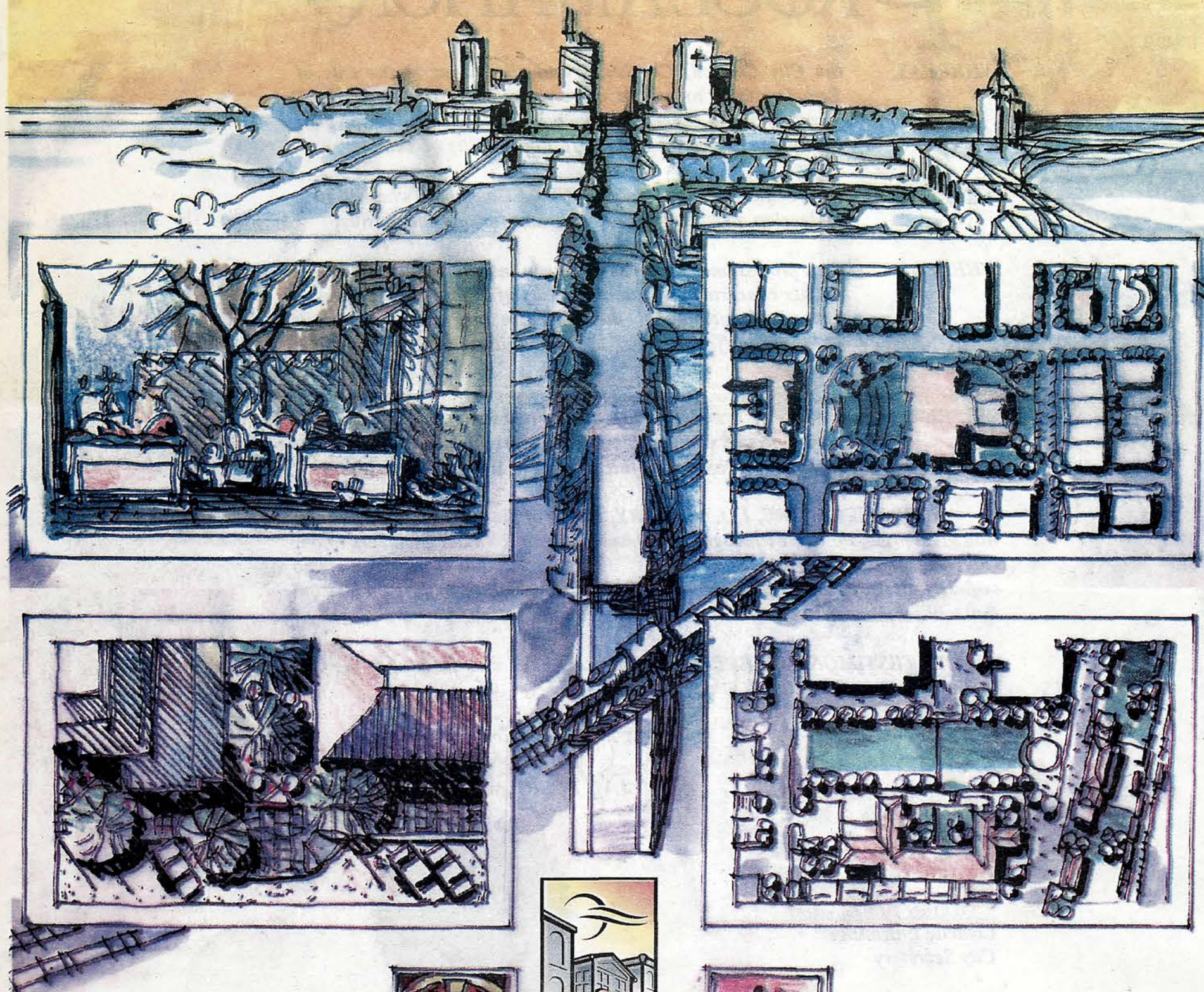


# R/UDAT






*Office of the Mayor*

# PROCLAMATION

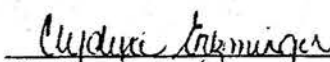
- WHEREAS,** *the City Council, City Staff, and all citizens in the City of Temple desire to extend a warm welcome to the R/UDAT members and to express to them our deep appreciation for their invaluable assistance and interest in the City of Temple;*
- WHEREAS,** *we gratefully acknowledge the R/UDAT members who will help to develop a vision for a better future for our community;*
- WHEREAS,** *their professional expertise and keen insight are valuable tools in this concerted effort and the City of Temple also desires to express appreciation to the American Institute of Architects (AIA) who offer R/UDAT to communities as a public service; and*
- WHEREAS,** *the City of Temple, rich in history and invigorated by spirited, caring people, continues to look to a bright future and is ready to work with and offer full support to R/UDAT members.*

**NOW, THEREFORE, I, J. W. PERRY, Mayor of the City of Temple, Texas, with great pride, do hereby recognize and welcome the R/UDAT members to our City. I encourage all citizens to express deep appreciation to this team who selflessly offer their invaluable expertise and professionalism to develop a vision that will enhance the community as it moves into the future.**

**IN TESTIMONY WHEREOF, I witness my hand and the Seal of the City of Temple, Texas, this the 16th day of April, 1998.**

  
J. W. PERRY, Mayor

**ATTEST:**

  
Clydette Entzminger  
City Secretary



## Introduction

Over the past twenty years, the American Institute of Architects, through its Urban Planning and Design Committee, has offered to communities the services of a Regional/Urban Design Assistance Team. The City of Temple has met all of the requirements for such a visit. Our team study, reported here, is a reflection of wholehearted community support, and the team wishes to express our warm appreciation and best of luck to all of Temple's citizens who made our visit so rewarding.

R/UDAT members who perform their services voluntarily, have been appointed by the AIA's Urban Design and Planning Committee's R/UDAT Steering Group. As with the other 100 teams who have served communities over the past 20 years, each team member agrees not to receive any commission for work based upon the team's recommendations. The AIA has always held this requirement in tact so that fully objective findings and recommendations can be assured.

R/UDAT was asked to develop a plan for visibly increasing economic development in UPTOWN Temple by the year 2005. The Plan

should include:

A strategy for attracting and retaining businesses and attractions which will draw local residents and tourists to UPTOWN, including new and renovated offices, entertainment, restaurants, specialty retail, and service. Locations and financing to add new and renovated living units, a large community meeting place, and open and/or green space. A listing of special events which might be attracted to the area and a promotion strategy. A strategy for building support and participation by absentee property owners. A time-line or method of measuring our progress. We have responded with an ambitious plan, while at the same time knowing that the realization of that plan will not happen overnight. The development of one project will be the impetus for other developments. The Plan does, however, provide the community with a vision of where it is going.

Our report includes chapters on Temple's heritage, neighborhood identity, and cultural/ethnic issues. The built environment was reviewed, and recommendations made in the areas of circulation and parking, pedestrian linkages, land use and vision, and community growth issues.

Lastly, the image of the City is discussed. A streetscape program is recommended which includes elements such as entry/gateways treatment, signage, street furniture, and landscaping.

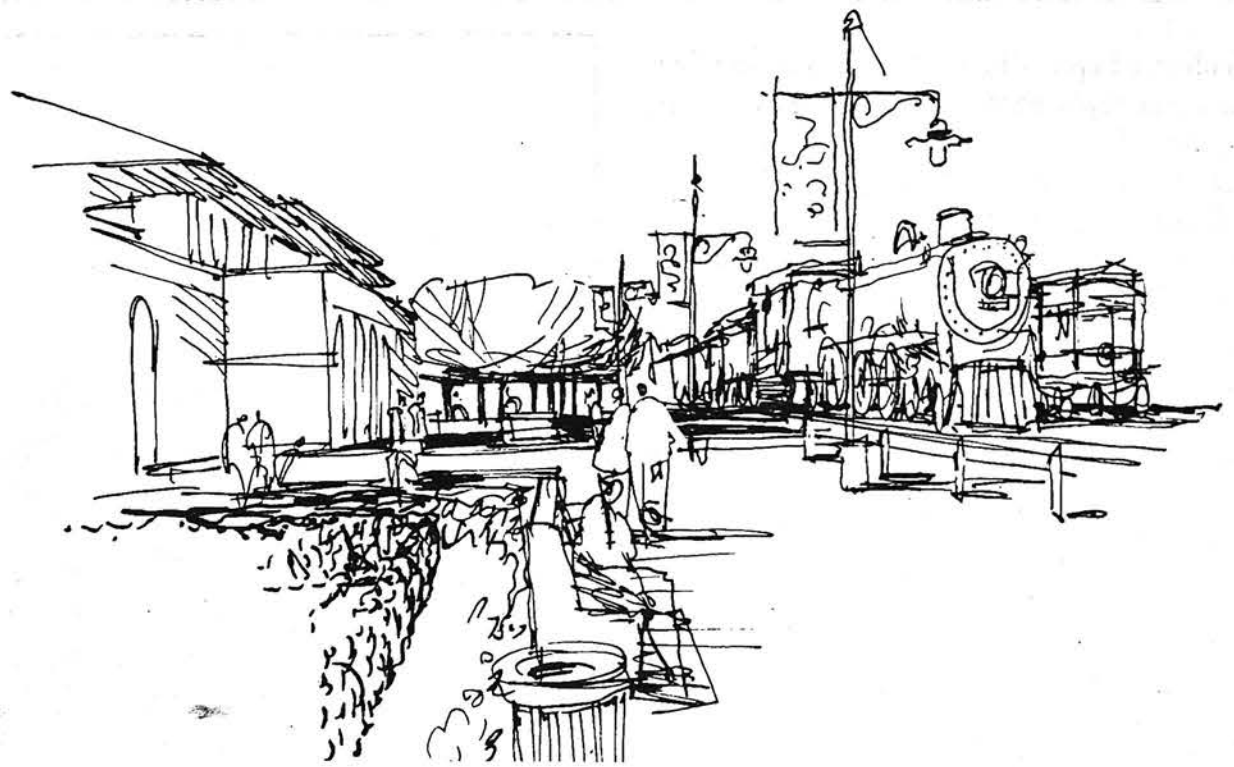




# Temple, Texas History

The Gulf, Colorado & Santa Fe Railway Company founded Temple on June 29, 1881. The Santa Fe needed a town at a major junction point to provide services for railroad equipment and passengers. Jonathan Ewing Moore sold 181 acres of farmland for \$27 an acre to the railroad, which many thought to be an astronomical price for land with limited water sources. The Santa Fe scheduled a land auction for June 29th. Railroad trains were brought from five cities in Texas with prospective buyers. Those passengers who bought land were refunded their passenger ticket price. There was a party, barbecue and auction of town lots. After June 29th, land continued to be sold to new residents for \$45 to \$300 a lot from Moore and other sources. Temple was named for Mr. Bernard Moore Temple, the Gulf, Colorado & Santa Fe Railway chief engineer, who built the tracks through Bell County.

Temple had many nicknames in its earlier days. It was named Mudville for its thick blackland prairie soil; Tanglefoot for both its mud and for its reputation as a wild frontier town; and Ratsville for its abundant supply of those four-legged creatures. However, the face of Temple was soon to change. Arriving trains brought women, children, china, crystal, and all the touches of modern society. Whole families



loaded their furniture, tools, animals and sometimes even themselves onto boxcars and came to Temple to settle. Temple grew very fast, and became "Progressive Temple" and the "Prairie Queen." It also became known as the "City of Trees" due to Mr. Goodrich Jones, a resident who is the father of Arbor Day in Texas and the Texas Forestry Association.

Railroads connected the city to the rest of the state. By 1897 there were four railway lines in Temple: the main line and San Angelo branch of the Santa Fe, the main line and Belton branch of the Missouri, Kansas, and Texas. Each day there

were 23 trains carrying passengers to and from the city. In the spring of 1894, the Temple Cold Storage and Ice Factory was furnishing ice to the Santa Fe. By 1900, a city sewer system was installed, and in 1905, there was an artificial gas plant. In that same year, the Interurban (trolley car system) between Temple and Belton was built.

Water was always a problem in Temple, as it had no inexpensive natural water source. Wells were dug, and some sold water for fifty cents a barrel. Temple tried several different projects including building a huge water stand pipe (which prompt-





ly collapsed upon filling). The second standing water pipe replaced it and helped the availability of water. The Santa Fe Railway dammed Bird Creek and created Lake Polk for refilling steam engines passing through Temple. Finally water was piped from the Leon River, and now comes from Lake Belton.

By 1908, there were two oil mills, two planing mills, twenty-two physicians, six dentists, eight druggists, twelve real estate men, six restaurants (Chinaman Ling's being the favorite), three hotels, twelve lawyers, six cotton gins, four wholesale groceries, twelve churches, several lumber yards, three cotton compresses, one race track and one fair ground just north of Lake Polk. Temple was on its way to becoming an important city for commerce, railroads and medicine.

The railroad remained a major employer for Temple, and in 1891 established the Gulf, Colorado & Santa Fe Railway Hospital in the city. Railroad employees who were injured or became ill on the line and needed treatment were sent to the Temple "Santa Fe Hospital." Dr. Arthur Carroll Scott and Dr. Raleigh R. White, Jr., who moved to Temple to work in the Santa Fe Hospital, saw the need to broaden their practices to include Temple residents, and opened the Temple Sanitarium in 1904 (which became the Scott & White Memorial Hospital and Clinic). In addition, in 1896, King's Daughters Hospital was established to care for the community and those less fortunate.

