CHAPTER 2

LAND USE & DEVELOPMENT

WHAT'S INCLUDED IN THE CHAPTER

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

WHAT WE HEARD

QUALITY OF NEIGHBORHOODS

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

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

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

FUTURE LAND USE PRIORITIES

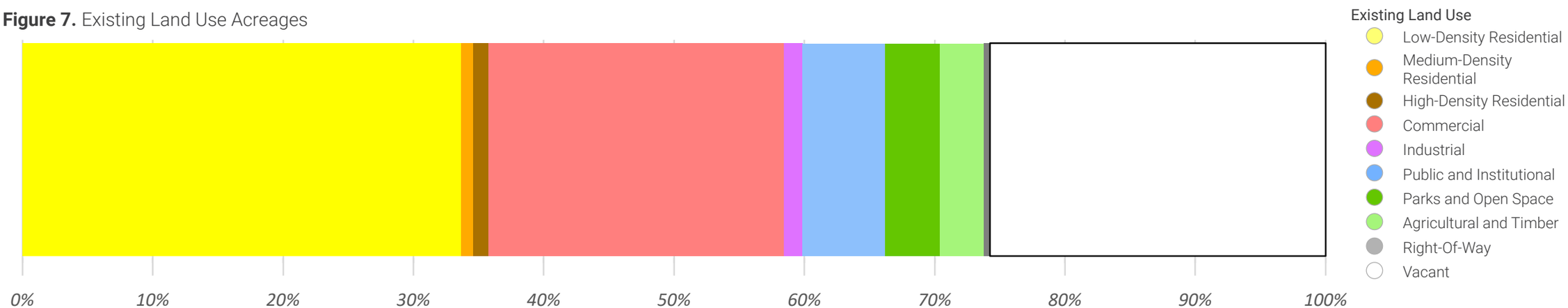
- Provide more opportunity for mixed use (neighborhood center)
- Preserve more trees and green belts to connect neighborhoods/downtown and more green spaces
- Focus on tree preservation
- Create more opportunities for mixed-use developments in different parts of the City

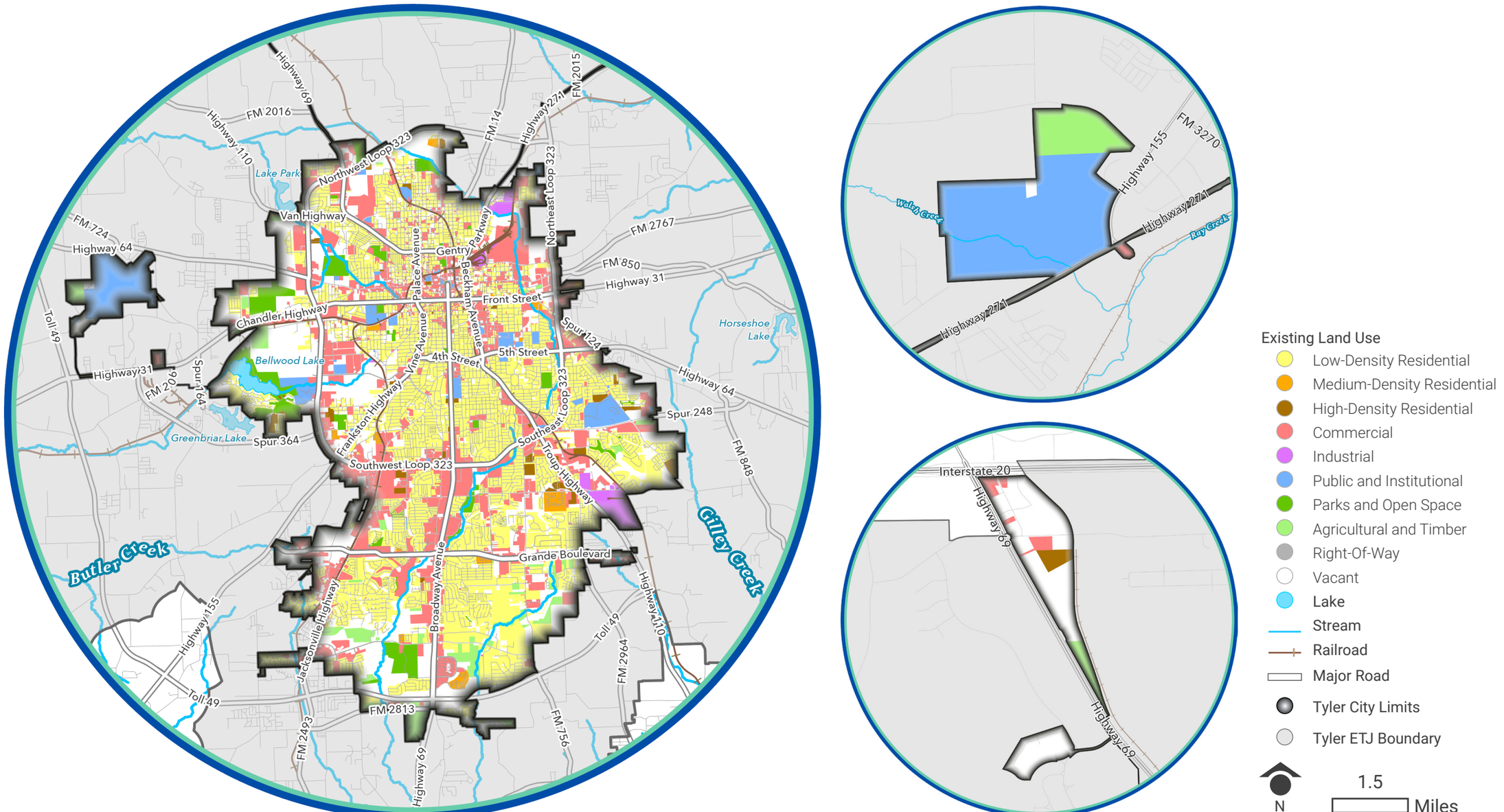
LAND USE TODAY

Existing Land Use

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

Figure 7. Existing Land Use Acreages





Map 9. Existing Land Use

INTEGRATED LAND USE AND INFRASTRUCTURE PLANNING

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

Strategies for Integrated Land Use and Infrastructure Planning

Resilient building practices in floodplains

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

Protection of critical utilities

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

Buffer zones and recreational spaces

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

Partnerships and coordination

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

Transfer of Development Rights (TDR)

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

No-net fill and fee-in-lieu programs

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

Green infrastructure incentives

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

Stormwater infrastructure integration

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

Development agreements for infrastructure rightsizing

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

INCENTIVIZING DEVELOPERS TO PAY FOR INFRASTRUCTURE DEVELOPMENT

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

WHAT IS A FUTURE LAND USE MAP?

