housing services. One tool aimed at addressing these specific needs is the Consolidated Plan. The Consolidated Plan expresses the City's priorities and programs aimed at expanding housing options and services to Garland residents and funding community development projects throughout Garland's neighborhoods. The Consolidated Plan is reviewed, evaluated, and updated every five years through a public process that allows City leadership, management, and staff to address the changing needs and opportunities within the community.

Land use regulations and development standards are effective tools in creating the vital, complete neighborhoods described in *Envision Garland*. The Future Land Use map is a guide for the community's land use patterns, but it is the use of zoning that implements this desired pattern, determining what uses are appropriate within neighborhoods and in adjacent nonresidential areas. Development standards can be crafted to protect or enhance neighborhood character and placemaking elements described in the Housing and Neighborhoods Element and throughout *Envision Garland*.

# Housing and Neighborhoods

## III. Housing and Neighborhoods Goals and Policies

Housing and Neighborhoods goals and policies provide direction for decision-making designed to revitalize and enhance the community's housing options, whether it be in existing neighborhoods or new residential development types, by promoting strategic public and private investment in the residential sector. Guiding policies that serve all of the many stakeholders in the housing and neighborhoods realm will help focus on the most effective steps to preserve and build vital neighborhoods across Garland.

### General Neighborhood Policies

Enhancing neighborhood livability, protecting neighborhoods from negative effects, and providing adequate housing and services are policy priorities of the City. The following policies apply to all residential areas within Garland. These policies are intended to promote and support the community's vision, desired housing standards, and market demands now and in the future.

#### Goal 1: Protect and revitalize existing stable neighborhoods.

**HN Policy 1.1:** Protect the character, scale, and function of stable neighborhoods through land use regulations, development standards, code enforcement, and other tools available to the City and local residents.

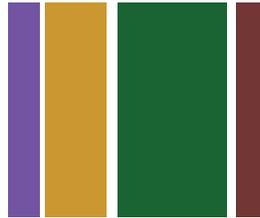
**HN Policy 1.2:** Protect neighborhoods from nonresidential intrusions and take advantage of opportunities to eliminate or mitigate existing intrusions from residential areas. Improve development that is inappropriate, obsolete, or inefficient, or otherwise detracts from the quality of life of the surrounding neighborhoods.

**HN Policy 1.3:** Invest in neighborhood infrastructure and other improvements that enhance the safety, function, and value of the neighborhood. Leverage private investment with public infrastructure expenditures when feasible.



*Older housing stock can be revitalized to accommodate changing household demographics and to create more pedestrian-oriented streetscapes.*

*Source: "The Sprawl Repair Manual"  
by Galina Tachieva*



**Goal 2: Encourage a community of vital, livable neighborhoods that meet the needs and preferences of current and future Garland residents.**

**HN Policy 2.1:** Ensure that adequate and diverse housing options and neighborhood types are available to meet the needs and preferences of current and future residents.

**HN Policy 2.2:** Encourage and support vital neighborhoods that meet the needs of their residents and are a desirable home for current and future residents. The City will:

- Ensure an adequate range of public and private services and amenities to serve the day-to-day needs of neighborhood residents.
- Provide safe and convenient mobility options within Garland's neighborhoods that connect neighborhoods to the larger community and metropolitan region.
- Promote neighborhoods that are safe, attractive, and healthy and will support services that increase these factors.

**HN Policy 2.3:** Support public and private improvements that enhance homes and neighborhoods by integrating these principles into all public project planning, development standards, and City services and by encouraging best practices in private development.

**HN Policy 2.4:** Implement a comprehensive program of planning, education, technical assistance, financial incentives, and standards to enable and encourage investment, redevelopment, and revitalization.

**HN Policy 2.5:** Foster the establishment and promotion of neighborhood identity through public and private physical improvements, branding and marketing, and neighborhood management.

**Goal 3: Provide for housing and housing services for residents with unique needs.**

**HN Policy 3.1:** Provide for housing, housing services, and neighborhood types that meet the unique needs and preferences of senior citizens, residents with disabilities, moderate- or low-income households, and other resident types with special needs.

**HN Policy 3.2:** Integrate *Envision Garland* strategies for housing and community development with the Consolidated Plan.

**Existing Housing Policies**

The City of Garland recognizes the need to support the city's existing housing stock in order to maintain its existing residential areas. The City will encourage the improvement of the housing stock to meet the needs and preferences of current and future residents at all stages of the life cycle.

**Goal 4: Enhance the desirability, sustainability, and value of Garland's neighborhoods by encouraging investment in the city's housing stock.**

**HN Policy 4.1:** Promote and support public and private investment in the city's existing housing stock for the purposes of:

- Necessary maintenance and safety.
- Renovation to improve attractiveness, function, comfort, safety, and sustainability.
- Renovation to improve desirability, marketability, and value.
- Preservation of existing housing options, when appropriate.

# Housing and Neighborhoods

**HN Policy 4.2:** Implement housing and development standards that protect or enhance the character, desirability, functionality, and value of the city's housing stock and neighborhoods. Develop and utilize effective tools that encourage and guide quality housing revitalization and adaptation.

**HN Policy 4.3:** Enable and support improvements and implement standards that increase energy efficiency, reduce cost-of-ownership, and improve the city's housing stock.

**HN Policy 4.4:** Take advantage of opportunities to replace or renovate housing units with units that meet contemporary housing codes and resident preferences.

## Policy for Strategic Revitalization Areas

The City of Garland supports residential development, redevelopment, and infill development that enhances the character of the city. New residential development is integral to realizing the community's future vision as a diverse and desirable place for current and future residents to call home.

### Goal 5: Strategically focus investment to catalyst areas to transform key locations and to capitalize on the community's investment.

**HN Policy 5.1:** The City of Garland will target strategic revitalization areas in order to support the overall goals of the plan, improve and diversify the city's housing choices, and create the neighborhoods described within the community's vision. These targeted locations may include:

- Undeveloped (or underdeveloped) property
- Property whose current land use is different than the designated future (residential) land use
- Residential property within or adjacent to designated catalyst areas and activity centers

These locations are considered priority areas for targeted revitalization, redevelopment, or reinvestment.

**HN Policy 5.2:** Support renovation, redevelopment, or revitalization of residential properties to create physical and functional change and appreciably enhance the value and desirability of the property and surrounding areas.

**HN Policy 5.3:** Support the introduction of new, more compact housing and neighborhood types incorporating the elements of a vital neighborhood as well as promoting high standards of design, neighborhood character and identity. Where appropriate, encourage new residential development into the adjacent development pattern.

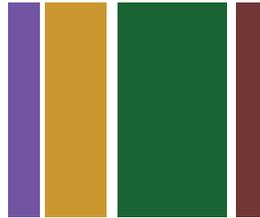
### Goal 6: Support new development and redevelopment that enhances neighborhood stability, and desired development patterns and furthers community revitalization.

**HN Policy 6.1:** Utilize major renovation projects, redevelopment, or infill development to take advantage of opportunities to reestablish or strengthen desirable traditional development patterns and stabilize neighborhoods and activity centers within the area.

**HN Policy 6.2:** Ensure that new infill development and major redevelopment projects are integrated into and compatible with surrounding development patterns and types, and support or enhance the character of the immediate area and community as a whole.

**HN Policy 6.3:** New residential development should be planned and designed to support the purpose and character of adjacent activity centers and/or catalyst areas by providing a resident population of potential customers, employees, or users.

**HN Policy 6.4:** Encourage the renovation, redevelopment, and revitalization of existing structures or uses that conflict with surrounding land use patterns, neighborhood character, or housing standards.



## Neighborhood Planning, Management, and Economic Development

**Goal 7:** Engage in economic development efforts to support neighborhood revitalization and residential investment.

**HN Policy 7.1:** Implement an economic development strategy that supports investment in a broad range of housing alternatives to meet the diverse needs of Garland's future employees, employers, and residents at various lifestyle stages.

**HN Policy 7.2:** Consider and utilize the broad range of economic development and regulatory tools to implement development projects within targeted areas, including special finance districts, zoning and development standards, and public/private partnership agreements.

**HN Policy 7.3:** Leverage private investment in residential development and neighborhood improvements using effective techniques including, but not limited to, economic development tools, financial incentives, development standards, public improvements, and educational and technical assistance.

**Goal 8:** Actively engage residents and other stakeholders in the planning and management of their neighborhoods.

**HN Policy 8.1:** Initiate small area planning and neighborhood planning efforts to address the issues, needs, and desires of individual neighborhoods. Support the implementation of these plans.

**HN Policy 8.2:** Recognize neighborhood-based organizations, such as neighborhood and homeowner associations, crime watch groups, and similar groups as important community stakeholders. Support the formation and function of these types of organizations.

**HN Policy 8.3:** Engage and support residents and other neighborhood stakeholders by providing education, training, tools, and public engagement opportunities that support neighborhood management efforts.

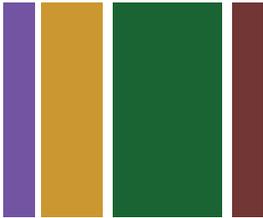
# Housing and Neighborhoods

## IV. Next Steps

To ensure continued progress in the direction identified within the Housing and Neighborhoods Element, the following actions are recommended for implementation. A full outline of implementation actions and associated timelines may be found in Chapter 8: Implementation.

No.	Actions
1.	Implement a citywide Housing and Neighborhood Strategy that integrates a new tradition of neighborhood planning and provides residents with a role in implementing community development strategies; establishes neighborhood vitality technical and educational programs; and promotes a comprehensive housing, infrastructure, and economic development program that supports neighborhood revitalization
2.	Initiate a model program for residential rehabilitation and renovation projects within existing neighborhoods
3.	Develop and publish a residential rehabilitation pattern book
4.	Develop a historic preservation program
5.	Develop a comprehensive citizen engagement plan for the city
6.	Develop an official recognition program for resident-based organizations
7.	Review and coordinate education, training, and technical resources to residents and resident-based organizations
8.	Expand community development capacity, infrastructure, and institutions within Garland





# Chapter 6

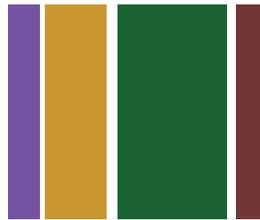
## Transportation and Infrastructure Element



6-1

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The Transportation and Infrastructure Element identifies strategies which address the basic elements of Garland's physical foundation such as streets, sidewalks, and utilities. The availability, capacity, and condition of these elements is critical to creating the community envisioned in 2030. It coordinates the future land use program with the mobility needs for moving people along roads, by public transportation, on bicycles, and on foot. It provides guidance for operating standards and resources for each mode of transportation and integrates features important to creating vibrant, accessible neighborhoods and centers.

This element also emphasizes the importance of internal coordination of City services, such as water, sewer, utility, and stormwater, with community vision and the City's long-range development strategy. The direction identified within this element integrates the City's future land use and other elements of *Envision Garland* with the capital improvements necessary to support the City's projected land use in 2030.

The Transportation and Infrastructure Element:

- Promotes Complete Streets to provide safe, attractive, accessible travel for all users.
- Targets public infrastructure investments to leverage private investment and enhance the City's ability to provide quality infrastructure.
- Targets infrastructure investments to strategic areas to serve as a catalyst for economic redevelopment and revitalization.
- Supports coordinated land use, infrastructure, and transportation planning decisions.



*Complete streets consider all modes of transportation*



*Public infrastructure design includes complete street concepts supporting mixed-use development*



*Mobility includes safe accommodations for bicyclists*

# Transportation and Infrastructure

## I. Existing Conditions

Implementation of *Envision Garland* requires the availability of specific transportation and infrastructure improvements. The capacity of roads, water, sewer, and other public improvements must be maintained to meet the basic service needs of the community, while additional improvements and enhancements may be needed to ensure support for new development. The Capital Improvement Program (CIP) identifies the City's plan for funding the costs of large-scale improvements involving the construction of infrastructure, and major facilities and the acquisition of large equipment. This multi-year program plans expenditures over a five-year period.

The 2012 CIP details a \$190 million work program. While acknowledging the uncertainty of the national economy, it reflects the challenges facing the City's ability to meet both current need as well as those proposed as a part of *Envision Garland* to promote a progressive redevelopment and revitalization environment. Maintaining and potentially exceeding today's level of service or capacity will present a fiscal challenge for the City. It will require a thorough understanding of existing conditions and coordinated long-range planning for the future.

### Garland's Vision for 2030

*In 2030, Garland is a community that blends old and new into a distinctive destination for people and businesses. We successfully adapt to changing needs and benefit from new opportunities, strengthening our identity as a sustainable community with a hometown feel. We are a community known for our appealing neighborhoods; globally-connected business hub; and beautiful parks, active lakefront, and natural areas.*

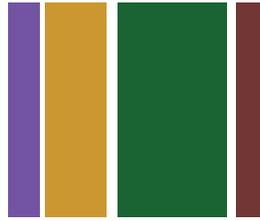
## Mobility

Garland's competitiveness within the Dallas/Fort Worth region is enhanced by its accessibility. As in the past, Garland's future prosperity lies in its strategic location at the junction of important thoroughfares. Heavy rail and passenger rail also play an important role in Garland's future development. Future improvements include the following:

- North Texas Turnpike Authority extension of the President George Bush Turnpike (SH 190) from Highway 30 to Interstate Highway 20.
- Extension of Dallas Area Rapid Transit's Blue Line to Downtown Rowlett.
- Interstate Highway 635 improvements.
- Development of the Union Pacific Inland Port in Southern Dallas expanding logistics and distribution opportunities in the region.

Each supports Garland's continued investment in enhancing its accessibility and highlights the economic growth opportunities the City has in the future.

The relationship of land use and transportation facilities has a significant impact on a community's economy and character. Coordinating land use and transportation planning can preserve a community's ability to achieve the development program it desires as well as avoid transportation conflicts leading to deteriorated levels of service.



Today's transportation network provides access across the city and to the larger Dallas/Fort Worth region. Expansion of the existing local and regional transportation network to accommodate the future promoted by *Envision Garland* should include a variety of transportation modes, including sidewalks, bicycle lanes, and trail connections and transit, in addition to vehicular access.

*Envision Garland* recommends methods of reducing the need for additional roadway lane miles through increased housing densities, as well as the residential, activity, and employment proximity. The development strategy promoted through *Envision Garland* does not add new roads to the community beyond those currently shown on the City's Thoroughfare Plan; however, it does provide for pedestrian and bicycle access, particularly in areas providing opportunities for enhanced connections between residential areas and activity centers. Internal pedestrian amenities are also highlighted within activity centers. Expanding the City's transportation network to incorporate a variety of mobility options is a fundamental component of the City's future development program. *Envision Garland* provides guidance for adapting Garland's current network to incorporate pedestrian, bicycle, and transit priorities, as well as integrating concepts that enhance identity and sense of place.

6-4



*Safe pedestrian and bicycle facilities is a fundamental component of Garland's future mobility network*



*Coordinated land use and street design are essential to identity and creating a sense of place*



*DART facilities provide access to the region*

# Transportation and Infrastructure

## Infrastructure

The provision of potable water, sanitary sewer, stormwater management, and other public utilities is an important component of a comprehensive planning program. Utility capacity is essential to continued residential, commercial, and industrial growth. Due to the community's age and the complexity and cost of major infrastructure projects, careful and strategic planning must be done to maximize the community benefits of such a public investment. Future infill development, industrial growth, and new development patterns require a reevaluation of how a first-ring suburb can best provide the range of necessary public and private utilities to meet the community's growth opportunities in a practical and fiscally responsible manner.



*Aging infrastructure must be maintained and upgraded when necessary*



*Existing utility capacity can meet increased future demands*

**Table 9: Public Infrastructure and Utility System**

City of Garland	
<b>Garland Power &amp; Light</b>	
Capacity	603 megawatts
Overhead lines	1,007 miles
Underground lines	1,000 miles
Electric substations	23 stations
Transmission lines	133 miles
<b>Water &amp; Wastewater</b>	
System rating	Superior
Water mains	1,086 miles
Sewer mains	985 miles
Storage capacity	44.35 million gallons
Pumping capacity	229.94 million gallons
<b>Stormwater Management</b>	
Hazardous materials collected	400 gallons
Household hazardous waste disposed	116,000 tons
Sediment kept out of drainage channels	40,000 tons

Source: City of Garland



## II. Creating Complete Streets

### Components of a Mobility Plan

A successful mobility plan incorporates three key components – a comprehensive plan to guide land development; access management policies to guide roadway function and elements, including pedestrian improvements, bicycle lanes, public transportation, and automobile travel; and community standards for aesthetic and urban design improvements.

#### *Long-Range Planning*

*Envision Garland* identifies a future land use program that promotes a more concentrated development pattern and focuses centers of activity along major thoroughfares and at major intersections. This method of development supports the community vision of maintaining a traditional hometown character while accommodating future growth. It also facilitates mobility needs by increasing opportunities for use of alternate modes of transportation and shorter, more efficient trips. Mobility planning can support the development pattern encouraged through *Envision Garland* by adopting street standards that accommodate automobiles, pedestrians, bicycles, and trail connections.