In 1909, the agri-business suffered a major setback. An airborne fungus destroyed the cotton crops. This led to the establishment of the Blackland Research Center in 1912. Still located in Temple today, this center has been the site of continued agricultural research in the state.

## Heritage: Heyday and Today

As Temple became the headquarters for the southern division of the Santa Fe Railroad and with the additional traffic generated by the MKT Railroad, the city became a hub of activity and began to take form. With the Santa Fe Depot as the central focus, wooden commercial buildings rose, small homes were built immedi-



ately adjacent to the businesses, and dirt roads led out in every direction.

The railroad built the first hospital and close to the depot provided a YMCA for railroad workers. The depot, Harvey House and YMCA along with the street and park in front of the depot, were the most vital public space in the city.

Fred Harvey, an inspired entrepreneur, realized the food establishments were slow servicing passengers from the train, often not providing the food before the passengers re-boarded the train and the train pulled out of the station. Harvey developed a series of Harvey Houses which provided quick service to enable passengers to eat, get their bill, visit the restroom, and get back on the train within 30 minutes.

Eventually the city expanded out from the depot and took on the typical aspects of a downtown: banks, retail, hotels, government, and a series of public spaces. The wooden buildings began to be replaced with more permanent 2-3 story commercial block buildings. A public park was added west of the present day Municipal Building (by the 1940s, this park was replaced with a parking lot).

One of the earliest buildings still remaining in downtown Temple is the GHB building (Cotton Gin Saloon) built in 1894. Other more distin-

guished buildings also were built during that time, e.g., the Old Post Office, the Carnegie Library, the downtown churches. By the turn of the century, brick streets were replacing dirt roads, electricity was added, followed by streetlights along the sidewalks.

The neighborhoods which began centered around the railroad depot expand further away from the downtown as the city grew. Historic photographs show a neighborhood of larger residences, sidewalks, dirt or brick roads, and tree-lined streets. Further out, homes were built on larger rural lots.

As the loop was completed in the 1960's, the typical downtown uses began to migrate out of the downtown. Hotels, restaurants, and retail establishments have relocated. Government buildings became the major uses remaining in the downtown area.

The conditions we find today are a downtown where buildings are in disrepair and under-utilized, high degree of vacancies, low-end rental units, and government offices scattered apparently to use vacant spaces. The sense of place lacks definition, the circulation system and pedestrian patterns are confusing, and parking relationships are perceived as inadequate. The citizens of Temple can go about their business.



without ever coming into the downtown, and to do so, appears to be belabored rather than pleasurable.

Most importantly, the potential of the historic buildings has not been realized and the identity of the City has become more defused as the citizens moved further out from the downtown. The lack of care in the buildings has detached Temple's history from its environment.

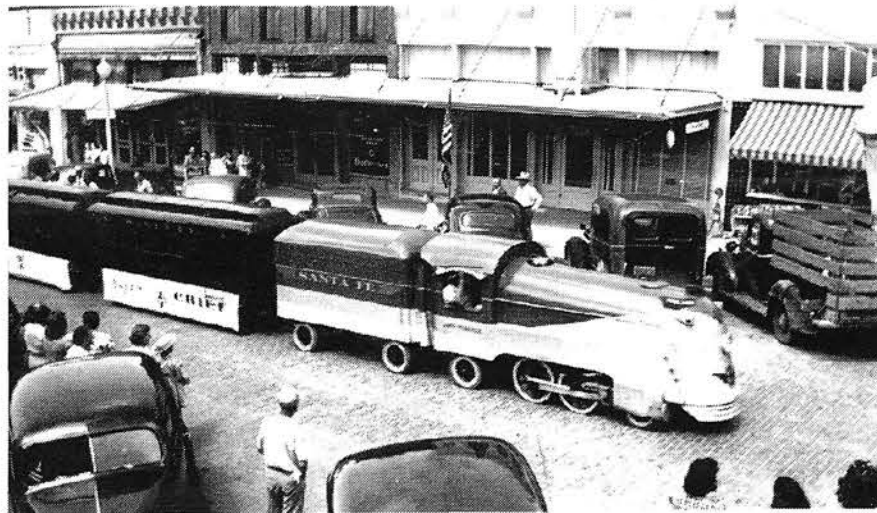
## Neighborhood Descriptions:

Uptown Temple is abutted by residential neighborhoods of varying degrees of vitality and viability.

The Historic District northwest of the core area is perhaps the most physically, socially, and economically healthy in-town residential area. Housing stock ranges from the large mansions of past and present city luminaries to comfortable homes and modest cottages. The southern edge of the district contains relatively new multiple family developments. Buildings and landscaping overall are in good to excellent condition, and many have recently undergone renovation and restoration. Casual observation leads to the conclusion that the Historic District is populated by a mix of established residents and community newcomers.



Immediately north of Uptown, financial, institutional, religious, and civic uses mix with residential and small-scale commercial enterprises.



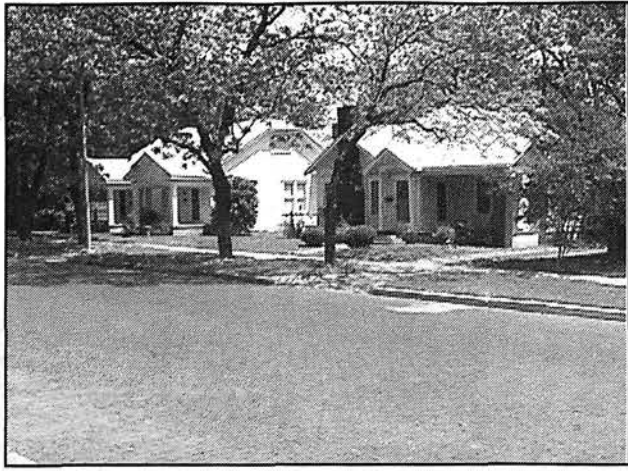
The neighborhood developed at about the same time as the north historic district. The majority of non-residential uses in the neighborhood are modestly-scaled and well integrated into the overall development fabric. The "mixing zone" between the neighborhood and Uptown contains a few large open tracts. Housing stock and landscaping, while relatively old, are maintained in generally good condition. Overall the neighborhood can be characterized as "well worn but not worn out."

The neighborhood immediately northeast of Uptown appears to be in a state of transition. Housing stock is of a type similar to the northern neighborhood, but its condition ranges from well- to marginally-maintained. Sidewalks and

roadways are in much rougher shape than the northern and northwestern neighborhoods, and property maintenance levels vary widely. Vacant and overgrown lots occur in the "mixing zone" between the neighborhood and Uptown, and also occur deeper into the district. While the area can be described overall as in fair condition, the danger of physical and social deterioration is very real and immediate.

Heavily-trafficked railroad corridors separate and effectively isolate Uptown from neighborhoods to the south and west. These areas are characterized by development patterns and building stocks covering wide ranges of use, age, and condition.





Adams Avenue, Fourteenth Street, and Avenue E contains a scattering of commercial, industrial, institutional and residential uses, the only surviving elements of Temple's close-in eastern neighborhood. East Temple and 8th Street/Martin Luther King Drive historically served as the locus of the city's Black community, and the destruction of large portions of the area's physical fabric presents Temple with formidable challenges and exciting opportunities.



The neighborhoods surrounding Uptown have at best a tentative relationship with the core area. Uptown contains few if any services, businesses, and activities which support neighborhood life. Grocery stores, dry cleaners, pharmacies, medical offices, barber shops, beauty shops, hardware stores, video rental stores, restaurants, and entertainment establishments are examples of neighborhood supporting businesses and services. Areas near containing such activities lie primarily to the west and north of Uptown. For residents east and south of Uptown, the city's core is little more than an area to travel through between home and H.E.B. or eating and business establishments along the 31st Street/Interstate 35 corridors. Successful rev-

italization of Uptown must acknowledge and address the needs of Temple's underserved neighborhoods.

## Neighborhood Identity:

The neighborhoods abutting Uptown possess unique identities.

The Historic District presents a decidedly upscale image. Its large homes and overall high level of maintenance and sophisticated aesthetics identify it as the most elegant of in-town neighborhoods. cursory observation could lead one to conclude that this is a gentrifying area and that a large proportion of its population contains upper and upper-middle income professionals.

The neighborhood north of Uptown appears to be decidedly middle class. Though it is of the same era as the Historic District, the housing stock is more modest. Observation of building condition and maintenance levels coupled with the encroachment of financial, institutional, and professional office uses leads one to conclude that, while the neighborhood may have experienced a certain diminution from its glory days, it has not been victim to a precipitous decline. It is likely that the resident population consists mainly of long-established households and newcomers who are first or second-time home buyers.

The neighborhood to Uptown's northeast is similar to the northern neighborhood in many respects. However, significant differences are apparent when one compares conditions of buildings, landscape, and public infrastructure. The northeast neighborhood needs prompt stabilization and improvement lest it fall victim to the severe deterioration.

The neighborhoods south and west of Uptown present a mixture of images. Widely varying ages and conditions of structures, the presence of many vacant buildings and lots, and the broad range of land uses leads one to conclude that these areas are populated by the middle to lower economic classes. The presence of many multi-family complexes and institutions and enterprises catering to persons and families in need leads

one to deduce that the neighborhood contains a large population living on the economic and social fringes.

The devastation wrought on Temple's close-in eastern neighborhood has effectively eliminated any identity save that of desolation. The few



residences that survive are in modest to marginal condition, and the population appears to occupy the lower middle to lower economic classes.

Uptown Temple in its current form might be viewed as a neighborhood, albeit an unhealthy one. It possesses a resident population (the Kyle Hotel for example). It stands distinct from and poorly relates to abutting neighborhoods. Successful revitalization of Uptown will decrease or eliminate this sense of isolation. Rather Uptown should evolve into an amenity for all surrounding neighborhoods. It should become the glue that links adjoining neighborhoods and the greater Temple community. Uptown should once again serve as the city's common point of interaction, its crossroads and "living room".

## Cultural/Ethnic Issues:

The racial and ethnic breakdown of Temple's 1990 population was 67.9% White, 17.1% Black, 13.7% Hispanic and 1.3% Other. This translates into a city minority population of nearly one third.

In interviews with community representatives, R/UDAT team members learned that Temple's Hispanic population is fairly dispersed throughout sections of town.. Casual observation con-



firms this statement – all neighborhoods adjoining Uptown appear to have Hispanic residents. Institutions of the Hispanic community such as Our Lady of Guadalupe Church and St. Mary's Schools, as well as a notable amount of Hispanic households, are located in the neighborhood south of Uptown. No institutions or notable concentrations of Hispanic population occur in Uptown.

East Temple serves as the home of the majority of the city's Black population. While East Temple lying beyond 14th Street exhibits evidence of tenacious survival despite a history of sometimes benign neglect, the devastation of the area roughly centered on Eighth Street has served to weaken the Black community's presence in and sense of connection to Uptown. Only a few residents and institutions (primarily churches) have managed to hang on in this section of the neighborhood.

Temple is also home to the Slavonic Benevolent Order of the State of Texas (SPJST) and the Czech Museum. These institutions are evidence of the city's broad range of ethnic and cultural identities.

In order for Uptown's revitalization to have long-term viability, the Temple community must acknowledge and embrace the full range of its population's racial, ethnic and cultural diversity and history. Only when all of Temple's citizen groups have been "brought onboard" can a shared vision for Uptown be articulated and successfully executed. All of the city's racial and ethnic communities must feel a sense of ownership of Uptown.

## Circulation and Parking

If buildings and businesses are the pieces that comprise Uptown, then the transportation system is the glue holds those elements together and connects it with the rest of the city. When the transportation system works effectively, it is taken for granted. When the system fails, it is one of the most tangible and detrimental deterrents to the life of a place like Uptown Temple.

## Circulation

### The Setting

The regional highway system is composed of the major arteries leading to the central city. Adams and Central Avenues were converted to a one-way couplet as part of the Main Street Program and provide the westerly entry from I-35. Adams Street (ST-53) links Temple to Rosebud. Southerly access to Cameron is provided by ST-36 via 1st Street which jogs to 3rd Street as it crosses over the Santa Fe Railroad. US-290 links Uptown north through the central city to its interchange with I-35 to the east. While these arteries bring people to Uptown, the high volumes, wide streets and speeds serve to slice through and divide the area. This creates barriers confusing for pedestrians and drivers alike.

A significant feature of central city entries are large multi-lane bridges. A long arching profile is required to span and clear the railroads. Unfortunately, the size of this bridge obscures any view that would serve as a visual introduction or visual link to the central city.

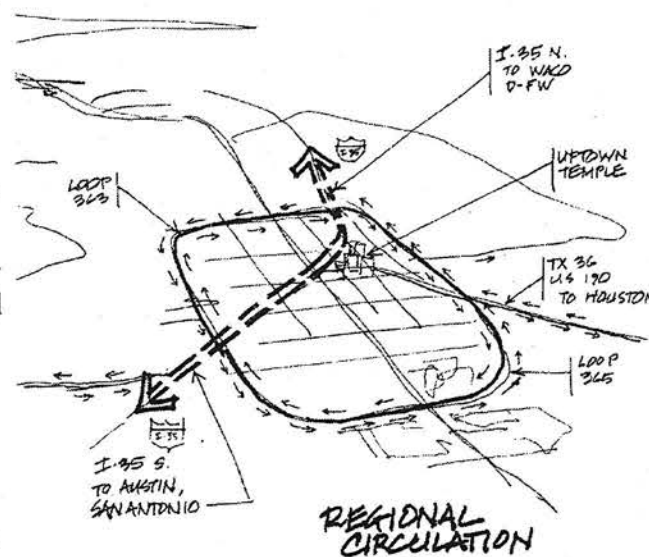
The Uptown Temple street system forms a grid iron pattern that are predominantly two-way streets interrupted only by the railroads. Central and Adams Avenues form a one-way couplet between 3rd Street east to 31st Street and the interchange with I-35. East of 3rd Street, Central Avenue continues as a one-way street east to 8th Street.