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

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

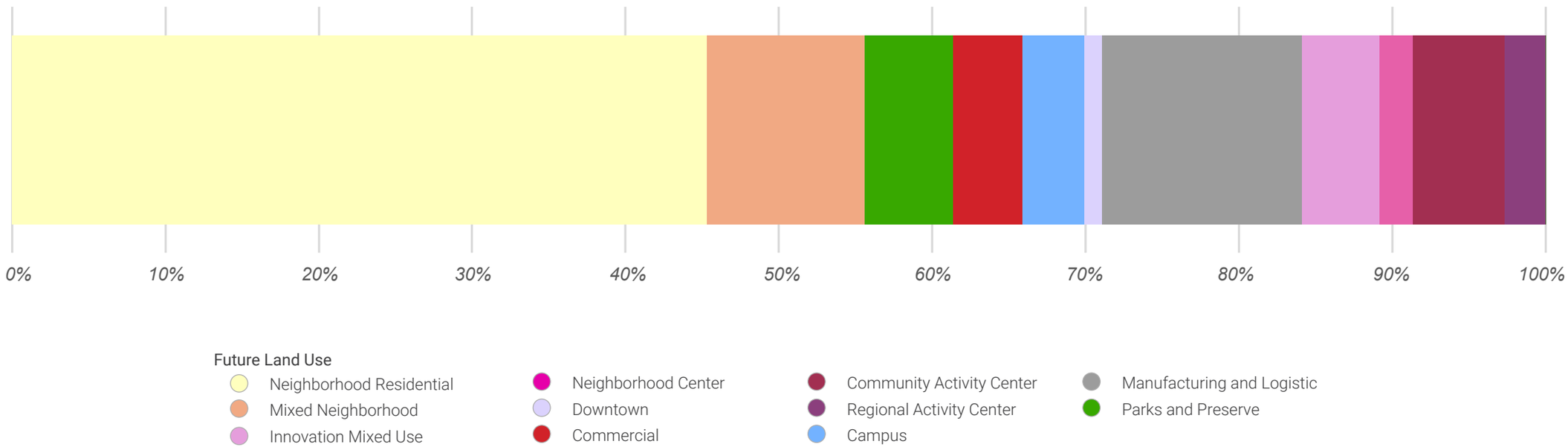
Figure 8. Future Land Use Map Versus Zoning Map

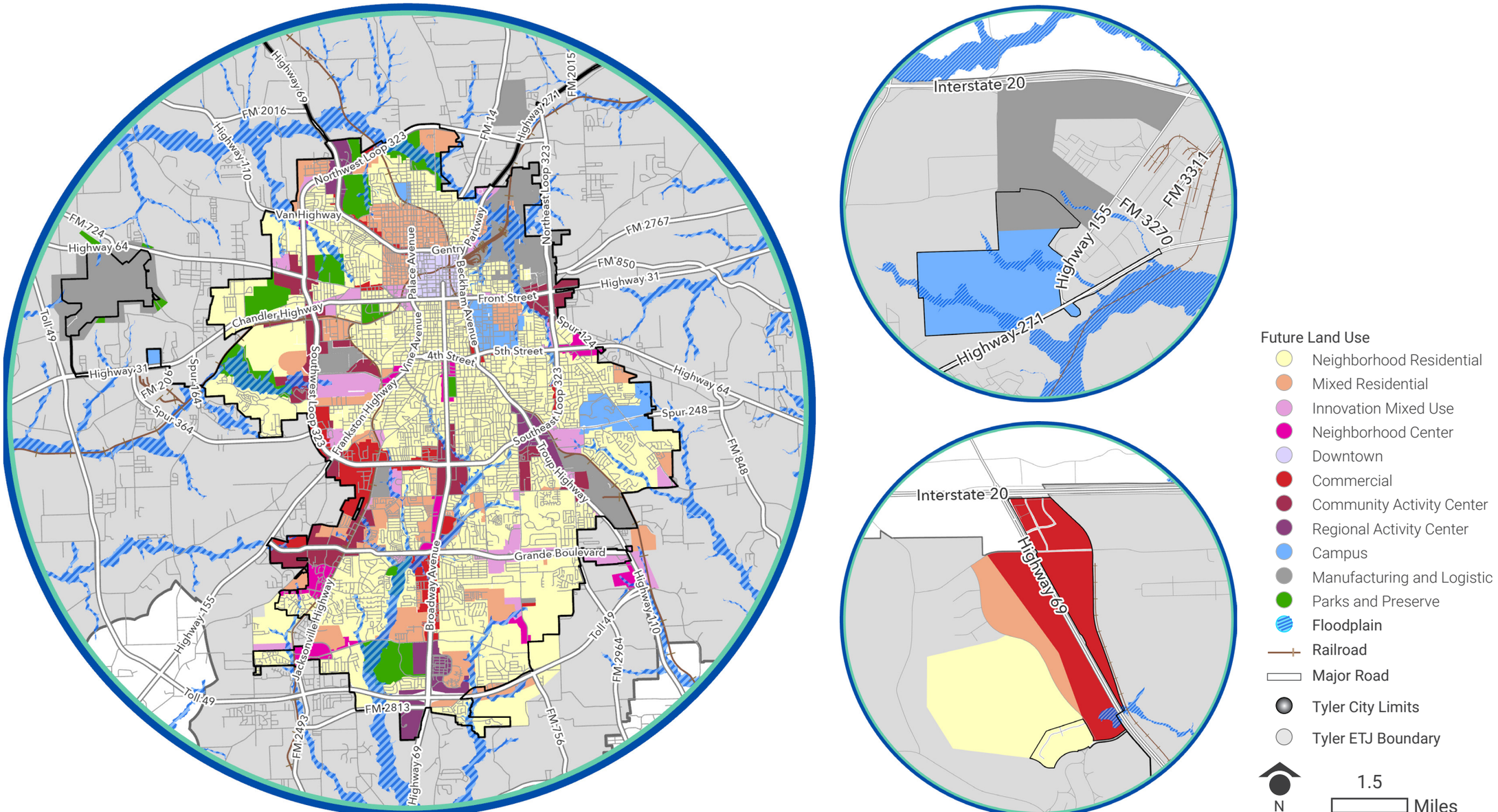
FUTURE LAND USE MAP	ZONING MAP
Purposes	
▪ Outlook for the future use of land and the character of development in the community. ▪ Macro-level, general development plan.	▪ Basis for applying unique land use regulations and development standards in different areas of the City. ▪ Micro-level, site-specific focus.
Uses	
▪ Guidance for City zoning and related decisions (zone change requests, variance applications, etc.). ▪ Baseline for monitoring the consistency of actions and decisions with the City's adopted Comprehensive Plan.	▪ Regulating development as it is proposed, or as sites are proposed for the future (by the owner or the City) with appropriate zoning.
Inputs and Considerations	
▪ Inventory of existing land uses in the City. ▪ Developing area character and identity as a core planning focus along with basic land uses. ▪ Including a notation required by Texas Local Government Code Section 213.005: "A comprehensive plan shall not constitute zoning regulations or establish zoning district boundaries."	▪ FLUM is referred to for general guidance. ▪ Other community objectives, such as economic development, redevelopment, flood prevention, etc. ▪ Zoning decisions should be consistent with the Comprehensive Plan.