#### *Access Management*

Managing the flow of traffic is an integral component of the planning, design, and implementation of land use and transportation strategies. Coordinating mobility, placemaking, and community design considerations provides an opportunity to integrate low or moderate expenditure improvements in implementing the City's comprehensive development plan. Harmonizing these factors supports the land use/transportation improvements and community character goals. Access management considerations for long-range planning can include distance between and/or limited driveways along major thoroughfares, shared driveways where feasible, and internal connections between parcels limiting the need for traffic to reenter roadways between trips.

### *Community Design*

Transportation elements are among the most visible public improvements, and in turn, the design of these elements can physically communicate the community's vision and support the types of places where residents want to live, work, and enjoy life. Mobility improvements affect how residents, employees, customers, and visitors experience the different places within Garland and can shape their impression of the community. Image, form, and sense of place can be established or strengthened by the design of mobility improvements, including:

- Bicycle lanes or connections
- Bicycle facilities
- Street trees
- Medians
- Parking
- Pedestrian crossings/crosswalks/facilities
- Sidewalks
- Traffic signals and street lights
- Trail connections

Many of the city's building blocks feature walkable or transit-oriented environments that depend on safe, convenient, and attractive physical improvements to make these places accessible and desirable. These places rely on an elevated attention to design detail in order to fully realize their potential. *Envision Garland* considers the broad impacts of design on transportation projects and the entire mobility network and uses these appropriately designed public investments to support the neighborhood and activity centers of the future.

# Transportation and Infrastructure

## Long-Range Transportation Planning and Tools

Even in a community that has nearly achieved build-out, the Major Thoroughfare Plan is an important tool in planning the major roadway system, ensuring that it meets current and future capacity and design considerations. As development patterns evolve and redevelopment projects are planned and implemented, the thoroughfare network will be reevaluated to complement and support these changes. The Plan is an important tool in illustrating the connections and capacity that are essential to investors planning major redevelopment projects, business owners planning to expand or relocate to Garland, and residents who want to understand how the roadway system will affect their neighborhoods. The Major Thoroughfare Plan defines the operation and character of various roadways and is a cornerstone of the City's overall transportation plan.

Access management and the urban design elements of transportation improvements are set forth in adopted standards such as the Unified Development Code and Traffic Management Standards. Placemaking and mobility are both key elements in desirable neighborhoods, activity centers, and employment districts, which mean that these design elements will have an elevated role in redevelopment and revitalization projects. Engineering, transportation, and design elements will be planned, coordinated, and codified in order to be effectively integrated into a quality mobility system.



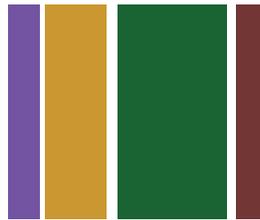
*Complete streets include wide sidewalks and pedestrian amenities*



*Pedestrian and bicycle facilities provide linkages to the DART bus and rail stations*



*Streetscape enhancements help define the community character and support adjacent activity centers*



### III. Public Infrastructure and Utilities

Garland has a reputation for high-quality utilities and public services, and continuing this is essential to the livability and desirability of Garland as a draw for residential, commercial, and industrial growth. Garland provides the complete array of modern utilities and services, including water, wastewater, streets, solid waste, stormwater, and others. The City also operates Garland Power & Light, the electric utility company. As the community ages and development patterns change, the infrastructure to support the places desired in 2030 must be improved and adapted to meet changing capacity needs and conditions. Strategic investment in infrastructure elements and public services will be costly but is essential to the long-term redevelopment efforts and the economic and environmental sustainability of the community.

plans are tools for anticipating these costly public improvements and guiding annual expenditures and capital improvements planning to enhance systems and services so that they adequately meet future demand.

6-8

#### Long-range Infrastructure Planning and Tools

Major utility improvements and operation expenditures are significant items within the City's budget. Careful long-term planning of these major capital improvements is essential to serving current and future developments. As land use patterns change, so do infrastructure, public services, and system capacity needs. *Envision Garland* sets forth a new land use plan that begins to redefine parts of the community. Planning utility systems to meet this new land use plan is essential to the success of *Envision Garland* implementation and continued high-quality utility services.

The availability of utility and transportation infrastructure plays a role in the redevelopment of properties throughout the community. A site must have proper services in order to handle a new residential, retail, office, or commercial use. In some infill or redevelopment cases, the site or area may not be served with adequate services for the intended land use, and improvements to the system are required. Long-range infrastructure, transportation, and utility



*Utility upgrades may be required to facilitate redevelopment*



*Redevelopment offers opportunities to integrate sustainable infrastructure*

# Transportation and Infrastructure

## IV. Transportation and Infrastructure Policies

The following goals and policies provide direction for decision-making designed to strategically redefine and invest in the city's infrastructure and transportation systems. Infrastructure investment should be a tool to support redevelopment and revitalization efforts as described in other plan elements as well as to enhance the livability of neighborhoods and viability of commercial areas. The City's transportation network should support the new land use patterns set forth by *Envision Garland*.

**Goal 1: Create a safe, convenient, and efficient complete mobility system to serve the residential, commercial, and community needs of Garland's future.**

**TRN Policy 1.1:** Continue to enhance and invest in a complete mobility network to serve the residential, commercial, and community needs, including traditional automobile transportation, as well as pedestrian and bicycle travel, commercial transportation, public transit services, and other mobility choices.

**TRN Policy 1.2:** Enhance mobility options for underserved populations or populations with special needs, such as children, seniors, low-income households, or others. Work with transit providers to enhance services to these populations, where appropriate.

**TRN Policy 1.3:** Continue to integrate and utilize contemporary best practices to further enhance the function, safety, and mobility options of major corridors and other roadways; and broaden mobility options within these corridors, as feasible and appropriate.

**TRN Policy 1.4:** Plan for and support connections to the regional transportation systems and efforts to further connect Garland to the metropolitan area. Continue to take an active role in regional transportation planning as it affects Garland.

**TRN Policy 1.5:** Continue to recognize the transportation network's relationship with land use planning and redevelopment efforts. Consider new development types and patterns when planning for or implementing transportation projects or services.

**TRN Policy 1.6:** Integrate best practices and contemporary techniques in infrastructure and transportation projects. Update standards to reflect desired practices to achieve this goal.

**Goal 2: Integrate public transit into land use planning and development projects.**

**TRN Policy 2.1:** Advocate for and partner with DART in the planning and development of additional light rail/transit stations adjacent to major activity centers, including a location in north Garland to serve the regional activity center.

**TRN Policy 2.2:** Work with transit providers and private property owners/developers to integrate transit services and facilities into activity centers and other major destinations, when appropriate and feasible.

**TRN Policy 2.3:** Continue to support transit-oriented development that integrates a variety of transit and mobility options within a walkable distance.

**Goal 3: Strengthen safe and convenient connections between destinations.**

**TRN Policy 3.1:** Establish or strengthen pedestrian and non-vehicular connections among neighborhoods, activity centers, parks and recreational facilities, and other destinations.

**TRN Policy 3.2:** Develop a citywide trails system for mobility and recreation that utilizes the City's roadway and utility rights-of-way and/or natural corridors.



**TRN Policy 3.3:** Strengthen or establish development standards and design practices for safe and adequate on-site mobility, moving people and vehicles within private developments and between tracts.

**TRN Policy 3.4:** Enhance thoroughfare connections and wayfinding to provide convenient access to residents and visitors moving into and throughout Garland.

**Goal 4: Use infrastructure investment to support redevelopment and revitalization.**

**TRN Policy 4.1:** Focus redevelopment and revitalization efforts in areas already served by infrastructure or those areas that could be cost-effectively upgraded to adequate capacity. Direct coordinated infrastructure investment to catalyst areas in order to maximize the public investment benefits and act as a catalyst for private investment.

**TRN Policy 4.2:** Continue to coordinate infrastructure planning and project implementation to maximize the overall impact of public expenditures. Continue and enhance the coordination process and information-sharing capacity of the City to effectively plan for infrastructure projects.

**Goal 5: Pursue additional public and private funding sources for infrastructure and transportation projects.**

**TRN Policy 5.1:** Utilize a broad and effective toolbox of funding sources to pay for infrastructure and transportation projects including special districts and other financing sources, public/private partnership agreements, infrastructure cost participation, and leveraging private investment with public expenditures. Leverage private investment in redevelopment, mobility, and transit-oriented development with public transportation and infrastructure expenditures when feasible.

**Goal 6: Advance sustainability efforts within the community.**

**TRN Policy 6.1:** Meet or exceed Federal, State, and local standards addressing the quality, protection, and efficient use of environmental resources.

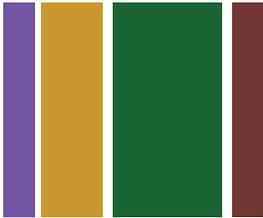
# Transportation and Infrastructure

## V. Next Steps

To ensure continued progress in the direction identified within the Transportation and Infrastructure Element, the following actions are recommended for implementation. A full outline of implementation actions and associated timelines may be found in Chapter 8: Implementation.

No.	Actions
1.	Develop a land use/transportation/infrastructure work group to address the City's policy and practices related to long-range planning
2.	Revise the Capital Improvement planning process to coordinate with comprehensive plan goals and strategies
3.	Incorporate best practices of urban design and construction in municipal building and infrastructure projects to evaluate benefits and possibly serve as a model and catalyst for private and other public development
4.	Plan and implement on- and off-road routes for bicycles and pedestrians
5.	Enhance walkability and improve connections that provide accessibility and continuous routes surrounding City offices, parks, recreation centers, and similar municipal facilities
6.	Initiate a citywide infrastructure capacity study that reviews water, sewer, electrical, stormwater, and other utility needs
7.	Enhance the Walnut Street pedestrian corridor and streetscape
8.	Revise the Major Thoroughfare Plan to support <i>Envision Garland</i> goals and strategies
9.	Develop an infrastructure and utility coordination and information-sharing system
10.	Pursue additional funding from other agencies to implement mobility links and connections to facilities in adjacent cities
11.	Improve bus stops to provide weather protection for users and to promote ridership





# Chapter 7

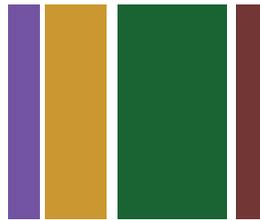
## Community Design Element



7-1

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Community design influences public perception of a community. It shapes the experience of people moving through the community, development quality, aesthetics, and overall attractiveness. Community design utilizes professionally-accepted standards to establish identity and place. It can promote positive community image and create high quality built and natural environments, ultimately influencing the economic health of a community.

The Community Design Element brings together design fundamentals and the community vision to create the community aesthetics, function, and amenities desired for Garland 2030. It addresses the typical challenges of a first-ring suburb: aging buildings and infrastructure, demographic and economic shifts causing a change in market preferences and service needs, and development patterns that are less efficient in terms of fiscal impact and consumption of land and resources. Goals, policies, and strategic direction within this element provide guidance for implementing *Envision Garland* and creating the enduring places residents may continue to enjoy for generations to come.

The Community Design Element:

- Creates unique, active places through the application of ideas that consider the important relationship of place, quality of life, image, development diversity, urban form, movement, and adaptability.
- Confirms a need for community-wide design regulations and resources to guide revitalization and redevelopment.
- Coordinates land use, infrastructure, and transportation planning decisions.
- Promotes community branding and identity as core considerations in the built environment, around primary gateways and along activity corridors.
- Supports implementation of new tools, methods, design standards and resources that create contemporary, efficient, urban development patterns.



*Placemaking principles include urban form, landscaping, architectural identity, and adaptability.*



*New urban neighborhoods can help enhance community image through architectural design.*

# Community Design

## I. Existing Conditions

Garland possesses an array of positive characteristics that come from the many years of robust growth experienced during the city's expansion since the 1950s. Residential subdivisions, shopping centers, and industrial development expanded in all directions beyond the neighborhood and downtown core, elevating Garland from a small, railroad town to one of the largest communities in the region. The traditional development of the city created a strong pattern of land use and infrastructure, shaping the community identity as one of unique neighborhoods and identifiable centers of activity, shopping, and employment.

New developments, including 5th Street Crossing and Firewheel Town Center, and major infrastructure programs, including the expansion of DART light rail and new regional roadways, have led to change in character and perceived identity. They highlight the transition of Garland's pre-war community character to that of a modern urban environment. Opportunities for change to Garland's community fabric are plentiful. Vacant buildings and underutilized shopping centers, along with undeveloped properties, illustrate the opportunities Garland has to continue the community's efforts to reflect a modern, urban character, while preserving the traditional character that has supported and maintained the community's growth. Development from earlier years remains viable, although some sites lack energy-efficiency, revitalization potential, and infrastructure to fully meet the needs of modern families or employers. Reinvestment in the appearance and desirability of residential neighborhoods and nonresidential development alike will create a domino-effect that can continue throughout the community over the next 20 years.

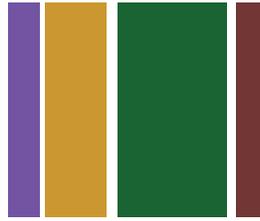
## Citywide Considerations

Residents, business owners, and other stakeholders desire clean, attractive streetscapes and development for themselves and visitors alike. Focus areas are the portals, or entry gates, through which visitors and residents arrive as well as the road and rail corridors through which they travel. Such highly visible entryways and corridors function as the City's front door and deserve special design consideration to enhance overall community appearance and image.

Basic considerations that contribute to an appealing entryway/corridor include an orderly arrangement of buildings, pavement, and landscape; reduction of visual clutter from signage and utilities, and well-maintained facilities. Community design of gateways and entryways or corridors includes the entire public realm as well as the built and natural environment surrounding it. Components of the public realm include:

- Within the right-of-way – street surface and curbs, medians, landscape, signage, utilities above and below ground, sidewalks and crosswalks, bus stops and shelters, and on-street parking.
- Outside the right-of-way – sidewalks, building facades, parking, signage, landscaping, benches, lighting, newspaper vending boxes, community information display/kiosk, and outdoor areas/patios.

Community design includes considerations such as a building's scale or relationship to the site and sidewalk, building form, architectural details, and compatible materials. In order to ensure high-quality and well-maintained gateways and entryway corridors, updated development standards and building codes are critical. Application of updated standards and codes also reassures property owners that investments are for the long term and that neighboring properties will be held to similar standards of quality.



## Area Considerations

Development trends in the North Texas region embrace a variety of housing types; close proximity of home, work, shopping, and entertainment; public transit, walkable and bike-friendly routes; as well as green space and other gathering areas. Although these development patterns can occur on a citywide basis, certain locations within Garland may be more appropriate for them than others. Key revitalization and redevelopment opportunities are prioritized through the seven catalyst areas discussed in the Land Use and Economic Development chapters. Each of these catalyst areas, and the targeted investment areas within them, possess unique characteristics on which to build.

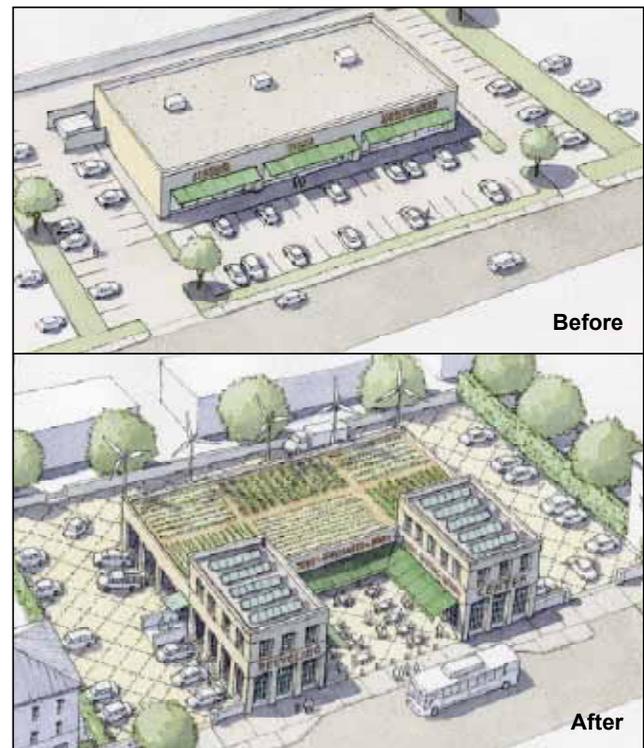
Sense of place, diversity, urban form, and modes of travel are key principles that are important to the successful planning and design of an area or neighborhood. A transit-oriented development near a DART rail station or transit center, an employment center with updated retail and housing opportunities, or a neighborhood center offering walkable routes and gathering areas all benefit from the incorporation of placemaking principles and other design concepts.