### Conclusions

During the course of this R/UDAT, we observed and heard you express concerns

regarding the circulation in the Uptown area. This was often expressed as a sense of confusion because signs are arranged or posted in locations where drivers have insufficient time to react to the message. Street markings, where they exist, are often worn or may not extend out to the intersection edge where drivers need to make their decisions.

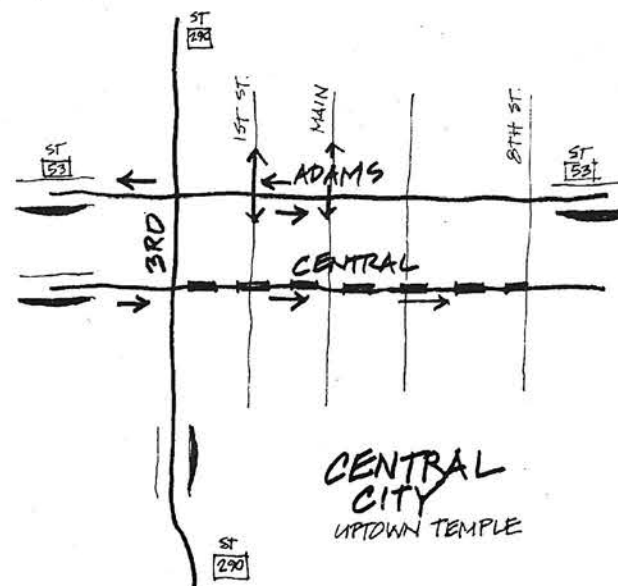
There is a substantial amount of extra circulation as drivers circle the block attempting to find a parking space. Volumes are increased Uptown as people drive into the center of town to use drive in bill paying and banking facilities. Delays are also caused by trucks loading and unloading from the streets where businesses do not have alley access



### Recommendations

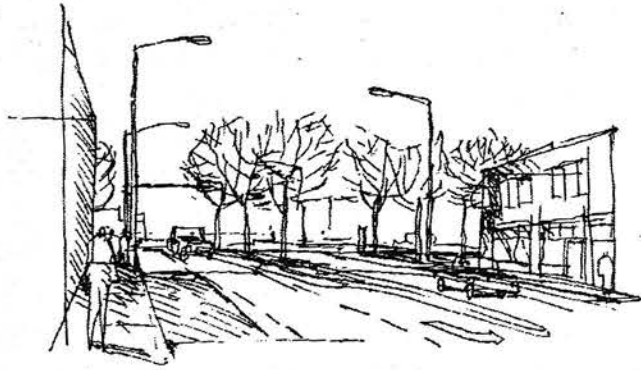
Establish a street hierarchy that complements the proposed Uptown land use plan. To achieve this objective the following is recommended:

- Work with the Texas Department of Transportation (TxDOT) to establish as business routes and the through traffic routes are assigned along Loop 363.
- Clarify directional signing:
- Add and modify signs with the word "downtown" to signs directing drivers to Uptown from I-35, Loop 363 and State Highways.





- Modify sign location and design so drivers have time to make decisions.
- Develop a coordinated and integrated guide sign system that directs residents and visitors to the Historic District, the SPJST Czech Museum, Railroad Depots, Uptown, etc.
- Explore the feasibility of converting Central Avenue back to a two-way street between 3rd and 8th Avenues.
- Create a boulevard along the five lane section of Adams Street from the bridge west to 2nd Street by planting a center median with left turn pockets at intersecting side streets.



ADAMS AVE. CROSSSECTION

- Modify the zoning code to exclude future drive-thru window services in the Uptown area. To the extent existing drive-thru facilities can be relocated, incentives for joint venture building or parking development should be explored through the TEDC or Uptown Temple Parking District.

To reduce the impact of truck loading from the moving lane in the street the following should be considered:

- Establish consolidated truck loading zones on-street at locations that are mutually acceptable to the business owners along each given block face. These should be shared by the businesses in order to retain the maximum number of customer parking spaces. When businesses find a need for modification in the location or number of truck loading zones, the City should work to accomplish these needs.
- Encourage large trucks to use alleys for deliveries when there is not space in one of the designated truck zones.

To compliment the definition of the streets the following should be accomplished:

- Mark centerlines, lane lines, and remark parking spaces to clarify channelization on Uptown streets. Particularly distinguish two-way streets (with a center yellow line) from one-way streets (where the lanes are separated by a white lane line).
- Extend the ends of the parking stall stripes to a point that define the edge of the travel lane. To minimize maintenance costs, the ends of the stalls can be marked with reflectorized buttons as they are in selected areas of Uptown today. The extension of the parking lines will also enhance safety by giving parkers and oncoming drivers some increased visibility as cars back out of their spaces

Upgrade the Uptown traffic signal system to improve signal coordination and displays.

- Traffic signals in the central city should be coordinated and retimed to more effectively control speeds in the Uptown area and smooth traffic flow. In the Uptown area consideration should be given timing the signals so drivers progress through green signals at slower speeds. These slower speeds will help to lower the barriers associated pedestrians walking along and crossing streets.
- Displays should be reviewed to ensure MUTCD compliance. Such modifications should attempt to incorporate traffic signal display and fixtures that blend with the character and design of the street lighting fixtures and other street furniture to unify and reinforce the design integrity of Uptown.

## Parking

### The Setting

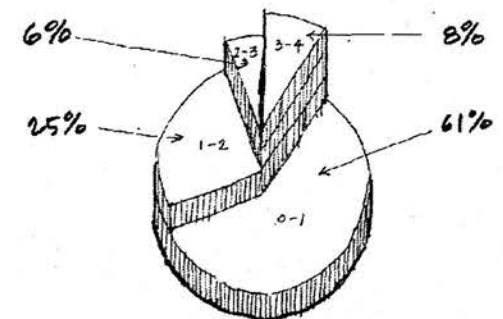
On-street parking in the downtown is predominantly angle parking which takes advantage of the wide streets to increase the supply of convenient parking. In the core of Uptown Temple most parking is signed with two-hour time limits typically identified by a single sign on each side of the block.

There are about 580 on-street parking stalls in the 50 square block area centered around City Hall. A sample survey during the mid-day indicated about 350 parking spaces in this area were occupied - a 60% occupancy. In the core retail and employment areas (south of Adams Street to Avenue B and between 3rd to 2nd Streets) park-

ing occupancy was about 70% to 75%. As a benchmark, a high turnover parking area is considered functionally full when the occupancy reaches a 85% to 90 % occupancy.

Another measure of parking relates to parking duration - the length of time drivers park in their parking space. A sample survey indicated the vast majority of parkers parked for one hour or less. Closer examination of this survey data in combination with observation of surveyors and your comments indicate that many drivers move their cars from stall to stall to avoid getting a parking ticket.

Off-street parking consumes about 25 percent of the developed area in the downtown. A majority of these parking spaces are controlled privately. The City of Temple also owns a substantial portion of parking (estimated to be 15% to 25% of the downtown parking). In addition the City has a substantial number of real estate holdings. Churches also control a substantial amount



AVERAGE PARKING DURATION  
ON-STREET  
(HOURS)

of parking. These City and Church holdings are unusually large as compared to other downtowns. This mix of large holdings offers a significant potential for joint venture partnerships to achieve Uptown development and parking goals.

There are about 2,350 on-street parking stalls in the 50 block area centered around City Hall. In the core retail and employment core areas (south of Adams Street to Avenue B and between 3rd to 2nd Streets) there are about 575 off-street spaces. A sample survey on a mid-day weekday indicated there were about 330 parking spaces occupied in



The single most frequent comment we heard in talking with you was that "there isn't enough parking." Through interviews and observation we learned this concern meant different things to different people. Typical responses were:

- "I have to walk too far";
- "I want to park in front of the store";
- "Those employees next door are parking in the spaces in front of my store";
- "I don't feel safe walking to the parking over on 4th".

## Conclusions

We concluded there is a significant surplus of parking. The issue relates to how the parking is managed and how Uptown employees and business owners perceive the way parking serves them and the Uptown business community.

Convenience is a significant motivator. In Uptown Temple, the customer's convenience must prevail over the employee or business owner desires. Without customer support, Uptown business will never revive.

A specific issue relates to business owners and employees who park in front of their business (or their neighbors business) or move their car every two-hours to avoid a parking ticket. The effect of this is to preclude or possibly exclude their customers. To illustrate the impact of this practice on businesses, assume that only five parking spaces along a one-block section of businesses were occupied by employees due to the practice described above. If each of these five parking spaces were to serve five new customers each day and the people in each car were to spend \$15, those businesses would generate an additional \$93,750 each year.

## Recommendations

These initial studies suggest that the utility of on-street parking can be enhanced with a new mix of time limits, enhanced enforcement and user education. The utility of off-street parking can be increased through cooperation among parking lot owners, joint development opportunities and facilitated by a Parking Development District or the proposed Temple Economic Development Corporation (TEDC).

- Improve linkages between existing parking and downtown destinations to reduce the barriers or perceived barriers.

ers or perceived barriers.

- Increase the utility of existing off-street parking
  - Develop shared parking agreements between private property owners. An example of this is sharing that currently occurs between several churches and adjacent businesses. The City or TEDC could serve as a facilitator to this process.
  - Consolidate adjacent parking lots and vacant lots (and where non-significant structures are removed). This would increase the supply of non-exclusive parking close to the downtown core. This consolidation could be implemented through a parking district and/or the TEDC.
  - Prioritize use of parking so customer convenience and proximity is favored over employee, owner, other long term parking. An initial opportunity for such change could occur in the city parking lot where the row of parking nearest the City Hall could be converted from employee parking to two-hour visitor parking.
- Increase the utility of on-street parking
  - Purchase new ticket issuing and recording equipment to more effectively and efficiently enforce parking regulations and record violators.
  - Review parking time limits in the downtown and confirm the need to convert a portion of each block face in the core retail area with one-hour parking. In areas along the outer edge of the like along the east edge of 4th Street, consider signing a portion of the street with 8-hour parking. The City, parking District or TEDC could undertake such a study.
  - Provide parking enforcement staff with maps and promotional information about Uptown Temple so they can provide customers and visitors with directions and information about businesses and parking in Uptown. Use the parking enforcement staff as an extension of the Uptown public relations and outreach.
  - Modify the violation structure (range of offenses and fines) to discourage the use of short term on-street parking by employees and business owners.
- Clarify signing
  - Add signs in the existing two-hour parking areas.
  - Post signs to identify where truck loading,

handicapped and/or different time limit parking is located.

- Increase wheelchair accessibility by reviewing the location of existing disabled parking spaces and add or relocate spaces within Uptown Temple to meet or exceed state standards. Locate these parking spaces in a common location (e.g. at the southeast and northwest corners of the block) at points where they can take advantage of existing or proposed wheelchair ramps.
- Examine and revise parking lot design guidelines that address:
  - Driveway design, location and consolidation. As an example, in larger parking lots access should be consolidated at one or two driveways rather than have every aisle enter onto the street.
  - Provide edge and island landscaping landscaping to screen and shade parking areas. Such an ordinance must be performance based rather than prescriptive to respond to the wide range of existing conditions and constraints that are dictated by the built environment within Uptown.
- Work through the proposed Temple Economic Development Corporation (TEDC) or establish a Uptown Temple Parking District for the purposes of:
  - Consolidating private parking lots in concentrations that provide parking supplies that can be shared among several users;
  - Creating new reservoirs of off-street parking.

## Pedestrian Linkages

### The Setting

Sidewalks border most streets in Uptown but vary in width and condition. In the core retail area, sidewalks vary from six- to 14 feet in width and are in relatively good condition. Even in this area, they have very different paving patterns with cracks, weeds and accumulated of leaves and dust in corners and drainage grates. Along several blocks located southeast of the core sidewalks have been removed as part of building demolition in the area.

In addition to these physical conditions, the wide street crossings, and general perception of lighting and security has been identified as a reason for not being comfortable walking two or three blocks to off-street parking. Consultation with the Temple Police indicate



there is not a crime problem in this area.

## Conclusions

The pedestrian system lacks clarity because sidewalks have not been maintained and there is no consistency among design elements (light fixtures, pavement, landscaping, signing). As a consequence there are no visual indicators to tell pedestrians when they enter or leave the Uptown area. As a consequence, the Uptown area is not noticeably different from other adjacent neighborhoods except for the scale and condition of the buildings.

## Recommendations

Nonetheless, improvements to the pedestrian experience through extending sidewalks at intersections to reduce the effective walking distance, upgrading lighting to blend with the architectural character of the area and integrate with the landscaping, and work with the Temple Police who have expressed a willingness to provide support as activity in Uptown using their bicycle patrol.