FUTURE LAND USE MAP

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

Figure 9. Future Land Use Acreages





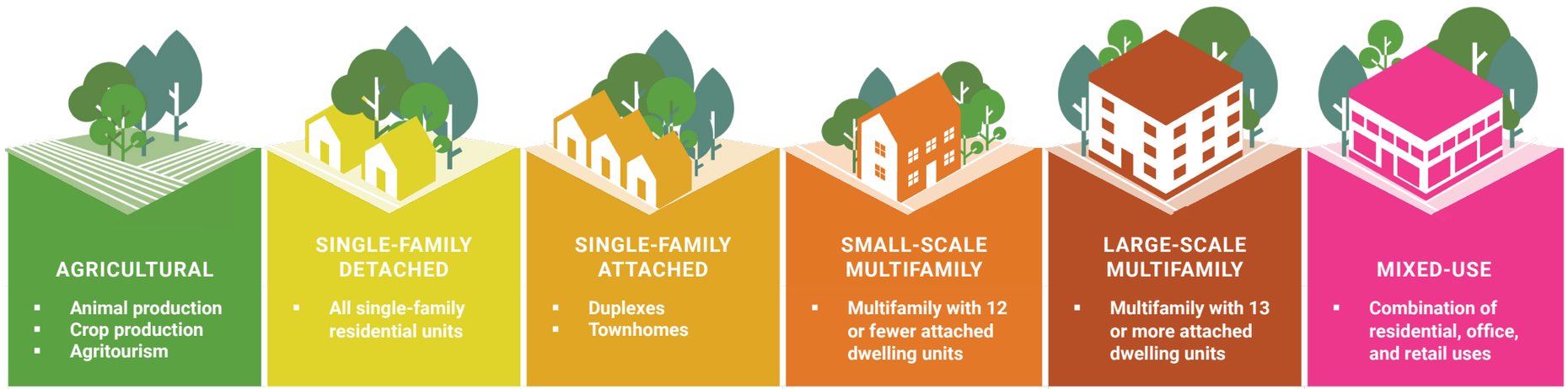
Map 10. Future Land Use

Place Type/Land Use Matrix

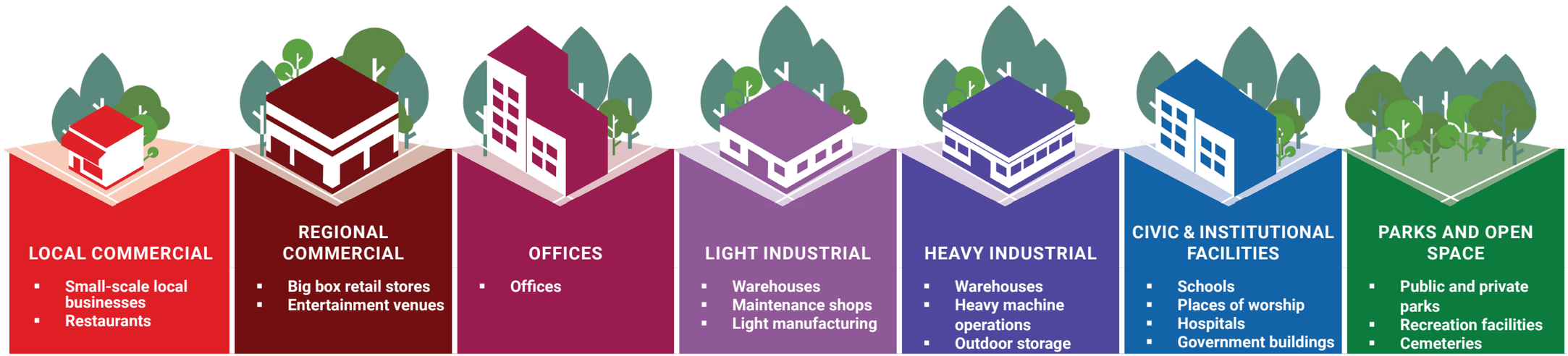
Place types are land use categories that represent the intended mix of uses, development patterns, urban design elements, and densities for different areas of the City. The matrix below illustrates how various place types correspond with potential land uses and development types.

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

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



Proposed Place Type Category ↓ / Land Uses →	AGRICULTURAL ▪ Animal production ▪ Crop production ▪ Agritourism	SINGLE-FAMILY DETACHED ▪ All single-family residential units	SINGLE-FAMILY ATTACHED ▪ Duplexes ▪ Townhomes	SMALL-SCALE MULTIFAMILY ▪ Multifamily with 12 or fewer attached dwelling units	LARGE-SCALE MULTIFAMILY ▪ Multifamily with 13 or more attached dwelling units	MIXED-USE ▪ Combination of residential, office, and retail uses
Neighborhood Residential	●	●	●	○		
Mixed Residential		○	●	●	●	●
Innovation Mixed-Use			○	○	○	●
Neighborhood Center			○	●	●	○
Downtown			○	○	●	●
Commercial						
Community Activity Center				○	●	●
Regional Activity Center				○	●	●
Campus				○	○	●
Manufacturing & Logistics						
Parks and Preserves	●					



LOCAL COMMERCIAL	REGIONAL COMMERCIAL	OFFICES	LIGHT INDUSTRIAL	HEAVY INDUSTRIAL	CIVIC & INSTITUTIONAL FACILITIES	PARKS AND OPEN SPACE
▪ Small-scale local businesses ▪ Restaurants	▪ Big box retail stores ▪ Entertainment venues	▪ Offices	▪ Warehouses ▪ Maintenance shops ▪ Light manufacturing	▪ Warehouses ▪ Heavy machine operations ▪ Outdoor storage	▪ Schools ▪ Places of worship ▪ Hospitals ▪ Government buildings	▪ Public and private parks ▪ Recreation facilities ▪ Cemeteries
○					●	●
○	○	○			●	●
●		●	○		○	○
●		●			○	○
●	○	●			●	●
●	●	●	○		○	○
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○	○	●			●	●
			●	●		○
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NEIGHBORHOOD RESIDENTIAL