Updated development and design standards are needed to address community revitalization and redevelopment and will be instrumental as Garland transitions into the next phase of growth. Specific needs include standards promoting a sense of place and the design of compact and efficient development. Beneficial outcomes of good design include:

- Enhanced activity within an area: more visitors, residents and employees to support local businesses;
- The ability to walk and bicycle for short trips; and
- Reduction in the number of trips and vehicle miles traveled.

Other components that should be considered in revitalization and redevelopment of these areas are: multiple transportation modes; interconnected routes that link adjacent neighborhoods to area destinations; diverse land uses, building styles, and materials; and parks or other green space that provide for informal gathering and places of respite; as well as sites for community festivals and organized events. Built and natural areas should be set aside for a variety of community and environmental functions, including bicycle-pedestrian trail corridors, stormwater management, and plant-animal habitat.

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*Redevelopment of existing auto-oriented commercial areas will allow the introduction of more pedestrian-oriented urban forms.*

Source: "The Sprawl Repair Manual"  
by Galina Tachieva

# Community Design

## Site-Specific Considerations

In addition to affecting a larger place, such as a catalyst area, placemaking principles and other planning concepts, together with architectural and landscape architectural design elements, are important in the planning and construction of structures and building sites. It is often at this scale that specific details are recognized as contributing to the identity of a place.

Elements that contribute to a walkable and bicycle-friendly environment should be basic to site planning and building development. Other desirable elements that contribute to a sense of place and identity include a consistent architectural style, repeated use of selected materials and color, provision of attractive outdoor gathering areas, and storefronts that capture the attention of passersby. Provision of outdoor seating and other landscape elements is also utilized to create a sense of place.

Updated development standards and building codes are needed for smaller development sites and individual buildings as well. Tailored to specific locations and scale, updated standards and codes should apply to rehabilitation, revitalization, redevelopment, and conventional projects, as well as higher density mixed use projects. They should promote and enable energy-efficient homes and buildings, modern venues for entertainment and shopping, and parks close to homes, including walkable routes from homes to neighborhood destinations.

## Implementation Tools

Development and design standards are but one of the tools needed to address revitalization and redevelopment. Financial tools are also important considerations for community design implementation. In addition to developer-provided architectural and community design elements, public participation may be a critical consideration for many projects, especially those within the public realm. Tax Increment Financing (TIF) zones, Public Improvement Districts (PIDs), Federal and State grants, or other cost-sharing mechanisms are but a few of the specific tools that are available.



7-5

### Elements of Walkable and Bike-friendly Areas

- *Sidewalks*
- *Bike lanes (or wide-paved shoulders)*
- *Special bus lanes*
- *Comfortable and accessible public transportation stops*
- *Frequent crossing opportunities*
- *Median islands*
- *Accessible pedestrian signals*
- *Curb extensions*



## II. Enhancing Community Design and Character

*Envision Garland* strategies for community design incorporate placemaking principles into planning, design, and construction to create desirable spaces that are significant to us – the neighborhoods where we live, work, and shop, including opportunities to socialize and move about the community. Applying placemaking principles also brings about community involvement, thus adding to the positive community image that affects our everyday lives.

**Sense of place ...** conveys a feeling of belonging and includes landmarks and other characteristics of a location that make it readily recognizable. Whether in an older downtown area, a typical residential neighborhood, or an entire community, a redevelopment project should be authentic and compatible; and it reflects the character and history of a location. Architecture, site design features, and building materials provide a modern approach without sacrificing the neighborhood ambiance.

**Quality of life ...** can emphasize different attributes to different people. Generally, it relates to the combination of qualities and amenities that make an area a good place to live, such as good relations among constituent groups, a healthy physical environment, and economic opportunities for businesses and individuals, including the availability of political, educational, and social support systems.

**Image ...** is a mental picture or impression of something – often a mental conception held in common by a group. Image conveys a community's identity – or the perception of that identity – and is swayed by a myriad of influences: personal experience; media exposure; people and businesses; as well as amenities and visual effects such as architecture, landscape, and street corridors.

**Diversity ...** having distinct elements or qualities ... applies to the variety of developed areas, open spaces, and modes of transportation that are available

for Garland's residents and businesses. The concept of diversity, in terms of Community Design, ensures that significant landmarks are preserved, while redevelopment modernizes outdated architecture and building materials. It also ensures that walking and bicycle routes are provided for transportation or pleasure, along with routes for motorized vehicles.

**Form ...** generally refers to the physical layout of the community. Form more specifically refers to multi-dimensional considerations such as density of people, intensity of activity, street configuration and size, and size and placement of buildings, as well as the space between those buildings. Garland's Downtown storefronts that line the sidewalks and streets create a distinct form common to older downtowns and duplicated in some newer retail developments such as Firewheel Town Center.

**Movement ...** provides the physical and visual connections to direct people's movement through their surroundings. Through use of urban form, along with variations in materials, color, light, and sound, pedestrians and motorists instinctively understand how to move about. For instance, buildings aligning a curved street and sidewalk guide motorist's views; paved walkways and openings in and between buildings lead pedestrians to courtyards, an urban plaza, or a sidewalk café.

**Adaptability ...** relates to the capacity of buildings, neighborhoods, and spaces, in general, to adjust to changing need. Not only does this concept support conservation of nonrenewable resources, it contributes to economic success over time by extending the useful life of buildings and public spaces. An adaptable design is flexible; it can accommodate a variety of uses or can easily change to support diverse uses. Retail centers that remain vacant for extended periods of time are often the result of inflexible or obsolete design.

## III. Community Design Goals and Policies

These goals incorporate the guiding principles upon which the *Envision Garland* Comprehensive Plan is built. Issues and focus were identified through numerous conversations with residents, property owners, and other stakeholders as part of the *Envision Garland* public input process.

The policies reflect the Community Design goals and support the guiding principles, focusing urban design considerations for development and revitalization projects within Garland. Several concepts and policies are linked to policies and strategies introduced in other chapters of this Plan, including Housing and Neighborhoods and Economic Development.

**Goal 1: Promote Garland as a revitalized first-ring suburb - attractive and dynamic - by preserving its unique community heritage while setting the essential foundation for quality development in the future.**

**CD Policy 1.1:** Incorporate an updated Garland brand into all municipal efforts and development and revitalization projects.

**CD Policy 1.2:** Preserve landmark places and structures that provide traditional character and historic significance.

**CD Policy 1.3:** Encourage development and revitalization projects that represent Garland's unique multicultural community.

**CD Policy 1.4:** Promote attractive streetscapes and development at entryways and along major corridors.

**Goal 2: Utilize placemaking principles as a primary tool for development, revitalization, and redevelopment projects, including public facilities and infrastructure projects.**

**CD Policy 2.1:** Support creative development and revitalization solutions with vibrant live/work/shop/play environments to attract and retain residents, highly skilled workers, businesses, and new employers.

**CD Policy 2.2:** Establish placemaking concepts as essential considerations for development and revitalization projects within Vital Neighborhoods, Activity Centers, Employment Centers, and Parks and Open Space Building Blocks, particularly those within catalyst areas.

**CD Policy 2.3:** Ensure that development and revitalization projects reflect consideration for nearby buildings, features, and businesses where appropriate

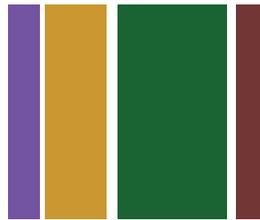
**CD Policy 2.4:** Support public-private efforts to program activity within major Activity Centers.

**Goal 3: Promote compact areas within the city, where appropriate, that lead to higher utilization of space; create high-quality, walkable environments while improving accessibility for all residents and visitors; and include a mix of uses to provide for needed housing, employment, services, and amenities.**

**CD Policy 3.1:** Promote increased density and intensity of land use where appropriate, including a broad mix of uses to support residents, visitors, and businesses, and to promote accessibility.

**CD Policy 3.2:** Resist development that results in incompatible land use along major corridors and at major intersections; especially those within catalyst areas.

**CD Policy 3.3:** Ensure provision of sufficient gathering space, public and semi-public areas, particularly in areas of higher density and higher intensity development.



**CD Policy 3.4:** Support the use of project planning and design strategies aimed at providing for personal safety, comfort, and amenities within the public realm.

**Goal 4:** Create a connected city with a choice of convenient, efficient, comfortable, and affordable mobility options by incorporating design elements that enhance alternative modes of transportation.

**CD Policy 4.1:** Provide interconnected streets, sidewalks, and pathways that link homes, schools, parks, and other area destinations.

**CD Policy 4.2:** Ensure provision of alternative modes of transportation for all users during the planning and design of private and public development projects.

**CD Policy 4.3:** Provide for inclusion of street furniture and amenities for transit users, pedestrians, and bicyclists at public facilities and in private development projects.

**Goal 5:** Incorporate practices within the built and natural environment which create durable, long-lasting places that can be passed on to future generations in as good or better condition than when they were inherited.

**CD Policy 5.1:** Promote concepts, such as compact development, use of new technology, adaptable building types, alternative modes of transportation, environmental stewardship, low impact design, resource efficiency, and social interaction within both private and public developments.

**CD Policy 5.2:** Promote places and buildings that are long-lasting and adaptable to better respond to changing economic, social, technological, and environmental conditions.

**CD Policy 5.3:** Ensure development standards include concepts and best practices that protect land, water, and air resources.

**Goal 6:** Provide the leadership and coordination to implement the Community Design goals, policies, and action items.

**CD Policy 6.1:** Adopt and implement regulatory tools to improve community appearance and design, particularly within catalyst areas, at gateways and along major corridors.

**CD Policy 6.2:** Direct public resources and investments to support development and revitalization projects that incorporate the highest urban design standards, especially within catalyst areas and targeted investment areas.

**CD Policy 6.3:** Operate as a market leader by incorporating placemaking principles and elements of the public realm, such as features of Complete Streets, streetscape enhancements, and public art, into public projects, including infrastructure.

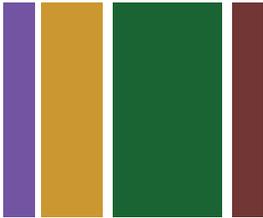
# Community Design

## IV. Next Steps

To ensure continued progress in the direction identified within the Community Design Element, the following actions are recommended for implementation. A full outline of implementation actions and associated timelines may be found in Chapter 8: Implementation.

No.	Actions
1.	Update Development Guidelines for Parks and Recreation 2010-2020
2.	Continue recreation programming of park facilities to encourage residents' participation and use of facilities
3.	Increase public experiences related to public art, performance, and other cultural events
4.	Create development incentives advancing community design goals and strategies
5.	Enhance community identity through implementation of updated branding concepts, development standards, zoning codes, and maintenance standards
6.	Provide enhanced gateways at primary entries into Garland
7.	Implement commercial corridor revitalization catalyst projects
8.	Enhance Walnut Street pedestrian corridor and streetscape (between 5th Street and 6th Street)
9.	Initiate anti-littering campaign
10.	Develop a historic preservation program potentially including designation of historic districts and landmarks
11.	Develop a public art program to fund and establish works of art in public places
12.	Evaluate the Downtown Square design to create a larger, more functional, and inviting public space for large gatherings as well as individual activity, and to serve as a catalyst for continued revitalization of the Downtown core
13.	Incorporate elements of the public realm into municipal building and infrastructure projects as a demonstration of desired outcome, such as continuous/unobstructed pathways for pedestrians and bicyclists, pocket parks, benches, lighting, and other needed street furniture as appropriate
14.	Update landscape and maintenance of City facilities as a demonstration of site improvements for existing businesses





# Chapter 8

## Implementation

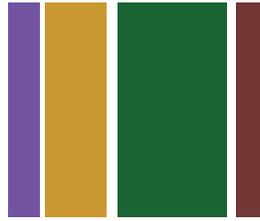


8-1

### Contents

Implementation Actions

8-3



Implementation for *Envision Garland* will occur over a 20-year horizon. During this time, Garland will continue to evolve as it embraces the Vision for 2030 and as the community works in partnership to make the Vision a reality. *Envision Garland* highlights many resources to guide residents, business owners, property owners, investors, and decision-makers as they participate in the effort to implement the community's Plan for 2030. Each resource should be used as a guide for future growth and development, providing a framework to which all decisions might be compared despite the changes that physical and market conditions might bring.

The following resources serve as a guide to ensure that implementation for *Envision Garland* is carried out in a manner consistent with community goals for 2030:

**Vision for 2030**

Provides a shared image for those working to create the Garland the community envisions.

**Guiding Principles**

Provides structure for decision-making as the leadership and conditions evolve over the years and provides a link between the community vision and implementation. The Guiding Principles provide direction integrating the community's values, Vision, and mission and confirming a basis for strategy development and decision-making.

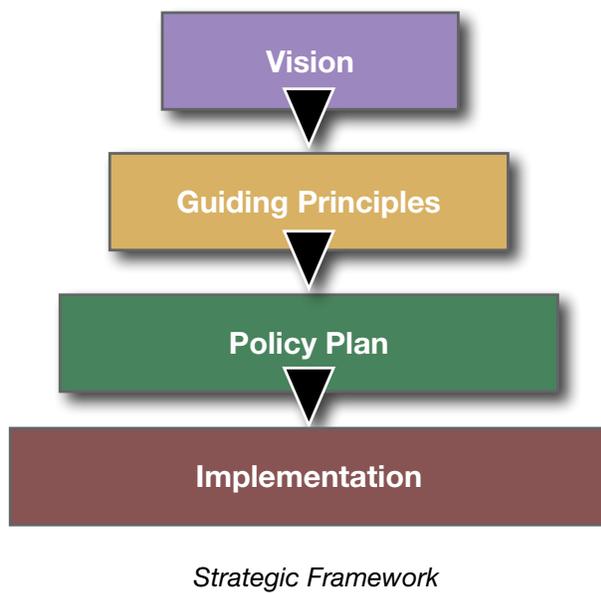
**Policy Plan**

Five elements identify the comprehensive approach to addressing the future physical and economic needs of the community. Each establishes a set of strategies, policies, and recommended actions based on the Plan's Strategic Framework, the Vision for 2030, and the Future Land Use Map and provides a coordinated method of implementing the vision over a 20-year horizon.

**Implementation Action Plan**

Provides a comprehensive outline of the most appropriate options for implementing initiatives identified within the Plan.

8-2

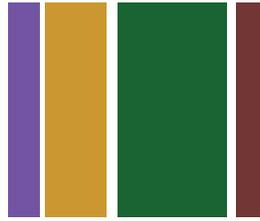


# Implementation

## I. Implementation Actions

*Envision Garland* serves as a guide for the implementation of goals, policies, and actions related to key elements affecting the community's physical and economic development. As a living document, the Plan framework for implementation acknowledges the changes that may occur during *Envision Garland's* 20-year plan horizon. It recommends incremental actions for implementation and provides opportunities to address immediate priorities, while supporting long-range planning initiatives. This approach allows flexibility for further refinement of *Envision Garland* as community conditions evolve in the future.

Implementation activities should maintain a focus on the Strategic Framework of the *Envision Garland* Comprehensive Plan. This framework provides a link between the community vision and plan implementation. The following table identifies preliminary implementation activities for *Envision Garland*.