- To overcome the real and perceived barriers to pedestrian circulation in Uptown Temple The following
- This would take the form of curb bulbs that would extend out into the street to the edge of the parking. This would not result in elimination of any parking. These spaces at the corners of each block would result in the additional benefit of providing a space where the unifying street furniture and signature landscaping can be located. These sidewalk bulbs would reduce barriers of high curbs for the elderly and wheelchair users. Finally, they would help clarify the street channelization and would serve as a traffic calming feature at intersections in Uptown Temple by providing lateral friction to slow cars down as they drive through the area.
- Enhance lighting in Uptown Temple with priority along corridors that link peripheral off-street parking and the business core. The design of this street lighting should be carefully selected and then used consistently as a unifying element within Uptown. For example lighting poles and fixtures can reinforce the design elements articulated by the street furniture and other hardscape elements used to characterize Uptown. Care should be taken in selecting street lighting fixtures where there are street trees to ensure the trees do not block the securi-

ty lighting on the sidewalk. These improvements could be made by the City in coordination with property owners. The TEDC could facilitate the installation as part of redevelopment.

- Complimenting these curb extensions could be crosswalks. In the near term, these can be marked and distinguished by design (e.g. a ladder or zebra style design rather than parallel lines to minimize wear and tear from vehicle crossing). In the longer term some type of special pavement surfacing or pattern should be considered.
- Create a common vocabulary for sidewalks in Uptown Temple including the benches, paving and landscaping at the curb extensions, and building facades. The key is for these features to create a visual distinction when entering this area and a series of elements that provide continuity once in the area.
- Work with the Temple Police to increase the police presence through the existing COPS program phased to correspond to increase in activity in Uptown. This should be a Uptown partnership similar to the residential community partnerships that have already occurred in other neighborhoods in the area. Uptown that
- Develop a way-finding system using pedestrian level signs, banners or some directional designation system. This system should link the resources and anchors in the Uptown area including the Train Depots,

## Bicycle Routes

### The Setting

There appears to be one marked bicycle facility along the edge of Uptown along 8th Street



where the shoulder lane is separated from the curb by raised buttons. No signing distinguishes this street as a bicycle lane. Grades in the area are relatively flat making cycling from

adjacent neighborhoods viable. The Comprehensive Bicycle and Pedestrian Plan has designated several bikeways that are essentially proposed along State Highways.

## Conclusions

Like the pedestrian system, there is essentially no sign that a system of bicycle routes exists. Despite the flat grades, the existence of an official plan and linkage to logical destinations is absent. Thus, cyclists have no indication where they enter Uptown or how they can access the nearby points of interest like the Train Depot or Historic District.

## Recommendations

- A combination Pedestrian/Bicycle Path is proposed to be included along the proposed H Street Greenway that runs parallel to the north side of the Santa Fe Rail Road east past Jones Park. This greenway would terminate at Wilson Park on the east and loop through the park to Adams Avenue. The H Street Greenway is anchored on the end by the proposed Skate City (Skateboard Center) which then provides a direct link into the Uptown core.
- Sign these bikeways so cyclists have a clear indication of where the bicycle trail or route leads. This would include signing 8th Street bike lane, the H Street Greenway Trail, supplemented by directional signs to the Parks, Train Depot and other points of interest. This wayfinding system should integrate with the Uptown signing and wayfinding system.

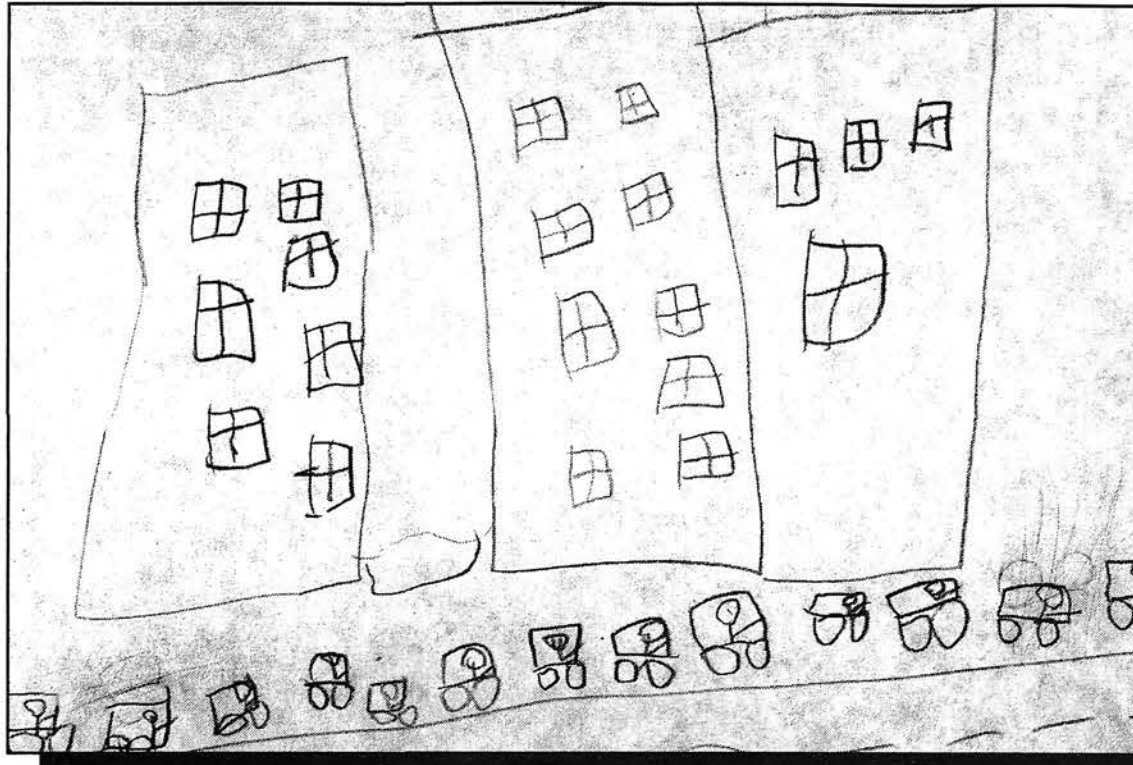
Thank you —

Hundreds of people have worked together to make the Temple R/UDAT extremely successful. I would especially like to extend a BIG "Thank You" to the Temple Daily Telegram for the printing of the final report. They provided the time and resources to reprint an outstanding publication.

Special thanks to Steve Walters, David Stevens and Kendra Casey for their expertise and many hours spent on the R/UDAT report.

**Connie Madsen**  
Chair, Revitalization Committee

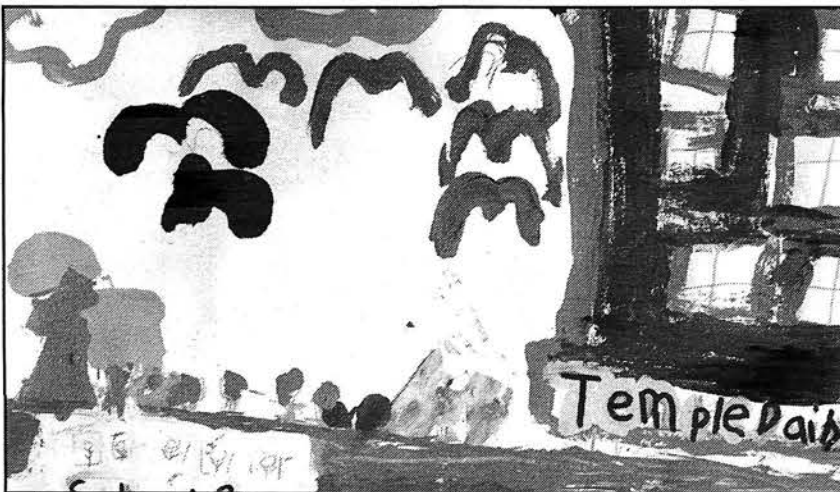




**Meg Mobley**  
Bethune M.E.G.A. Elementary  
Second Grade

## In the eyes of children...

*what downtown revitalization means to  
local school children.*



**Alison Hubble**  
Bethune M.E.G.A. Elementary  
Second Grade



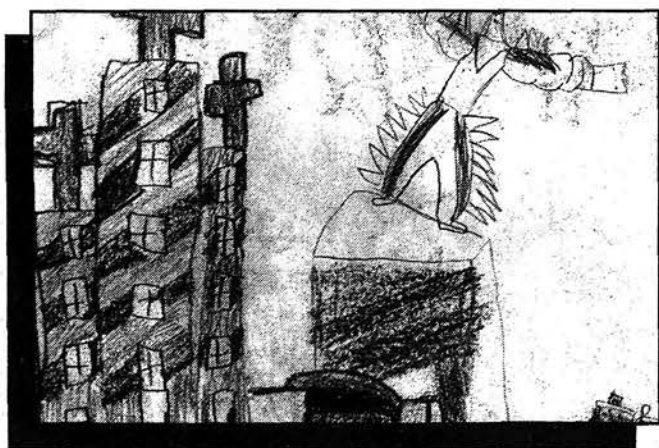
**Nathanial Rogers**  
Bethune M.E.G.A. Elementary  
Kindergarten



**Jamie Williams**  
Bethune M.E.G.A. Elementary



“Your Perception of Uptown” was the theme of the art contest these children entered to share their ideas about revitalization of Temple’s downtown area. the posters were displayed at Temple Mall.



**Joshua Gracia**  
Bethune M.E.G.A. Elementary  
Second Grade



**Jordan Pickett**  
Bethune M.E.G.A. Elementary  
First Grade



## Land Use and Vision

Over the years of evolution and decline the land uses in the downtown area have become undefined conglomerations dominated by vacancies and low rent uses. Few buildings contain the original uses for which they were constructed and most have undergone many interior and exterior adaptations. Although the railroad still has a presence in the downtown area, its prominent role has been greatly diminished from the time when the town was built around its operations. The only institutions, which have remained in the core of the community, are government offices, churches, banks, financial services and adjunct professional offices. These however have been dispersed throughout the downtown area. The fact that they remain provides a core for redevelopment. By finding ways to consolidate functions, a strong civic center can be created.

The downtown area also occupies a far greater land area than can be supported today, resulting in many of the buildings on its fringes being vacant and boarded up. A plan for the revitalization of the downtown needs to address these transitional areas and find new uses that will make the transition from the business core to the surrounding neighborhoods.

The plan, which has been developed by the R/UDAT team for the downtown area, begins with creating a civic center to the community. By consolidating municipal functions that are spread throughout the downtown area around a civic plaza, not only does a special focus get developed, but also consolidating municipal functions that are spread throughout the downtown area around a civic plaza develops a sense of civic "place". The civic plaza would be the area between 3rd and Main, Adams and Central. The plaza would be framed by the Library on the north, the existing Municipal Building on the east and a new Justice Center on the west, adjacent to the existing Municipal Building combining Police and Fire administration and Municipal Courts and Clerk. Initial retail and streetscape improvements should be concentrated along Main Street between the neighborhoods to the north and the railroad to the south.

Although façade improvement should be accomplished wherever possible, there is an immediate need to activate streetscape through the use of a consistent street, sidewalk and lighting treatment. A strong tie should be made at Main and Avenue B to draw traffic to the Santa Fe Depot.

The R/UDAT team has envisioned the Depot area to be redeveloped as the transportation and family entertainment hub for Uptown Temple. Upon completion of the new Municipal building, the area in front (between the station to Central and 5th to 7th should be assembled and demolished, and a family park and community plaza developed. This will open the wonderful resource of the depot to Central Avenue and provide a much needed community space in the downtown area. The existing police building could then be utilized as a Children's Discovery Center, strengthening this family entertainment node. The Depot itself will not only contain the railroad history museum, but also serve as a multi-modal transit facility for rail, bus and taxi service. A complementary collection of railroad rolling stock could provide "hands on" interactive experiences. The large publicly owned land area to the west of the existing depot will provide a large parking field which could allow parking for a new cultural heritage center and multi-screen theater complex. A strong linkage to the southeast parallel to the rail corridor should be established to tie to the existing neighborhoods and an expanded new residential area to the southeast of 4th Street. In the Team's vision of Uptown Temple, the other two existing train depots are relocated to provide "entry points" to the downtown and to be utilized by the surrounding residential communities.

The areas north of Barton Avenue need to strengthen their pedestrian ties to downtown through streetscape improvements and activate the street frontage with "outside activity" such as eating areas etc.

The area between 2nd Street and 6th Street, Adams Avenue and Avenue C should be redeveloped into a business development zone. In discussions with Temple educational and medical institutions, the possibility of developing medical and educational complexes in this area were possible.

To the east of 6th Street new medium density residential development should occur, providing a linkage into the existing residential fabric. A community market should be included. As senior housing is developed in this area, some of the high rise residential in the core downtown area, such as the Kyle, should be considered for conversion to office and retail space.

A project, which can be undertaken in the immediate future, is the "activation" of the southeast block face of Main between Barton and Adams. The southern extension of the Kyle along main can be made into a coffee shop/restaurant, and the "green" space between there and the "Old Library/Post Office" can be developed as an outside patio area. The "old library" should be considered for uses such as a fine dining restaurant, a bookstore such as Barnes & Noble or a combination of retail and office uses. It should ALWAYS remain in the ownership of the community. Revenue from the building should first be used for its maintenance and operation, and then be dedicated to other "Uptown" projects.