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

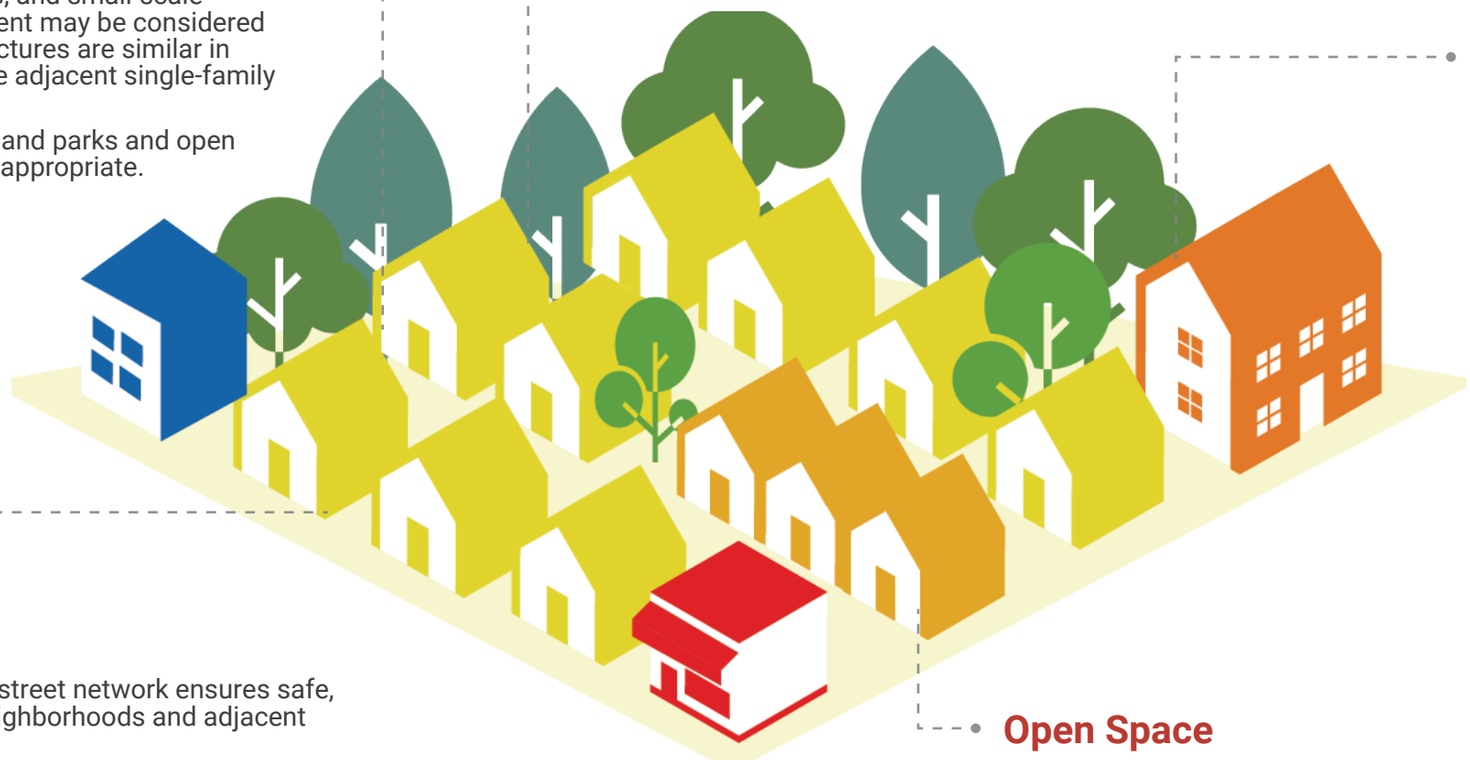
Primary Uses	Secondary Uses
Agricultural	Small-Scale Multifamily
Single-Family Detached	Local Commercial
Single-Family Attached	
Civic and Institutional	
Parks and Open Space	

Land Use Characteristics

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

Building Form and Density

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



Resilience Considerations

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

Mobility

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

Open Space

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

MIXED RESIDENTIAL

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

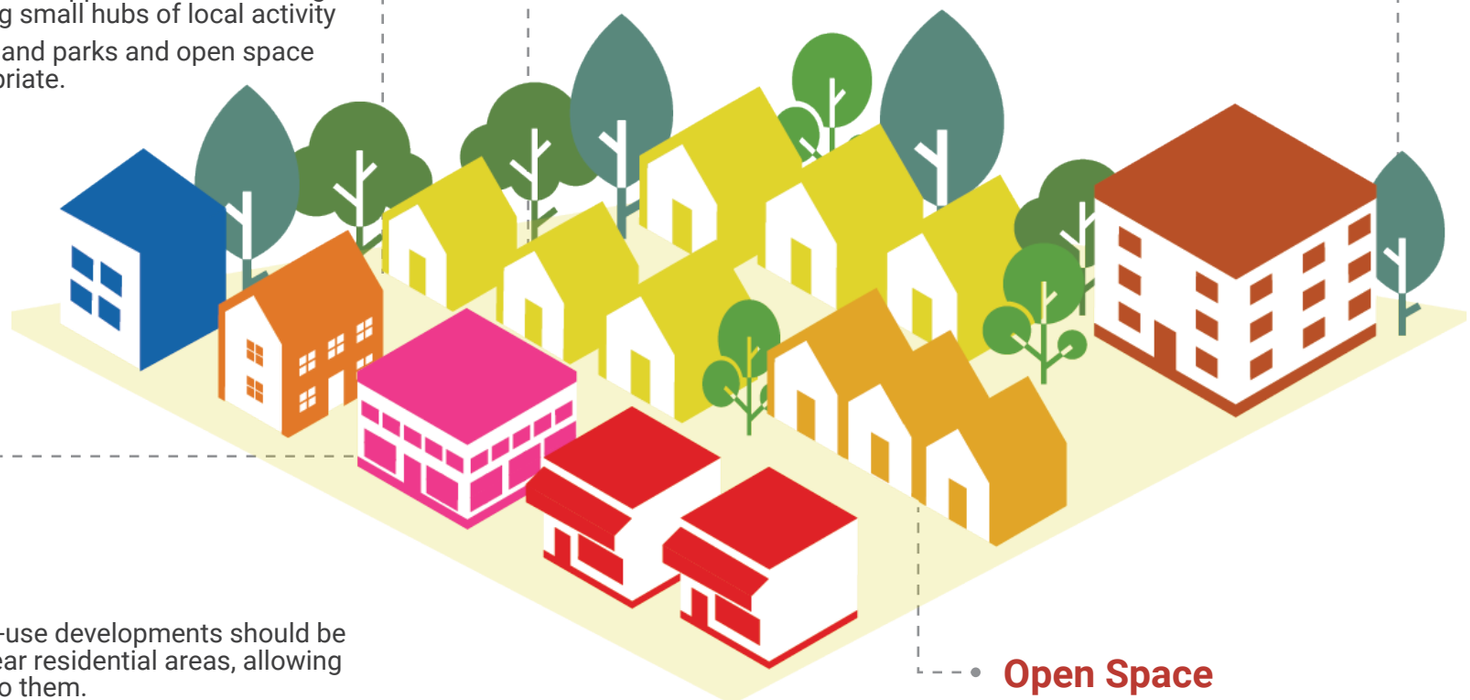
Primary Uses	Secondary Uses
Single-Family Attached	Local Commercial
Small-Scale Multifamily	Regional Commercial
Large-Scale Multifamily	Offices
Mixed-Use	
Civic and Institutional	
Parks and Open Space	