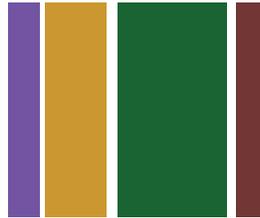
8-4

<b>1.</b>	<b>Action</b>	
	<b>Adopt a Unified Development Code (UDC) that implements the identified citywide future land use program for 2030 and facilitates the realization of the community vision</b>	<b>Policy Area</b> Land Use
		<b>Lead Department</b> Planning
		<b>Target Initiation</b> March 2007
		<b>Target Completion</b> 2013
	<b>Steps to be completed:</b>	
	<ol style="list-style-type: none"> <li>1. Complete draft of UDC and Downtown Form-Based Code (FBC)</li> <li>2. Draft revised Zoning Map to reflect the <i>Envision Garland</i> Future Land Use Map and new zoning districts contained in UDC</li> <li>3. a) Convene public review process; and b) Refine draft UDC and proposed Zoning Map based on public review</li> <li>4. Adopt UDC and Zoning Map through public hearing process</li> </ol>	
<b>2.</b>	<b>Action</b>	
	<b>Establish an Interdepartmental Work Group to facilitate implementation</b>	<b>Policy Area</b> All
		<b>Lead Department</b> Planning
		<b>Target Initiation</b> April 2012
		<b>Target Completion</b> Ongoing
	<b>Steps to be completed:</b>	
	<ol style="list-style-type: none"> <li>a) Identify <i>Envision Garland</i> implementation team</li> <li>b) Outline comprehensive plan work program</li> <li>c) Confirm interdepartmental coordination plan</li> <li>d) Develop plan monitoring and evaluation program</li> <li>e) Confirm small area planning program</li> <li>f) Confirm resources for program and strategic implementation</li> </ol>	

# Implementation

<b>3.</b>	<b>Action</b>	
	<b>Develop a land use/ transportation/ infrastructure work group to address the City's policy and practices related to long-range planning</b>	<b>Policy Area</b> Transportation and Infrastructure
		<b>Lead Department</b> Planning
		<b>Target Initiation</b> December 2012
		<b>Target Completion</b> April 2013
	<b>Steps to be completed:</b> Provide forum for discussion, analysis, and decision-making related to long-range planning	

<b>4.</b>	<b>Action</b>	
	<b>Implement a citywide Economic Development Strategy building on Garland's assets, establishing a coordinated short-term plan for promoting the City's long-range economic development agenda</b>	<b>Policy Area</b> Economic Development
		<b>Lead Department</b> City Manager's Office, Planning
		<b>Target Initiation</b> January 2011
		<b>Target Completion</b> Ongoing
	<b>Steps to be completed:</b> <u>2011</u> a) Develop joint work program with Chamber of Commerce b) Complete detailed analysis of six Targeted Investment Areas c) Prioritize Targeted Investment Areas d) Finalize summary marketing piece e) Complete targeted industry analysis and companion marketing strategy f) Finalize strategic property acquisition and disposition policy g) Review and revise incentive package and tax abatement policy; create a retention incentive policy h) Establish a funding source for individual equity and development projects i) Begin meeting with individual equity and development companies regarding TIA's j) Complete surplus property identification and vetting  <u>2012</u> a) Update ED strategy when 2010 Census information is available b) Develop and launch a targeted shopping center redevelopment program c) Formalize partnership with lenders and financing partners d) Consider utilizing a redevelopment entity to acquire/hold and reposition blighted and/or vacant and obsolete property	



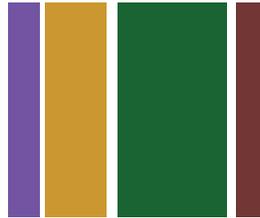
<b>5.</b>	<b>Action</b>	
	<b>Initiate Small Area Planning for citywide strategic investment areas, including Catalyst Areas, and outline long range planning, coordination, and implementation, laying the groundwork for future strategic initiatives</b>	<b>Policy Area</b> Land Use, Economic Development
		<b>Lead Department</b> Planning
		<b>Target Initiation</b> July 2011
		<b>Target Completion</b> Ongoing
	<b>Steps to be completed:</b> a) Confirm a small area planning process b) Prioritize catalyst areas c) Identify long range planning work plan	

8-6

<b>6.</b>	<b>Action</b>	
	<b>Develop a Forest-Jupiter Transit-Oriented Redevelopment Plan including implementation strategies and identification of high-potential catalyst development projects</b>	<b>Policy Area</b> Land Use, Economic Development
		<b>Lead Department</b> Planning
		<b>Target Initiation</b> July 2011
		<b>Target Completion</b> October 2012
	<b>Steps to be completed:</b> a) Select consultant team and refine project scope and schedule b) Complete data collection and analysis c) Implement a public participation program for engaging the public throughout the planning process d) Draft catalyst area redevelopment plan including capital improvements program, updated TIF project and finance plan, and recommended development regulations e) Prepare targeted investment area (TIA) implementation programs for each of the three TIAs within the planning area including pro forma analysis, marketing strategy, and identification of potential and projects and developers f) Implement Forest Jupiter streetscape enhancement CIP project	

# Implementation

7.	<b>Action</b>					
	<p><b>Implement a citywide Housing and Neighborhood Strategy integrating a new tradition of neighborhood planning providing residents with a role in implementing community development strategies, and established neighborhood vitality technical and educational programs; and promoting a comprehensive housing, infrastructure, and economic development program supporting neighborhood revitalization</b></p>	<table border="1"> <tr> <td data-bbox="1013 428 1422 499"><b>Policy Area</b> Housing and Neighborhoods</td> </tr> <tr> <td data-bbox="1013 499 1422 571"><b>Lead Department</b> Planning</td> </tr> <tr> <td data-bbox="1013 571 1422 642"><b>Target Initiation</b> January 2013</td> </tr> <tr> <td data-bbox="1013 642 1422 714"><b>Target Completion</b> April 2014</td> </tr> </table>	<b>Policy Area</b> Housing and Neighborhoods	<b>Lead Department</b> Planning	<b>Target Initiation</b> January 2013	<b>Target Completion</b> April 2014
<b>Policy Area</b> Housing and Neighborhoods						
<b>Lead Department</b> Planning						
<b>Target Initiation</b> January 2013						
<b>Target Completion</b> April 2014						
	<p><b>Steps to be completed:</b></p> <ul style="list-style-type: none"> <li>a) Confirm an interdepartmental work process and program for housing and neighborhood needs</li> <li>b) Prioritize neighborhood planning activities and initiatives</li> <li>c) Identify funding sources for housing and neighborhood initiatives</li> <li>d) Review and implement financial resources and incentives programs for housing and neighborhood needs</li> <li>e) Develop a housing pattern book identifying methods promoting housing revitalization, appropriate infill, and energy efficiency</li> <li>f) Confirm a method of quantifying success in neighborhood vitality and revitalization</li> </ul>					



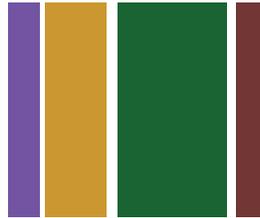
8-8

<b>8.</b>	<b>Action</b>	
	<b>Incorporate best practices of sustainable urban design and construction in municipal building and infrastructure projects to evaluate benefits and possibly serve as a model and catalyst for private and other public development</b>	<b>Policy Area</b> All
		<b>Lead Department</b> Office of Environmental Quality
		<b>Target Initiation</b> February 2010
		<b>Target Completion</b> Ongoing
	<b>Steps to be completed:</b> <ul style="list-style-type: none"> <li>a) Complete Alternative Fuels Plan currently being developed by AFV Committee (completed)</li> <li>b) Evaluate feasibility and economic viability of waste-to-energy opportunities</li> <li>c) Continue ongoing research regarding Clean Energy Parks</li> <li>d) Develop alternative and distributive energy projects with GP&amp;L</li> <li>e) Create demonstration project illustrating solar, wind, and geothermal opportunities</li> <li>f) Implement controls and retrofits for City buildings upon completion of Energy Audit project (as funding allows)</li> <li>g) Install external and internal lighting adjustments on buildings (as funding allows)</li> <li>h) Develop policy regarding guidelines for efficiency and conservation on new construction and building retrofits</li> <li>i) Enhance pump and motor efficiencies in Water/Wastewater facilities</li> <li>j) Examine feasibility and viability of waste-to-green diesel project</li> <li>k) Complete single stream recycling program in all City facilities (completed)</li> </ul>	
<b>9.</b>	<b>Action</b>	
	<b>Confirm a comprehensive monitoring and evaluation program for reviewing the demographic, fiscal, and physical impacts of new development, redevelopment, and revitalization activities</b>	<b>Policy Area</b> All
		<b>Lead Department</b> Planning Department
		<b>Target Initiation</b> December 2012
		<b>Target Completion</b> Ongoing
	<b>Steps to be completed:</b> <ul style="list-style-type: none"> <li>a) Research evaluation program</li> <li>b) Outline monitoring system</li> <li>c) Confirm evaluation framework</li> <li>d) Confirm or establish data sources</li> </ul>	

# Implementation

<b>10.</b>	<b>Action</b>	
	<b>Revise the Capital Improvement Planning process to coordinate with comprehensive plan goals and strategies</b>	<b>Policy Area</b> All
		<b>Lead Department</b> Budget and Research Department
		<b>Target Initiation</b> 4 <sup>th</sup> Quarter 2012
		<b>Target Completion</b> Ongoing
	<b>Steps to be completed:</b> a) Prepare an outline of CIP priorities coordinated with the <i>Envision Garland</i> and related Strategies b) City Manager’s office review of department requests based on this outline	

<b>11.</b>	<b>Action</b>	
	<b>Planning and implementation of on- and off-road routes for bicycles and pedestrians</b>	<b>Policy Area</b> Community Design, Transportation and Infrastructure
		<b>Lead Department</b> Transportation, Recreation and Cultural Services
		<b>Target Initiation</b> Ongoing
		<b>Target Completion</b> Ongoing
	<b>Steps to be completed:</b> a) Complete a map of existing and proposed bicycle and pedestrian-accessible routes within the community b) Coordinate with Transportation, Streets, and other City staff to identify potential projects to build needed linkages in the walking and biking network (2011) c) Construct the Mesquite/Garland/Richardson Bikeway d) Construct Spring Creek Greenbelt trail (CIP/2012) e) Other trail development (CIP/2011; CIP/2012)	



8-10

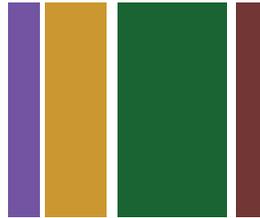
<b>12.</b>	<b>Action</b>	
	<p><b>Enhance walkability and improve connections providing accessibility and continuous routes surrounding City offices, parks, recreation centers, and similar municipal facilities</b></p>	<p><b>Policy Area</b> Community Design, Transportation and Infrastructure</p>
		<p><b>Lead Department</b> Transportation, Engineering, Streets</p>
		<p><b>Target Initiation</b> 2<sup>nd</sup> Quarter 2011</p>
		<p><b>Target Completion</b> Ongoing; see CIP funding dates</p>
	<p><b>Steps to be completed:</b></p> <ul style="list-style-type: none"> <li>a) Identify municipal facility locations and selection criteria; rank priority areas; select phase I project/s from facility rankings (3-6± months)</li> <li>b) Conduct sidewalk survey around municipal facilities, generally within ¼ to ½ mile walking distance (6± months per site)</li> <li>c) Determine Phase I project scope and budget (3-6± months)</li> <li>d) Construct sidewalks (CIP 2012-2016)</li> <li>e) Coordinate project implementation with street, utility, and/or site redevelopment projects (Ongoing)</li> </ul>	

<b>13.</b>	<b>Action</b>	
	<p><b>Initiate a citywide infrastructure capacity study reviewing water, sewer, electrical, stormwater, and other utility needs</b></p>	<p><b>Policy Area</b> Transportation and Infrastructure</p>
		<p><b>Lead Department</b> Water, Wastewater, Engineering, GP&amp;L</p>
		<p><b>Target Initiation</b> TBD</p>
		<p><b>Target Completion</b> TBD</p>
	<p><b>Steps to be completed:</b></p> <ul style="list-style-type: none"> <li>a) Study needs based on <i>Envision Garland</i> Comprehensive Plan Future Land Use Map development types, and catalyst areas</li> <li>b) Identify infrastructure projects to meet future needs</li> <li>c) Consider sustainability/environmental aspects of infrastructure capacity and future improvements</li> </ul>	

# Implementation

<b>14.</b>	<b>Action</b>	
	<b>Update Development Guidelines for Parks and Recreation 2010-2020</b>	<b>Policy Area</b> Land Use, Community Design
		<b>Lead Department</b> Recreation and Cultural Services, Planning
		<b>Target Initiation</b> Ongoing
		<b>Target Completion</b> 2011
	<b>Steps to be completed:</b> a) Complete document b) Submit to Parks & Recreation Board for recommendations c) Submit to City Council for approval/acceptance	

<b>15.</b>	<b>Action</b>	
	<b>Acquire park land located within the floodplain in response to increased demand for and attention to improved health</b>	<b>Policy Area</b> Community Design, Land Use
		<b>Lead Department</b> Recreation and Cultural Services, Planning, Engineering, Stormwater Management
		<b>Target Initiation</b> 1st Quarter 2011
		<b>Target Completion</b> Ongoing
	<b>Steps to be completed:</b> a) Conduct inventory b) Identify priority parcels c) Acquire key parcels (Parks CIP/2017)	



<b>16.</b>	<b>Action</b>		
	<b>Upgrade and expand existing park facilities</b>	<b>Policy Area</b> Community Design	
		<b>Lead Department</b> Recreation and Cultural Services	
		<b>Target Initiation</b> 1st Quarter 2012	
		<b>Target Completion</b> Ongoing; see CIP funding dates	
	<b>Steps to be completed:</b> a) Bradfield, Wynne, and Holford pools (Parks CIP/2012) b) Gale Fields Recreation Center-Addition (Parks CIP/2013) c) Audubon picnic area (Parks CIP/2014) d) Playground improvements (Parks CIP/2012-2013)		

8-12

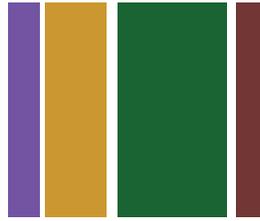
<b>17.</b>	<b>Action</b>		
	<b>Continue relocation of Lake Pointe Marina</b>	<b>Policy Area</b> Community Design, Land Use	
		<b>Lead Department</b> Recreation and Cultural Services, Planning	
		<b>Target Initiation</b> Ongoing	
		<b>Target Completion</b> Ongoing	
	<b>Steps to be completed:</b> a) Secure agreements with future operator b) Design and build facility		

# Implementation

<b>18.</b>	<b>Action</b>		
	<b>Continue recreation programming of park facilities to encourage residents' participation and use of facilities</b>	<b>Policy Area</b> Community Design	
		<b>Lead Department</b> Recreation and Cultural Services	
		<b>Target Initiation</b> 1st Quarter 2011	
		<b>Target Completion</b> Ongoing	
	<b>Steps to be completed:</b> Update activities and programs for Firewheel Golf Course, pools, and parks to respond to current and future needs		

<b>19.</b>	<b>Action</b>		
	<b>Increase public experiences related to public art, performance, and other cultural events</b>	<b>Policy Area</b> Community Design	
		<b>Lead Department</b> Recreation and Cultural Services	
		<b>Target Initiation</b> January 2012	
		<b>Target Completion</b> Ongoing	
	<b>Steps to be completed:</b> Identify new opportunities and activities		

<b>20.</b>	<b>Action</b>		
	<b>Create development incentives advancing community design goals and strategies</b>	<b>Policy Area</b> Community Design	
		<b>Lead Department</b> Planning	
		<b>Target Initiation</b> TBD	
		<b>Target Completion</b> TBD	
	<b>Steps to be completed:</b>  TBD		



8-14

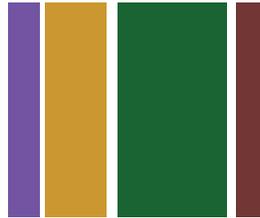
<b>21.</b>	<b>Action</b>	
	<p><b>Enhance community identity through implementation of updated branding concepts, development standards, zoning codes, and maintenance standards that incorporate <i>Envision Garland</i> goals and strategies</b></p>	<p><b>Policy Area</b> Community Design</p>
		<p><b>Lead Department</b> Recreation and Cultural Services, Planning, Building Inspection, Code Compliance</p>
		<p><b>Target Initiation</b> 4th Quarter 2012</p>
		<p><b>Target Completion</b> Ongoing</p>
	<p><b>Steps to be completed:</b></p> <ul style="list-style-type: none"> <li>a) Update community identity and branding concepts (1<sup>st</sup> Quarter 2011)</li> <li>b) Update development standards; update underway (UDC)</li> <li>c) Update zoning code; update underway (UDC)</li> <li>d) Continue to review building and property maintenance standards</li> <li>e) Provide needed education programs related to updates through Garland Neighborhood Management Academy, presentations to Chamber of Commerce, etc.</li> </ul>	

<b>22.</b>	<b>Action</b>	
	<p><b>Provide for enhanced gateways at primary entries into Garland</b></p>	<p><b>Policy Area</b> Community Design</p>
		<p><b>Lead Department</b> Recreation and Cultural Services, Transportation, Engineering</p>
		<p><b>Target Initiation</b> Ongoing</p>
		<p><b>Target Completion</b> Ongoing</p>
	<p><b>Steps to be completed:</b></p> <ul style="list-style-type: none"> <li>a) Survey needed of gateways for primary and secondary entry points; particularly those located at targeted investment areas: Centerville-LBJ, Broadway-IH30, South Garland Avenue-LBJ-Shiloh, etc. (2-3 months)</li> <li>b) Prioritize needed gateway locations and needed improvements (2-3 months)</li> <li>c) Implement Downtown gateway project (CIP/2013-2014)</li> <li>d) Incorporate new City branding into signage and way-finding, in particular at gateways and entry corridors for significant destinations and frequently-visited sites (9-18 months)</li> </ul>	

# Implementation

<b>23.</b>	<b>Action</b>	
	<b>Continue corridor enhancement projects, e.g. Commercial Corridor Revitalization catalyst projects</b>	<b>Policy Area</b> Community Design, Economic Development
		<b>Lead Department</b> Planning, Transportation, Engineering
		<b>Target Initiation</b> Initiated
		<b>Target Completion</b> Ongoing; see CIP funding dates
	<b>Steps to be completed:</b> a) S. First Street construction documents and construction (Phase II); (CIP/2007/2019) b) Update the Commercial Corridor Revitalization scope for future projects to incorporate <i>Envision Garland</i> goals and strategies c) Determine criteria for project selection and prioritize key corridors for revitalization and implementation in accordance with <i>Envision Garland</i> and Economic Development Strategy (6-9 months) d) Begin next phase of corridor revitalization selection and design	