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### Quotes from citizens

*'The vision is important: benches, flowers, it's important that it look nice.'*

— Caroline Bennett

*'Don't do it piecemeal. It will fail. Decide on a theme, then follow through.'*

— Jerry Haisler

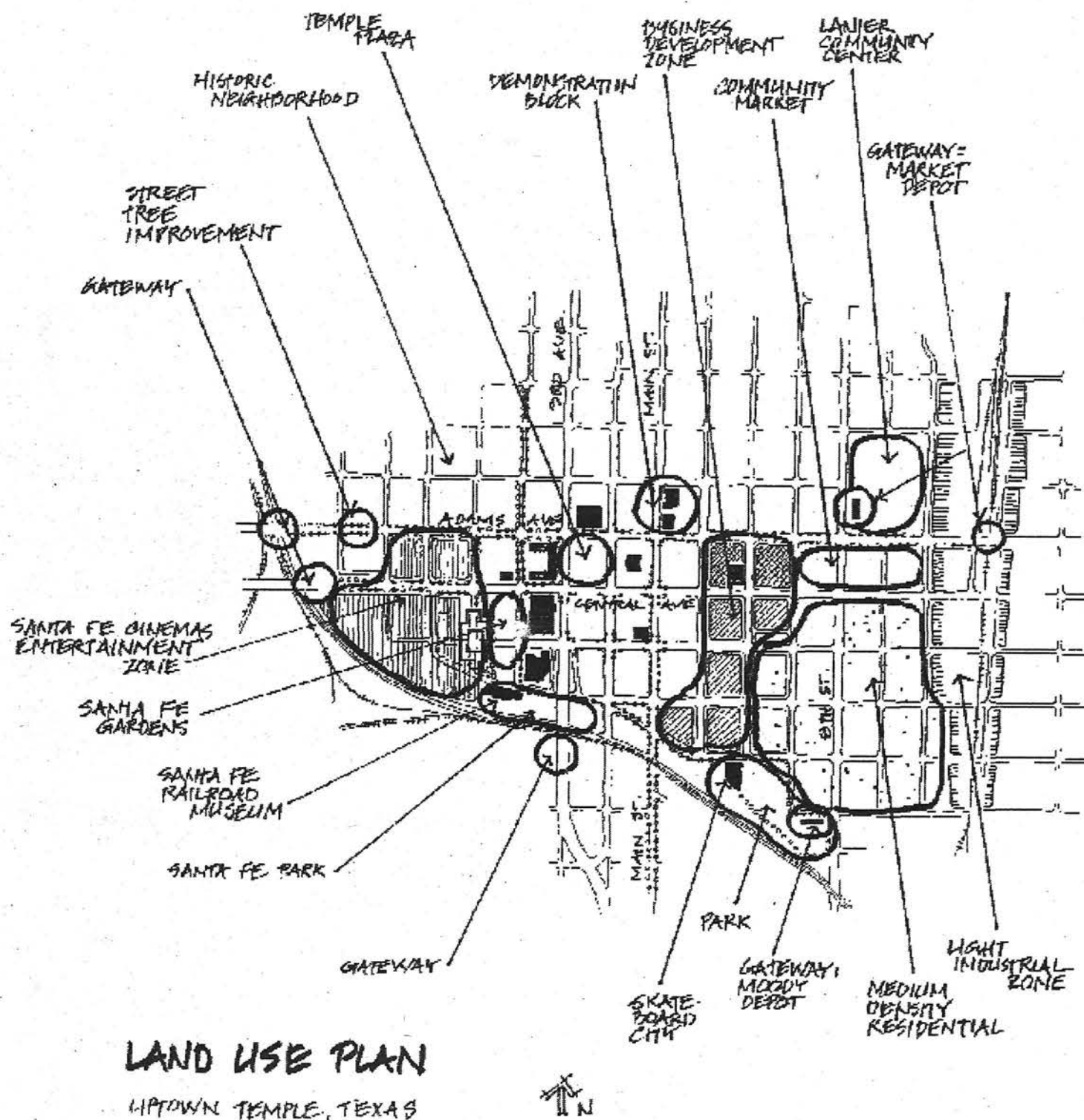
*'We need a theater downtown: make it old time, with old popcorn machines. If there were things to do, there would be lots of activity.'*

— John Paul Paslay

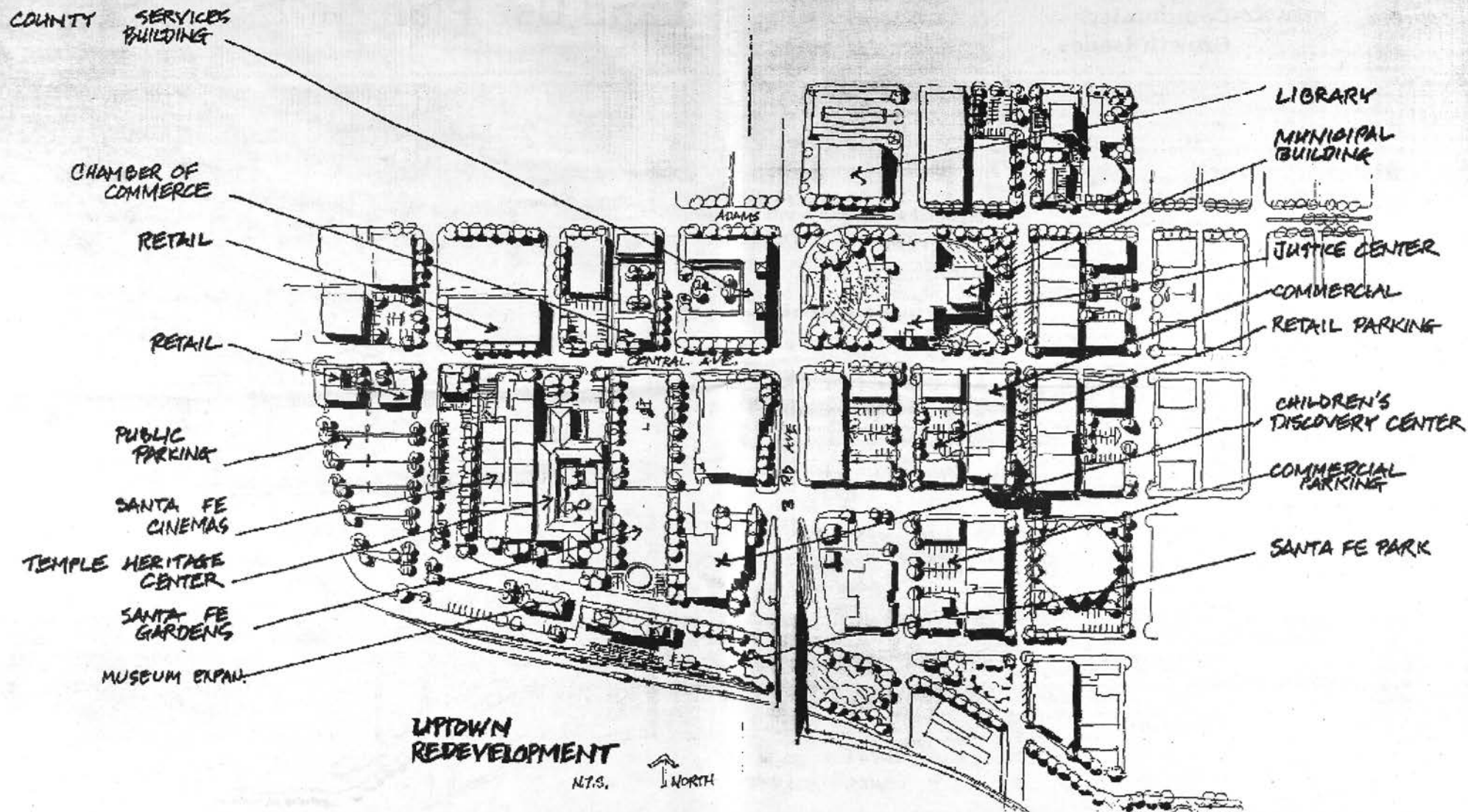
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# Land Use Plan









## Fabric

When guests are invited into our home, we want to greet them with our best appointments in our foyer, and equally welcoming living room decor. We care about this first impression, and spend extra resources because this entrance event is a reflection of our hospitality.

The same is true of our vision for uptown Temple. We heard most often from the citizens Saturday their desire to have an attractive, inviting uptown which would show off our pride and reflect our community values.

This desire translates into the need for very positive gateways into uptown Temple. These gateways become our greeting points, and can say "howdy" with the warmest central Texas charm. We feel there is a compelling opportunity at these gateways to reflect the very important heritage of the Temple community by celebrating her deep roots as a regional railroad distribution hub. Such a theme of rail and train related signs, lights, signals, graphics and character can symbolize Temple's pride in her past and can provide for that "howdy" in a unique and festive way.

Beginning with these gateways, at Central Avenue from I-35, Adams Ave., 8th Ave., and 3rd Street, there can be a clear and exciting greeting into uptown Temple. Main Street to the Railroad Depot, and to 8th Street should be equally treated with pedestrian gateways, celebrated with rolling stock displays and depots, which also become community gathering points, eateries, parks, and attractions for family activities. They are not only gateways for visitors in cars, but they become gateways for pedestrians and bikers as they enter neighborhoods. The neighborhood gateways also celebrate the ethnic richness of a community born of railroad workers, freight companies and manufacturing shops a century ago.

Neighborhood redevelopment issues are discussed later, but the pathway connectors between, through and around the residential sections and service uses should be safe, well landscaped, bright, safe and shady, reflecting again a warm "howdy" from friendly families to visitors and guests.

## Community Growth Issues

With the completion of I-35 and Loop 363, traffic movement around and passing by the traditional center of Temple became a magnet for industrial, commercial and service uses which could and have a share of regional and national market.

Beginning with the location of Scott & White Hospital southwest of downtown, the attraction of a regional health care complex began King's Daughters, Veterans and the University of Texas Health Science Center combined with the nationally recognized Health Care Services of Scott & White. In the last 30 years this complex has grown larger than most health care systems serving metropolitan areas many times larger than Temple.

Fort Hood, since WWI, is the largest army post in the U.S. Not only was there growth in the population and economy of Killeen to the west of Temple, but Fort Hood also attracted service businesses and distribution centers along I-35 in Temple.

Regional retail markets since 1970 have supported continuing growth of and around Temple Mall. Virtually all major retail outlets thus have abandoned downtown Temple to share in the ever increasing central Texas markets. Restaurants, entertainment and service professionals have found southwest Temple attractive, and the hospitality industries are thriving.

Temple Industrial Park, served by I-35 and Interstate Railroad Networks, has since the 1970's attracted distribution magnates like McLane and Wilson Art Temple Industrial Park is a well-planned park with excellent infrastructure to attract and sustain industrial growth for decades to come. Few new industries considered the low-end rental space in downtown Temple attractive compared to the advantages of Temple Industrial Park as a first class location. Virtually all major distribution activities have consequently left the once healthy downtown Temple railyards.

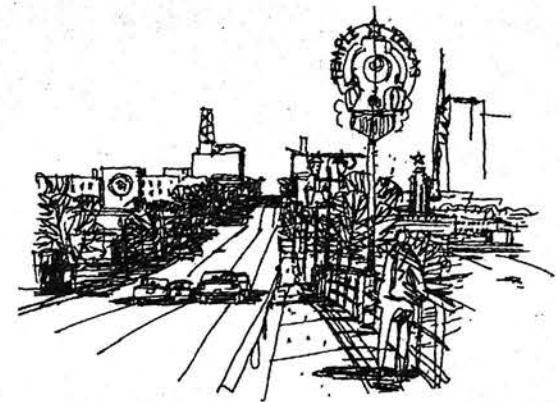
As valued as the Frank W. Mayborn Civic and Convention Center has been to Temple citizens since the 1970s these facilities have drawn away local and regional events from downtown Temple. Although regional and state conventions offer potential visitor trade, facilities at the Mayborn Center are booked most weekends by local users, and downtown today lacks facilities to host convention activities.

It is felt by the R/UDAT Team that a strong marketing program can attract conventions to the Mayborn Center and consequently visitors to downtown attractions as they are developed.

## Streetscape Program Elements

### Entry/Gateway Element

The entry to Uptown from Interstate 35 and along Central Avenue lacks defining character and visibility. Uptown is an auto-oriented commercial area and has a different scale and relationship to the street than businesses along Loop 363 and Temple Mall District. Distinctive to Uptown are (4) viaducts which separate and visually impair the views into the heart of the city.



### Recommendations:

The approach from the north and south exit ramps off I-35 at Central Avenue should have large scale identifiers.

The viaducts on Central Avenue, 1st Street, and Adams Avenue should be enhanced to celebrate

the heritage of Temple.

The entryways should be enhanced with unified directional signage to reinforce Uptown as an activity center.

## Graphics, Signage and Identity

Uptown needs to project a strong, pleasant, and consistent image to those who travel to or through this area. At present, it has no apparent unifying qualities. This image often can be enhanced by placing creative and readable signage at the city's gateways, identifying historic districts, indicating major streets, and directing traffic to the major activity centers.

For example, the Historic District's street signs are brown and have the logo of the district. They are distinctive from street signs in the rest of Temple. You know when you enter and leave

Develop clear and simple gateway markers and signs on major roads entering Uptown.

Create a graphic logo for each major area. The public will know immediately when they have arrived at their desired designation. These would be small and repetitive identity markers.

## Street Furniture/Paving Elements

The streetscape should be enhanced by unifying elements (such as benches, street and pedestrian lighting, bicycle racks and trash receptacles) throughout the Uptown area.

Due to the narrow sidewalk space, these features will be located at the corners. The corners will be enlarged to bump-out spaces to provide more room to accommodate these uses. The elements may also be placed at select mid-block loca-

throughout the district.