Land Use Characteristics

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

Building Form and Density

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



Resilience Considerations

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

Mobility

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

Open Space

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

INNOVATION MIXED-USE

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

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

Land Use Characteristics

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

Building Form and Density

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

Resilience Considerations

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

Mobility

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

Open Space

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

NEIGHBORHOOD CENTER

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

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

Land Use Characteristics

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

Building Form and Density

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

Resilience Considerations

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

Mobility

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

Open Space

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

DOWNTOWN

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

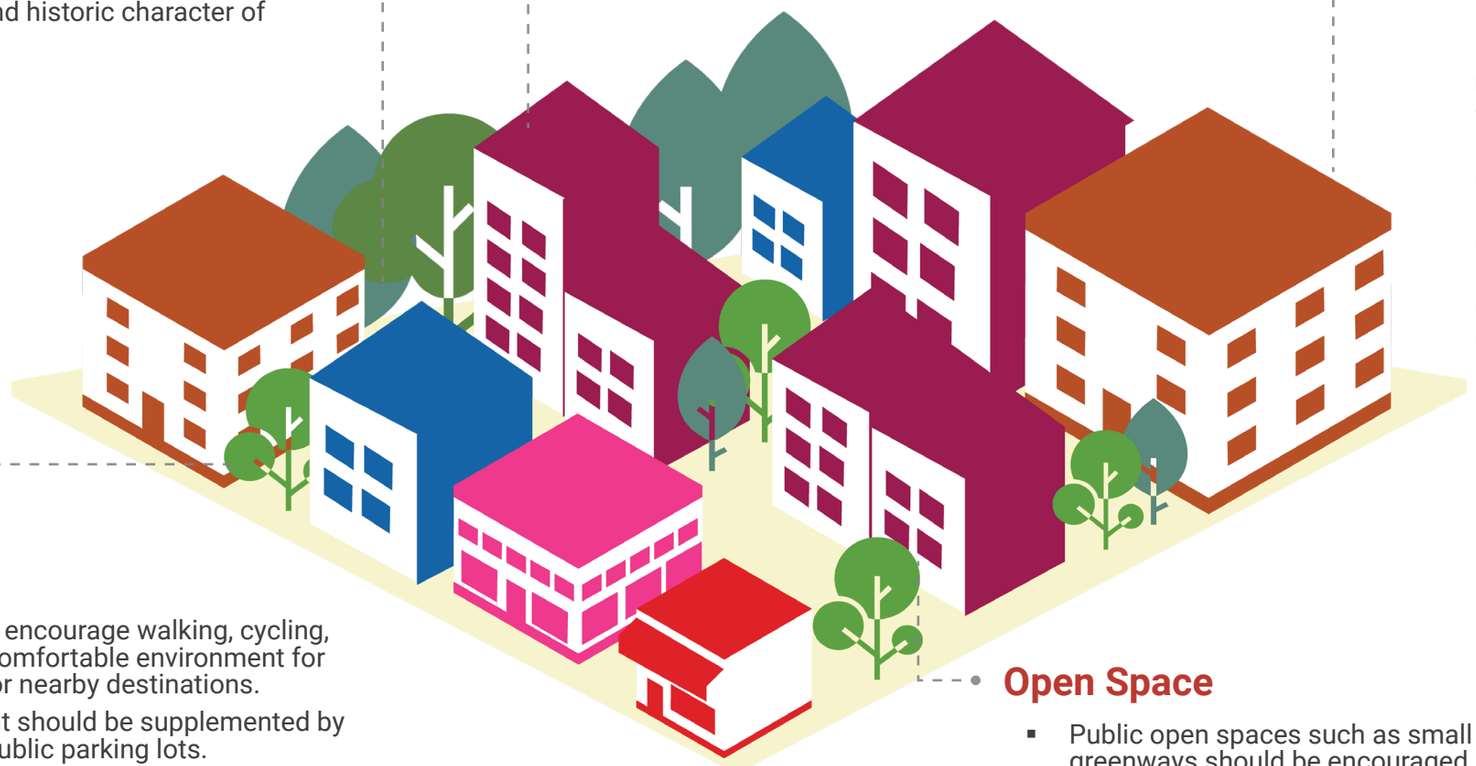
Primary Uses	Secondary Uses
Mixed-Use	Single-Family Attached
Local Commercial	Small-Scale Multifamily
Offices	Large-Scale Multifamily
Civic and Institutional	
Parks and Open Space	

Land Use Characteristics

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

Building Form and Density

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



Resilience Considerations

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

Mobility

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

Open Space

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

COMMERCIAL

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

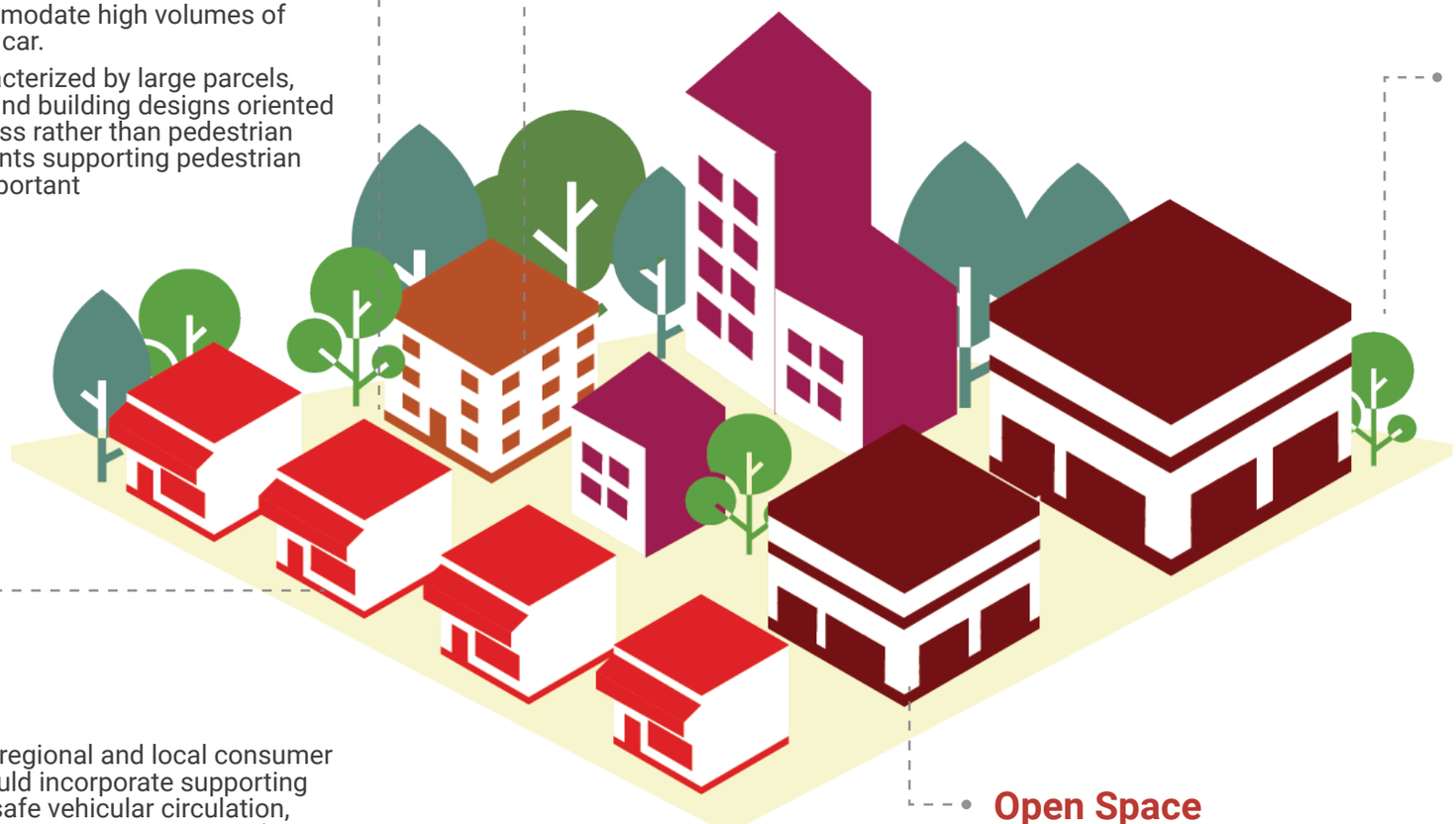
Primary Uses	Secondary Uses
Local Commercial	Light Industrial
Regional Commercial	Civic and Institutional
Offices	Parks and Open Space