<b>24.</b>	<b>Action</b>	
	<b>Enhance pedestrian corridor and streetscape for Walnut Street (between 5<sup>th</sup> Street and 6<sup>th</sup> Street)</b>	<b>Policy Area</b> Community Design, Economic Development, Transportation and Infrastructure
		<b>Lead Department</b> Planning/ Transportation/ Engineering
		<b>Target Initiation</b> See CIP funding dates
		<b>Target Completion</b> See CIP funding dates
	<b>Steps to be completed:</b> a) 6th Street Extension (Street/Transportation CIP March 2007/ June 2012) b) Design of open space and streetscape (CIP March 2011/ December 2013) c) Preparation of construction drawings (CIP March 2011/ December 2013)	



8-16

<b>25.</b>	<b>Action</b>	
	<b>Initiate anti-littering campaign</b>	<b>Policy Area</b> Community Design
		<b>Lead Department</b> Recreation and Cultural Services, Environmental Waste Services, Keep Garland Beautiful
		<b>Target Initiation</b> 2nd Quarter 2011
		<b>Target Completion</b> Ongoing
	<b>Steps to be completed:</b> a) Establish Phase 1/pilot program; target key locations, e.g. transit stations, bus stops, and/or turn lane medians (6 months) b) Coordinate with DART to identify specific locations and funding sources c) Provide receptacles and trash removal d) Plan for & implement Phase 2	

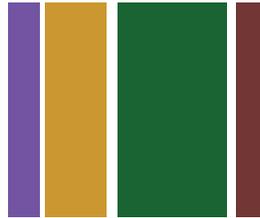
<b>26.</b>	<b>Action</b>	
	<b>Initiate a model program for residential rehabilitation and renovation projects within existing neighborhoods</b>	<b>Policy Area</b> Housing and Neighborhoods
		<b>Lead Department</b> Planning
		<b>Target Initiation</b> January 2013
		<b>Target Completion</b> October 2013
	<b>Steps to be completed:</b> a) Research best practices, financial and regulatory tools, and design considerations for major residential rehabilitation and renovation b) Investigate barriers to major residential rehabilitation and renovation projects c) Develop design standards/guidelines for quality residential projects d) Revise development codes and process for residential projects e) Develop incentives and financial tools to encourage and enable residential projects f) Develop publicity and marketing plan to showcase model program and encourage residential investment by utilizing the program elements g) Identify and implement residential pilot projects h) Continue GREAT Homes project [Underway] i) Evaluate pilot projects	

# Implementation

<b>27.</b>	<b>Action</b>	
	<b>Develop and publish a residential rehabilitation pattern book</b>	<b>Policy Area</b> Housing and Neighborhoods
		<b>Lead Department</b> Planning
		<b>Target Initiation</b> May 2011
		<b>Target Completion</b> June 2012
	<b>Steps to be completed:</b> <ul style="list-style-type: none"> <li>a) Research best practices, financial and regulatory tools, and design considerations for residential rehab/renovation</li> <li>b) Conduct series of interviews with housing-related professionals, including architect, builder/contractor, real estate agent, City staff, and others as appropriate</li> <li>c) Develop and evaluate recommendations</li> <li>d) Approve and implement recommendations</li> </ul>	

8-17

<b>28.</b>	<b>Action</b>	
	<b>Incorporate urban design goals and concepts into adopted development standards and zoning/building codes</b>	<b>Policy Area</b> Community Design
		<b>Lead Department</b> Planning, Building Inspection
		<b>Target Initiation</b> Initiated
		<b>Target Completion</b> 2012
	<b>Steps to be completed:</b> <ul style="list-style-type: none"> <li>a) Adoption of Unified Development Code</li> <li>b) Review and adopt updated building and property maintenance codes, as needed</li> </ul>	



<b>29.</b>	<b>Action</b>	
	<b>Develop a historic preservation program potentially including designation of historic districts and landmarks</b>	<b>Policy Area</b> Community Design, Housing and Neighborhoods
		<b>Lead Department</b> Planning
		<b>Target Initiation</b> TBD
		<b>Target Completion</b> TBD
	<b>Steps to be completed:</b> a) Research preservation options and tools; develop scenarios for pursuing preservation activities b) Select and implement desired scenarios	

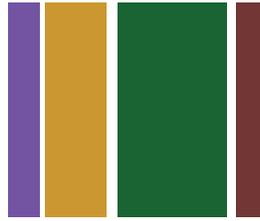
8-18

<b>30.</b>	<b>Action</b>	
	<b>Revise the Major Thoroughfare Plan to support <i>Envision Garland</i> goals and strategies</b>	<b>Policy Area</b> Transportation and Infrastructure
		<b>Lead Department</b> Transportation
		<b>Target Initiation</b> TBD
		<b>Target Completion</b> TBD
	<b>Steps to be completed:</b> a) Consider policies of the <i>Envision Garland</i> comprehensive plan and new Future Land Use Map and development types b) Consider best practices in transportation thoroughfare planning, including elements of Complete Streets, as described in the document, as applicable in meeting the community's vision c) Consider sustainability/environmental aspects of thoroughfare planning	

# Implementation

<b>31.</b>	<b>Action</b>	
	<b>Develop a public art program to fund and establish works of art in public places</b>	<b>Policy Area</b> Community Design
		<b>Lead Department</b> Recreation and Cultural Services, Planning
		<b>Target Initiation</b> January 2013
		<b>Target Completion</b> September 2013
	<b>Steps to be completed:</b> a) Conduct background research <ul style="list-style-type: none"> <li>• Review other cities' programs</li> <li>• Research alternative public and private funding mechanisms</li> <li>• Develop program alternatives</li> </ul> b) Draft for public review and adoption of proposed ordinance establishing public art program Develop program procedures and engage appropriate stakeholders/participants in program implementation	

<b>32.</b>	<b>Action</b>	
	<b>Evaluate the Downtown Square design create a larger, more functional and inviting public space for large gatherings as well as individual activity and to serve as a catalyst for continued revitalization of the Downtown core</b>	<b>Policy Area</b> Community Design
		<b>Lead Department</b> Planning
		<b>Target Initiation</b> October 2010
		<b>Target Completion</b> December 2015
	<b>Steps to be completed:</b> a) Complete conceptual design development (Complete) b) Identify public/private development strategies c) Develop schematic design (Complete) d) Enter into public/private partnership to implement Square design and development strategies	



<b>33.</b>	<b>Action</b>	
	<b>Develop an infrastructure andility coordination system and information sharing system</b>	<b>Policy Area</b> Transportation and Infrastructure
		<b>Lead Department</b> Organizational Development
		<b>Target Initiation</b> June 2012
		<b>Target Completion</b> January 2013
	<b>Steps to be completed:</b> a) Develop infrastructure andility coordination working group b) Evaluate current coordination process and information sharing capacity c) Make recommendations for improvements and information needs	

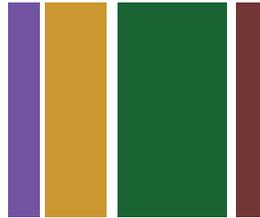
8-20

<b>34.</b>	<b>Action</b>	
	<b>Pursue additional funding from other agencies to implement trail links and connections to facilities in adjacent cities</b>	<b>Policy Area</b> Community Design, Transportation and Infrastructure
		<b>Lead Department</b> Recreation and Cultural Services
		<b>Target Initiation</b> Ongoing
		<b>Target Completion</b> Summer 2011/Ongoing
	<b>Steps to be completed:</b> a) Complete master plan document, Development Guidelines for Parks and Recreation 2010-2020 (Complete) b) Identify funding opportunities and prepare grant requests (Ongoing)	

# Implementation

<b>35.</b>	<b>Action</b>	
	<b>Improve bus stops to provide weather protection for users and to promote ridership</b>	<b>Policy Area</b> Transportation and Infrastructure, Community Design
		<b>Lead Department</b> Transportation, Planning
		<b>Target Initiation</b> 4th Quarter 2011
		<b>Target Completion</b> Ongoing
	<b>Steps to be completed:</b> <ul style="list-style-type: none"> <li>a) Coordinate with DART to establish a pilot project; identify highly-visible, well-used locations (6± months; 2011)</li> <li>b) Coordinate with City of Garland street projects, as appropriate (Street/Transportation CIP/2011-2013, various street reconstruction projects planned)</li> <li>c) Develop plans for construction; establish a COG typical/standard, offer palate of options as customized treatments for special districts or areas, color and signage, for instance (12-18 months)</li> <li>d) Initiate and complete bus stop improvement pilot project (12-24± months)</li> <li>e) Work with DART, City of Garland Street Department, and others to identify additional locations (9± months)</li> <li>f) Identify funding sources, such as DART, private participation, advertising, or TIF, etc. (Ongoing)</li> </ul>	

<b>36.</b>	<b>Action</b>	
	<b>Incorporate elements of the public realm into municipal building and infrastructure projects as a demonstration of desired outcome, such as continuous/unobstructed pathways for pedestrians and bicyclists, pocket parks, benches, lighting, and other needed street furniture as appropriate</b>	<b>Policy Area</b> Community Design
		<b>Lead Department</b> City Manager's Office, All
		<b>Target Initiation</b> See CIP funding dates
		<b>Target Completion</b> Ongoing; see CIP funding dates
	<b>Steps to be completed:</b> <ul style="list-style-type: none"> <li>a) Identify planned near-future projects and effects on community design; infrastructure considerations include streets, stormwater, electric, water, etc. (CIP 2011-2013, various projects identified)</li> <li>b) Identify planned future projects and incorporate elements into early planning stages</li> </ul>	



8-22

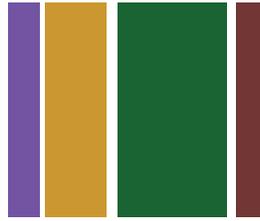
<b>37.</b>	<b>Action</b>	
	<b>Update landscape and maintenance of City facilities as demonstration of site improvements for existing businesses</b>	<b>Policy Area</b> Community Design
		<b>Lead Department</b> City Manager's Office, All
		<b>Target Initiation</b> 3rd Quarter 2012
		<b>Target Completion</b> Ongoing
	<b>Steps to be completed:</b> a) Identify priority areas by establishing criteria for priority listing (3± months) b) Survey existing conditions (6-9 months; dependent on staff/consultant) c) Create prototype design for typical scenario (entry, islands, materials, signage, etc.) to unify City of Garland brand and provide low-maintenance landscape (9-12± months) d) Incorporate informal public gathering space, where appropriate (Ongoing) e) Determine project scope/s and budget/s (3-6 months/site) f) Identify partners and funding (Ongoing)	

<b>38.</b>	<b>Action</b>	
	<b>Develop a comprehensive citizen engagement plan for the city</b>	<b>Policy Area</b> Housing and Neighborhoods
		<b>Lead Department</b> Planning
		<b>Target Initiation</b> September 2012
		<b>Target Completion</b> July 2013
	<b>Steps to be completed:</b> a) Conduct background research: research best practices, model policies, and available tools; evaluate current and past policies and practices of the City of Garland; conduct staff and stakeholder interviews b) Develop draft plan document c) Submit draft for internal and City Council review and comment d) Revise draft and submit final plan for adoption	

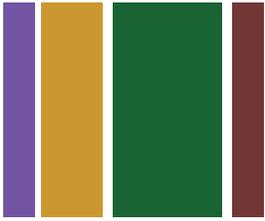
# Implementation

<b>39.</b>	<b>Action</b>	
	<b>Develop an official recognition program for resident-based organizations</b>	<b>Policy Area</b> Housing and Neighborhoods
		<b>Lead Department</b> Planning
		<b>Target Initiation</b> September 2012
		<b>Target Completion</b> June 2013
	<b>Steps to be completed:</b> a) Evaluate best practices and model neighborhood recognition programs b) Develop and review draft policy and program c) Adopt and implement program	

<b>40.</b>	<b>Action</b>	
	<b>Review and coordinate education, training, and technical resources for residents and resident-based organizations</b>	<b>Policy Area</b> Housing and Neighborhoods
		<b>Lead Department</b> Planning
		<b>Target Initiation</b> Spring 2011
		<b>Target Completion</b> Ongoing
	<b>Steps to be completed:</b> a) Provide a framework and process for regular public education, training, and technical classes or workshops [Underway, Ongoing] b) Coordinate education, training, and technical resources within the City of Garland c) Develop/enhance marketing program for resources to residents, resident-based organizations, and other potential customers d) Develop an evaluation process for current and future curriculum, marketing, and resources	



<b>41.</b>	<b>Action</b>	
	<b>Expand community development capacity, infrastructure, and institutions within Garland</b>	<b>Policy Area</b> Housing and Neighborhoods
		<b>Lead Department</b> Planning
		<b>Target Initiation</b> January 2013
		<b>Target Completion</b> June 2014
	<b>Steps to be completed:</b> a) Evaluate best practices, methods, and tools for growing community development capacity b) Identify gaps in existing community development environment c) Develop a strategy for addressing gaps and meeting future community development needs	



# Appendix 1

## Public Engagement Plan

## PUBLIC ENGAGEMENT EXPERIENCE

The City of Garland recognizes public participation and comment as essential to the planning process. In order to effectively plan for the City's future, stakeholders from across Garland were invited to participate in *Envision Garland*. Residents, business owners, property owners, elected and appointed officials, community organizations, and other stakeholders with an interest in Garland's future were engaged in an extensive public participation process.

## THE ACTORS

### *The Community*

The Garland community led the process by providing its vision for the future, which shaped the plan and set the course for the next 20 years. Residents, business owners, property owners, community organizations, and others with a stake in Garland's future participated in the plan's public input process.

### *City Council*

Garland's City Council plays the lead role in creating and implementing public policy as well as representing the public's interests. The City Council was engaged in the *Envision Garland* process from the beginning and given regular updates on the plan's progress. City Council was heavily involved in the final review of the plan and held a series of public hearings on the plan, which led to adoption of *Envision Garland* as the City of Garland's official comprehensive plan.

### *Other Community Stakeholders*

The Garland Plan Commission and Garland Economic Development Partnership were both involved in the planning process and provided updates on the project's status. Members and staff of both groups also participated in *Envision Garland* planning workshops.

### *Staff Work Group*

The plan development benefitted from staff participation that provided technical and policy-area expertise. This group was able to add context, data, and professional expertise to all areas of *Envision Garland*, which was invaluable in developing the plan's content.

## PUBLIC OUTREACH

### *Community Input Survey*

*Envision Garland* kicked off with a citywide opinion survey, which was included in the February and April 2008 editions of the *Garland City Press*, as well as on the project's website. Over 475 responses were returned, and a results summary was published through the same channels. The survey identified key issues and planning priorities which helped shape subsequent workshop topics.

### *Community Visioning Workshop and Open House*

In summer 2008, the City of Garland hosted a Community Visioning Workshop and Open House. The day-long workshop was a forum where residents, property owners, and community leaders gathered together to share thoughts and ideas on Garland's future. Workshop activities guided discussion about Garland's current situation and a desired future for the community. A results report was created and published that described the event and participants' input.

### *Growing the Vision Workshop Series*

A series of "Growing the Vision" workshops were held in fall 2008. These workshops built on previous public input and began to show how the vision can be applied to the city and its neighborhoods. Four workshops were open to the general public, while one workshop focused on youth participants. Like the Visioning Workshop, a results report was published. The Community Visioning Workshop and Growing the Vision series helped develop the draft vision statement and were the foundation for the *Envision Garland* plan.



*Participants shared their vision for Garland at a public workshop*

### Informational Meetings

- Neighborhood Summit 2009 and 2010 – *Envision Garland* was presented at open house sessions at the City of Garland's annual Neighborhood Summit in 2009 and 2010. The event is focused toward neighborhood leaders and residents and the *Envision Garland* presentations were crafted to highlight how the plan addresses housing and neighborhoods.
- Community Organization Briefings – Throughout the process, various neighborhood and community organizations requested introductory presentations on *Envision Garland*. Staff met with these groups and shared the plan's goals, responded to comments and questions from the groups, and invited participants to continue to be active in the planning process.
- Email Listserv – An *Envision Garland* email distribution list of over 807 individuals was compiled and used to share information with residents, business owners, and other stakeholders. The City also used other stakeholder email lists available to alert interested individuals and organizations of the project.
- *Garland City Press* – The City of Garland's bi-monthly news publication was used to share information about *Envision Garland* with all residents of the community. The *Garland City Press* carried meeting information and planning content and served as the primary distributor for the Community Input Survey.
- Press Releases – The City of Garland utilized its relationship with local and regional media contacts by providing project and public input information to those outlets. This outreach to the community was valuable in making the public aware of the planning process and spreading the word about public input opportunities.