Provide bicycle racks in locations where there is greater intensity of use e.g., the library.

Utilize paving patterns at corner bump-outs and other focal points which clearly indicate the approach to the street through change of texture and slope. This will help seniors and handicapped individuals determine when they are approaching the intersection.

Enhance city streetlighting by adding pedestrian lighting to promote safety and lighten up the downtown area.

## Landscaping

No image of the downtown would be complete without a comprehensive landscaping plan. Landscaping delineates traffic arteries within Uptown, creates a human scale, and provides welcome shade in the summer. The district's trees, shrubs, ground covers, and flowers will add color and smell, and cool the urban microclimate.

### Recommendations:

Provide light shade trees with high canopies to assure visibility of the commercial signage below.

Provide ornamental planting and irrigated planting beds at bump-outs.

Use native (wildflower) plantings to reinforce Temple's nickname, "The Wildflower Capital of Texas."



the district — the signs define its boundaries.

To accomplish this, Uptown needs a strong visual image and theme.

### Recommendations:

Create a city-wide signage system to promote the cultural, civic, historical, recreational, business, and institutional facilities within Uptown Temple.

tions.

The street furniture and paving elements, coupled with good signage, help create the consistent image needed in the Uptown area.

### Recommendations:

Provide street furniture to provide convenient seating and to promote gatherings of small informal groups.

Assure that the design elements are consistent

## Pedestrian Circulation

Pedestrian ways must not only get individuals around downtown, but also must lead them out to and connect with the neighborhoods.

Presently, there are several areas in Temple which do not provide sidewalks. Our plan suggests as the new areas develop (e.g., Skate City, Temple Heritage Center, etc.), sidewalks, streetscape, signage, and furniture should be added to entice citizens to get out and walk, jog, and ride a bike. If that is not your fancy, stand-



or sit in pleasant surroundings while waiting for a bus or taxi.

It is also important to create a safe day and night environment in Uptown — for those who live and work UPTOWN, and for those who come to the area for shopping, dining, and entertainment, or as tourists.

## Recommendations:

Provide linear pedestrian paths/trails within Uptown and to its surrounding neighborhoods.

As the new centers take form, add the pedestrian byways.

Provide pedestrian lighting along sidewalks, links to parking, and in open space.

## Preservation

Temple has a wealth of historic resources which reflect the City's rich railroad history. Although that history is reflected in primarily commercial block buildings of the 1894 to 1930s era combined with those historic buildings with more character-defining features (such as the Old Library and churches within the area), the character of downtown will greatly enhanced.

Temple has shown a strong commitment to renovate the Santa Fe Depot and has been aggressive in the acquisition of three depots: the Santa Fe, MKT, and Moody. By such actions, Temple is building on its history and by doing so, is enhancing its community identity.

Greater attention and resources need to be provided to the upgrade downtown buildings. The purpose of historic preservation is not to save every old building, but to preserve those which best reflect the city's past. And because history is not behind us, but is evolving — from the past to the present into the future — preservation also encourages the old buildings to adapt to present needs.

Buildings are a part of the community which makes it the way it is. They reflect its character. Therefore, historic buildings are adapted to the present and can have new lives without giving up their old and significant identities.

The effectiveness of preservation, then, is not whether every historic structure that can be saved is saved, but whether these buildings continue to contribute to the functions, vitality, and meaning of the city.

The importance of these buildings must not be

*Preservation is not saving every old building, but preserving that which best reflects a previous time or place.*

*Preservation is not to turn every historically significant building into a museum, but to adapt the structure to be functional in the present, while preserving the unique identities of the building.*

*Preservation is not creating new things to look old, but preserving what was, or building new structures which are sensitive to the preserved buildings surrounding them.*

*Preservation is not preserving only the pretty buildings and mansions, but also the warehouses, workmen houses, etc. which are important to what they tell us about Temple's history and environment.*

underestimated. National travel studies have shown that historic sites are the second most cited reason why people travel (the first is recreation).

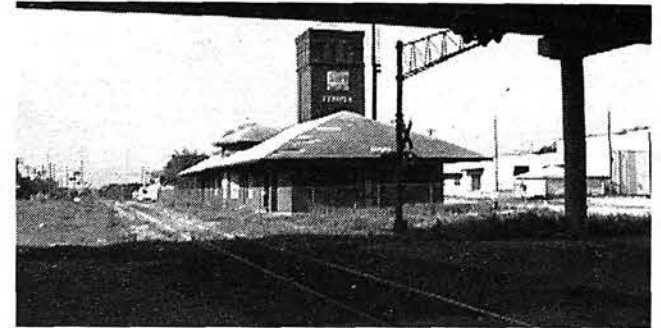
Realistically, there may be many buildings where the interiors are in such disrepair that the building may not be saved in its entirety. Before total demolition, the City should investigate saving the exterior facades. Adjustment can be made to the interiors (such as opening up the walls of several buildings to provide larger spaces, while the facades still keep their original spacing). Some cities such as Boston have used their facades as fronts to parking lots, providing more interest for pedestrians as they walk by.

Temple citizens expressed desire to restore historic buildings and create cozy places with a sense of warmth, e.g., coffee shops such as Barry's, specialty shops such as antiques, and a variety of restaurants. It will be important for the City to identify the potential clientele and market accordingly.

## Railroad Depots

The City purchased the Santa Fe Depot on Avenue B from the railroad in 1989. The City also aggressively pursued an ISTE grant for \$3 million to renovate the depot. The renovation is presently being designed and the construction phase is anticipated to be completed by December 31, 1999.

In 1996, a Temple Railroad & Pioneer Museum Master Plan was developed which called for



combining the Santa Fe, Moody and MKT Depots onto the Santa Fe Depot site. The acquisition of all three depots is a rare opportunity for the city and should be used to their best advantage, while maintaining the historical significance of each.

The Santa Fe Collection encompasses over 40,000 historic records of Santa Fe operations in Texas stretching back to 1894 and including original drawings, maps, engineers' logs, etc. The dramatic discovery and retrieval of these documents, found sealed up between two walls at the 1910 Santa Fe Depot, provide information about the entire southern division of the



Santa Fe Railroad. The museum staff have completely catalogued the records by city with cross references by name of city, type of work, track, and mile posts numbers. These documents are significant not only to Temple, but for all railroads within Texas. For railroad enthusiasts and historians, these documents are a gold mine.





### Depot recommendations:

- a) The R/UDAT team feels the use of the depots can be better served by not combining these facilities.

Each depot had a different history, architectural style and size, and is significant by itself. By placing them side by side, the essence of the individual depots is diminished. For those who come to learn about the railroad, particularly children, the grouping of the depots is misleading, implying that historically more than one depot was built on the same site. Lastly, the depots provide a rare opportunity to highlight Temple's history at the city's entryways.

The R/UDAT members realize the museum needs may necessitate more space. Newly constructed buildings, designed to reflect elements of the existing depot, can be provided to the west where historically the Harvey House and YMCA once stood. Additional space also may be provided in the new Temple Heritage Center. The city's collection of rolling stock could provide opportunities to provide eateries within or beside rail cars as other cities have done.

- b) The City should pursue a National Register of Historic Places designation for the Santa Fe Depot. The significance of the Temple Depot as the focus for the southern division of the Santa Fe Depot, the design by noted architect Jarvis Hunt, and the style of architecture (an outstanding example of the synthesis of Beaux Arts classical symmetry and the horizontal massing of the Prairie School design) provide a strong argument why the Santa Fe Depot should be a National Register site.

The designation as a National Register site would add status in the preservation community and general citizenry, and would provide broader exposure for the station. Such a designation

does not subject the depot or the City to additional regulations.

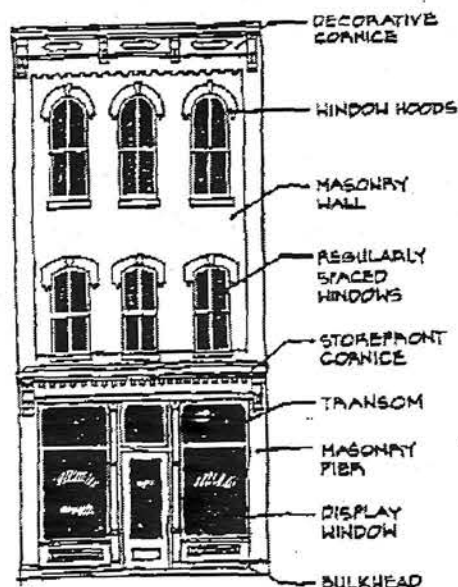
- c) Further expand the partnerships of the City with the community, e.g., Lions Club willingness to pay for park with facilities; local donors who raised dollars for the bandstand; Friends of the Railroad Pioneer Museum expanded to support the Museum, e.g., exhibits, activities

### General Preservation recommendations:

- a) To assure property owners know what to expect and in support of city staff, the city should adopt a set of preservation guidelines such as those included in the urban design section of the Downtown Revitalization and Main Street Plan of 1988. The aim is for "continuity" not "uniformity". Each building has its history and design, and should not be made to look the same as other buildings to be uniform.

Common characteristics the commercial block buildings in Temple are two story, recessed doorways, display windows on the first floor, horizontal bars and transom windows above the storefronts, the window designs and patterns on the second floor, and the decorative elements below the cornice lines and elsewhere on the building.

The appendices of the 1998 Plan also provides a copy of the National Trust for Historic



Preservation's publication *Main Street* issue entitled, "Keeping Up Appearances: Storefront Guidelines". This publication illustrates well the historic facade elements and would be useful to property owners as they begin their renovations.

- b) Inventory the buildings in the downtown area to have a data base from which to work when setting up a renovation program.

- c) Provide facade grants which provide dollars for owners to remove the aluminum and boards now covering original features of the buildings (such as windows), restore significant features, and repaint buildings. This program would give an immediate facelift to downtown Temple.

- d) Continue the City's Low Interest Loan Program.

- e) Explore establishing an preservation-focused organization such as a Heritage Foundation or Preservation League for Temple as a whole. Such a non-profit organization can raise monies for renovation of historically-significant buildings, help property owners with applications of the National Register in order to take advantage of the Federal tax credits, and provide technical assistance.

### Bed and Breakfast in the Historic District

Citizens have asked the R/UDAT members to look at the possibility of bed and breakfast uses in the existing North Historic District. This area is prime for such an opportunity and would highlight this neighborhood for visitors.

This request was raised with the City earlier. The request for a "conditional use permit" was denied as concerns were raised by neighbors (rightly so) that a proliferation of such uses may change the nature of the district.

Approaches which may provide the bed and breakfast option and avoid too many establishments within the neighborhood are to amend the zoning ordinance to provide conditional use criteria which specifically address historic buildings.

Conditional uses are assumed to be those uses which are compatible with a neighborhood under certain conditions. To limit bed and breakfast from proliferating, we recommend either revising the conditional permit ordinance



# Implementation Process

## Development Atmosphere In Uptown

There has been a lack of strong leadership promoting and encouraging participatory government. This condition works against cooperative efforts toward the implementation of community goals.

For several years, the community (Public and Private) has concentrated its efforts and financial resources on development and growth along the I-35 and Loop 363 corridors, almost to the exclusion of Uptown.

The role of City government relative to Uptown real estate development is confusing to the pri-

vate sector developers. Government involvement through taxes or regulations is often viewed as a stumbling block to implementation, not the tools.

The perception of Government's current practice of offering below-market rents to private sector users in order to fill government-owned space in Uptown is viewed by private property owners as unfair competition and a substantial deterrent to private sector investment.

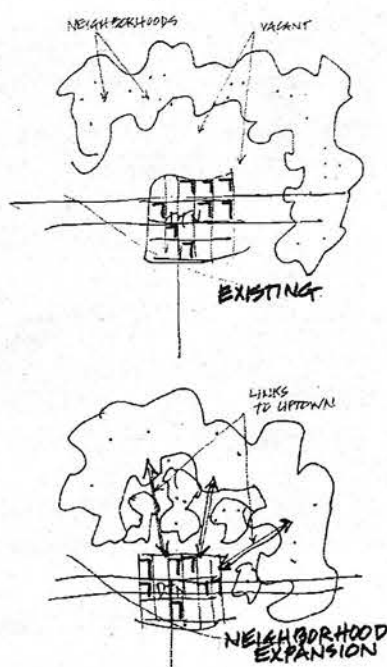
Citizens seem either jaded by, wary of, or merely uncertain of the value of citizen involvement in the government decision making and planning processes.

The current private sector, user profile in Uptown is an unhealthy mix of low end users highlighted by pawn shops and bars. Users have been attracted by the extremely low rental rates, while property owners demand low initial investment costs and provide minimal tenant improvements and maintenance of their tenant's space.

### From Previous Page

be reviewed to address historic buildings specifically, or require the buildings be placed on the National Register of Historic Places assuring that only the very significant buildings are allowed a bed and breakfast, e.g., Ma and Pa Ferguson's home.

Uptown Temple's future uses and activities will require much less land than the area historically thought of as the city's core. Uptown's revitalization should include contraction of its physical boundaries. As Uptown becomes more concentrated, the resultant area should develop



## Neighborhoods: In-town and Uptown

Uptown Temple will likely never mirror its past heyday as a regional shopping core. The growth and vitality of the city's outer regions has effectively served to preclude Uptown's ever gaining new large-scale retail development. Rather than attempt to reclaim bygone commercial prominence, Uptown should emphasize and reinforce its role as the meeting ground of all community citizens. Uptown is Temple's common space, its living room.