Land Use Characteristics

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

Building Form and Density

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



Resilience Considerations

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

Mobility

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

Open Space

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

COMMUNITY ACTIVITY CENTER

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

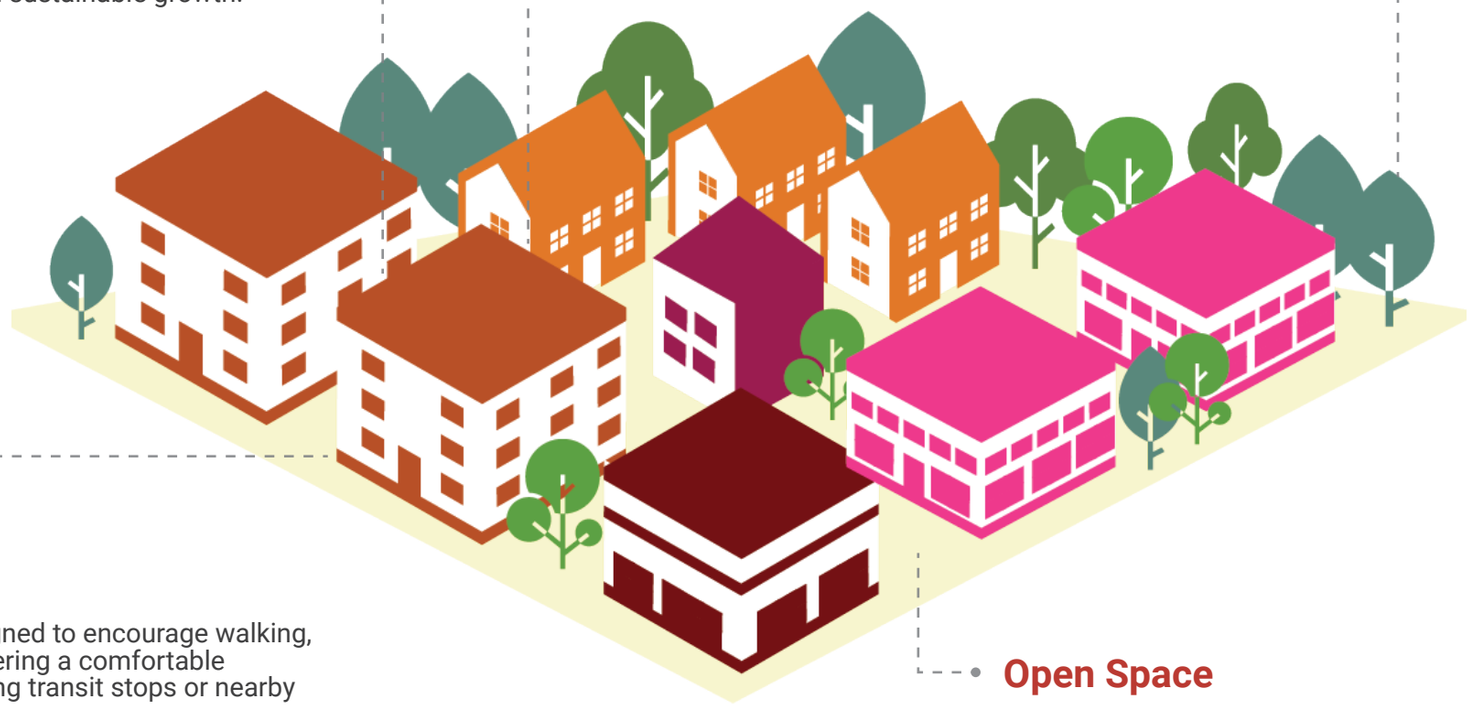
Primary Uses	Secondary Uses
Large-Scale Multifamily	Small-Scale Multifamily
Mixed-Use	Civic and Institutional
Local Commercial	Parks and Open Space
Regional Commercial	
Offices	

Land Use Characteristics

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

Building Form and Density

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



Resilience Considerations

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

Mobility

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

Open Space

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

REGIONAL ACTIVITY CENTER

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

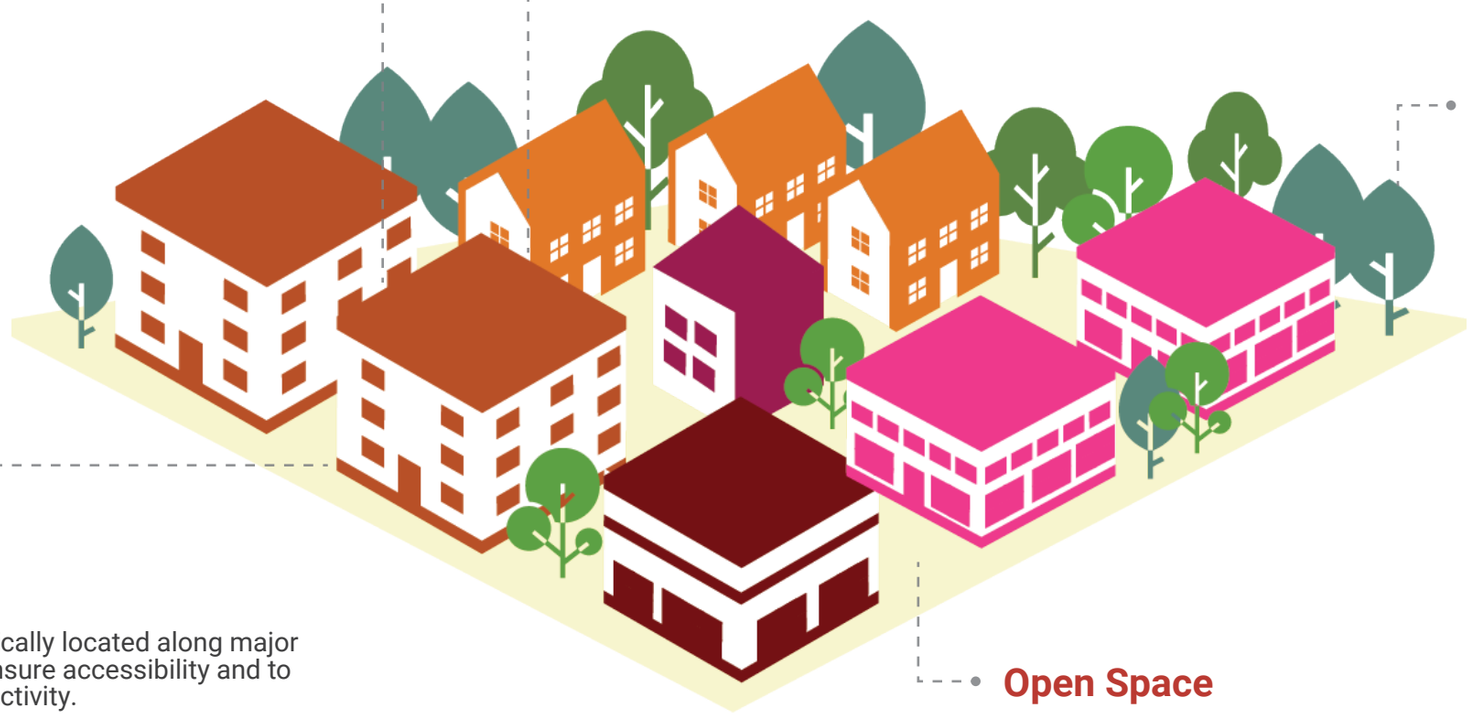
Primary Uses	Secondary Uses
Large-Scale Multifamily	Small-Scale Multifamily
Mixed-Use	Civic and Institutional
Local Commercial	Parks and Open Space
Regional Commercial	Light Industrial
Offices	