### Publicity & Communication

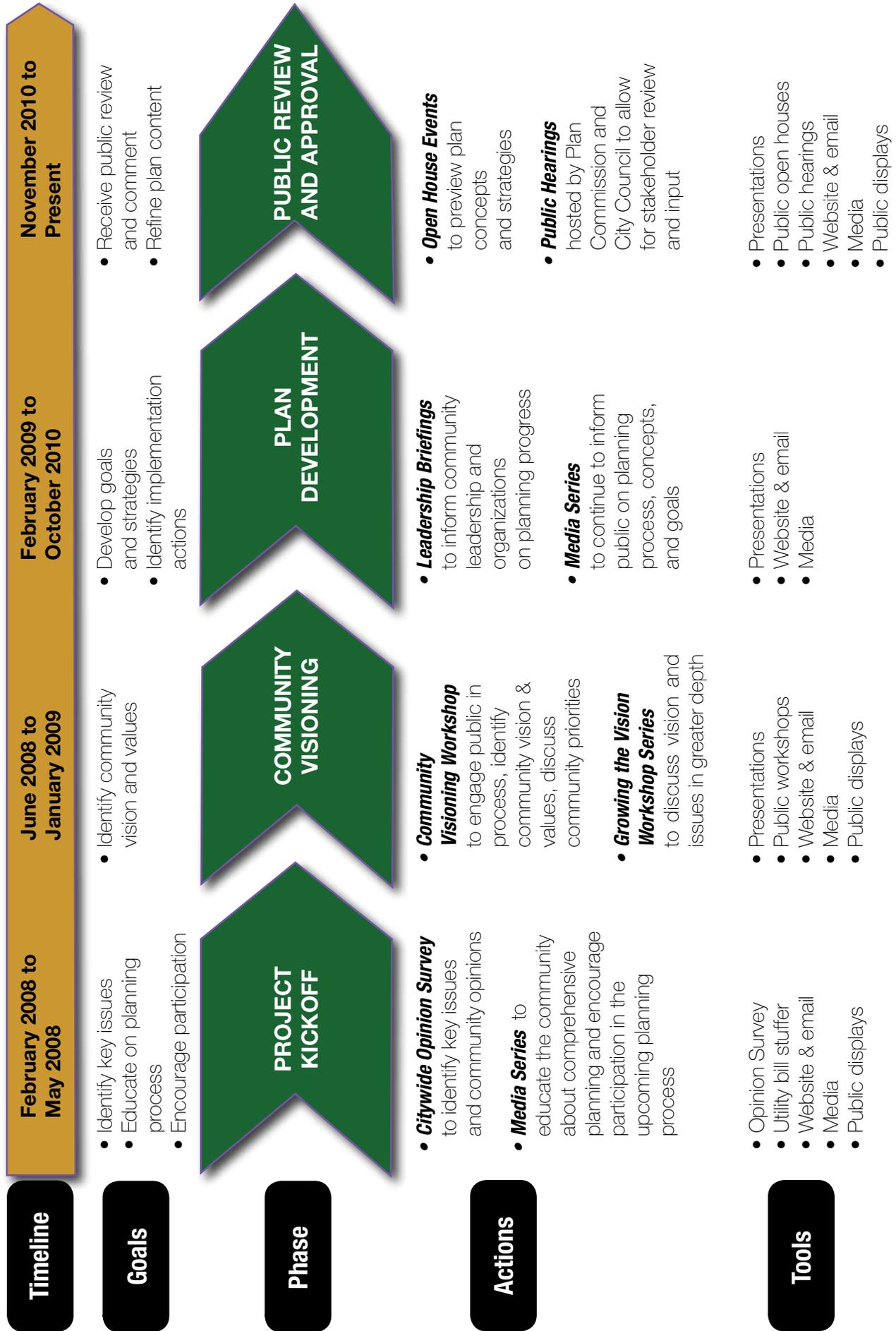
- Website – EnvisionGarland.org was set up exclusively for the project. The website was a source for public input opportunities including upcoming events and workshop results reports. The site also included a comprehensive planning background and other information resources.
- Newslines – A telephone newslines was set up and used to share current information about *Envision Garland* and to give callers an opportunity to leave a message with feedback or questions about the project.
- Television – Notices for upcoming public workshops and hearings were posted on CGTV, the City of Garland's television channel. An informational television program was also developed and broadcast to highlight key elements of the planning process.
- Informational Displays – A series of informational displays were set up at City Hall, the Carver Center, the Main Street Municipal Building, and Garland library branches. Displays described the public input and participation process, announced workshop dates and locations, and reported input results.

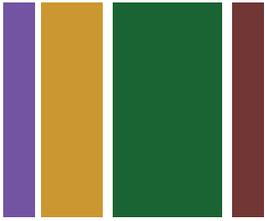
### FUTURE PUBLIC PARTICIPATION

Public participation in community planning will continue to be essential to Garland's future. *Envision Garland* is an important step in bringing the community's vision to life, but it is only the first of many phases that will create the places that the community desires. Future planning projects will again call on those with a stake in Garland's future to share their input on how to best achieve that vision. Small area planning, including catalyst area plans and neighborhood plans, capital improvements and services planning, housing and community development planning, and other public planning efforts will continue to engage residents, business owners, and other stakeholders and begin to apply the concepts of *Envision Garland* within a specific topic or within a more focused area.

By recognizing the importance of a public voice in planning, the City of Garland dedicates itself to actively engaging the public and providing the forums and opportunities to have their voice heard. The City will provide a range of education, training, and partnership opportunities to residents, business owners, and others. *Envision Garland* sets the stage for future public participation efforts and supports an active and engaged community to benefit Garland.

## PUBLIC ENGAGEMENT TIMELINE





# Appendix 2

## 2010 Market Assessment Summary

## 2010 MARKET ASSESSMENT SUMMARY

The *Envision Garland* Comprehensive Plan and companion Economic Development Strategy are the logical first steps in the development of an integrated approach which can succeed in attracting new investment and reinvestment to an area or community. The analytic foundation for both is the market analysis. The purpose of the market analysis in an economic development strategy is to:

- Provide a reality check for land use planning;
- Set the stage for implementation and policy reform;
- Provide an accurate and independent story to tell potential developer/investor audiences.

The City of Garland, like many Dallas Metroplex inner-ring communities, is at a critical point in its evolution. While Garland has long benefited from its geographic location near central Dallas, historically maintaining a steady rate of growth within a strong regional economy, it is seeing that growth decline. With few remaining undeveloped parcels, and a (comparatively) modest number of underdeveloped sites, the growth of Garland over the near- and long-term will be largely in the arena of redevelopment.

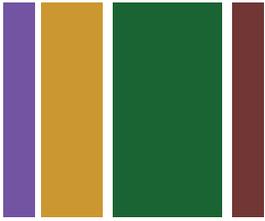
This changing landscape requires a sound footing in past, current and future market conditions for Garland's main types of land use. The Market Assessment provides the statistical groundwork for various elements of the *Envision Garland* Comprehensive Plan and the Economic Development Strategy. The market data is a "reality check" that serves to ground these plans and gauge potential for various types of development. Market conditions will affect the City's role, appropriate tools, and regulations to facilitate private investment.

This economic development strategy addresses these issues, first, by defining the market; second, by outlining key constraints; and third, by providing strategies to capitalize on opportunities while overcoming barriers. The 2010 Market Study provides the foundation on which the economic strategy is based.

The Market Assessment document includes:

- Demographic and employment profiles
- Residential, retail, office, and industrial market and future demand analyses
- Implications for economic development

The 2010 Market Assessment provides statistical groundwork for the Economic Development Strategy, as well as the Future Land Use Map, economic development policies, significant portions of the housing and neighborhoods policies, and other sections of *Envision Garland*. The market data is a "reality check" that served to ground these plans in the current market conditions and help gauge potential for various types of redevelopment. Market conditions will affect the City of Garland's role, the appropriate tools and regulations, and the depth of public involvement we must consider in order to implement the plan and facilitate private investment in catalyst areas and throughout Garland. As market conditions and development opportunities change, new data will be compiled to form revisions to the various plans, policies, and strategies.



# Appendix 3

## Summary of Related Small Area Plans

## RELATED SMALL AREA PLANS

The *Envision Garland* comprehensive plan is a tool that provides citywide direction of vision and policies. While this is an essential first step in creating the desired Garland of the future, implementation of redevelopment, revitalization, and neighborhood management depends on a strong understanding of local condition such as land ownership, specific housing conditions, neighborhood organization, shopping and service market demand, infrastructure capacity, and other issues. These conditions are local and temporal and cannot be addressed in detail within the comprehensive plan, but are essential to making wise decisions.

Small area planning is an important tool for implementing *Envision Garland*. Through these types of effort, the City of Garland can perform more detailed analysis of local conditions, needs, and desires and apply concepts to site-specific situations. Catalyst area plans and neighborhood plans are two forms of small area planning that can be used to effectively implement the economic, housing, land use, and livability goals that are described in *Envision Garland*.

Small area plans are an extension of the *Envision Garland* comprehensive plan, applying the key concepts and policies to specific neighborhoods, business districts, and other areas of the community. Below are small area plans that have been developed to address specific areas of the community. Small area planning efforts will continue throughout the life of *Envision Garland* to build the community's vision for 2030.

### RTKL Downtown Revitalization Implementation Plan (2004)

This plan provides a framework for Downtown revitalization efforts. The plan includes a market assessment and a conceptual plan for the Greater Downtown study area. Catalyst projects are identified, and a conceptual land use pattern is described.

### Neighborhood Action Plans (2007)

The pilot phase of the Strategy for Vital Neighborhoods Action Plans was completed in 2007. Four neighborhoods took part in the project. The aim of the plans is to identify key issues within the neighborhood

and outline action steps that the City of Garland and neighbors can take to meet the neighborhood's goals. The plans were developed with extensive public input from the neighborhoods as well as an interdepartmental staff team.

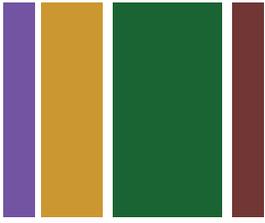
Completed Neighborhood Action Plans include:

- Carriagehouse
- Forest Ridge – Walnut
- Oakridge
- Terrace-Bellaire

### Forest-Jupiter Transit-Oriented Redevelopment Plan (2011-2012)

With funding assistance provided by the North Central Texas Council of Governments (NCTCOG), the City of Garland and its consultant team are preparing a sustainable redevelopment plan for the general vicinity of the Forest-Jupiter DART Rail Station. The planning area includes the Forest/Jupiter/Walnut catalyst area as identified by the *Envision Garland* Plan and its three component targeted investment areas (Jupiter/Walnut retail center, Forest/Jupiter transit center, and Shiloh/Walnut medical center). When complete, the Plan will include the identification of high-potential catalyst projects and accomplishment of specific due diligence tasks, implementing key portions of the *Envision Garland* Plan and Economic Development Strategy. More specifically, the planning process will foster the collaboration of public and private stakeholders in the transformation of this catalyst area.

The redevelopment plan will address land use, urban form and design, infrastructure, access and circulation, sustainability, and housing. It will include a regulatory document to govern redevelopment of the overall catalyst area according to established goals and objectives. The plan will also identify development projects and specific implementation strategies for each of the three targeted investment areas and will outline the necessary steps to implement and market such catalyst projects. In addition, it is expected that the plan will provide a model for creation and implementation of similar redevelopment strategies in other catalyst areas of the city. Completion of the Forest-Jupiter Transit-Oriented Redevelopment Plan is expected in 2012.



# Appendix 4

## Summary of Related Strategies

## RELATED STRATEGIES

*Envision Garland* is intended to provide general direction, vision, goals, and citywide policies to address the needs and desires of the community over the coming decades. However, the policies within the plan are only a starting point for creating the desired change and implementing the changes needed to achieve those goals. To provide the detailed analysis and further develop the action steps needed to implement *Envision Garland*, more detailed strategies can be developed.

Two strategies that are integral to the success of *Envision Garland* are the proposed Economic Development Strategy and the Strategy for Vital Neighborhoods. These strategies address the complex issues facing the City's economic future and future livability of its neighborhoods. They are developed to address more specific conditions, situations, and needs of the community as they relate to the key policy topics. These strategies are intended to build a bridge, connecting the citywide comprehensive plan to specific implementation steps to achieving the community's goals.

Strategies, as those described below, are tools for further developing the concepts and policies set forth in *Envision Garland*. The City of Garland may develop additional strategies to address key elements of the community's future and *Envision Garland* implementation.

### Economic Development Strategy

The draft Economic Development Strategy is the first step in the development of an integrated approach which can succeed in attracting new investment and reinvestment to a community. What follows is a summary of the Strategy, a document that complements the *Envision Garland* Comprehensive Plan. The *Envision Garland* Comprehensive Plan establishes the policy framework to achieve sustainable future development and redevelopment over the next 20 years. The Garland Economic Development Strategy will provide the "road map" for ensuring that the City utilizes its land use resources, both vacant and otherwise, to strengthen and propel Garland's economy over the near-, mid-, and long-term.

The cornerstone of the Strategy is the readiness of the City and its public and private partners to direct scarce resources geographically, while at the same time, implementing policies and programs that benefit the entire community. The Strategy will put in place the platform for doing so at four levels of geography: the city as a whole, Catalyst Area, Targeted Investment Area, and specific catalyst projects. Thus, the main focus of the Strategy details the following:

- The policy framework for citywide and area-specific geographies,
- A summary of potential development opportunities, including expected timing,
- The market and development potential of prototype projects, and
- A series of potential implementation strategies designed to "ready each area for investment."

The Catalyst Area/Targeted Investment Area Summaries represent the first step by the City in engaging the private sector to encourage investment and reinvestment in the community. The target audiences for these Summaries are real estate developers and investors, both local and regional, who may be looking for investment opportunities in Garland. As such, the information contained in the Summaries must address a level of initial due diligence that will better inform them to aid their decision to invest. By summarizing market and economic data in an abbreviated, user-friendly format, the City is sending the following "messages" to the private sector:

Ensuring long-term implementation of the Strategy, a time period spanning changes in City Administration and City Council, requires that leadership adopt and institutionalize a new philosophy towards public-private real estate partnerships. The proposed Strategy outlines the components of such a philosophy. From this foundation, the Strategy will provide a detailed strategic action plan over its 10-year planning horizon. Most importantly, the Strategy will outline the critical first steps.

## Strategy for Vital Neighborhoods

The Strategy for Vital Neighborhoods was born in 2007 as a citywide initiative to address the issues facing Garland's neighborhoods. The strategy aims to bring a comprehensive approach to assessing the condition of the community's neighborhoods and address the internal and external forces that play a role in how current residents, community stakeholders, and the City of Garland can play in the health of the many neighborhoods across the city.

At the core of the Strategy is the Neighborhood Philosophy:

***Recognizing a strength of Garland is the character of its neighborhoods, we will work in partnership with neighborhood stakeholders and community resources to build a stronger community and keep Garland an excellent place to live, work, play, and invest.***

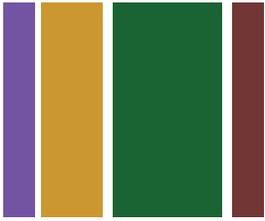
The philosophy identifies neighborhoods as one of the defining elements of Garland and the relationship between neighborhood quality and the overall quality of the city. The philosophy embraces building partnerships to build stronger neighborhoods. By creating and sustaining partnerships with City of Garland departments, neighborhood organizations, businesses, non-profit organizations, educational institutions, and others, the effort to stabilize and improve neighborhoods will be shared among many and success will be multiplied.

The philosophy also speaks to the choices individuals, families, and businesses have when selecting where to reside and work. Having confidence Garland will remain a community with rising property values, increases the likelihood of continued and growing investment. When it comes to neighborhoods, the perception of whether a neighborhood is improving, stable, or declining guides whether or not a person or family chooses to buy or rent a home there. The Strategy sets out to stabilize and improve all of Garland's neighborhoods and encourage investment by homeowners and businesses.

The Strategy for Vital Neighborhoods has been the catalyst for a variety of projects, some internal to the City of Garland and others intended to engage the public, including Neighborhood Program Area Plans, the Garland Neighborhood Management Academy (GNMA), and various resource documents to aid residents and other community stakeholders in the management of their neighborhoods.

The Strategy for Vital Neighborhoods will continue to grow and evolve as the needs of Garland's neighborhoods change. The vision and direction identified in the *Envision Garland* comprehensive plan will be implemented through the actions identified by the Strategy for Vital Neighborhoods and its initiatives.





# Appendix 5

## Summary of Other Plans

## Budget and Finance

The Capital Improvement Program (CIP) is at the heart of implementing *Envision Garland*. It is a short-term tool used to plan and implement the major investments that will enable specific economic development initiatives, neighborhood revitalization projects, transportation enhancements, and other significant improvements to meet the goals expressed in the comprehensive plan. The CIP enables the City of Garland to comprehensively identify, prioritize, and plan for capital investments in a financially responsible way. It is developed annually through an interdepartmental process that facilitates a comprehensive consideration of the major issues outlined in *Envision Garland* and adopted through a public process. The Capital Improvement Program is an important financial and planning tool that provides a Citywide process for decision-making and priority-setting for City leadership, management, and staff; and it expresses these priorities and near-term capital investments to Garland's residents, business owners, and other potential investors.