## Developing Partnerships

A sincere commitment by all segments of the community will be needed to implement the R/UDAT plan. By working in concert, public and private sector players can pool their resources to accomplish these projects in a timely manner. Timing is critical in assuring Temple's successful completion of the R/UDAT plan; therefore, the community should begin by utilizing "in place" leadership to implement the plan. The organizational structure of the Public/Private Partnership entrusted with the responsibility of implementing many of the R/UDAT development proposals will be formalized by the partners; however, for this report we will call it the Public/Private Development Council (PPDC). Partnerships can be formed with several public and private sector entities:

- The key Public Sector partner is the City of Temple which is entrusted by its citizens to protect their interests. The City not only has the power to create a favorable development environment in Uptown, but it also holds title to numerous properties – which can serve as a "nest egg" to assure the success of the real estate development proposals contained in this plan.
- Another key Public Sector partner should be the Temple Economic Development Corporation (TEDC), which has a compatible economic development mission, is adequately funded, and has capable, technically competent leadership.
- A prime Private Sector partner group is the private property owners and space users in Uptown. They undoubtedly have a special understanding of the area, so their input and cooperation will be invaluable to the plan. Their special perspectives will add a practical perspective to the development proposals being formulated by the PPDC.
- Another important Private sector partner, also working with adequate funding capacity, capable staff and a demonstrated volunteer dedication to the success of Temple's future, will be the Chamber of Commerce.

e) Additional private sector partners will identify themselves based on their special interests as the R/UDAT process develops and is better understood /appreciated by the general public.

The R/UDAT team recommends that the PPDC be primarily responsible for implementing the Plan. PPDC will have authority over the administration of Uptown development as well as Convention and Visitor programming for the entire community. PPDC will require two full time employees to accomplish its mission. Under an agreement with the City, the PPDC will receive one percent (1%) of the Hotel & Motel Bed Tax to pay for the expenses incurred while performing the duties required under this proposal.

## Role Of The Public/Private Partnership

We recommend that the PPDC help broaden the emphasis of Temple's economic development efforts to a balanced focus between Uptown and The Loop. The redefined emphasis will provide sufficient effort to effectively implement the R/UDAT plan without detracting from the community's current trend of impressive economic growth in other areas of the community.

The Team anticipates that the "balance" of participation by each partner may change over the initial, 5-year implementation period. In the beginning, the Public Sector participation will be concentrated in infrastructure enhancements while the Private Sector effectively promotes community involvement in programmed activities. As the process matures, the Private Sector will assume more and more responsibility for the success of each project, while the Public Sector supports and facilitates Private Sector uses. Leverage of Public Sector resources is imperative, and PPDC efforts should be directed toward those projects where the public resources will be matched with the largest private investment.

## Expectations – Perceptions Are Reality

Benefits from the revitalization of Uptown will

positively impact the entire community. As with any journey, the R/UDAT recommended redevelopment projects will start small. Expectations about the ultimate impact of the successfully completed project should grow concurrently with the momentum developing within the process. Each success will build on the previous one. It is essential that positive momentum be maintained throughout the process – until the final phase is finished.

The most beneficial impact from returning economic vitality to Uptown will be the creation of a favorable image and attitude both within and about Temple as a community.

In order to positively represent Temple to an outsider, community leaders need the ability to point to the "entire community" with genuine pride. Experienced site locators know how to use the historic area as a bellwether to judge the extent of community pride – which reflects on several community traits, not the least of which is community leadership, quality of life, vision, and work ethic.

Effective programming of existing and renovated spaces will enhance the community's perceptions of Uptown. Increased vitality is needed to curtail the downward spiral of use and enjoyment of this area. Enhanced programming of events, coupled with other aspects of the study recommendations, will immediately begin to add new life to Uptown.

Increasing the use of Uptown space by users with strong positive images will enhance the area's image and encourage additional quality users to move into the historic area. Classic users of "low cost" space want to provide a product or service at the lowest possible cost. Non-profit, volunteer organizations as users of space in Uptown presents a "win-win" opportunity for the community. Non-profit organizations enjoy a favorable image. By locating these organizations in Uptown, the positive image of the organization will enhance the image of the entire area. In this situation, non-profit organizations, because they are able to combine historic preservation with quality of life program benefits, can easily access "sweat equity" volunteers and funding from foundations to pay for needed renovations. Then, since

continuing rental obligations have been eliminated, they can apply more dollars toward funding their primary mission objectives.

Non-profit users who are potential candidates for historic space include:

—Junior League of Temple: JLT currently owns a large, historic building in the heart of Uptown.

—Arts Organizations: Arts organizations are not only good users of space, but because of their mission, they will be excellent resources for programmed events in Uptown.

—Medical Services Center: There is currently a need for greater levels of medical services in neighborhoods adjacent to the historic district.

—Day Care, Youth and Senior Support Service Providers: Uptown is highly accessible to all segments of the community. The adjacent neighborhoods can access the area on foot, while the higher income, suburban citizens will be more likely to have access to an automobile or parent transportation to reach the central area.

—Multicultural Support Organizations:

Uptown's central location, coupled with its role as Temple's major public "crossroads" makes it attractive as a place for all of the community's segments to meet and appreciate common and unique qualities.

## Recommendations

Utilize public grant funds to enhance Uptown parking and create aesthetically pleasing greenway areas.

Initiate a Public/Private task force to address tax, restriction and code problems as they relate to Uptown development and to suggest changes to each that will facilitate the defined development goals.

Change the City's philosophy on the use of vacant, City-owned space in Uptown:

Properties identified as unusable for public use will be contributed to PPDC.

Properties identified as needed for future expansion will be retained by the City. The "short term" use of the property should enhance the public good of the community. The City should dispense with the practice of leasing Uptown space at below market rental rates – a practice that competes with Private Sector investors and



is therefore in conflict with the current economic development goals for the area. Designate and publicize specific space in Uptown as "incubator space". The PPDC will use this space to reduce the economic risk for entrepreneurs who want to move to Uptown. Under the PPDC contract, the user will move into the space at little or no rent for 6 months. During the initial period, the user can assess the potential market for his product/services. If the user decides to leave, the space will be given to another user. If the user decides to permanently locate in Uptown, as demonstrated by the user's actions to acquire "permanent" space, then the initial lease period will be extended for a period adequate enough to allow a successful transition to the new permanent location. PPDC properties will tie nicely into this program. PPDC should have a supply of commercial properties with the flexibility to provide the property to the end user on a favorable, "lease/purchase" basis.

Establish a Tax Increment Finance (TIF) District in Uptown. The funds received should be managed by the PPDC to reinvest in the district. A program encouraging "match funding" from private property owners for each project should be implemented whenever possible.

Inventory the buildings in Uptown, assessing their ownership, physical condition, and historical significance. Enlist the professional assistance of the local AIA Chapter to assist with this project.

Develop a phased restoration plan for each building in Uptown. Community and professional input should be used to develop a "vision" for each property. The finalized restoration plan will be used as a guide for each property and can serve as a benchmark to evaluate the progress of the plan.

Establish a program to allow private property owners to benefit through abatement of City property taxes in return for restoring their storefronts in a historically correct manner. In order for the property owner to qualify for the incentive, restorations must meet the guidelines established by PPDC.

When restoration is completed, PPDC will either lease or sell the restored properties,

proving to the Private Sector that higher values (sales value and/or rental rates) are realistic if the space is attractively restored. After the PPDC has successfully rented and/or sold a series of historic properties, the Private Sector will "see the light" and start to aggressively anticipate PPDC purchases; thereby, creating a competition for vacant properties, increasing property values, broadening the selection of tenant useable properties, increasing city property tax revenues (after the abatement period), and providing additional opportunities for more win-win results.

The City Council should assemble an ad-hoc committee to develop a sign graphics package for Uptown properties and then follow up on those recommendations, where appropriate, by developing the concepts into formalized City codes.

Develop a recognition program for participation in the Uptown development process. Publicize the successes widely, so both local and area citizens are aware of the changes that are occurring. This will pique citizen curiosities and will motivate them to visit Uptown to "see for themselves".

## **Enfranchise more citizens into the revitalization process:**

—Organize an Uptown Workday: PPDC should organize and promote an Uptown Workday for the entire community. City work crews should support the Workday with staff and equipment.

—Celebrate Successes: Hold a contest encouraging volunteer organizations, companies and individual teams to compete in restoration projects. Winners could receive a major prize (e.g. \$500 shopping spree) and each and every participant would receive an Uptown token (e.g. railroad spike) in recognition of their involvement in the Uptown revitalization program.

—Program Community Wide Events: Hire a professional director to promote Uptown. In cooperation with Temple arts organizations, the Director will present events in the restored areas of Uptown that will appeal to a broad spectrum of the community. These can either be large, single events (Christmas Lighting Display) or a

series of small individual events (concert series). By locating the events in restored areas, the community as a whole will be able to experience first-hand the successes of the Uptown revitalization program.

—Display Public Art: Temple has outstanding rail service to several major metropolitan centers and there is technical competence in the area to move extremely large items. The Cultural Activities Center Director should obtain a major impact sculpture (on loan from the owner) to display in the restored area of Uptown. The PPDC Events Director can utilize the hype associated with the sculpture to maintain the momentum of the R/UDAT recommended revitalization program.

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## **Quotes from citizens**

*'It's a question of apathy. We all have ownership. The challenge is to be involved....'*

— Caroline Bennett

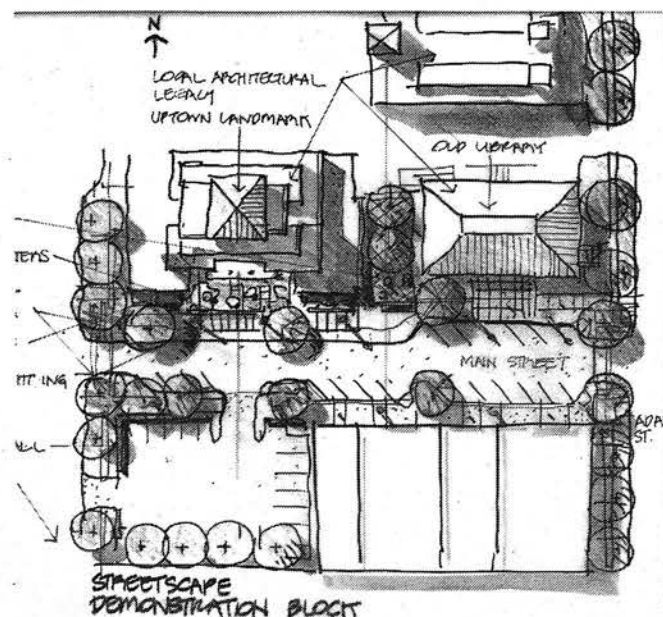
*'We need to make it a safe place for our families, young and old.'*

— Jackie Jones

*'We need to have enough vision to know we will be serving all citizens, for all of the community.'*

— Jimmy Ray

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# Action Agenda

## Short Term Goals - Next Year

There are several programs which the community can more immediately to implement. These projects range in cost from a couple of dollars to a couple of hundred thousand dollars.

Implemented development of a Model Block Renovation Project.

The City should develop a sign graphics package for Uptown.

Initiate a Public/Private task force to address tax, restriction and code issues and Uptown development .

Design and construct signage at the exit ramps of I-35 and Central and Adams Avenues to identify the Uptown area.

Solicit the partner participants and formalize the organizational structure of the PPDC.

Inventory Uptown buildings, assessing ownership, physical condition, and historical significance.

Establish a Tax Increment Finance (TIF) District in Uptown.

Establish off-street parking guidelines for Uptown.

Develop a unified street signage package for city-wide application.

Conduct 8th Street/MLK Drive corridor study.

Consolidate property for Lanier Community Center.

Convert Lanier School to community activity center.

Relocate MKT depot to Lanier Community Center property.

Pursue National Register designation for Santa Fe Depot.

City to adopt preservation guidelines.

Make low interest loans available to owners rehabilitating building facades.

Develop public relations and community outreach program.

Interim development of Temple Plaza

Establish shared truck loading zones in Uptown.

Clarify street markings to enhance safety.

Establish a street hierarchy.