Land Use Characteristics

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

Building Form and Density

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



Resilience Considerations

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

Mobility

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

Open Space

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

CAMPUS

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

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

Land Use Characteristics

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

Building Form and Density

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

Resilience Considerations

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

Mobility

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

Open Space

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

MANUFACTURING & LOGISTICS

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

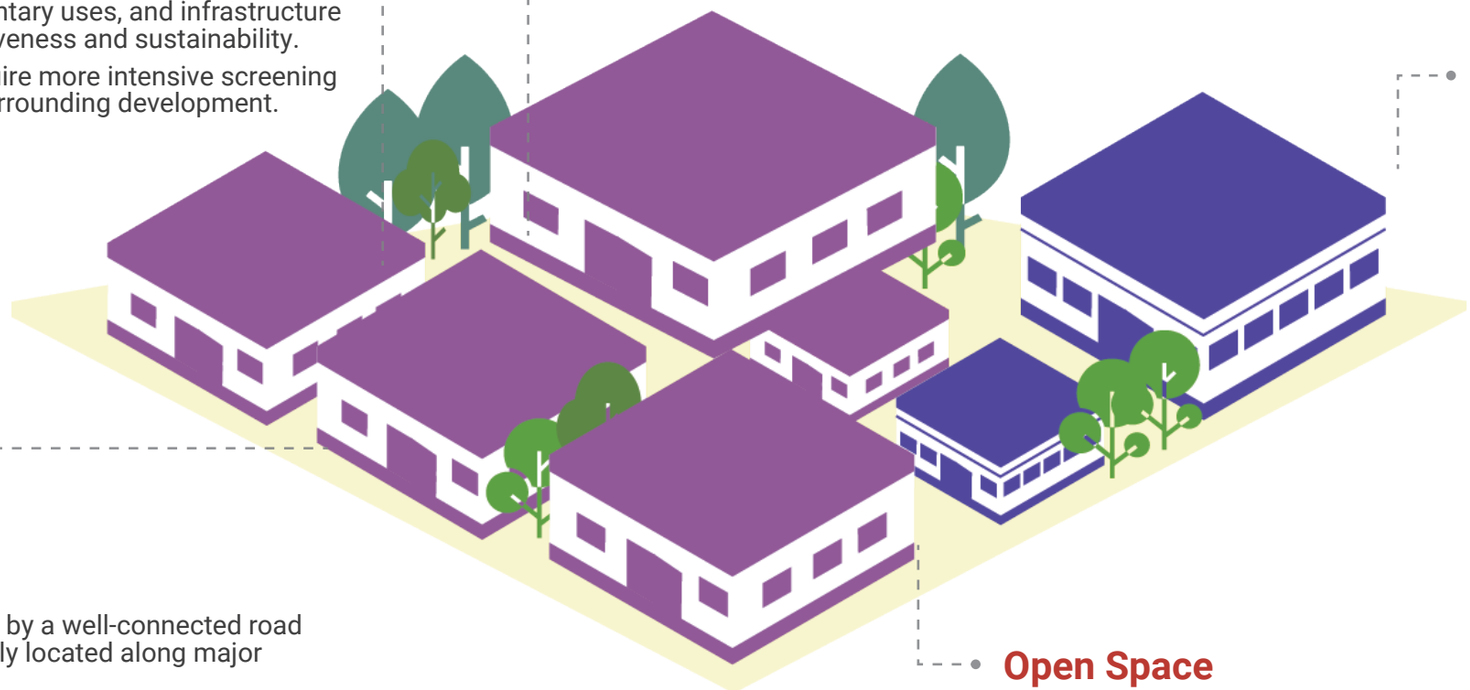
Primary Uses	Secondary Uses
Light Industrial	Heavy Industrial
	Parks and Open Space

Land Use Characteristics

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

Building Form and Density

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



Resilience Considerations

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

Mobility

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

Open Space

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

PARKS AND PRESERVES

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

Primary Uses	Secondary Uses
Agricultural	
Parks and Open Space	

Land Use Characteristics

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

Building Form and Density

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

Resilience Considerations

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

Mobility

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

Open Space

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

POPULATION PROJECTIONS

Ultimate Capacity

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

Methodology

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

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

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

Ultimate Capacity = [**Vacant acres adjusted for non-residential development** − **Typical right-of-way (ROW) dedication**] x **Dwelling Units Per Acre (DUA)** x **Occupancy Rate (OR)** x **Persons per Household (PPH)**

Ultimate Capacity Estimates

Figure 10. Ultimate Capacity (City Limit and ETJ)

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

Notes:
** Vacant acres adjusted to show the anticipated residential percentage for each category only*
***ACS (2024) 1-Year Estimates; PPH based on 2.6 owner-occupied*
**** Source: ACS (2024) 5-Year Estimates*
OR - Occupancy Rate
PPH - Persons Per Household
DUA - Dwelling Units Per Acre