### 2012 Capital Improvement Program (CIP)

The City of Garland prepares a Capital Improvement Program (CIP) each year that is in addition to its Annual Operating Budget. The CIP is a listing of planned capital projects for the upcoming five-year period together with the expected costs and the anticipated methods of financing. The CIP typically includes the construction of infrastructure and municipal facilities as well as the acquisition of large or specialized equipment. To be included in the CIP, expenditures must meet all of the following general criteria:

1. Qualify as capital under the City's current capitalization policy.
2. Have a useful life of not less than five years.
3. Exceed \$25,000.

Additional criteria and guidance is provided in the City's CIP Directive.

The Capital Budget is the first year component of the Capital Improvement Program and includes a listing of projects to be undertaken in that fiscal year. It also includes the anticipated cash outlays for the same time period and identifies the specific sources of financing that will be used to fund each project. The Capital Budget also identifies the total amount of debt, by types, required to fund the current year's expenditures together with the estimated tax rate and utility rate impact of the additional debt issuance.

In adopting the Capital Budget, the City Council appropriates funding for the estimated expenditures related to the upcoming fiscal year while approving, in concept, the plan for future years. The Capital Budget differs from the Operating Budget, however, in that a project's appropriated funding does not expire at the end of each fiscal year but rather carries over from year to year until the project is completed.

It is important to note that once a project is approved, the entire project – not just the first year's portion – may be bid out and awarded. For projects that span multiple years, this may, in effect, create a future obligation to issue additional debt to complete the project. For this and other reasons, the CIP must be viewed from a multi-year perspective.

While a separate document, the CIP is linked to the Operating Budget in that many projects, once completed, will have ongoing costs for staffing and maintenance. These ongoing expenditures are budgeted through the City's Annual Operating Budget. Each proposed project submitted in the CIP must identify these ongoing expenditures. In addition, the principal and interest payments resulting from the debt issued to finance CIP projects are provided for in the Annual Operating Budget.

The Capital Budget's fiscal year is the calendar year. This differs from the fiscal year for the Operating Budget which is from October 1st of one year to September 30th of the next.

### **CIP Funding**

Funding for the CIP comes from several sources including (1) debt issuance, (2) transfers from the Operating Budget, (3) grants and other outside contributions, and (4) interest earnings. By far, however, the primary source of funding for CIP projects is debt issuance.

Annual funding for the CIP is based on projected capital expenditures for the plan year for both new and existing projects. Debt is issued only in amounts necessary to provide funding for the upcoming year, rather than being issued up front for the entire amounts of the approved projects. This practice allows for debt issuance, and the resulting debt service, to be kept at a minimum.

### **Land Use Regulations and Development Standards**

Land use regulations and development standards are among the most effective tools that the City of Garland has to create the neighborhoods, activity centers, and employment districts that *Envision Garland* describes. The Future Land Use Map is a guide for the community's land use patterns, but it is the use of zoning that implements this desired pattern, determining what uses are appropriate in various areas and in conjunction with or proximity to each other. Development standards can be crafted to affect the form, function, and "placemaking" elements that are described through *Envision Garland's* development types.

Zoning and development standards codify the community's vision and preferred development patterns. These land use regulations give the City of Garland the regulatory authority and a useful tool to evaluate development proposals. Developers, homeowners, and investors can look to Garland's zoning and standards to see the type of places the community desires and the standards that they find acceptable.

### **Garland Unified Development Code (2012)**

The City of Garland is completing preparation of its first Unified Development Code (UDC). The UDC project is examining, evaluating, and restructuring all of the City's development regulations in order to create a cohesive ordinance with the following objectives: coordination of development regulations and standards; provision of a user-friendly format; simplification of the development process; incorporation of innovative planning principles; and legally sound and just regulation. The UDC will set forth all of the City's zoning, subdivision, and site development standards as well as the associated processes and procedures.

The UDC is critical to successful implementation of the recommendations and concepts outlined in the *Envision Garland Plan*. As "build-out" is approached and existing development ages, regulatory mechanisms must foster the redevelopment, infill and revitalization described throughout the Plan. The building blocks and development types set forth in the Plan require consideration of new regulatory approaches reflecting form-based, mixed-use, transit-oriented and New Urbanist design concepts. The UDC will be the City's primary tool for implementing its transformation from a low-density, aging, first-ring suburb to the unique destination described by the Vision for 2030. Adoption of the Unified Development Code is expected in 2012.

### **Housing and Community Development**

The City of Garland receives Federal funds through a variety of programs as described above, and careful and efficient use of these funds can be employed to implement *Envision Garland*. The Consolidated Plan is a tool to plan for and express the City's priorities and programs aimed at providing housing options and services to a notable portion of Garland's resident base and funding community development projects throughout Garland's neighborhoods.

The plan is reviewed, evaluated, and updated every five years through a public process that allows City leadership, management, and staff to address the changing needs and opportunities within the community. The Consolidated Plan document itself is a tool for expressing housing and community development priorities and implementing various investments and programs.

## Consolidated Plan (2010)

Beginning in fiscal year 1995, the U.S. Department of Housing and Urban Development (HUD) required local communities and states to prepare a Consolidated Plan in order to receive Federal housing and community development funding. The Plan consolidates into a single document the previously separate planning and application requirements for Community Development Block Grants (CDBG), Emergency Shelter Grants (ESG), the HOME Investment Partnerships Program, Housing Opportunities for People with AIDS (HOPWA) funding, and the Comprehensive Housing and Affordability Strategy (CHAS). Consolidated plans are required to be prepared every three to five years; updates are required annually.

The purpose of the Consolidated Plan is:

1. To identify a city's or state's housing and community development (including neighborhood and economic development) needs, priorities, goals and strategies; and
2. To stipulate how funds will be allocated to housing and community development activities.

The City of Garland is a participating jurisdiction and receives entitlement grants from the Department of Housing & Urban Development. The City is a recipient of CDBG, HOME, and ESG funding. These resources will enable the City to achieve the objectives outlined in the Consolidated Plan. In addition to the Consolidated Plan, HUD requires that cities and states receiving CDBG funding take actions to affirmatively further fair housing choice. Cities and states set priorities by completing an Analysis of Impediments to Fair Housing Choice (AI) every three to five years.

The 2010-2014 Consolidated Plan identifies community development needs through public input, stakeholder meetings, and the Department of Housing & Urban Development's housing and community development survey. The following needs were identified as priorities within the Plan:

### *Decent Housing Needs and Priorities*

- Home rehabilitation
- First-time homebuyer assistance
- Senior housing and services
- Housing and services for persons with disabilities
- Temporary housing/homeowner assistance

### *Suitable Living Environment Needs and Priorities*

- Public services
- Neighborhood revitalization
- Infrastructure
- Public facilities

### *Economic Opportunity Needs and Priorities*

- Job creation/retention
- Employment training
- Start-up business assistance and small business loans

## Transportation

Garland's transportation network is inextricably linked to the community's development pattern and economic vitality. Moving residents, customers, and commercial goods from location to location is essential to the City's economic health and contributes greatly to the overall livability and desirability of Garland. Even in a community that has nearly achieved "build-out," the Major Thoroughfare Plan is an important tool in planning the major roadway system, ensuring that it meets current and future capacity and design considerations. As development patterns evolve and redevelopment projects are planned and implemented, the thoroughfare network will be reevaluated to complement and support these changes. The Plan is an important tool in illustrating the connections and capacity that are essential to investors planning major redevelopment projects, business owners planning to expand or relocate to Garland, and residents who want to understand how the roadway system will affect their neighborhoods. The Major Thoroughfare Plan begins to define the operation and character of various roadways and is a cornerstone of the City's overall transportation plan.

## Major Thoroughfare Plan (1998)

The City of Garland's Major Thoroughfare Plan is a master plan for the major roadways within the community. The plan identifies freeways, major arterials, and other significant roadways by location and typology. Existing thoroughfares are designated by type on the map. A number of planned thoroughfares are also illustrated on the map, including the Eastern Extension of the President George Bush Turnpike, the extension of Naaman Forest Boulevard, the Country Club Road realignment, the Saturn Road realignment, the Brand Road extension, and an extension of Rosehill Road. These planned thoroughfares are part of the City of Garland's long-term plans; implementation and timing of these projects will depend on a variety of factors.

The plan provides a series of nine typical roadway configurations and cross-sections for roads ranging from neighborhood streets to major thoroughfares and freeways. These cross-sections provide standards for minimum right-of-way dimensions, with typical dimensions for the parkway, median, and drive lanes of each roadway type.



*President George Bush Turnpike*

## Parks and Recreation

Parks and recreation is an important contributor to the quality of life within Garland. Public and semi-public parkland and recreational facilities and services are not only an enjoyable and valuable amenity to Garland residents, but they can be a draw to visitors from across the region and businesses looking for a location for their operations and employees.

The City owns and operates a variety of recreational facilities and properties and provides an array of services to the residents of Garland. Demand for facilities and services changes, however, so periodic reevaluation of these elements is essential. The land use types described in *Envision Garland* provide opportunities and demand for new or additional parks and recreation facilities. Meeting this demand will be achieved through continued small area planning, utilization of development codes and guidelines, and implementation of public improvement projects that integrate parks and recreational amenities into the vital neighborhoods and activity centers as they are described in the community's vision.

## Parks Development Guidelines (Update 2011)

This document provides a plan for the growth and development of the park and recreation system in Garland. Park planning has always been an integral part of the municipal planning process in Garland. The Recreation and Cultural Services Department (RCSD) has relied on the Development Guidelines for Parks and Recreation 1996 to 2005 for guidance in park land acquisition and facility development for the last 14 years. Any parks and recreation system is in a dynamic state. With the health-conscious attitudes of people in today's society, park and recreation departments have been challenged to provide programs and facilities serving a wider range of age groups and non-traditional recreational facilities. In order to meet future parks and recreation demand, a series of goals and objectives enables the City to meet the needs of the people.

The City has prepared the following goals to improve and enhance the parks and recreation system for its citizens:

### **Goal 1: Provide passive and active recreational opportunities for all citizens.**

#### **Objectives:**

- Increase quality recreational opportunities for Garland citizens.
- Provide year-round recreational opportunities.
- Offer a wide variety of facilities, programs, and park areas to meet the recreational needs of a diverse population with various levels of ability and skill.
- Provide a suitable geographic distribution of parks and recreational facilities.
- Plan for the future replacement/renovation of park and recreational infrastructure in order to preserve or enhance existing recreational opportunities.
- Encourage cooperation with school districts and other agencies, as well as community organizations, to provide cost-effective services and optimize benefits to citizens.



*Harris Hollabaugh Recreation Center*

### **Goal 2: Enhance the quality of life in Garland.**

#### **Objectives:**

- Develop a wide range of “green” areas throughout the city - from landscaped medians of major thoroughfares to parks and greenbelts of several hundred acres in size.
- Acquire land to adequately provide for future parks and recreational facilities.
- Provide a sense of personal safety in parks and recreational facilities.
- Provide open space to help maintain air and water quality, to act as buffers and visual screens, and as activity centers.
- Enhance access to the greenbelts and major creek corridors by developing a continuous trail system.
- Enhance recreational opportunities along Lake Ray Hubbard.

### **Goal 3: Preserve and conserve Garland’s natural areas, greenbelts, and open space for the enjoyment and environmental education of current and future citizens.**

#### **Objectives:**

- Develop a system of greenbelts along the major creek corridors.
- Incorporate significant natural areas into the park system - woodlands, prairies, wildlife habitat, and riparian environments.
- Provide opportunities to enjoy nature by cooperatively developing visitors’ centers, outdoor learning areas, and interpretative trails.

## Public Utilities

Major utility improvements and operation expenditures, like those related to Garland's water and wastewater system, are significant items within the City's budget.

Careful long-term planning of these major capital improvements is essential to serving current and future developments. As these land use patterns change, so do wastewater utility needs and system capacity. *Envision Garland* sets forth a new land use plan that begins to redefine parts of the community. Planning for water and wastewater systems to meet this new land use plan is essential to the success of *Envision Garland* implementation and continued high-quality utility services.

The availability of utilities plays a role in redevelopment of properties throughout the community. A site must have proper utility services, including wastewater services, in order to handle new residential, retail, office, or commercial uses. In some infill or redevelopment cases, the site or area may not be served with adequate services for the intended land use, and improvements to the system are required. The water and wastewater utility plans are tools for anticipating these costly public improvements and guiding annual expenditures and capital improvements planning to enhance the system so that it can adequately meet future demand.

### Wastewater Management Plan (2003)

The Plan studies the wastewater system for the City of Garland, provides analysis of the existing system, and outlines recommendations to improve the system to meet future needs. To develop the Plan, a series of tasks were performed, including an inventory of existing facilities, a flow and rainfall analysis, and an evaluation of the system capacity.

The analysis provided details about the scope and size of the system and its service area. In 2001, the wastewater collection system consisted of 979 miles of sanitary sewer, 14,996 nodes, and 13 lift stations. The population and developed acres estimates were updated to reflect growth in the community and the additional capacity needs of that growth.

The Plan collected and analyzed flow and infiltration rates for the major watersheds and identified potential capacity shortcomings within the system. Modeling was performed to evaluate system performance under various conditions, including dry weather flows and peak wet weather events. To meet the demands of these conditions, specific system improvements were recommended.

The Plan provides a series of recommendations in response to the capacity analysis. The recommendations fall into two main categories: the Capital Improvements Plan (CIP) and the wastewater management plan. The CIP recommendations are aimed at identifying and addressing current and future design needs for the system, including relief sewers, lift stations/force mains, and siphons. The management plan addresses measures to ensure that the system is properly maintained, including the implementation of a Capacity, Management, Operation, and Maintenance (CMOM) Program and additional system testing. Details and cost estimates for the recommendations are provided in the Plan.

Many of the priority projects recommended by this Plan have been completed. Of those that have not been completed, some are in design and some are still listed as future projects. Those projects are listed below, with their status, and an indication if each project is located within or may affect one of the seven catalyst areas.



*Rowlett Creek Wastewater Treatment Plant*

	<b>Project Description</b>	<b>Status</b>	<b>Catalyst Area?</b>
1.	D06 – Construction of replacement sewer to serve industrial uses <i>Location:</i> Southwest Industrial District / Jupiter Rd. & Wood St. area	In design	No
2.	D11 – Construction of replacement relief sewer to serve residential customers <i>Location:</i> south of IH-30 catalyst area / Lyons Rd. area	In design	No
3.	R05 – Construction of replacement sewer to serve residential customers <i>Location:</i> SH-190 catalyst area / Ranger St. & Naaman Forest Blvd. area	In design	Yes
4.	D10 - Construction of a parallel relief sewer and replacement sewer to serve residential customers <i>Location:</i> south of IH-30 / Guthrie Rd. & Lyons Rd. area	In design	No
5.	D04 – New replacement sewer to fix overflow problems for residential customers <i>Location:</i> Forest/Jupiter/Walnut catalyst area / Yale St. & Walnut St. and Walnut St. & International Dr.	Future	Yes
6.	R04 – Parallel relief sewer to serve residential customers <i>Location:</i> Wagon Wheel Rd. & Belt Line Rd.& Apollo Rd.	Future	No
7.	R03 – Parallel relief sewer to serve residential customers <i>Location:</i> North Central Garland / Sword Dr. & Herald Dr. & North Garland Ave.	Future	No
8.	D09.1 – New replacement sewer for residential customers <i>Location:</i> South Broadway area / Broadway & Gatewood & Oates	Future	No
9.	R02 – New replacement sewer to meet residential capacity <i>Location:</i> SH-190 catalyst area / Campbell Rd. & SH 190, Shiloh Rd. & Mapleridge Dr.	Future	Yes
10.	D09.2 – New replacement sewer to serve residential customers <i>Location:</i> South Broadway area / Tacoma Rd. & Rowlett Rd.	Future	No
11.	D09.3 – Replacement sewer to serve residential customers <i>Location:</i> Southeast Garland, potentially IH-30 catalyst area / Rowlett Road & IH-30 areas	Future	Yes
12.	D01 – Parallel relief sewer to serve residential customers and receive flow from City of Richardson lines <i>Location:</i> Northwest Garland / Belt Line Rd. & Buckingham Rd. along Richardson border	Future	No
13.	R10 – Parallel relief sewer to serve customers in East Garland and in the City of Rowlett <i>Location:</i> Miles/Bunker Hill Rd. to Centerville Rd. & Rowlett Creek WWTP	Future	No
14.	D02 – Parallel relief sewer to serve residential customers <i>Location:</i> West Garland / Buckingham Rd. & Shiloh Rd.	Future	No
15.	R07.2 – Parallel relief sewer and upgrade siphon barrel to serve residential customers <i>Location:</i> potentially in the SH 190 catalyst area / Muirfield Rd. & Brand Rd. to Ben Davis Rd.	Future	Yes

	<b>Project Description</b>	<b>Status</b>	<b>Catalyst Area?</b>
16.	D12.2 – Parallel relief sewer and new sewer line to serve residential customers in far South Garland and receive flow from City of Dallas lines <i>Location:</i> South Garland / La Prada & IH-635	Future	No
17.	R08 – Parallel relief sewer to serve residential customers <i>Location:</i> SH 190 catalyst area / Ben Davis Rd. & Hwy. 78 to Miles Rd. & Bunker Hill Rd.	Future	Yes
18.	D10.1 – Replacement relief sewer to serve residential customers, potentially upgrades to additional sewer lines along Zion Rd. <i>Location:</i> IH 30 catalyst area / Roan Rd. & IH-30 & Lyons Rd.	Future	Yes
19.	R07.1 – Replacement sewer to serve residential customers <i>Location:</i> SH 190 catalyst area / Holford Rd & Big Spring Rd. to North Garland Ave. & Birksdale Dr.	Future	Yes
20.	D09.1A – Abandon lift station and build new gravity sewer line <i>Location:</i> South Garland	Future	No

## Water System Master Plan (2005)

In 2005, the City of Garland initiated a Water System Master Plan to address capacity needs from that date through build-out of the water system. The plan used a model to analyze current capacity and functions of the pumping, storage, and distribution system and anticipate needs to complete the system for future capacity needs. The analysis of the system considered future capacity and operation in anticipation of population and commercial growth and continued development of the city. Projected water demand is anticipated to grow by nearly 14 percent, from an average day demand of 39.51 MGD in 2005 to 44.98 MGD at build-out. Peak-hour demand is anticipated to grow by that same ratio, from 127.42 MGD to 145.06, over that same period.