Explore the reversion of Central Avenue to a two-way street east of 3rd

Increase on-street wheelchair accessibility

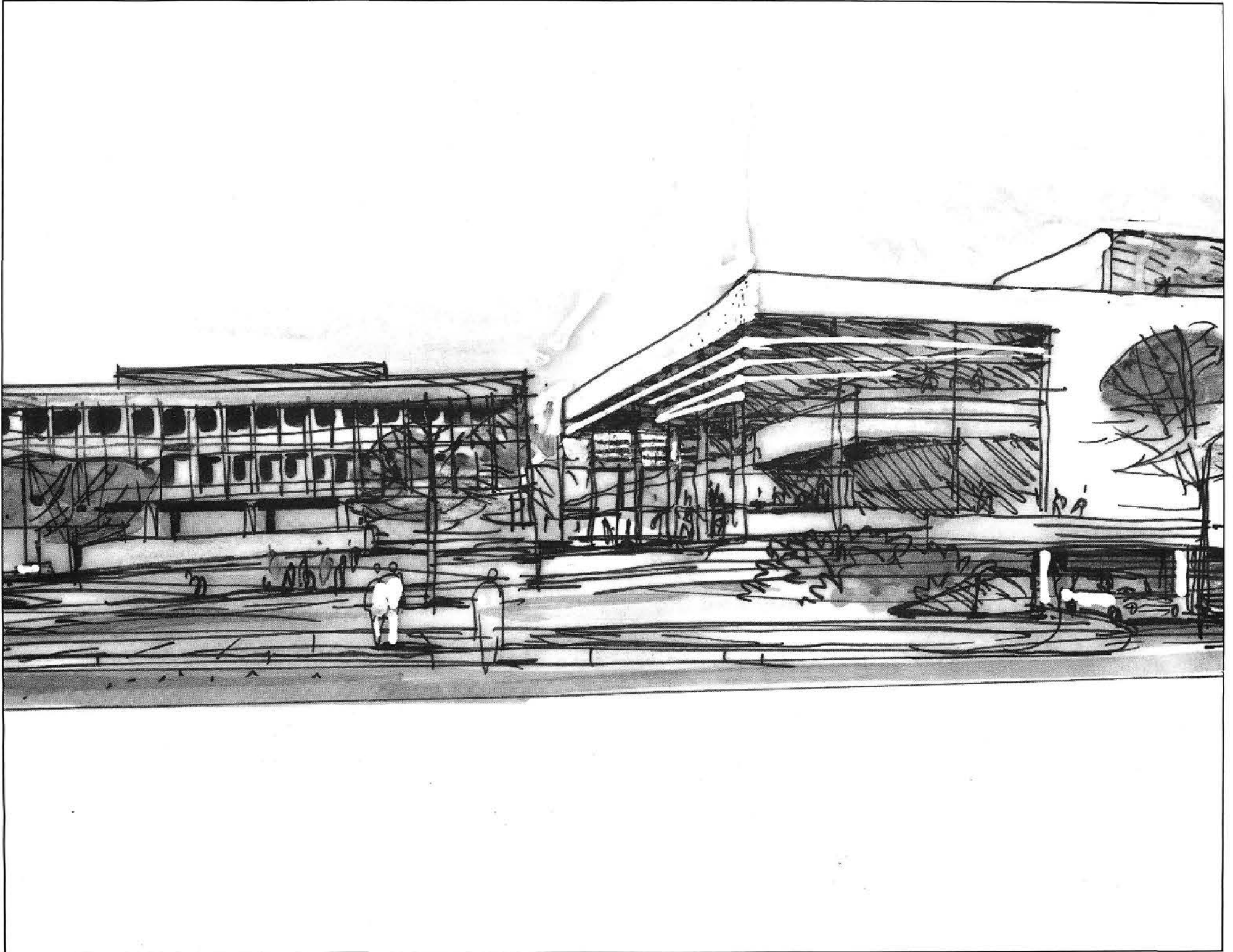




ST IMPROVEMENTS ON MAIN

## Mid-Term Goals – Next Three Years

- Construct first stage of Santa Fe Gardens.
- Establish gateways into Uptown.
- Create business development zone.
- Create Skate City and youth park.
- Relocate Moody Depot to youth park.
- Develop greenbelt from Santa Fe Gardens to Skate City to Lanier Recreation Center.
- Create parking development district.
- Revitalize near East Temple neighborhood.
- Stabilize and improve neighborhood northeast of Uptown.
- Establish community market center.
- Establish local preservation-advocacy organization.
- Upgrade parking enforcement.
- Modify violations and fines structure
- Select and improve lighting
- Work with Police to establish an Uptown COPS program.
- Develop uniform pedestrian wayfinding system.



## Long-Term Goals – Next Five Years

- Develop Santa Fe Cinemas entertainment complex.
- Construct Justice Center and Temple Plaza.
- Complete development of Santa Fe Gardens.
- Develop Children's Discovery Center.
- Construct Temple Heritage Center.
- Evaluate and upgrade the traffic signal system.



# R/UDAT Team

## TEAM CHAIRMAN

*Mr. Frank Gray*  
*Director of Economic Development*  
*Lakewood, Colorado*

Frank Gray is the Director for the Department of Community Planning and Development for the City of Lakewood, Colorado, and has served on the American Institute of Architecture's R/UDAT.

An internationally recognized expert in urban and redevelopment planning management, Frank Gray has prepared fiscal and physical urban management and redevelopment strategies for communities in California, Colorado, Nebraska and Utah, in addition to assistance to the State of Hawaii and Austin, Texas.

He is the former deputy director for the City and County of Denver, responsible for the planning and economic development aspects of the Denver New Airport Development Project.

Gray holds a bachelor's degree in Industrial Design from San Jose State College and a master's in Urban and Regional Planning from California State University, which included a year of urban sociology study at the University of Uppsala in Sweden.



California, Iowa and Utah.

Champeaux graduated from Tulane University with a Bachelor of Architecture and earned a Master of Architecture in Urban Design and City Planning from Rice University.

## Frank McNeil

*Neighborhood Planner*  
*Louisville, Kentucky*

Frank McNeil currently serves as a Designer Technician for the Housing Authority of Louisville (HAL) and brings his expertise as a neighborhood planner to the R/UDAT Team. Some of his designs include conversion of three apartments for use as a child care center, site improvements at developments and office renovations in HAL's headquarters.

McNeil has also been involved in such activities as the Park DuValle Revitalization Program where, as part of the Park DuValle Neighborhood Advisory Committee (PDNAC), he served as liaison between HAL and the community. McNeil received his Bachelor of Science in Art and Design, Master of Architecture and Master of City Planning from Massachusetts Institute of Technology in Cambridge, Massachusetts.

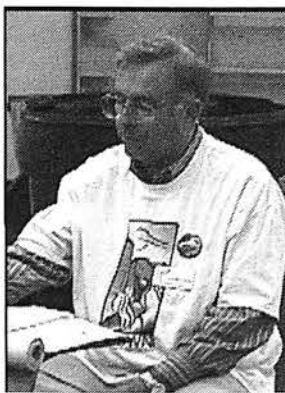


## TEAM COORDINATOR

*Mr. Joe Champeaux*  
*Partner Champeaux Landry, Inc.*  
*Architecture and City Planning*  
*Lake Charles, Louisiana*

Joe Champeaux is a former director of city planning for Lake Charles, Louisiana and a past president of the Louisiana Architects Association. He is also a member of the College of Fellows, American Institute of Architects.

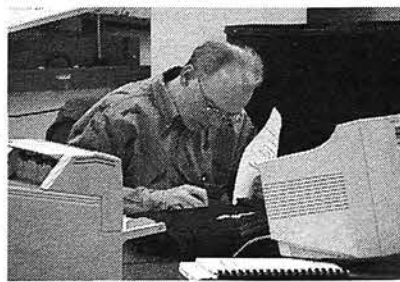
He has served a chairman of 10 R/UDAT Teams including Wichita Falls and Baytown, Texas and others in Missouri, Oregon, Tennessee, New Jersey,



## David Coode

*Associate Production Manager*  
*Lose & Associates, Inc.*  
*Land Planners and Landscape Architects*  
*Nashville, Tennessee*

David Coode is an Associate for Lose & Associates, Inc., Land Planners and Landscape



Architects in Nashville, Tennessee. His strengths lie in land planning and team leadership and he often serves as a facilitator at citizen meetings, gathering input for communities concerning a planned project.

As an Associate, Coode is responsible for contract negotiations, conceptual master planning, construction documentation and construction supervision. Coode has extensive experience in recreation and park planning, especially the production of recreational feasibility studies, detailed park plans and specifications.

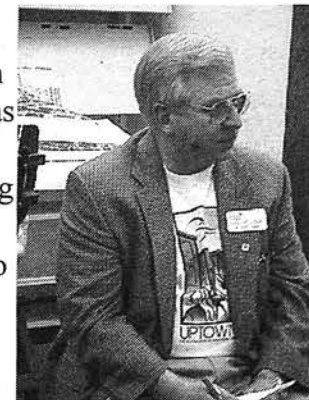
He received his Bachelor of Landscape Architecture and Bachelor of Science from Mississippi State University.

## Lee Pfluger

*Community Leader and Downtown Developer*  
*San Angelo, Texas*

Lee Pfluger, a San Angelo businessman and land owner, served as Chairman of the San Angelo R/UDAT Steering Committee in 1992. He serves on the San Angelo Chamber of Commerce Board of Directors and was Chairman of the Board in 1995.

Pfluger received his Bachelor of Business Administration in Economics from Texas Tech University in 1963 and his Master of Business Administration in Finance from the University of Texas in 1967.



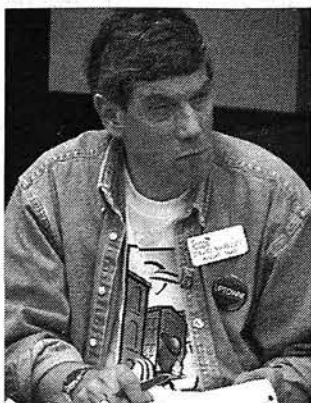
**David Markley**

*Transportation Planner  
Transportation Solutions  
Redmond, Washington*

David Markley owns Transportation Solutions, Inc. and has technical and administrative responsibility for a full range of traffic engineering and transportation planning projects.

Markley, a principal engineer, will assess Temple's traffic engineering and parking situation and make recommendations on ways to improve these areas. Markley has gained recognition for his expertise in the fields of short-range transportation planning, traffic engineering, parking analysis and design and transportation analysis of public assembly facilities.

He received a Bachelor of Science in Civil Engineering from the University of Washington in 1969 and his Master of Civil Engineering from Pennsylvania State University, Bureau of Highway Traffic in 1972. Markley is also a member of the Institute of Transportation Engineers.

**Judy Underwood**

*Media Production Specialist  
Mountain MicroSystems  
Manchester, New Hampshire*

Judy Underwood, owner of Mountain MicroSystems, joins the R/UDAT team as the Media Production Specialist.

Her focus during the visit has been on the publicity of the event and the publishing of the team's final report.

Underwood specializes in budget preparation and presentation, training and computer



networking, Annual Report publication and Manual of Operations publication. Previously, she served as the Novell LAN Administrator for Rothgerber, Appel, Powers and Johnson.

Underwood received her Bachelor of Science in Mathematics, Cum Laude and her Master of Arts in Mathematics, both from the University of Connecticut.

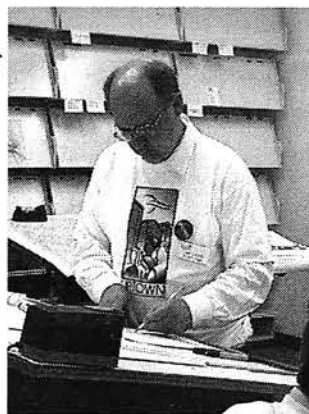
**Thomas Laging**

*Professor of Architecture  
University of Nebraska*

Thomas Laging, FAIA, is a Professor of Architecture at the University of Nebraska at Lincoln and an active consulting architect. He has provided a variety of urban design and architectural services to numerous cities and design firms throughout the country. He is a member of the Regional and Urban Design Committee of the American Institute of Architects and has lead or participated in 10 of the AIA's Urban Design Assistance Teams.

Professor Laging's service to Nebraska Communities has resulted in an active Capitol Environs Commission for the Goodhue Capitol and an interdisciplinary program for Architecture and Planning students which combines teaching with urban design assistance.

As an educator with thirty years of experience, he has taught at various universities internationally including Autonima de Guadalajara and Simon Bolivar in Caracas. Professor Laging was honored as the first James Elmore Visiting Professor in Urban Design at Arizona State University, Tempe. He holds a Masters Degree from Harvard University.

**Patricia Comarell**

*Downtown Strategist, Historic Preservation  
Ogden City, Utah*

Patricia Comarell currently serves as Executive Director of the City Council in Ogden City, Utah. Comarell has worked as an Adjunct Associate Professor of Urban Planning at the University of Utah, Assistant Director of Ogden City Community Development, and President of the American Planning Association, Utah Chapter from 1984-86.

She received her Bachelor of Political Science in 1970 and her Master of Political Science in 1972, both from the University of Utah.





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Temple ISD Student Artists	Jimmie Ray	Jim Leonard	Rose Hernandez	Jack Folsom
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Carolyn Wilson Bennett	Keifer Marshall, Jr.	Walter Ponder	Ron Cline	Brian Roberson
Mike Thompson	Ralph Evangelous	Michelle Wilson	Marc Nigliazzo	Mike Brockway
Karl Kuykendall	Bill Kyle	George & Leontene English	Mary Irving	Don Grobowsky
Wendall Williams	Jerry Haisler	Rev. Willie Robertson	Barbara Bailey	Harry Adams
Doug Streater	Tony Hennes	Rev. Demotis Sherman	Donna McClain	Steve Niemeier
Cindy Newton	Maryse Saffle	Ann Symank	Sally Myers	Bill Courtney
Ken Higdon	John Hart	Mildred (Millie) Davis	Jane Nash's Journalism	Dennis Hobbs
Minerva Flores	Kathleen Colburn	Larry Neal	Class	Carol Smith
Bruce and Jessica Walker	Patty Benoit	Mike Olson	Hal Rose	Kitty Mayborn
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Kevin Koch	Josephine Flores	Connie Kuehl	Faron Phinney	
James Jones	Cheryl Jones	J. W. Perry	Connie Madsen	
Sam Listi	Dr. Katherine Jew	Valerie Ward	Sandra Perry	
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## Steering Citizens

Connie Madsen  
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### Leadership Temple Action Team:

Faron Phinney  
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