Growth Projection and Rates

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

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

Figure 11. Logistic Population Growth, Low Scenario

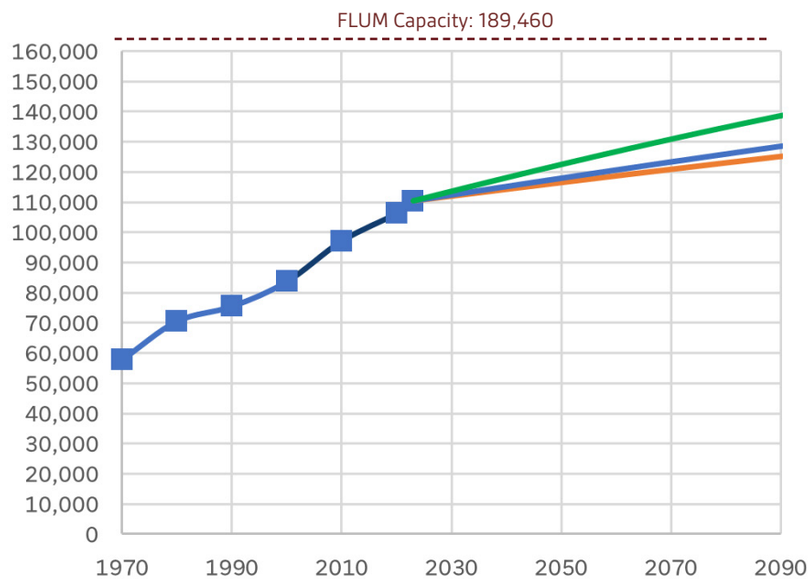
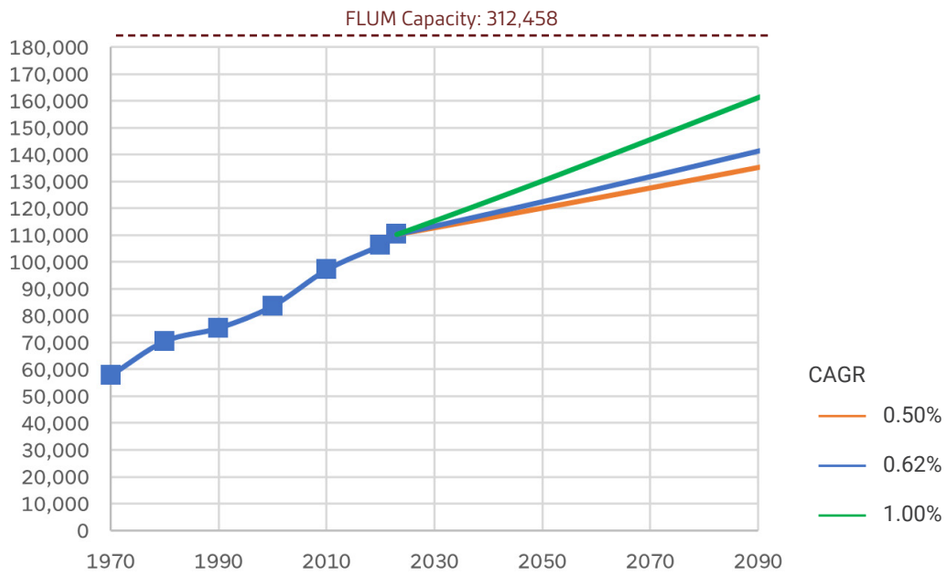


Figure 12. Logistic Population Growth, High Scenario



AREA DEVELOPMENT PLANS EXECUTIVE SUMMARY

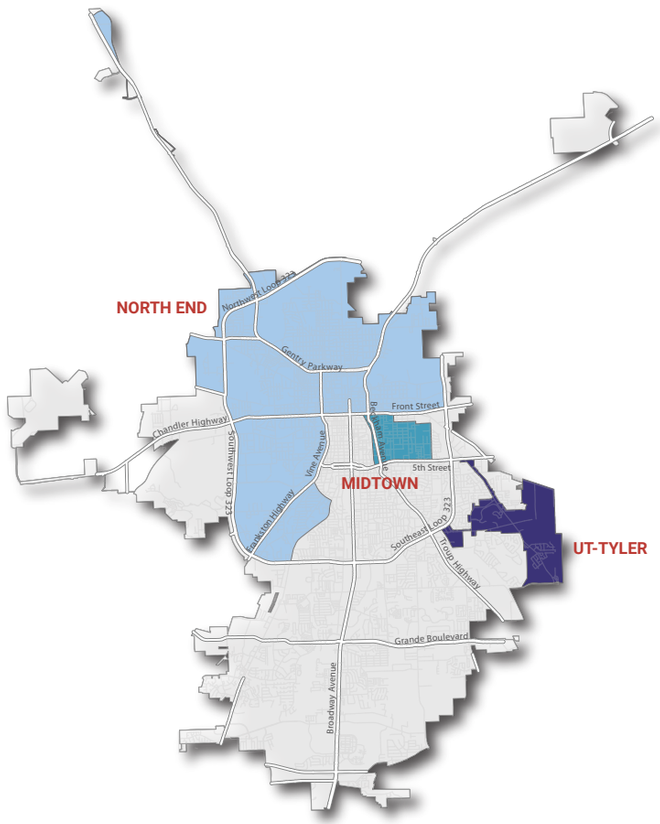
Overview

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

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

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

Figure 13. Area Development Plan Locations



AREA DEVELOPMENT PLAN ENGAGEMENT

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

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

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

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

Midtown

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

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

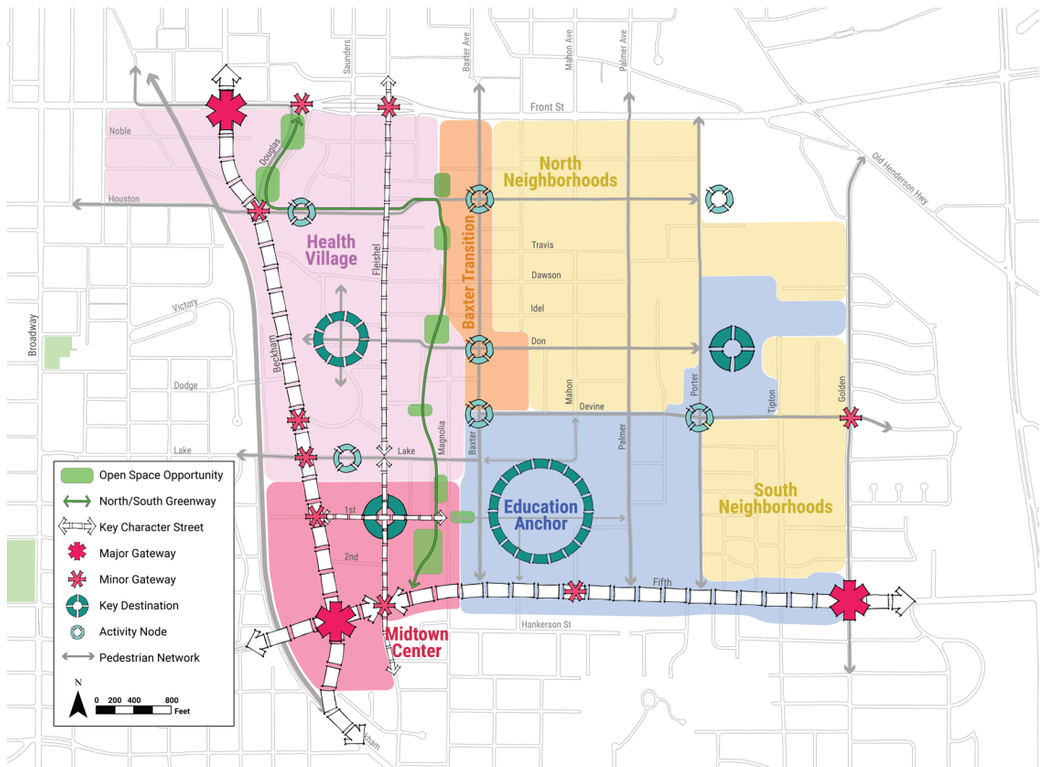
- Create Enhanced Community Corridors on 5th and Beckham
- Reimagine Fleishel as a North-South "Main Street"
- Connect Destinations and Activity Nodes
- Connect Neighborhoods
- Create a Sense of Arrival from North, South and East
- Support Context-Sensitive Investment in Sub Areas

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

MIDTOWN AREA DEVELOPMENT PLAN VISION

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

Figure 14. Midtown Area Development Plan Concept



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

UT Tyler

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

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

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

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

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

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

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

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

Support Existing Neighborhoods. Preserve surrounding neighborhood affordability and livability.

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

North End

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

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

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

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