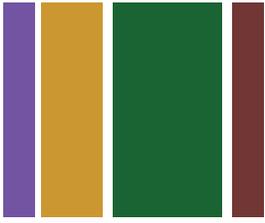
The Master Plan identifies necessary improvements and recommends key projects to be included in future Capital Improvement Programs. The plan addresses water system facilities, including several renewal projects such as the rehabilitation of the Broadway Pump Station and Northside Pump Station with new systems to maximize operation. Transmission and storage capacity are addressed through specific recommendations to improve those functions. It also identifies operational improvements to the system to maximize function of the existing system and facilities.

The plan recommends six priority projects. To date, three of those projects have been completed: (1) rehabilitation of the Broadway Pump Station, (2) construction of the 2.5 MB Elevated tank, and (3) the recommended increases in transmission capacity between the northern and southern portions of the lower pressure plane.

The three remaining projects include:

A5-10

	<b>Project Description</b>	<b>Status</b>	<b>Catalyst Area?</b>
1.	Construction of Broadway West Pump Station (renamed "West Pressure Plane Improvements") <i>Location:</i> South Garland, possibly including the Broadway-Centerville catalyst area and South Garland Avenue catalyst area	In design; start construction late 2011/early 2012	Yes
2.	Increase Transmission Capacity to I-30 Corridor <i>Location:</i> IH 30 catalyst area	Start design in 2011, if approved in CIP	Yes
3.	Increase Transmission Capacity near George Bush Turnpike <i>Location:</i> SH 190 catalyst area	Start design in 2012, if approved in CIP	Yes



# Appendix 6

## Glossary and Acronyms Guide

## GLOSSARY AND ACRONYMS

### A

**Activity Centers** - Building Block; mix of uses, primarily retail, personal services, entertainment, open space, and employment; but could also include a residential component. Activity Centers focus redevelopment in specific areas and introduce new development patterns across the city (compact, walkable areas).

### B

**Brownfield** - Abandoned, idle, or under used industrial and commercial facilities where expansion or redevelopment is complicated by environmental contamination.

**Building Blocks** – The framework used to illustrate the vision statement in terms of the Future Land Use Map; each Building Block (Vital Neighborhoods, Activity Centers, Employment Centers, and Parks & Open Space) incorporates the six plan elements and vision statement to express the City’s approach for evolving the physical environment into the community envisioned.

**Business Center (BC)** – Development Type within Employment Center Building Block; cluster of business and/or professional endeavors whose development and operations result in minimal negative impacts to adjacent Development Types; architectural character, scale, and intensity is compatible with adjacent Development Type.

### C

**Capital Improvement Program (CIP)** – The community’s present and near-future financial plan, consisting of projects that involve the construction of infrastructure and major facilities and the acquisition of large equipment. The CIP is adopted by the City Council on a calendar-year basis; details expected resources and planned expenditures over a five-year period; lists projects for each capital improvement fund; and provides descriptions of projects, construction scheduling, and maps. (City of Garland)

**Catalyst Area** – Unit of geography that offers or has the potential of offering a concentration of jobs, housing units, commercial uses, public spaces, public transportation, and pedestrian activity at key activity centers within the area.

**Community Center (CC)** – Development Type within Activity Center Building Block; area with compact development and primarily nonresidential activity serving a collection of neighborhoods; consists of a mix of uses, including retail, services, amenities, and employment

**Community Character** – The image of a community or area as defined by such factors as its built environment, natural features and open space elements, types of housing, architectural style, infrastructure, and the type and quality of public facilities and services.

**Community Design** – A blending of architecture, landscape architecture, and city planning in an effort to make an urban area comprehensive, functional, and aesthetic.

**Compact Neighborhood (CN)** – Development Type within Vital Neighborhood Building Block; continues single-family residential pattern; expands residence options with moderately increased density and housing variety.

**Complete Streets** – Roadways designed and operated to enable safe, attractive, and comfortable access and travel for all users, including but not limited to motorists, cyclists, pedestrians, transit and school bus riders, movers of commercial goods, persons with disabilities, senior citizens, and emergency vehicle operators. Forms a comprehensive, integrated mobility network supporting transit-oriented development and other complementing land use patterns; designed to minimize adverse environmental effects such as drainage and stormwater runoff.

**Convenience Retail** – An establishment offering for sale retail items generally necessary or desirable for everyday living, usually purchased at a convenient nearby location.

## D

**Dallas Area Rapid Transit (DART)** – A regional transit agency that serves 13 member cities including Garland. DART operates bus, rail, paratransit, vanpool, and other transit services.

**Development Types** – Identify the range of future land use options available to achieve each of the three core Building Blocks. The Development Type identifies a primary land use and community character of the particular vicinity.

## E

**Employment Centers** – Building Block; represent high-quality business-related environments that provide jobs in significant numbers and expand opportunities to diversify market offerings. Employment Centers may be developed as mixed-use.

## F

**First-ring Suburb** – A community built between the 1940s and 1970s in close proximity to a larger core city; these communities closest to the core city share common issues including limited area for expansion due to boundary restrictions, housing and infrastructure conditions, population and demographic changes, and economic development patterns.

## G

**Greenfield** – A property that lacks any constraints imposed by prior work or development.

**Greenfield Development** – Development on undeveloped parcels surrounded by partially developed areas or undeveloped areas.

**Green Building** – Practice of maximizing the efficiency with which buildings and their site use resources – energy, water, and materials – while minimizing building impacts on human health and the environment, throughout the complete building life cycle from siting, design, and construction to operation, renovation, and reuse.

**Greyfield** – Older, economically obsolete development; commonly applied to shopping centers that are experiencing declining levels of occupancy or are vacant.

## H

## I

**Industry Center (IC)** – Development Type within Employment Center Building Block; cluster of trade and industry whose development and operations typically require substantial infrastructure and result in greater negative impacts to adjacent Development Types; may include supporting non-residential uses; architectural character, scale, and intensity are compatible with adjacent Development Type.

**Infill Development** – Development or redevelopment on land that has been bypassed, has remained vacant, and/or is underused as a result of the continuing urban development process.

## J

## K

## L

## M

**Mixed-Use (MU)** – Development pattern consisting of diverse but compatible land uses (retail, office/employment, residential, entertainment, lodging, and similar) integrated in relatively high density/intensity within a single building or multiple buildings planned as a unified development. It is also designed to reduce auto dependence by providing a walkable environment and/or transit options.

## N

**Neighborhood-Based Organization** – A group organized for the purpose of managing the growth and vitality of a neighborhood.

**Neighborhood Center (NC)** – Development Type within Activity Center Building Block; primarily nonresidential area typically serving immediate neighborhood area; provides mix of retail, services, and amenities, including community gathering places; architectural character and scale in keeping with adjacent residential developments.

**Neighborhood Management** – The ability of neighborhood residents to manage day-to-day concerns that arise, develop the social fabric to connect with neighbors, and work together to implement programs and projects that positively impact the image and health of their neighborhood.

**North Central Texas Council of Governments (NCTCOG)** – NCTCOG is a voluntary regional organization whose mission is “to assist local governments in planning for common needs, cooperating for mutual benefit, and coordinating for sound regional development.”

## O

## P

**Parks and Open Space** – Building Block; offers a variety of public and private parks and open space for passive and active recreation, including informal gathering. Parks and Open Space incorporates natural and man-made environments into everyday life to support a healthy sustainable community.

**Public Realm** – The public/semi-public (i.e. non-private) elements of urban life; often intentionally-designed spaces, including streets, walkways, plazas, parks, and other important civic spaces that support public life.

**Public/Private Partnership** – A contractual agreement between a public agency (Federal, State or local) and a private sector entity. Through this agreement, the skills and assets of each sector (public and private) are shared in delivering a service or facility for the use of the general public. In addition to the sharing of resources, each party shares in the risks and rewards potential in the delivery of the service and/or facility.

**Placemaking** - Approach to planning and design whereby new development and redevelopment builds on the character, strengths, and needs of a

particular area, identifying it as a vibrant place that contributes to the community's livability.

## Q

**Quality of Life** – The personal perception of the physical, economic, emotional, and social well-being that exists in the community.

## R

**Regional Center (RC)** – Development Type within Activity Center Building Block; area of intense activity that serves as a destination for residents and visitors; provides a mix of retail goods and services, entertainment, and employment, including residential uses.

**Retail Leakage** – The difference between the retail expenditures by residents living in a particular area and the retail sales produced by the stores located in the same area. If desired products are not available within that area, consumers will travel to other places or use different methods to obtain those products. Consequently, the dollars spent outside of the area are said to be leaking.

**Retail Void** – The absence of a retail product or service within a particular area such as a neighborhood or community. The presence of a retail void of a particular good or service means that consumers must travel to other places outside of the area in order to purchase that good or service.

## S

**Small-area Planning** – Any plan whose scope is a specific geographic subarea of the city, including but not limited to a neighborhood, group of neighborhoods, commercial district or corridor, or other subarea. Small area plans may serve as a guide for land use, zoning, and transportation and infrastructure improvements, and are a primary tool for implementing and refining the Comprehensive Plan and the Future Land Use Map.

**Stakeholder** – An individual, group of individuals, or organization seen as having an interest in the community's success.

**Strategic Framework** – A structure articulating desirable characteristics to be used in making, ongoing decisions

**Sustainability** – Meeting current social, economic, and environmental needs without compromising the ability of future generations to meet these needs.

## T

**Target Investment Area** – Activity center that has the potential to anchor the Catalyst Area; located at key intersections and envisioned to become walkable villages; serve as the hub of live/work/shop/play opportunities for the Catalyst Area.

**Traditional Neighborhood (TN)** – Development Type within Vital Neighborhood Building Block; typical single-family detached residences currently found throughout Garland; includes convenience goods and services built with architectural character and scale in keeping with adjacent residential developments.

**Transit-Oriented Center (TO)** – Development Type within Activity Center Building Block; area of intense activity and density including mixed-use developments with live/work/play/shop opportunities; provides maximum access to various mobility options.

**Transit-Oriented Development (TOD)** – Refers to residential and commercial centers designed to maximize access by/to transit and non-motorized transportation, along with other features to encourage transit ridership (such as mix of uses providing a live/work/shop/play environ, housing options, place-making principles, high quality urban design); typically includes a bus and/or rail station at its center surrounded by relatively high-density development that lessens in density and intensity as it extends outward approximately ¼ to ½ mile.

## U

**Underutilized Properties** – Properties having one or more of the following characteristics: areas providing opportunities for reinvestment, redevelopment, or reuse characterized by a) loss of retail, office, and/or industrial activity, use or employment; b) a predominance of deteriorated or abandoned structures; c) environmentally contaminated land; d) deterioration of public improvements such as streets or sidewalks; and e) any combination of factors that substantially impair economic growth.

**Urban Neighborhood (UN)** – Development Type within Vital Neighborhood Building Block; higher density residential development that may include vertical mixed-use; development integrated into land use, architectural character, and mobility patterns within the vicinity.

**Unified Development Code (UDC)** – The combining of development regulations and procedures including but not limited to zoning and subdivision codes, site and building design, and administrative and hearings procedures into a single cohesive set of laws.

## V

**Vital Neighborhoods** – Building Block; primarily residential neighborhoods, but could include other appropriate low-intensity uses. Vital Neighborhoods provide for a range of housing options, incorporate interconnecting streets and sidewalks for mobility options, and promote access to neighborhood services and recreation.

## W

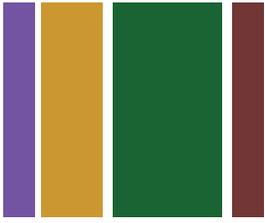
**Walkable** – Descriptive term meaning capable of or suitable for being walked; - both in time and distance; it also refers to characteristics that enable or enhance one's ability to walk in an area. Distance and time are typically short (¼-½ mile, 5-10 minutes).

## X

## Y

## Z





# Appendix 7

## Adoption Ordinance

**ORDINANCE NO. 6532**

**AN ORDINANCE ADOPTING THE ENVISION GARLAND 2030 COMPREHENSIVE PLAN; AND PROVIDING AN EFFECTIVE DATE.**

**WHEREAS**, Chapter 211 of the Texas Local Gov't Code provides that, if a city adopts zoning regulations, it must do so in accordance with a comprehensive plan; and

**WHEREAS**, the City of Garland has adopted its first zoning ordinances over 50 years ago, all in accordance with a comprehensive plan; and

**WHEREAS**, land uses and land use trends, both actual and contemplated, change over time due to innumerable factors; and

**WHEREAS**, because of those unknown and multiple factors, land use plans, in order to be effective, must be conformed, revised, and updated; and

**WHEREAS**, not only does the law mandate the establishment of comprehensive plans, sound planning requires a sound plan; and

**WHEREAS**, the City has engaged in the process of establishing the Envision Garland 2030 Comprehensive Plan for guiding the physical and economic development of the City over the course of the next 20 years; and

**WHEREAS**, the Envision Garland 2030 Comprehensive Plan provides direction for achieving the community vision, as identified during the development of the Plan, through strategies addressing land use, housing and neighborhoods, economic development, transportation, infrastructure, and community design needs; and

**WHEREAS**, an economic assessment and market analysis provided a basis for developing the Plan's concepts and recommendations; and

**WHEREAS**, the Envision Garland 2030 Comprehensive Plan was created through a series of public activities that provided opportunities for input from those having an interest in the City's future, such activities including a citizen survey, the Community Visioning Workshop, Growing the Vision Workshops, and the Neighborhood Summits; and

**WHEREAS**, public hearings were held by the Plan Commission on December 13, 2010, January 10, 2011 and January 24, 2011, and by the City Council on March 22, 2011 and March 20, 2012 at which hearings the public and all interested persons were allowed to speak on the Plan by testimony and through written evidence; and

**WHEREAS**, on January 24, 2011 the Garland Plan Commission, by a unanimous vote, recommended approval of the Envision Garland 2030 Comprehensive Plan and forwarded it to the City Council for Consideration;

**NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF GARLAND, TEXAS:**

**Section 1**

That the Envision Garland 2030 Comprehensive Plan, attached hereto and incorporated herein as Exhibit A, is hereby adopted as the comprehensive plan for the City of Garland, Texas.

**Section 2**

That the official maps of the Envision Garland 2030 Comprehensive Plan shall contain the following clearly visible statement:

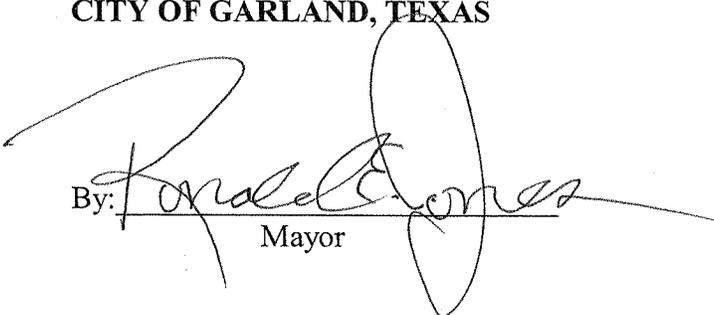
“A comprehensive plan shall not constitute zoning regulations or establish zoning district boundaries.”

**Section 3**

That this ordinance shall become effective immediately upon and after its passage and approval.

**PASSED AND APPROVED** this 20th day of March, 2012.

**CITY OF GARLAND, TEXAS**

By:   
\_\_\_\_\_

Mayor

**ATTEST:**

  
\_\_\_\_\_  
Interim City Secretary

